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**Experimental
Civilian Personnel Office Project (EXPO):
Final Report
for Appropriated Fund Sites**

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Foreword

This report documents the evaluation of personnel changes implemented over a 3-year period at 16 appropriated fund (APF) sites under the Experimental Civilian Personnel Office Project (EXPO). Sites included one U.S. Air Force activity, one Army activity, 13 Defense Logistics Agency installations and one Navy activity. The Navy Personnel Research and Development Center (NAVPERSRANDCEN) conducted the evaluation for the Office of Civilian Personnel Policy, Office of the Deputy Assistant Secretary of Defense, Department of Defense (DOD). The evaluation efforts were funded under Program Element 1711319.W999, Work Unit DWAM 0012. A second evaluation assessing changes in personnel policies within the nonappropriated fund sector has also been completed and is described in *Experimental Civilian Personnel Office Project (EXPO): Final Report for Nonappropriated Fund Sites* (NPRDC-TR-91-10).

The aim of Project EXPO was to design and test initiatives that would streamline and simplify personnel management procedures and policies employed in the DOD. Implementation of these initiatives was intended to enhance the responsiveness, flexibility, and quality of the delivery of personnel services.

There were many people who were instrumental in the success of Project EXPO. First and foremost was Frank Cipolla who first proposed the concept of EXPO and who was a source of guidance and support throughout the course of the Project. The authors also wish to credit both Headquarters staff and site managers who worked hard to ensure that Project EXPO initiatives would be implemented. They became involved directly in training and orientation efforts. They tirelessly gathered data for NAVPERSRANDCEN and volunteered ideas useful to the evaluation effort. Appreciation is also extended to the managers of all the APF sites and their employees and APF personnelists for their support and cooperation.

The authors wish to extend a special acknowledgment to Roberta Ryan, whose contributions to the preparation of this manuscript were invaluable. The authors would also like to thank Annette Stout and Sylvia Hudson for their assistance in preparation of the complex text and tables that document the results of the evaluation.

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Summary

Problem

The Federal Government continues to face new challenges and problems that stem from constantly changing conditions--economic, political, and cultural. These conditions have direct implications for the management and administration of Navy personnel systems. Changes in the composition of the work force, the scaling down of agencies, and the decreases in funding provide the impetus to re-examine public personnel policies and to develop and test new ones that promise to be more efficient and productive.

Purpose

To revitalize and streamline personnel management systems in the Department of Defense (DOD), the Office of the Deputy Assistant Secretary of Defense established the Experimental Civilian Personnel Office Project (EXPO). The aim of Project EXPO was to design and test initiatives that streamlined and simplified procedures and policies employed in the civilian personnel offices of the DOD. In addition to the benefits to be derived from the initiatives, Project EXPO would also provide empirical information that would help to redefine and validate some of the personnel management functions in Defense activities. Finally, the innovations tested could serve as a basis for designing new human resource management systems.

Approach

Project EXPO got under way in 1986. Six appropriated fund (APF) Civilian Personnel Offices (CPOs) representing the major DOD components (Air Force, Army, the Defense Logistics Agency [DLA], and Navy) proposed initiatives relevant to operations at their sites. Project EXPO required each project office to identify mission-essential operations, select those that could be modified to produce a more responsive CPO, and develop, implement, and test improved ways of performing them. The changes proposed were required to conform to existing laws and statutes governing the civil service system. The test was to last 3 years.

Seven initiatives were proposed that were germane to the areas of personnel management (e.g., delegation of classification authority) and personnel administration (e.g., nonpunitive discipline, core personnel document). The initiatives as a whole signified a movement toward greater empowerment of nonpersonnelists (e.g., managers), greater efficiency, flexibility, and responsiveness.

Subsequently, Project EXPO was expanded. Ten more DLA APF sites were added to the test of delegated classification authority, and 17 nonappropriated fund (NAF) activities proposed and began testing initiatives designed to improve and streamline NAF operations. The results of Project EXPO at NAF sites are described in a separate report, *Experimental Civilian Personnel Office Project (EXPO): Final Report for Nonappropriated Fund Sites* (Shettel-Neuber et al., 1991).

The Navy Personnel Research and Development Center developed the evaluation plan, conducted the evaluations (with help from site evaluators), and analyzed the data. Sources included attitudinal surveys, standardized on-site interviews of personnelists, managers, and supervisors, existing data bases, and data and documents provided by the test sites. Some areas were assessed

by existing instruments. Other areas were evaluated by a questionnaire/interview format designed specifically to address the EXPO changes. The evaluation covers a 3-year test period for the original APF sites and approximately 1 1/2 years for the 10 DLA sites testing delegated classification authority.

Results and Conclusions

Analysis of performance and the results of the APF indicators questionnaires and interviews indicate that the majority of the EXPO initiatives have been beneficial for carrying out management and administration activities at the participating sites.

Core Document

Data from the Air Force Academy documented significantly shorter time required to complete personnel packages and improved package quality. Data from Ft. Monmouth reported greater efficiency and ease in using the Core Document but lower perceived quality. The use of a Core Document is recommended to other CPOs provided procedures are established to insure that the critical information is included in the Core Document.

One-Stop Service Centers

Time to process position packages, SF52s, and retirement actions was reduced. One-stop service centers provided a more convenient, rapid service. One-stop service centers, however, initially generated problems in terms of distribution of services offered by the operating CPO and lowered morale of a number of personnel specialists. One-Stop Service Centers are recommended as a viable option provided the right skill mix, availability of training resources, and commitment exists.

Delegation of Classification Authority

Delegation of classification authority (DCA) was the most widely tested initiative under Project EXPO. In addition to the original four sites, 10 other sites in DLA tested this initiative. Overall, the DCA initiative evoked generally positive but mixed reactions from managers, supervisors, and personnelists. The benefits of DCA were: (1) DCA managers and supervisors who had detailed knowledge of the work required had greater input into classification, (2) the DCA process produced a more accurate PD, (3) the working relationship between managers and personnelists was improved, and (4) there were fewer delays due to reviews. Problems associated with DCA were: (1) DCA procedures created additional workload for managers and supervisors, (2) there was a greater potential for inconsistency among PDs, (3) there were concerns that CPO oversight weakens or negated delegation authority; and (4) DCA cannot resolve pay comparability and outdated classification standards issues.

Nonpunitive Discipline

The Letter of Discipline initiative used within DLA has been somewhat controversial, but it also has proven to be popular with users and to work well within DLA. Defense Contract Administration Services Region (DCASR) Cleveland and Defense Depot Memphis TN documented savings in suspension days and savings in time to process disciplinary actions. Letters

of Discipline were judged to be an easy, fair, and effective method of discipline; they were not considered a replacement for traditional discipline, but were considered an excellent supplement to the traditional disciplinary procedures. Letters were felt to be particularly appropriate for certain situations (e.g., for an historically good employee who had developed a problem requiring disciplinary action). Letters are recommended for adoption by other sites providing that a consistent organizational policy and rationale guides their use.

The Alternative Discipline System (ADS), implemented at Naval Supply Center, Norfolk, although terminated early, showed promise as a way to deal with disciplinary problems. Many managers and supervisors expressed their desire to continue using this approach. The organizational performance measures documenting the effect of ADS also demonstrated the positive effects of the system. The amount of effort required to prepare everyone involved in this experiment was massive, as was the work required to maintain the program (e.g., monitoring, training). These factors, combined with resistance from the union concerning this initiative, contributed to the decision to discontinue ADS. Successful adoption of ADS requires the support of ADS from various constituents and an organizational philosophy that is congruent with that of ADS.

Elimination of Mandatory Interviews

Managers and personnelists from the three DLA sites were very positive about the effects of this initiative. It produced substantial savings in time and related costs of personnel selection. There is the potential for this process to be seen as unfair. Enactment of this initiative at other sites is recommended but the fairness of the selection process must be monitored.

Merit Promotion

This initiative was positively received and helpful in streamlining the candidate evaluation process at DCASR, Cleveland and Defense Industrial Supply Center, Philadelphia. It is concluded that this initiative could be implemented fairly easily at other sites with definite benefits to the adopting organization.

Performance Management

This initiative was perceived to have minimal impact; however, users rated this initiative as saving time and involving less paperwork, and they preferred this approach over the old one.

Overall, the initiatives have demonstrated their effectiveness through the streamlining of processing and documentation within the CPO (e.g., core document), transferring power and control over certain personnel management functions from personnelists to managers (e.g., delegated classification authority), and redefining the role of the personnelists and structure of the CPO (e.g., One-Stop Service Centers). They have thus had a direct effect on changing the orientation of the CPO as well as improving CPO operations at the participating sites.

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INTRODUCTION

The Call for Change

The Federal Government continues to face new challenges and problems that stem from constantly changing conditions—economic, political, and cultural (Newsman, 1989). These conditions have direct implications for the management and administration of personnel systems. Changes in the composition of the work force, the scaling down of agencies, and decreases in funding provide the impetus for Civilian Personnel Offices (CPOs) to re-examine public personnel policies and to develop and test new ones that promise to be more efficient and productive and to improve the delivery of personnel services.

The call for reforms in the Federal Government gained momentum in the late 1970s and 1980s, with numerous evaluations concluding that the personnel system had become cumbersome and ineffective. The Civil Service Reform Act (1978) instituted management reforms to correct difficulties in the centralized, inflexible personnel management system, yet the call for reforms continued. The White House Council's Federal Laboratory Review Panel (1983) concluded that the Department of Defense's (DOD's) micro-management and bureaucratic systems caused inefficiency, overstaffing, and an inadequate linkage between performance awards. The Panel recommended that changes be considered in the rules, regulations, and procedures governing the civilian personnel management systems to enhance overall performance. In another study that same year, a panel of the National Academy of Public Administration (NAPA) obtained similar results (1983). The panel reported that management systems in the Federal Government were so constrained as to "reduce rather than enhance management effectiveness" (p. 1). Later, in 1985, a private firm, McManis Associates Inc., compared private sector and government personnel operations and reported that there was a need for change in human resources management to integrate human resource planning with business/program planning and streamline human resource administration. Finally, in a Senate subcommittee hearing (14 May 1986), the Director of the Office of Personnel Management (OPM), Constance Horner, testified that "the Government's personnel system is broadly perceived not to be working as it should be," and suggested a more dynamic management system built around people, not paper, was needed.

The Reform '88 and Grace Commission reports (McManis Associates Inc., 1985) called for comprehensive changes in the management of government human resources. They pointed to the disparity in the size of personnel staffs relative to the number of employees serviced, the inability of CPO functional activities to meet human resource needs, and cumbersome CPO structures and processes. The NAPA panel (1983) noted that personnelists' time is monopolized by procedural tasks, leaving no time to work with managers and nonsupervisory employees on human resource issues, on positive personnel work. They concluded that a "more advanced concept of personnel system value and accountability" was needed that "goes beyond the advances of the Civil Service Reform Act by placing responsibility for effective personnel management squarely in the hands of the managers, and not in the personnel organization" (p. 38).

It is obvious that key aspects of human resource management and functions of CPOs need to be reorganized to enhance efficiency, productivity, and quality. Administrative procedures, rules, and regulations, so common in all Federal agencies, have exacted a cost in terms of tying management's hands and limiting employee opportunity. However, no one system can be designed

to meet all needs. Federal agencies have different missions, environments, challenges, and problems. Personnel policies need to be tailored to fit individual agencies. The general direction of these proposed changes seems to be a move away from a strict centralized system. In its place is one that promotes delegation of authority to supervisors and managers and adaptation of systems to the unique needs of organizations (Swift, 1989).

To revitalize and streamline personnel management systems in the DOD, the Office of the Deputy Assistant Secretary of Defense for Civilian Personnel Policy (ODASD [CPP]) established the Experimental Civilian Personnel Office Project (EXPO). The project provided participants with a unique opportunity to improve personnel management systems by proposing and testing innovative policies and procedures.

Project EXPO Background

Project EXPO got under way in 1986 through sponsorship of the ODASD. The aim of Project EXPO was to design and test initiatives that streamlined and simplified procedures and policies employed in DOD CPOs. Initially, 11 DOD CPOs representing the major DOD components (Air Force, Army, Defense Logistics Agency [DLA], and Navy) expressed an interest in participating in the project. All 11 sites were appropriated fund (APF) activities.

Each participating CPO proposed initiatives relevant to operations at its site. The changes proposed were required to conform to existing laws and statutes governing the civil service system. The general thrust of Project EXPO was for each participating site to identify mission-essential operations and select those that could be modified to produce a more responsive CPO. The initiatives proposed were germane to personnel management (e.g., delegation of classification authority) and personnel administration (e.g., simplified personnel documents). The initiatives, as a whole, signified a movement toward greater delegation of authority and control to supervisors and managers, with the goal that the personnel system would become more efficient, flexible, and responsive.

The proposals were submitted to the OPM for approval under the provisions for research programs in Title 5, United States Code (U.S.C.), Chapter 47. On 13 May 1987, OPM completed its review and approved a number of the EXPO proposals. Because of the numerous and diverse requests (62) contained in the proposal and the legal constraints regarding the waiver of regulations not meeting the requirements in 5 U.S.C. 47.03, OPM's analysis of the proposal was lengthy. Eight requests were judged to fall outside OPM's authority in Title 5 and were not approved. This decision had a major impact on the proposed efforts of two sites and they chose not to continue to participate. Three other organizations withdrew from participation because of budget constraints and the need to refocus resources. Of the 11 original requesters, 6 remained. In the latter part of 1988 and early 1989, the testing of one proposed change, delegation of classification authority, was extended to include 10 other DLA sites. Thus, the size and scope of Project EXPO was substantially altered over this time period, but the project nevertheless was viewed as a real opportunity to make a difference in future Federal personnel management organizations and operations. Project EXPO was to run for 3 years, with completion scheduled for March 1990.

The initiatives proposed and implemented by the six original sites and the 10 added DLA sites are presented in Figure 1. They cover several aspects of personnel management and administration

Initiatives	Sites						
		Air Force	Defense Logistic Agency (DLA)			Arm	Navy
	AFA	DCASR	DDMT	DISC	DLA10	CECOM	NSC
Personnel Management							
Delegation of Classification		X	X	X	X	X	
Nonpunitive Discipline		X	X	X			X
Performance Appraisal				X			
Personnel Administration							
Core Document	X					X	
One-Stop Service		X	X	X			
Elimination of Mandatory Int.		X		X			

DLA = Defense Logistics Agency; AFA = U.S. Air Force Academy; DCASR = Defense Contract Administration Services Region Cleveland, OH; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center, Philadelphia, PA; DLA10 = Ten new DLA sites which implemented delegation of classification authority; FM = CECOM, Ft. Monmouth, NJ; NSC = Naval Supply Center.

Figure 1. Initiative implemented by CPOs at each EXPO site.

(e.g., delegation of classification authority, nonpunitive discipline, One-Stop Service Centers). With the exception of One-Stop Service Centers and performance management, the initiatives were tested at more than one site (e.g., 14 sites implemented delegation of classification authority). A more detailed treatment of initiatives is presented in the method section, including a comparison of key components of the initiatives with those of the procedures they replaced and a discussion of the significance of these changes in improving personnel management and administration. Because most of the initiatives were proposed by more than one CPO, it can be concluded that they are of general importance to the functioning of CPOs.

Role of Project EXPO Participants

The management and evaluation of Project EXPO required the involvement of the ODASD (CPP), the OPM, an internal implementation and evaluation team for each site, and an external evaluation team from the Navy Personnel Research and Development Center (NAVPERSRANDCEN). The overall project was managed by the Project EXPO Steering Committee, chaired by the Director, Personnel Management, Office of CPP of ODASD. Also on the Steering Committee were civilian personnel directors from the major DOD components (Air Force, Army, DLA, and Navy), a representative from the Research and Demonstration Division of OPM, and representatives from NAVPERSRANDCEN. The EXPO Steering Committee was responsible for developing details of the project, approving selection of test participants, and serving as a board of directors for the project.

The Research and Demonstration Division of OPM, responsible for experimental and demonstration projects testing innovations in personnel management under 5 U.S.C. 4703, reviewed the Project EXPO proposals for approval. The OPM Steering Committee representative provided advice, information, and direction on questions concerning policy issues. OPM was also responsible for approval of the final evaluation report.

Internal evaluators from each site and external evaluators from NAVPERSRANDCEN performed the evaluation of Project EXPO. The internal evaluation teams took the lead in collecting regularly recurring data taken from existing records and reports. The NAVPERSRANDCEN evaluators (1) assisted the internal evaluators in developing an assessment plan; (2) designed measurement instruments; (3) gathered information from site visits that was used for diagnostic and evaluation purposes; (4) oversaw the collection, analysis and integration of data that described the progress of Project EXPO; and (5) were responsible for assessing the overall EXPO effort. External and internal evaluators submitted quarterly reports assessing findings to the EXPO Steering Committee.

In summary, Project EXPO was established to enable DOD organizations to test various initiatives that could potentially increase the efficiency and effectiveness of the delivery of personnel services. In addition to the benefits of the initiatives, Project EXPO could also provide empirically derived information that could serve to redefine and validate some of the basic purposes/roles of the civilian personnel functions in Defense activities. Finally, the innovations tested under EXPO could serve as one basis for the design of new personnel systems.

METHOD

Participating Sites

U.S. Air Force Academy

The U.S. Air Force Academy is located in Colorado Springs, CO. It employs approximately 1,600 to 1,700 APF employees and 2,300 to 2,500 nonappropriated fund employees. The Academy is a small, self-contained community, and people representing a wide range of jobs work there to sustain it (e.g., physicians, librarians, carpenters, cooks).

The Academy has a relatively elite reputation in the Air Force and, as such, is often at an advantage with respect to funding and resources. Many employees at the Academy are highly skilled and hold well-paid positions.

Defense Logistics Agency (DLA)¹

Defense Contract Administration Services Region (DCASR) Boston, MA. The Headquarters for DCASR Boston, which has been renamed Defense Contract Management District North-East, employ approximately 2,500 people. DCASR personnel administer contracts

¹As a result of the reorganization of DLA, which began in 1989, several of the sites that were part of EXPO have been closed and others have been renamed.

awarded by military services and defense agencies and perform a quality assurance (QA) function for those systems and parts purchased.

Defense Contract Administration Services Region (DCASR) Chicago, IL. DCASR Chicago, which has been renamed Defense Contract Management District North-Center, has a regional staff made up of three Defense Contract Administration Services Management Area (DCASMA) offices that service contracts within specific geographic regions, and five Defense Contract Administration Services Plant Representative Offices (DCASPROs) that monitor contracts with large contractors from within the production plants. They perform contract management and QA. DCASR Chicago employed approximately 1,180 people at the time of the evaluation of EXPO.

Defense Contract Administration Services Region (DCASR) Cleveland, OH. DCASR Cleveland was one of the original six EXPO sites. The Headquarters was located in Cleveland, with field components (e.g., DCASPROs) located in surrounding geographic areas (e.g., Detroit) in the servicing region. DCASR Cleveland employed approximately 1,780 individuals. Due to the geographic spread of the locations, many field offices had only a few employees.

This organization also monitored contracts and performed QA. The contract monitoring positions often require the management of contracts involving large sums of money. The QA function, long associated with the blue collar inspector, was changing into one that emphasized error prevention and process control. DCASR Cleveland was closed in 1990.

Defense Contract Administration Services Region (DCASR) Dallas, TX. DCASR Dallas employed approximately 1,800 people. The Headquarters was in Dallas, with field offices located throughout the servicing region. DCASR Dallas performed the same activities as the other DCASRs: contract monitoring and QA. DCASR Dallas has been closed.

Defense Contract Administration Services Region (DCASR) Los Angeles, CA. DCASR Los Angeles, which has been renamed Defense Contract Management District West has the largest number of employees of all the DCASRs, approximately 3,400 employees. Its mission is to support the procurement process through administering contracts and assuring that systems spare parts, and so forth conform to specifications.

Defense Contract Administration Services Region (DCASR) New York, NY. DCASR New York was also responsible for contract monitoring and QA, and employed 2,100 people. Its Headquarters was in New York City, with field components located in the surrounding geographic areas (e.g., Connecticut). DCASR New York has been closed.

Defense Contract Administration Services Region (DCASR) Philadelphia, PA. DCASR Philadelphia has a regional staff made up of four DCASMA and two DCASPROs. All but one office are located at remote sites. As with the other DCASRs, the main activities are contract monitoring and QA. DCASR Philadelphia employs approximately 2,100 people.

Defense Contract Administration Services Region (DCASR) St. Louis, MO. DCASR St. Louis managed and overseas contracts awarded by military services and defense agencies. There were approximately 1,500 employees at DCASR St. Louis. DCASR St. Louis is now closed.

Defense Construction Supply Center (DCSC), Columbus, OH. DCSC is an inventory control point for construction materials and automotive and construction components. In addition to its mission as a principal managers of materials, it is one of two DLA sites that has a depot function. DCSC employs approximately 3,170 people.

Defense Depot Memphis TN (DDMT). DDMT, which has been renamed Defense District Region West, one of the original six sites in Project EXPO, is located in Memphis and employs approximately 2,400 people. The work force is largely blue collar. Primary functions are storage, maintenance, and issuing of materials and supplies. All activities are located at the Memphis depot.

Defense Electronics Supply Center (DESC), Dayton, OH. DESC, located in Dayton, is one of six supply centers in DLA. It is collocated with a DCASMA office of DCASR Cleveland. The DESC Office of Civilian Personnel (OCP) provides service to a tenant activity, the Defense Automatic Addressing System Office (DAASO). DESC employs approximately 2,400 people.

Defense Industrial Supply Center (DISC), Philadelphia, PA. DISC is located in northeast Philadelphia and employs approximately 2,300 people. DISC was among the six sites that initiated Project EXPO. As a supply center, it has a mix of blue and white collar employees. The primary mission of DISC is maintaining and issuing material and managing the documentation of the supply operation.

Defense Personnel Support Center (DPSC), Philadelphia, PA. DPSC is located in Philadelphia and is one of six such centers in DLA. It has three main mission directorates organized by commodity (medical, subsistence, clothing and textiles) rather than by function (procurement, supply, technical), as are the other centers.

U.S. Army Communications-Electronics Command (CECOM), Ft. Monmouth, NJ

CECOM, Ft. Monmouth is on the Atlantic coast of New Jersey. The CECOM employs approximately 8,500 civilians at the time of the EXPO evaluation who are almost entirely in General Schedule (GS) positions. The major mission of the CECOM is supply with a large proportion of the supporting work force highly skilled, holding positions in engineering, science, and computer fields.

Naval Supply Center (NSC), Norfolk, VA

NSC in Norfolk, employs approximately 3,500 people. The main purpose of the center is to store, maintain, and issue supplies. The work force is predominantly blue collar, with many supervisors and managers having worked their way up from blue collar warehouse positions.

Description of the Changes

Core Document

Two sites tested the use of a core document as the basis for personnel actions—the U.S. Air Force Academy and CECOM, Ft. Monmouth. The Air Force Academy's document is known as the Civilian Position and Performance Program (CPPP) package, and Ft. Monmouth's core document is known as the Performance Plan.

U.S. Air Force Academy.

Rationale. The CPPP was developed to integrate processes that had previously been completed independently but that were related conceptually. Under the old system, the processes of position description (PD) and classification, job analysis for filling jobs, creation of performance elements and standards, and determination of physical requirements for a job were completed separately and typically by a number of people approaching the tasks independently. Under the CPPP, the documents that support these processes are united into one package, resulting in a core document that integrates the common elements of the four processes. By creating such a document, both duplication of effort by various personnel specialists and modification of position documentation are almost eliminated.

The CPPP was developed to improve the quality of personnel documents; to increase consistency among classification, recruitment, and performance requirements; to simplify the process required to document positions; to reduce "fill time" (time to fill vacancies) and paperwork; to save managers' time, and, thereby, to increase customer satisfaction.

Procedure. To create a CPPP package, a personnelist reviews the position in question with the supervisor to identify the key elements comprising the job. Those key elements that describe the basic duties and responsibilities of the job for classification are the same ones that define the skills and abilities (including physical) required of a candidate; they are also the same as the components of the performance appraisal used to evaluate someone in that position. By having an integrated position package, when one aspect of the package changes (e.g., changes in the job noted at the performance appraisal), the entire position package is upgraded. The annual performance review, therefore, serves to keep the position current.

The first phase of the CPPP test involved the manual creation of CPPP packages on a case-by-case basis. Phase II involved the creation of a menu approach to the CPPP. This was still done manually. In Phase III, the CPPP package was automated, with three versions of software designed and tested. A menu approach was also used in the computerized versions of CPPP, with every effort made to streamline and simplify the process for managers while still producing the necessary components of a job description (JD).

Anticipated Effects. The use of the CPPP was expected to streamline the process of documenting jobs and save time both for personnelists and for managers. The increased efficiency of producing a CPPP package was expected to shorten the time required to fill positions. Another objective was to reduce inflation in performance appraisal ratings. It was anticipated that the traditionally high rating curve would normalize as performance elements became more descriptive of jobs and fewer "Exceptional" ratings were warranted. The development of the CPPP coincided with a command emphasis on correcting inflated performance ratings.

CECOM, Ft. Monmouth, NJ.

Rationale. The Performance Plan was developed to streamline the PD packages at Ft. Monmouth. The old system of JD development was viewed as slow-moving and adversarial in nature, with managers and personnelists often disagreeing as to the appropriate description and classification of positions. Lengthy negotiation was often required before a detailed PD acceptable

to both sides was produced. The Performance Plan was designed to simplify the required position documentation.

Key components of the Performance Plan are short (generally one paragraph), simple, "generic" JDs developed by the CPO to comply with basic law and OPM precedents. These generic JDs reflect the basic duties of the job, avoiding the long "personalized" PDs that had been used. It was believed that not only would this save time in the development of position packages, but it would eliminate the need for constant action to update JDs.

Procedure. The Performance Plan provides position documentation in one package. The emphasis is on brevity and simplicity in describing jobs. A Performance Plan is developed by managers, with the aid of personnelists, for each position under them. Personnelists at Ft. Monmouth developed short generic JDs for use by managers in preparing Performance Plans. Managers use these generic JDs as the basis for a Performance Plan for each position under them. The description of the position also is used to identify appropriate candidates to fill positions and to appraise the performance of the person holding the job. In selection, emphasis is placed on choosing someone who can do the job rather than meet extensive requirements in the application/selection process. The employee's supervisor monitors the Performance Plan for currency during annual performance reviews and updates as necessary.

Anticipated Effects. The Performance Plans were expected to greatly simplify position documentation and to allow managers to meet, with ease, the requirements of managing the positions (e.g., filling positions with appropriate candidates, updating performance elements). Further, it was believed that the time and effort required of managers to create position documentation would be greatly reduced and that relationships between managers and personnelists would improve.

One-Stop Service Centers

The One-Stop Service Center initiative was tested only at CECOM, Ft. Monmouth. In the test, the CPO was restructured to provide better service to employees and managers at Ft. Monmouth.

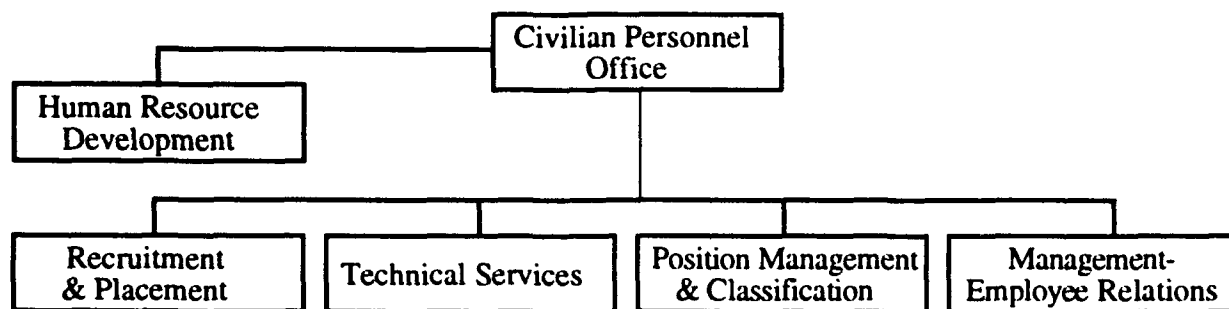
CECOM, Ft. Monmouth, NJ.

Rationale. The typical personnel office is organized functionally, with separate branches for different aspects of personnel service (e.g., recruitment and placement, position management and classification). The CPO's customers, therefore, consult with different personnel specialists depending on the issue to be addressed. Under the EXPO test, however, the CPO at Ft. Monmouth was restructured to reflect a "full service" concept in which customers could go to one contact person in the Personnel Office for any human resource issue. Under this organization, each activity had a "unit" within the CPO, called a Human Resource Office (HRO). It was later renamed a Civilian Personnel Administration Center (CPAC), with the purpose of providing "one-stop" service for personnel matters.

The CPACs provide information and services tailored to the activities they represent. Personnel specialists, through cross-training, have developed expertise in the major areas of personnel (e.g.,

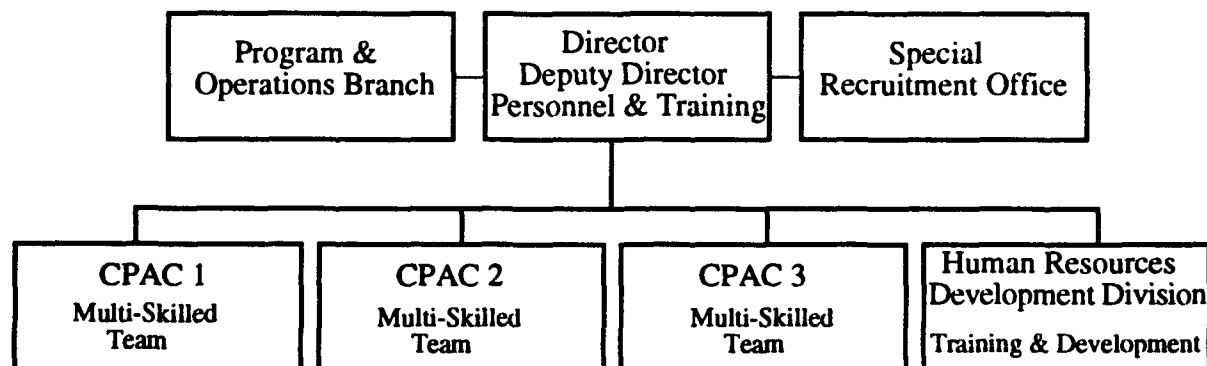
performance management, position management and classification, recruitment and placement) so that they can serve as personnel generalists.

Procedure. Prior to the reorganization into CPACs, the CPO at Ft. Monmouth had a functional organization (see Figure 2). After the office was restructured, the functional distinctions dissolved and service centers designed to support various activities at Ft. Monmouth were established. Figure 3 shows the organization under the current CPAC structure (see Figure 3).



CPO = Civilian Personnel Office, CECOM = U.S. Army Communications-Electronics Command, EXPO = Experimental Civilian Personnel Office Project.

Figure 2. Functional organization of CPO at CECOM, Ft. Monmouth prior to EXPO.



CPAC = Civilian Personnel Administration Center, CPO = Civilian Personnel Office, CECOM = U.S. Army Communications-Electronics Command, EXPO = Experimental Civilian Personnel Office Project.

Figure 3. CPAC organization of CPO at CECOM, Ft. Monmouth since EXPO.

Anticipated Effects. The One-Stop Service Centers were developed to provide better service to customers at Ft. Monmouth. Under this scheme, activities in the organization have "servicing" personnelists. This structure is designed to promote ease and efficiency of contact between managers/supervisors and personnelists.

Delegation of Classification Authority (DCA)

At the start of EXPO, classification authority was delegated to management at four EXPO sites. Three of the original DLA sites—DCASR Cleveland; DDMT; and DISC, Philadelphia—implemented the delegated classification authority (DCA) package developed by DLA. In early 1989, 10 additional DLA sites (DCASRs located in Boston; Chicago; Dallas; Los Angeles; New York; Philadelphia; and St. Louis; DCSC, Columbus; DESC, Dayton; and DPSC, Philadelphia) adopted the classification authority initiative. CECOM, Ft. Monmouth was the other original site that tested DCA as part of its EXPO implementation.

Defense Logistics Agency (DLA).

Rationale. DCA initiative transfers the authority to classify positions from the CPO to line managers within the participating organizations. Under the traditional system of classification, personnelists decide the title, series, and grade for positions based on information provided by supervisors. Under the EXPO initiative, managers were given the authority to classify positions for their organizational unit.

It is theorized that managers are the ones who know their work requirements best, and, thus, should be the best judges of the type of duties they need for a position.

Procedure. At each site, the commander delegated in writing to subordinate managers the authority to classify positions and sign position classification actions for all positions up to and including GS/General Management (GM)-15 grade level. At DDMT and DISC, Philadelphia, authority was delegated to division level; at DCASR Cleveland, authority was delegated to the division level at field activities (DCASMAS and DCASPROs) and to the directorate level at the DCASR Headquarters. At the other 10 sites, authority was delegated to the division level (two levels below commander) or higher. To receive DCA, managers must have first completed training. The commander is still responsible for ensuring compliance with the law, classification accuracy, and the propriety of actions, and the CPO has oversight authority.

Anticipated Effects. This initiative was expected to expedite day-to-day personnel action processing and management by dispersing work among many managers, concentrating managerial attention on the budgetary implications of classification decisions, and enabling personnelists to assume a more dynamic, advisory role.

Two issues were of primary interest concerning the delegated classification initiative. First, there was concern that positions were classified accurately, particularly considering the highly complex guidelines for classifying that managers would need to understand. Second, there was concern about the ability of managers to effectively use their resources under DCA and manage to budget.

CECOM, Ft. Monmouth, NJ.

Rationale. Classification authority was delegated to management at Ft. Monmouth in conjunction with position management to improve a system felt to be arbitrary, complex, and time-consuming. Under the traditional system, personnelists had sole responsibility for classification of

positions, frequently putting them in an adversarial relationship with managers and employees. In addition, it was felt that restrictions and limits imposed on "high" and "average" grades provided little incentive for management to practice efficient and effective position management in their organizations. Under the EXPO initiatives, position management and classification responsibility were delegated to management.

Procedure. The Performance Plan, the core document developed as part of another EXPO initiative, serves as the basic document by which managers classify positions; managers compare critical elements with short, one-paragraph generic standards developed from OPM benchmarks and the basic law. Position management and classification biennial surveys are no longer conducted by personnelists. Instead, the managers re-examine positions yearly during the annual performance plan review between supervisor and employee. At that time, the manager reviews the Performance Plan and the position with respect to position management and determines whether the position will be continued, modified, or canceled.

Anticipated Effects. It was anticipated that delegated authority would give managers the responsibility and flexibility they needed to effectively manage their organizations. Performance Plans were expected to describe the job in a simplified format and to enhance position accuracy through annual position reviews by supervisors rather than through biennial audits. The simplified procedures were expected to yield savings in time and money that could be more productively applied to other areas. Further, the relationship between personnelists and managers was expected to improve, with managers in control of position management and classification and personnelists there to provide guidance in managing their organizations.

Issues of concern regarding the implementation of DCA at Ft. Monmouth, similar to those at the DLA sites, were whether managers could acquire the expertise required to accurately classify positions and whether grade inflation would occur as a result of delegated authority. Unique to Ft. Monmouth was the fact that DCA was intertwined with the other initiatives (e.g., the core document), and the success of DCA hinged on the success of the other components of the test.

Nonpunitive Discipline

Nonpunitive discipline was tested at four sites participating in Project EXPO. Three DLA sites implemented the same system of nonpunitive discipline, which involved the use of Letters of Warning in lieu of Letters of Reprimand or Suspensions of up to 10 workdays. NSC, Norfolk tested a system of nonpunitive discipline that they developed, the Alternative Discipline System (ADS).

Defense Logistics Agency (DLA).

Rationale. The Letter of Warning was developed to provide supervisors with another option in disciplining employees. Whereas certain infractions warrant suspensions, a Letter of Warning was designed to be used for relatively minor offenses. Nonpunitive forms of discipline had produced benefits in the private sector by modifying employees' behavior through a less disruptive, less adversarial form of discipline.

Procedure. When an employee has committed an offense for which a formal disciplinary action is appropriate, a supervisor has the option of issuing a Letter of Warning in lieu of the

traditional penalties of a Letter of Reprimand or of Suspension from duty and pay of up to 10 workdays (14 calendar days). If the Letter of Warning is not used (e.g., due to the gravity of the single offense or a series of offenses over a 2-year reckoning period), formal disciplinary action is taken.

The process by which the letters are issued is far simpler than the traditional, formal disciplinary process. Under the traditional system, an employee's immediate supervisor issues a Notice of Proposed Reprimand/Suspension to the employee in question who can reply to the Notice. The next-level supervisor reviews the case and, if deemed appropriate, issues a Notice of Decision to Reprimand/Suspend. With the use of the nonpunitive Letter of Warning, the immediate supervisor writes and issues the letter to an employee, without any interim period for employee response and without further action by a supervisor. Thus, under the EXPO initiative, the disciplinary action taken is a nonpunitive one, and the steps required by management are reduced from two to one.

Each Letter of Warning states the formal disciplinary penalty for which the Letter is substituting. Letters may be used for repeated instances of misconduct, with successive letters indicating the progressively more severe disciplinary actions which they replace. The Letter of Warning stays in an employee's Official Personnel Folder (OPF) for 2 years, after which it is purged.

Initially, employees had the right to formally question a Letter of Warning through appeal to the next higher level of supervision, but did not have grievance rights. After negotiations with the American Federation of Government Employees (AFGE) midway through the test, however, grievance rights were given to AFGE employees and the name of the disciplinary option changed to Letters of Discipline. In contrast to the non-EXPO procedures, however, there is no required waiting period before a letter can be issued. With the exception of non-AFGE employees at DCASR Cleveland, employees may grieve Letters of Discipline.

The Letters of Warning/Discipline are considered an adjunct to the regular, formal disciplinary program. The use of a letter for one employee or one incident of misconduct does not obligate management to use letters for all such actions; however, management is responsible for avoiding disparate treatment of employees.

Anticipated Effects. By using the Letters of Warning in appropriate situations, it was anticipated that various hardships would be reduced—those associated with loss of pay due to suspensions, productivity losses due to employee absences on suspension, and the administrative burden of processing suspensions. The less punitive system of discipline also was expected to improve employee attitudes and reduce the number of disciplinary actions taken.

NSC, Norfolk, VA.

Rationale. The ADS was developed as a nonpunitive system of discipline that would replace the traditional system at NSC. It was designed to be a more effective and cost-efficient means of correcting conduct and performance problems. In contrast to the traditional system, which called for the taking of progressively more severe punitive actions against the employee, the ADS was designed to correct behavior by involving both supervisor and employee in the solution. The

responsibility for solving the problem would be that of the employee. The supervisor's role would shift to one of consultation, advice, and encouragement. Employees would clearly understand the course of action necessary to improve their behavior, and, if appropriate changes in behavior did not occur, they would be removed from the job.

Procedure. The ADS involves a series of actions to be taken to discipline an employee. These actions progress in seriousness from the giving of an oral notice to removal. In the case of minor performance or conduct problems, the supervisor might take a nondisciplinary action prior to initiating the ADS and give the employee a reminder, counseling the employee that a problem may exist. The first step in taking disciplinary action under the ADS is an oral notice. An oral notice takes place during a private meeting between the supervisor and employee in which they talk about the disciplinary problem. If the problem continues, the supervisor holds a second private meeting with the employee. This meeting is documented in a letter written by the supervisor to the employee following the meeting. This second step in ADS is known as the written notice. If both the oral notice and written notice fail to correct the problem behavior, the supervisor holds a third private meeting with the employee, which is the final step prior to removal. This final notice involves the supervisor informing the employee he/she is subject to removal from the job and will be relieved of duties with pay (usually for 2 to 4 hours at the end of a workday) to spend time deciding whether the behavior can be corrected. The employee reports the decision to the supervisor the next day. Either the employee conforms, resigns, or is dismissed. If the employee decides to correct the problem, he/she is informed that the next offense will lead to removal, the final step in the process.

Major components of the ADS process included counseling/coaching on the part of supervisors and open communication between employees and supervisors. Supervisors were expected to identify and clearly describe the problem behavior to the employee. Together they would analyze the impact of the problem on the organization and agree to a strategy, including a timetable, for correction of the problem. The ADS was developed to "instruct and develop subordinates on the job, creating opportunities to help an individual overcome weakness and improve his or her abilities" (*The Alternative Discipline System Student Guide*, 1987, p. 21). "Effective coaching" by supervisors was defined as being comprised of mutual respect, supervisor commitment to develop employees, a positive supervisory attitude toward improvement, clear communication, and a supportive environment.

Unlike the DLA nonpunitive discipline initiative, NSC supervisors and managers were not able to choose between traditional and nonpunitive approaches to discipline. Instead, NSC activities were divided into experimental and control groups, with the experimental groups testing a nonpunitive disciplinary approach and the control groups testing the traditional one, which involved suspension. The experimental and control groups were of approximately equal size.

Anticipated Effects. The ADS was expected to be less negative and adversarial than the traditional system, provide a more effective way of correcting employee problems, reduce the number of repeat offenders (thereby eliminating lost production time due to suspensions), and maintain a high level of morale.

Elimination of Mandatory Interviews

Three DLA sites tested the initiative that did away with the requirement that interviews be conducted with all candidates referred for a position. The three sites were DCASR Cleveland, DDMT, and DISC, Philadelphia.

Defense Logistics Agency (DLA).

Rationale. The Agency-imposed requirement that supervisors interview all of the candidates referred as "best qualified" on Merit Promotion certificates was waived under Project EXPO with the expectation that the selection process could be streamlined without sacrificing candidate quality or fairness to candidates.

Frequently, the interviews were conducted merely to satisfy the requirement, because the supervisor already knew he/she did not intend to hire the candidate. This decision could have been reached in a number of ways—for example, the supervisor could have interviewed the candidate before for a similar position; or, the candidate worked in the supervisor's organization and was therefore familiar to the supervisor; or, a review of the candidate's application indicated that the applicant was not acceptable or not the best candidate for the job. This situation was quite common in areas in which there were a large number of similar positions with high turnover. The initiative was designed to allow the supervisors to interview only those candidates who, after a review of applications, were legitimate candidates for the position and who they felt should be interviewed.

Procedure. Under the new procedures, supervisors were no longer required to interview all highly qualified candidates before making a selection from lists of candidates certified for promotion or competitive position change. Supervisors were allowed to interview all, some, or none of the candidates after all candidates' applications were reviewed. Supervisors were still held accountable for addressing applicable Equal Employment Opportunity (EEO) provisions, for assuring fairness in their selections, and for not basing their decisions to not interview on nonmerit factors.

Anticipated Effects. It was anticipated that the initiative would result in time savings and increased satisfaction on the part of supervisors. Effects of the initiatives on the quality of candidates and the hiring of members of underrepresented groups were monitored.

Merit Promotion Evaluation Method Initiative

DLA proposed an initiative to test alternate Merit Promotion evaluation methods. Two DLA activities—DCASR Cleveland and DISC, Philadelphia—tested the initiative.

DCASR Cleveland, OH and DISC, Philadelphia, PA.

Rationale. Under the traditional Merit Promotion system, all candidates are evaluated on the same criteria (i.e., experience, education, awards, and supervisory appraisal) regardless of the type of vacancy for which they are being considered. The initiative was developed to streamline the process by allowing personnel offices to apply evaluation techniques appropriate to the type of

vacancy and pertinent applicant pool. It allows personnelists to use simple methods where appropriate and more advanced methods for the more critical vacancies.

Procedure. Under the initiative, the CPO has five different methods from which to choose from to evaluate candidates under Merit Promotion. The personnelist selected an evaluation method based on (1) the number of qualified applicants, (2) the relative importance of the vacancy, (3) the evaluation method best suited to measure applicants' possession of identified knowledges, skills, and abilities (KSAs), (4) the minimum requirements of the position, and (5) the wishes of the selecting official.

The five options available to personnelists are:

1. Review of candidates' experience and education by a subject matter expert to identify those better than minimally qualified, combined with a determination that their current performance appraisal is at least "Fully Successful."

2. Evaluation of the KSAs identified as "most critical" to identify candidates whose score for those KSAs average at least level 2 (based on experience or education), and whose performance appraisal is at least "Fully Successful."

3. Evaluation of experience, education, awards, and supervisory appraisal as presently conducted (that is, in accordance with the requirements of DLAR 1404.4 and the Master Agreement between DLA and the DLA AFGE Council of Locals), except that each KSA will have only one benchmark described instead of three or four. The single benchmark will delineate experience pertaining to that KSA normally expected of well-qualified candidates and be designated as "level 2." Candidates may then be rated at, above (level 1), or below (level 3) this benchmark.

4. Evaluation of experience, education, awards, and supervisory appraisal as conducted prior to EXPO.

5. Evaluation based on the application of "assessment center" techniques such as structured interviews, leaderless group discussions, in-basket exercises, oral presentations, written exercises, and so forth. These techniques are designed to simulate tasks required in the jobs in question and are expected to provide an indication of how the candidates would respond to actual work situations.

After evaluation by one of these methods, those candidates' applications found to be highly qualified are referred to the selecting official.

Anticipated Effects. The use of one or several of the processing options under the Merit Promotion initiative was expected to result in positions being filled more rapidly, efficiently, and with the best candidate.

Performance Appraisal Initiative

DLA developed an initiative to modify the performance appraisal process. It was available for testing at the three EXPO sites. Only DISC, Philadelphia chose to test any part of the initiative—that concerned with reducing the number of critical performance elements.

DISC, Philadelphia, PA.

Rationale. The performance appraisal initiative was developed to expedite the procedure for evaluating employees. The initiative applied to GS and Wage Grade (WG) employees, not GM employees. There were two components to the initiative. First, to simplify the number of critical elements, nonsupervisory GS and WG employees were limited to four critical elements and supervisory GS and WG employees were limited to five. Second, if an employee received a "Fully Successful" on all critical performance appraisal elements, it would be assumed that the overall rating was "Fully Successful," no performance appraisal DLA Form 46 would be issued and "Fully Successful" would automatically become the rating of record. If one or more critical elements was rated other than "Fully Successful," a performance appraisal form DLA Form 46 needed to be completed.

Procedure. Managers and supervisors at DISC, Philadelphia were notified of the new restriction on the number of critical performance elements so that they could incorporate it into their next performance appraisal cycle. Although given the option to use an automatic "Fully Successful" rating approach, none of the DLA sites tested this second part of the initiative.

Anticipated Effects. The performance appraisal initiative was expected to simplify and streamline the process. If the automatic "Fully Successful" ratings had been employed, supervisors' and managers' paperwork would have been substantially reduced. As used at DISC, Philadelphia (without the automatic "Fully Successful" component), the initiative was expected to simplify and improve the performance appraisal process by restricting the number of critical performance elements.

Evaluation Methods and Procedures

The major objectives of the evaluation plan were to measure the progress of the implementation and to determine the worth of the proposed initiatives in terms of their impact on productivity and effectiveness. A systematic assessment of implementation activities served to: (1) inform the organizations as to how and to what extent the implementation was operating as intended, (2) provide information as to how well the changes were fitting in with the day-to-day operation of the personnel office, and (3) help identify whether the particular changes and the manner in which they were being implemented were leading to success.

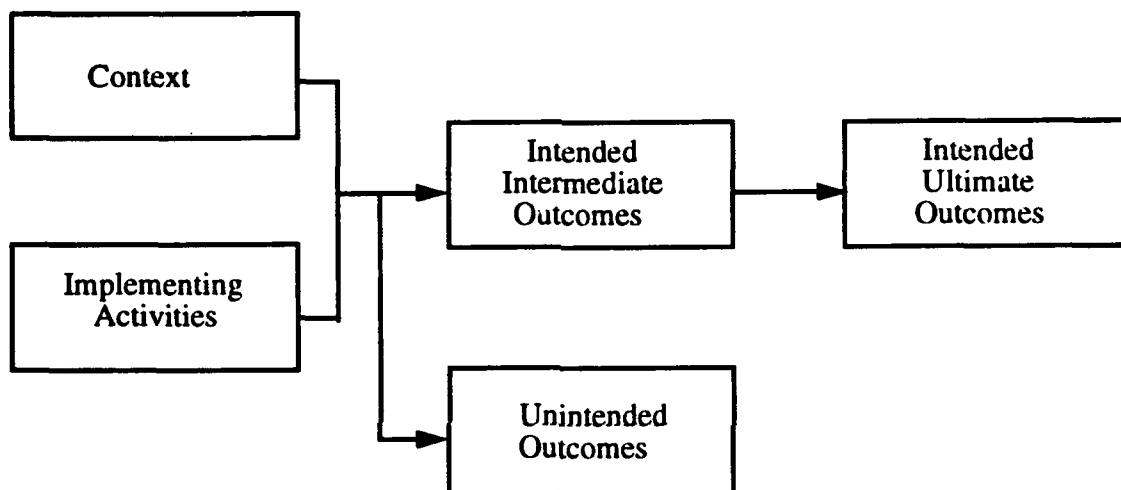
The EXPO project covered a 3-year implementation and test period (March 1987 to March 1990). The general research paradigm required that indicators of effectiveness be assessed periodically during the course of the test period.

The NAVPERSRANDCEN researchers performed a wide range of evaluative activities. Measures were taken at each site to determine (1) the impact of implementation activities on

individuals and groups, (2) efficiencies gained in terms of quality and timeliness of service, and (3) effectiveness and adequacy of meeting customer needs. Some measures were also designed to assess the EXPO project in general.

Evaluation Model

The basic evaluation model proposed for EXPO is depicted in Figure 4. The model highlights the elements of the evaluation critical for testing proposed changes. As can be seen in Figure 4, the degree of success of the project was studied with respect to a number of dimensions: characteristics of the local setting (context), implementing activities, intended intermediate and ultimate outcomes, and unintended outcomes.



EXPO = Experimental Civilian Personnel Office Project.

Figure 4. Model for evaluating the implementation and outcomes for Project EXPO.

Context. Because the changes put into motion occurred in an uncontrolled environment, knowledge of the setting, participants, features of the program, and procedures was critical for an adequate interpretation of evaluation findings. Information dealing with such issues as the composition of the work force, organizational readiness for change, and perceived value of the proposed changes was obtained by means of questionnaires and short interviews.

Implementation Activities. Intermediate and ultimate outcomes are theoretically dependent on how well the implementation activities are carried out (Cohen, Hall, & Cohodes, 1985; Roberts-Gray, 1985). These activities can be grouped into two major categories: support of implementation and degree of implementation. Support of implementation involves information about the adequacy of training provided and of the data inventory framework—which includes construction of performance measures, identification of data requirements, and assembling of data and reporting systems—that were developed and employed at each test site.

Degree of implementation can be defined as the extent to which the proposed changes are given a fair trial, the degree to which they are used (Hall & Loucks, 1977), and the extent to which they

conform to the concepts behind the changes (Fullan & Pomfret, 1977). This information was collected by means of questionnaires and interviews.

Outcomes. According to the evaluation model shown in Figure 4, characteristics of the context and implementing activities directly affect intermediate outcomes. *Intermediate outcomes* refer to changes in organizational activities that contribute to achieving the goals of the proposed change. For example, several of the proposed changes were expected to improve coordination and cooperation between the CPO and other segments of the organization. To measure these effects, relevant parties (e.g., managers, personnelists) were asked if a specific change increased or decreased the levels of cooperation and coordination in their working relationship. Other intermediate outcomes that were measured included perceptions by managers and supervisors of their control (greater or lesser) over completing personnel actions and the ease with which these actions were taken.

Ultimate outcomes refer to the impact of the program on various target groups (e.g., managers) and the organization as a whole. These included quicker response times by CPOs, streamlining of personnel services, and managers' perceptions of higher quality personnel services. Measures for these outcomes as well as for intermediate outcomes were obtained from existing data bases such as accounting and auditing records, as well as from questionnaires, interviews, and measures collected specifically for the project by participating sites.

The *unintended outcomes* block in Figure 4 points to possible unintended consequences of Project EXPO. These may occur at any point in the life of the project. For example, the changes proposed may exact a cost or may create new difficulties, such as requirements for training that detract from carrying out day-to-day duties. The documentation of such information was considered important because it can explain why certain program changes could not be successfully implemented or why their impact was at best equivocal (cf. Palumbo, Maynard-Moody, & Wright, 1984). Also unintended benefits were identified and recorded.

In summary, this model was designed to identify the data required at each phase of Project EXPO to carry out an overall evaluation. At the *formative phase* of the test, baseline measures prior to the introduction of EXPO were obtained, as well as the assessment of the status and progress of the implementation. At the *intermediate phase*, data that indicated the effect of the initiatives on the performance indicators were gathered. At the *summative phase*, data that represented ultimate outcomes were obtained, analyzed, and reported. Collectively, these various data sources determined the degree to which Project EXPO proved effective in meeting its stated goals and objectives.

Measurement Instruments and Procedures

Data were collected from several sources: attitudinal surveys, standardized on-site interviews of personnelists, managers, and supervisors, existing data bases, and documents provided by the test sites. Some areas were assessed by existing instruments. Other areas were assessed by a questionnaire/interview format designed specifically for the EXPO changes.

Implementation Interview. The implementation interview consisted of a set of questions dealing with the specific initiatives being implemented and used. Subjects included the rationale

for the initiatives, the progress of the implementation effort, the operational status of the initiatives implemented, and the existence of impediments to the implementation and operation of the initiatives. Separate interviews were developed for managers, supervisors, and personnelists (see Appendices A and B for examples).

Interviews were conducted at the six original EXPO sites in 1988 and 1989, and at 4 of 10 additional DLA sites in 1988, 1989, and 1990. Two researchers from NAVPERSRANDCEN in San Diego conducted the interviews. Individuals who were considered key personnel involved in the implementation or evaluation were selected for interview. Among those interviewed were the Personnel Officer, Chiefs of the CPO functions (e.g., Classification, Staffing), and representative groups of managers and supervisors. The Personnel Officer and Chiefs were interviewed individually. Managers, supervisors, and personnelists were interviewed in groups ranging in size from 5 to 20 members. Interviews required 1 1/2 to 2 hours to complete. End-of-experiment interviews were also conducted at each site in 1990. Personnel management specialists from DLA Headquarters conducted interviews at six DLA sites not visited by NAVPERSRANDCEN evaluators.

Project EXPO Organizational Assessment Survey. This survey consisted of two major sections (see Appendix C for an example of the survey). The first section measured organizational climate and the second section measured reactions to the specific initiatives tested at the site. Organizational climate items measured employees' perceptions of those properties within the work environment assumed to be a major factor in influencing job-related behavior and organizational functioning.

The dimensions designed to measure organizational climate were adopted from various questionnaires. Six of the dimensions were obtained from Gordon and Cummins (1979), and the others were obtained from a number of sources (Communication Assessment Survey, 1985; Mowday, Steers, & Porter, 1979; Siegel & Kaemmerer, 1978; Young, Riedel, & Sheposh, 1979). There were 11 dimensions in all, which are described in the Implementation section. Examples of the dimensions examined include: (1) the Organizational Vitality scale, which measures the extent to which people see the organization as dynamic and responsive to change; and (2) the Human Resources Development scale, which measures the extent to which employees perceive opportunities within the organization that will allow them to develop their potential.

The second half of the survey assessed the EXPO initiatives. Three aspects of EXPO were addressed. First, specific initiatives were assessed. A set of items was developed for each initiative. For example, the Elimination of Mandatory Interviews initiative was measured by 3 items (ease, efficiency, and fairness), employing a 7-point response scale ranging from 1, "Negative" to 7, "Positive". Second, perceived consequences resulting from the EXPO initiative(s) were measured. Five items employing a 7-point response scale measured such outcomes as augmented authority and increased ease in carrying out personnel actions. Third, acceptance of Project EXPO was assessed. Three questions, each employing a 5-point scale, assessed the general acceptance of the EXPO initiatives, preference for EXPO over the old system, and the extent to which the respondents wanted EXPO to continue.

Separate versions of the survey were developed for managers, supervisors, and personnelists for the various test sites because all issues concerning the initiatives were not relevant for certain

individuals. For example, the questions about the effect of One-Stop Service Centers introduced at Ft. Monmouth on increasing the difficulty of one's job were included on the personnelists' questionnaire but not on the managers' and supervisors' versions of the questionnaire.

The version of the survey administered to nonsupervisory employees included the climate questions, but the second half did not address EXPO initiatives; instead it covered those services provided by the CPO and specific personnel practices. The survey for NSC, Norfolk nonsupervisory employees included questions about the ADS.

The surveys were administered twice. At the original sites, the surveys were administered in the spring of 1988 and 1989, and at the 10 additional DLA sites in the summer of 1989 and 1990. The general procedure for the administration of the survey was the same for all EXPO sites. Surveys were distributed to all personnelists, managers, and supervisors, and to a random sample of nonsupervisory employees representing 10% of the total nonsupervisory work force. Respondents returned completed questionnaires through interoffice mail to the personnel office at each site. Unopened questionnaires were sent in batch to NAVPERSRANDCEN for analysis. Because of the wide dispersal of offices within the DCASR Cleveland organization, questionnaires were sent directly to NAVPERSRANDCEN.

EXPO Implementation Progress Report. The Implementation Progress Report consisted of four sections: (1) an Update of Milestones section, in which information is provided about the progress of the implementation; (2) a Summary of Results section, in which data relevant to the outcomes (e.g., accuracy of classifications) are provided; (3) an Interpretation of Results section containing an elaboration or explanation of results (e.g., possible economic factors that might affect time to fill a vacancy); and (4) a Problems/Other Information section in which issues having a bearing on the progress or continuation of an initiative (also called "intervention") are discussed (see Appendix D).

The sites submitted progress reports every quarter. The information obtained from these reports served as one of the main vehicles for summarizing outcomes of the EXPO initiatives.

Outcome Measures. Table 1 summarizes the expected outcomes, measures, and data sources for each initiative. The information is segregated by site.

Design and Analysis. The evaluation design consisted of qualitative methods (e.g., interviews, site reports) and quantitative methods (e.g., outcome measures, surveys). The different methods were used to strengthen the validity of the test through congruence and/or complementarity of the results.

A quasi-experimental design served as the framework for analysis of the outcome measures. A quasi-experimental design provides a systematic, controlled assessment of effects for situations in which treatment sites are not randomly selected. The aim of this design is to control for nontreatment factors that may affect outcomes in treatment sites that are nonrandomly selected. For most initiatives, an interrupted time series was employed, in which the treatment was "interrupted" by a series of measures at routine intervals in time. In cases where a comparison group was also tested (e.g., nonpunitive discipline at NSC, Norfolk), the design was an interrupted time series with comparison group. A pre-post design was used for the survey data. The relevant qualitative data

Table 1
Expected Outcomes, Measures, and Data Sources of Project EXPO
Initiatives by Site

EXPO Initiative	Expected Outcomes	Measures	Data Source
Air Force Academy			
Core Document	Increased product delivery and service	Length of time to process tracked by personnelists and supervisors	CPO measurement
	Decreased inflation of rating distribution	FWS and GS ratings	CPO
	Increased customer satisfaction	Managers' and supervisors' perceptions	EXPO survey
	Increased quality	Managers' and supervisors' perceptions	EXPO survey
	Decrease in job fill time	Time from arrival in Affirmative Employment Office to first certificate to supervisor	CPO
Defense Logistics Agency			
Delegation of Classification Authority	Increased classification accuracy	Number of classification errors	CPO
		Number of classification appeals	CPO
		Managers', supervisors', and personnelists' perception of accuracy	EXPO survey
	Expedite/facilitate day-to-day personnel actions processing	Time to process SF52s	CPO
	Increased satisfaction	Classification actions Managers', supervisors', and personnelists' perceptions	CPO EXPO survey
Letters of Discipline	More effective system for maintaining discipline (e.g., savings in processing time, suspension days, and dollar savings)	Comparison of number of disciplinary actions over 3-year period	CPO
		Number of suspension days	CPO
		Comparison of time taken to process Letters of Reprimand and Suspension vs. Letters of Discipline	CPO
		Number of grievances filed	CPO

Note. EXPO = Experimental Civilian Personnel Office Project, CPO = Civilian Personnel Office, FWS = Federal Wage Schedule, GS = General Schedule, CECOM = U.S. Army Communications-Electronics Command, NSC = Naval Supply Center, ADS = Alternative Discipline System.

Table 1 (Continued)

EXPO Initiative	Expected Outcomes	Measures	Data Source
Letters of Discipline (Continued)		Dollar savings by using reconsideration vs. grievance procedures	CPO
		Managers', supervisors', and personnelists' perceptions of effectiveness of system	EXPO survey
Elimination of Mandatory Interviews	Expedite promotion process (e.g., increased time savings from not interviewing)	Average time saved per selection (number of selections divided by the product of average time to perform interviews and number not interviewed)	CPO
		Days supervisor has action relative to number of actions forwarded	CPO
		Managers', supervisors', and personnelists' perceptions	EXPO survey
CECOM, Fort Monmouth			
Core Document/Generic Position Descriptions	Improved product delivery and service	Length of time to process	CPO
		Number of classification appeals	CPO
		Number of classification errors	CPO
		Managers', supervisors', and personnelists' perceptions of Core Document and Generic Job Description effectiveness	EXPO survey
One-Stop Service Centers	Increased product delivery and service	Number of days to process SF52s and retirement	CPO
		Average time to process new hires	CPO
		Number of grievances/adverse actions	CPO
		Managers' supervisors', and personnelists' perceptions of One-Stop Service Center effectiveness	EXPO survey
Delegation of Classification Authority	Expedite/facilitate day-to-day personnel action processing	Managers', supervisors', and personnelists' perceptions	EXPO survey
	Increased classification accuracy	Number of classifications in error	CPO
	Increased customer satisfaction	Managers', supervisors', and personnelists' perceptions	EXPO survey

Note. EXPO = Experimental Civilian Personnel Office Project, CPO = Civilian Personnel Office, FWS = Federal Wage Schedule, GS = General Schedule, CECOM = U.S. Army Communications-Electronics Command, NSC = Naval Supply Center, ADS = Alternative Discipline System.

Table 1 (Continued)

EXPO Initiative	Expected Outcomes	Measures	Data Source
NSC, Norfolk			
Alternative Discipline	More effective system of maintaining discipline	Number of disciplinary action investigations	CPO
		Comparisons of number of disciplinary actions for EXPO and control group	CPO
Alternative Discipline (Continued)	More effective system of maintaining discipline (Continued)	Number of repeat offenders	CPO
		Number of removals	CPO
		Managers', supervisors', personnelists' perceptions of ADS effectiveness	EXPO survey
	Reduction of disciplinary grievances and arbitration cases	Number of grievances and arbitration cases related to discipline	CPO

Note. EXPO = Experimental Civilian Personnel Office Project, CPO = Civilian Personnel Office, FWS = Federal Wage Schedule, GS = General Schedule, CECOM = U.S. Army Communications-Electronics Command, NSC = Naval Supply Center, ADS = Alternative Discipline System.

from the interviews and quarterly reports were incorporated to lend further insight and meaning to the results.

IMPLEMENTATION

The activities involved in implementing Project EXPO at the participating sites were documented to assess the extent to which the various initiatives were implemented. Information was obtained from on-site interviews, attitude questionnaires completed by employees, quarterly progress reports, and telephone and written communication with representatives at the sites.

Organizational Climate

To help determine how sites influenced the adoption of changes, the organizational climate at each site was measured. Climate scales provide a profile of how people view their organizations. The climate ratings were reviewed to see if any organizations were unusually high or low on any of the organizational climate subscales. Also, the climate subscales of Resistance to Change and Organizational Accommodation of Change were examined to see if they indicated any particular difficulties with adopting new personnel practices. The results of the climate assessment and the description of the implementation effort are presented below.

Managers, supervisors, nonsupervisory employees, and personnelists at the EXPO sites completed organizational climate questionnaires in spring 1988. Eleven subscale values were calculated from employee responses at each site. The mean values for each of the 11 organizational

characteristics for the 16 sites are presented in Table 2. The definitions for the 11 characteristics depicted in Table 2 are as follows:

- **Organizational Clarity** (6 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people perceive the organization's missions, objectives, processes and activities as purposeful, rational, and fully communicated.
- **Organizational Integration** (5 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which various subunits cooperate and communicate to achieve organizational objectives.
- **Management Style** (5 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people feel encouraged to use their own initiative and to question authority and how much support they sense from higher levels of management.
- **Organizational Vitality** (3 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people see the organization as dynamic and responsive to change, with venturesome goals and innovative decisions.
- **Human Resources Development** (3 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which employees perceive opportunities within the organization that will allow people to develop their full potential.
- **Resistance to Change** (3 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people perceive the organization's resistance to change and desire to maintain the status quo.
- **Decision-Making Structure** (4 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which a reporting structure is available to help in decision-making.
- **Organizational Accommodation of Change** (8 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people see the organization as flexible, open, and responsive to new approaches.
- **Organizational Commitment** (5 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people express pride in and loyalty to the organization.
- **Job Satisfaction** (6 items; 7-point scale; 1 is negative, 7 is positive)—the extent to which people express satisfaction with various aspects of the job (e.g., co-workers).
- **Organizational Effectiveness** (10 items; 9-point scale; 1 is negative, 9 is positive)—the extent to which the organization functions effectively to meet customer and employee needs and to maintain a favorable position with its competition.

Scores for negatively worded items have been reversed so that, in all cases, higher scores are more positive. As can be seen in Table 2, most scores are at or above the midpoints of the scales (the midpoint is 4.0 for all scales except Organizational Effectiveness, for which it is 5.0). Overall, respondents from all sites provided the most positive ratings for Organizational Commitment and Job Satisfaction. Organizational Integration received the lowest ratings overall, however; this is fairly typical of large bureaucratic organizations in which it is difficult to integrate and coordinate activities. Ratings of Resistance to Change, one of the two subscales relevant to the adoption of organizational innovations, were predominantly at the midpoint of the scale. Ratings of Organizational Accommodation of Change were somewhat higher. The results suggest that,

Table 2

Organizational Characteristics for EXPO Sites

Site	OC	OI	MS	OV	HR	RC	DM	AC	EC	JS	OE ^a
AFA	4.6	4.4	4.9	4.9	4.5	4.4	4.6	5.1	5.4	5.3	6.3
DCASR Boston	4.1	3.7	4.3	4.5	4.6	4.0	3.8	4.4	4.9	4.9	5.7
DCASR Chicago	3.8	3.5	4.2	4.0	4.1	4.0	3.5	4.3	4.7	4.7	5.4
DCASR Cleveland	4.4	3.9	4.3	4.5	4.3	4.3	3.9	4.5	4.9	4.6	5.5
DCASR Dallas	4.0	3.8	4.3	4.3	4.5	4.3	3.6	4.5	5.1	4.9	5.7
DCASR Los Angeles	3.8	3.6	4.1	4.0	4.1	3.7	3.2	4.1	4.7	4.8	5.3
DCASR New York	3.9	3.3	3.9	3.8	3.9	3.7	3.6	4.0	4.7	4.6	5.0
DCASR Philadelphia	3.9	3.7	4.2	4.2	4.6	4.2	3.6	4.3	5.0	4.7	5.6
DCASR St. Louis	3.9	3.7	4.2	4.2	4.5	4.0	3.6	4.5	5.0	4.7	5.4
DCSC	4.3	3.8	4.3	4.3	4.5	4.0	4.0	4.6	5.2	5.0	5.9
DDMT	4.5	4.0	4.4	4.3	3.9	3.9	4.2	4.6	5.1	4.8	5.6
DESC	4.4	3.9	4.4	4.5	4.3	4.1	4.4	4.6	5.2	5.0	5.9
DISC	4.4	3.6	4.3	4.1	4.3	4.1	4.2	4.4	4.8	4.9	5.3
DPSC	4.0	3.5	4.2	3.9	4.1	4.0	3.9	4.2	4.8	4.7	5.4
CBCOM, Ft. Monmouth	4.0	3.5	4.2	4.1	4.1	4.1	3.9	4.3	4.6	4.6	5.3
NSC	4.4	3.8	4.3	4.4	4.0	4.0	4.3	4.6	4.9	4.7	5.6

Note. EXPO = Experimental Civilian Personnel Office Project; OC = Organizational Clarity; OI = Organizational Integration; MS = Management Style; OV = Organizational Vitality; HR = Human Resources Development; RC = Resistance to Change; DM = Decision-Making Structure; AC = Organizational Accommodation of Change; EC = Organizational Commitment; JS = Job Satisfaction; OE = Organizational Effectiveness; AFA = Air Force Academy; DCASR = Defense Contract Administration Services Region; DCSC = Defense Construction Supply Center, Columbus, OH; DDMT = Defense Depot Memphis TN; DESC = Defense Electronics Supply Center, Dayton, OH; DISC = Defense Industrial Supply Center, Philadelphia, PA; DPSC = Defense Personnel Support Center, Philadelphia, PA; NSC = Naval Supply Center, Norfolk, VA.

^aOE is based on a 9-point scale. All other scales were based on a 7-point scale. The higher the score the more positive the assessment.

overall, respondents see their respective organizations as somewhat flexible, supportive of and receptive to new ideas and approaches.

Overall, the ratings indicate that respondents at all the organizations view the climate of their organizations in a moderately positive manner. They are committed to their organizations and while acknowledging some resistance to change and difficulty with integration, they perceive the organizations as accepting and supportive of change. Based on organizational climate perceptions, therefore, all sites appeared to be good candidates for the implementation of Project EXPO.

Project Implementation

U.S. Air Force Academy

Implementation Activities. The U.S. Air Force Academy's EXPO initiative, which united the four processes of PD and classification, job analysis, development of performance elements and standards, and specification of physical requirements into one core document, was begun in 1986. The core document—the CPPP package—was developed by the CPO staff at the Academy. By late 1986 the preliminary format for the CPPP package had been established in preparation for converting positions at the Academy to the CPPP format. Project EXPO was implemented in March 1987, and the Academy began to experiment with the new CPPP package.

In April 1987, Air Force Headquarters notified the Academy that the conversion to CPPP was to be accelerated, and that all permanent jobs should be in the CPPP format within a period of months. The implementation of the CPPP, which had been planned for a 3- to 4-year period, therefore was reduced to a much shorter period of time. Further, the EXPO test was expanded to include the test of a menu selection approach to a CPPP data base. The CPPP initiative was modified to include three phases: (1) Phase I—the manual creation of the CPPP personnel document, (2) Phase II—the development of menu selection of KSAs, performance elements, and performance standards for the CPPP, and (3) Phase III—the creation of a fully automated CPPP job analysis or a "paperless" position package.

To accomplish the conversion of jobs to CPPP under Phase I, it was necessary to augment the CPO staff at the Academy. Nineteen personnelists from classification divisions at other Air Force facilities were temporarily transferred to the Academy for an average of 35 working days each and a total of 658 workdays. In November 1987, the new personnelists began arriving at the Academy where resident personnelists provided training in the CPPP. By May 1988, virtually all permanent positions at the Academy had been converted to CPPP structure. Approximately 2% of the permanent jobs had not been converted because they were very complex and required more extensive work, such as auditing and resource management committee concurrence.

After Phase I of the CPPP was complete, work on Phase II began. In spring 1988, the CPO began development of a menu-driven CPPP package, using the positions of secretary and carpenter as test cases. At this time, Phase II of the CPPP was converted to an Air Force-wide project and renamed PALACE Automate Core Document Project. This conversion expanded the use of the CPPP as well as the test of a computerized, menu-driven CPPP to other Air Force bases.

To develop the best software package for the PALACE Automate Project, three versions were devised. The first version was created in-house at the Academy by the Civilian Personnel Office (ASCPMC/DPCI) with assistance from the Academy computer staff. The other two versions, PROCLASS PLUS (Long Version) and PROCLASS PLUS (Short Version), were developed by a contractor, Resource Management Software Inc. (RMS). The three versions were developed for comparison, and after testing at numerous Air Force sites and making necessary modifications, the most useful version was to be selected for use Air Force-wide. Development of these software systems continued into 1989 with ongoing evaluations of and refinements to the three software versions. Phase II of PALACE Automate was completed with the release of an evaluation of the

three systems in May 1989. All three versions received relatively equal positive ratings from both managers and personnelists with the RMS long version rated the most positively (see Figure 5).

Phase III of PALACE Automate began in September 1989, with the creation of core personnel documents at 14 Air Force sites using the Air Force software and RMS's PROCLASS PLUS when filling vacant positions or developing or amending PDs and performance plans for certain positions. Both systems were assessed under Phase III of PALACE Automate. In 1991 Air Force Headquarters selected RMS's PROCLASS PLUS as the software system for use Air Force-wide.

In September 1989, the Academy proposed the addition of a formal training plan to the core document. The CPO initiated a manual test of this at the Academy for possible inclusion in Phase III testing of PALACE Automate.

Implementation Issues. Two factors had a significant effect on the implementation and operation of the Project EXPO initiatives at the Air Force Academy. First, Air Force Headquarters directed that the project be implemented at an accelerated rate, which required significant changes in how the conversion to CPPP was carried out. Extreme pressure was put on the CPO by changing the implementation time frame from several years to less than a year. The use of 19 temporary personnelists from other Air Force bases had the potential to be very disruptive to the organization. Staff members, however, reported that the integration of them into the work was well planned and executed, that they proved to be very helpful, and that the task could not have been completed without them. The use of personnelists from other sites had practical implications. When the test was extended to other sites, those temporary personnelists who had helped in this effort were able to apply their new knowledge at their home offices.

The second factor affecting the status of Project EXPO was the resource support given—personnel staff was augmented and computers and other necessary supplies were made readily available to both personnelists and supervisors within the Academy. Without this support, they would not have been able to complete the task within the required time frame.

Awareness of the EXPO Initiatives. In spring 1988, questionnaires regarding Project EXPO were distributed to managers, supervisors, nonsupervisory employees, and personnelists at the Air Force Academy. Respondents' familiarity with the EXPO initiatives was assessed. For Air Force Academy respondents, as well as those at the other sites, personnelists were not asked about their familiarity with the EXPO changes as it was assumed they already were familiar with them. Table 3 summarizes information regarding awareness of CPPP and the three phases planned for its implementation. Familiarity with the system was very high for managers and supervisors. As expected, there was a decrease in familiarity with later phases of CPPP. First-line supervisors also were asked to indicate the extent to which they felt that they could carry out CPPP. Slightly over half of the supervisors indicated confidence in carrying out CPPP (to a great or very great extent) and the majority of the rest indicated they could to some extent. Overall, the results indicated that the Academy community was well informed about CPPP and was reasonably confident about its use.

Level of Use. Exposure to the CPPP at the Academy occurred at different times for different people. Personnelists were exposed to the CPPP from the beginning as they converted positions to the new format. In developing the new CPPP packages, they had a great deal of contact with

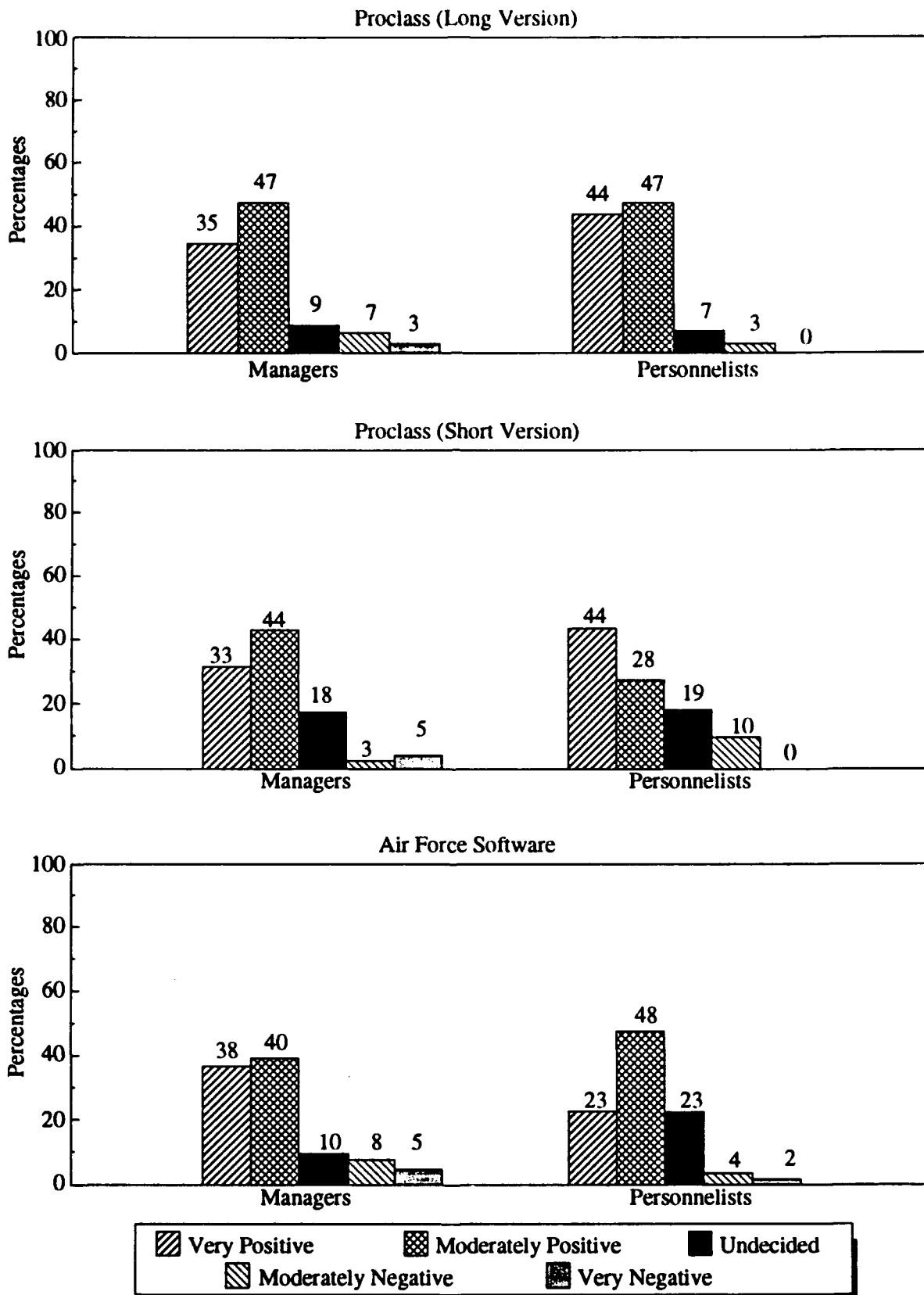


Figure 5. Evaluation of three versions of PALACE Automate Phase II.

Table 3
Air Force Academy Employees' Familiarity With CPPP

	Managers		Supervisors	
	<i>n</i>	%	<i>n</i>	%
Familiar with . . .				
CPPP				
Yes	16	94.1	67	89.3
No	1	5.9	8	10.7
Missing	1	--	--	--
CPPP Phase I				
Yes	15	100.0	54	81.8
No	0	0.0	12	18.2
Missing	2	--	10	--
CPPP Phase II				
Yes	14	93.3	54	81.8
No	1	6.7	12	18.2
Missing	2	--	10	--
CPPP Phase III				
Yes	9	69.2	26	39.3
No	4	30.8	40	60.7
Missing	4	--	10	--
Extent to which you can carry out CPPP				
Not at all or to a small extent			5	7.5
To some extent			27	40.9
To a great or very great extent			34	51.5
Missing			10	--

Note. CPPP = Civilian Position and Performance Program.

first-line supervisors who helped develop the various integrated elements. Higher-level military and civilian managers had less experience with the CPPP package and in some early cases felt that CPPP had little relationship to their job. As the performance rating cycles ended, however, managers and supervisors used the new formats to assess employee performance. The WG ratings occurred first—at the end of June 1988—followed by the GS ratings at the end of September 1989. After these ratings, managers and supervisors began to realize the effect of the CPPP. Conversion

to a menu-driven CPPP made the new system even more apparent to managers and supervisors as they were asked to try out the various versions of software. Nonsupervisory employees' experience with CPPP has been limited only to their performance ratings. Their perception of CPPP as an integrating personnel document is most likely coupled with an awareness that the Academy is attempting to deflate performance ratings through the use of the performance elements revised under CPPP.

The CPPP initiative has now been fully implemented at the Academy, with each employee's knowledge and use of the CPPP influenced greatly by the position that each holds at the Academy.

Acceptance of the Initiatives. In June 1988, interviews were conducted at the U.S. Air Force Academy to assess the progress of the implementation. Groups of employees at various levels were asked to assess the CPPP. The respondents are listed below, followed by a summary of their comments.

- Director of Civilian Personnel
- Deputy Personnel Officer
- Chief, Affirmative Employment Division
- Chief, Labor and Employee Relations Division
- Chief, Data Management Division
- CPPP Project Leader
- Representative group of military managers
- Representative group of civilian managers
- Representative group of civilian first-line supervisors
- Three personnelists from Staffing
- Four personnelists from Classification

Military Managers. Of the military managers interviewed, most felt that the conversion to the CPPP would be beneficial to the CPO but would have little effect on them as managers. They did acknowledge that they would have a better opportunity to evaluate the effect of the changes after they had completed a performance appraisal cycle for GS positions. These managers also were positive about the efforts to computerize the CPPP in the second and third phases of implementation.

Civilian Managers. The civilian managers in several cases noted that they did not initially recognize the CPPP's effect on their job. After developing JDs or carrying out performance appraisals, however, they saw the CPPP as beneficial to their operations and were quite positive about it. One manager, for example, indicated that PDs were streamlined and the processing of actions simplified. Another commented that there was a better tie-in between performance standards and PDs.

Civilian First-Line Supervisors. The first-line supervisors were very enthusiastic about the CPPP. Most of them had completed CPPP packages and performed evaluations and could see how the various personnel actions were integrated under CPPP. They indicated their awareness that the CPPP was not simply a shortened document that benefited personnelists but that it provided them with a coherent, unified approach to managing personnel. Supervisors' comments included:

"We've just used it in going through the recent evaluation and I'm really pleased with it. The fact that it gives a little more credibility to our evaluation . . . using their position description items . . . really takes the individual [subjective] part out of it."

"It definitely made the rating—sitting down and making an appraisal—of the employee a lot simpler."

Regarding preparing a job description: "I didn't spend more than 1 hour on it. . . . In the past it took a lot of time to redo the interview questions and check your job description and to delete areas that needed to be changed. CPPP facilitated this whole process."

". . . Initially it seemed to be geared to lessen civilian personnel's load, but now that it is in effect, I agree it is good . . ."

"The fact that we were involved in the implementation process has helped us out a lot. I was involved in some of the position descriptions that were written, therefore, it's made it a lot easier when I've explained it to employees and it's going to make it easier in about 2 weeks when I start rating them."

Personnelists. Division Heads and the Deputy Director within the CPO were positive about the CPPP while acknowledging that there was always the potential to improve it. Classifiers, the group most responsible for the implementation of the CPPP, were very satisfied with the results of its implementation. Staffers saw the CPPP as beneficial, particularly after some initial difficulties with its use were resolved, but indicated that it had a limited impact on their jobs.

For personnelists implementing the CPPP, there were some initial difficulties in finding the appropriate distinction of roles among personnel specialists (i.e., staffers and classifiers). The integration of key documents from each division into a core document led to questions as to who could best complete various components (e.g., KSAs of the Performance Evaluation Plan [PEP]). These questions were resolved during the implementation process, with relatively minor adjustments in procedures.

Implementation Summary. Based on the implementation interviews in June 1988, evaluators concluded that those involved in Project EXPO at the Academy had done an excellent job of implementing the CPPP. The implementation effort was thorough, enthusiastic, and of high quality. Further, all phases of the implementation were presented to the organization in a timely fashion (e.g., the development of implementation strategies appropriate to the needs at the time) even with the need to modify initial plans and milestones to meet new goals externally applied.

Supervisors and managers were impressed with the way in which the CPPP was implemented at the Academy. The written and verbal instructions on the new system and the direct contact with personnelists in developing CPPP packages were all evaluated very positively. One interviewee indicated that more time had been spent on preparation, training, and civilian involvement on this project than on any other.

While interviewees indicated overall acceptance of the CPPP, they did mention some issues that had arisen in the adoption and implementation of the CPPP. Initially, there was some skepticism on the part of supervisors and managers outside of the Personnel Office. Supervisors and managers believed the changes would only benefit personnelists, and would increase their own workload. Managers who had experience with the CPPP reversed these initial impressions but in a few cases the CPPP is still seen as a change developed solely for personnelists.

Another common response to the introduction of the CPPP was that it was merely one in a series of constant changes with which people at the Academy must contend. Supervisors and managers were very vocal about their desire to adopt one system and stay with it.

Managers and supervisors also were concerned with rating inflation at the Academy and how the adoption of the CPPP and accompanying policies would affect it. There was concern that lower ratings would have detrimental effects on employees' attitudes. It was reported that the ratings given to WGs had resulted in few employee complaints, but some anticipated that the upcoming GS performance appraisals would result in a higher degree of employee dissatisfaction. A concern was also expressed that more moderate ratings of AFA employees would make it difficult for them to compete for jobs against employees at other facilities where efforts were not underway to reduce rating inflation. Finally, although the CPO had distributed a good deal of information about the CPPP test, most managers and supervisors said they would like to have more information about the CPPP and its assessment.

Defense Logistics Agency (DLA)

Questionnaire data assessing familiarity with EXPO are presented for the three original DLA EXPO sites.

Because DCA was in operation at the three original DLA sites for over a year (DCASR Cleveland, DDMT, and DISC, Philadelphia) and information concerning how it was working was transmitted throughout DLA, evaluators did not assess familiarity with DCA by questionnaires at the 10 new DLA sites.

DCASR Boston, MA.

Implementation Activities. DCASR Boston was one of the newer EXPO sites, having begun testing of DCA in early 1989. Prior to implementation, 3-day training sessions in DCA were offered to managers in Boston and throughout the region. A total of 225 managers and supervisors were trained. Generally training included supervisors down to the branch level; because of its size, training in the Comptroller directorate included supervisors down to section-chief level. For commander-level personnel, a compressed 4- to 5-hour session was offered. Classification authority has been delegated to directors at DCASR Boston.

Implementation Issues. Several factors have had an influence on the implementation effort and use of DCA. Shortly before the introduction of DCA a large number of jobs were upgraded, thereby greatly limiting the need for classification actions. Also, with budget restrictions, few new positions have been created. There have been few occasions, thus, where managers have needed to classify jobs.

The Chief of Classification pointed out that if a more adversarial relationship had existed between managers and the Personnel Office, DCA would have been more attractive to managers and may have had a greater impact in terms of time to process and meeting of manager needs. The implication of restricted opportunities to classify is that the knowledge and skills developed in training will erode and relearning will be necessary.

Level of Use. DCASR Boston relies heavily on standard JDs. Chief of Classification estimated that 80-85% of their positions are covered by standard JDs. Moreover, recent classification activity by DLA Headquarters has reduced the need for managers to take on classification actions. For example, DLA Headquarters issued standard JDs for GS-11 positions in the QA area; these jobs had historically been classified at either GS-10 or GS-11. They also performed an occupational study of secretaries that resulted in a significant number of upgrades. Managers, therefore, have displayed little urgency for change in these two occupational areas.

Those who had used DCA generally performed all the routine tasks associated with the classification process. They first described the duties of the job in detail, then applied the classification standards to arrive at the proper title, series, and grade. Most used the resource materials they had received in their DCA training and many used the Classification Office staff to advise them. By and large, these managers found the process to be a positive one and praised the support they received from the classification staff.

A widespread benefit of the initiative was the training each manager received. The Chief stated that training gave managers a better understanding and appreciation of the classification process. This enhanced understanding was beneficial to all interactions between managers and the Personnel Office staff. Finally, the Chief said that it would be very unlikely that there would be a big rush to reclassify jobs under DCA if working relationships between managers and the CPO continued to be amiable.

Acceptance of the Initiatives. In July 1989, interviews for Project EXPO were conducted with key personnel involved in the implementation and use of DCA. The following employees were interviewed:

Chief of Classification, DCASR Boston
Director and Acting Deputy Director, QA
Deputy Director, Contract Management
Division Chiefs, Contract Management Directorate
Director, Office Technology and Information Systems
Deputy Comptroller
Division Chiefs, DCASMA, Boston
Classification Specialists

Overall, the managers favored DCA. Conceptually it made sense to them, but, given the budget constraints, it had little impact on their operations. Because there had been very little classification activity, managers felt that it is very difficult to gauge the utility of DCA. They felt that theoretically it could be a very good approach if it were linked to budget authority and not used for the sole purpose of dealing with the wage comparability issue.

Two additional concerns were expressed about DCA: (1) managers did not have authority over the final decision, suggesting that a classification could be overturned; and (2) because they are perceived as having final authority over classification decisions, managers will "take the heat" from employees when a classification action is denied.

Implementation Summary. In summary, managerial-level interviewees were somewhat positive about DCA, although it has not had a measurable effect on managing personnel at DCASR Boston. There were several reasons for this: (1) the excellent working relationship between the OCP and managers obviated the need for fundamental changes in the way classifications are accomplished; (2) the large number of reclassifications prior to the introduction of DCA decreased a subsequent need for change; and (3) the overriding effects of budget constraints weakened the impact of such limited initiatives as DCA. It was suggested that use of DCA in combination with other changes compatible with it, such as Total Quality Management (TQM) and delegation of budget authority, may produce more significant benefits in dealing with personnel matters over the long term.

DCASR Chicago, IL.

Implementation Activities. DCA was implemented at DCASR Chicago in December 1988. All of the interviewees were familiar with DCA although some had little experience with it.

Classification authority was delegated to Directors, Office Chiefs, and their deputies at the Region Headquarters (one organizational level below the Region Commander) and to DCASMA and DCASPRO Commanders, Deputy Commanders, and Division Chiefs. Classification authority was not delegated to Chiefs of some small staff offices at the Region Headquarters.

Delegates were trained by the servicing classification staff and a contractor hired from the OPM for that purpose. The contractor delivered training on classification principles and policies and an overview of position management, using a standard training module provided by the DLA Headquarters. Managers interviewed said the training was well done. They said more training was needed, including training for first-line supervisors in writing PDs. Subordinate supervisors received no training in connection with EXPO, although nearly all of the supervisors interviewed felt strongly that they needed the training. Most of the managers with delegated authority also believed it was important for their subordinate supervisors to have the training.

Implementation Issues. Factors affecting the operation of DCA at this activity included a reorganization of the DCASR Chicago OCP. The reorganization was implemented at about the same time as EXPO. The new organization structure is quite different from other DLA OCPs. It consists of two operating teams under a generalist approach, a separate training office, and a policy unit. In addition to the reorganization, the OCP experienced an unusually high turnover rate during this period, including almost all of its supervisors.

Budget authority has been delegated to line managers but key areas are still controlled by the Region Headquarters. The delegation has been complicated by the Agency's conversion to a new unit cost resourcing methodology. Unit cost targets tend to fluctuate, which creates an unstable situation and makes it difficult to plan. Managers interviewed agreed it is not working well. They indicated that the basis for allocation of funds within the organization was not clear and therefore

seemed arbitrary. However, several said they expect that as the situation evolves, more effective methods will be developed to compensate for the difficulties encountered early. Some asked for the opportunity to demonstrate that they can manage their organizations responsibly.

Level of Use. The number of classifications completed during the implementation period was fairly low. There were approximately 30 actions each quarter for the last three quarters of FY89, totaling 91 actions.

The DCASPRO supervisors interviewed indicated that they had been unable to take advantage of the delegation due to controls imposed by the Region Headquarters. Some of these controls stem from budget constraints, but they also mentioned pressure to be consistent in classifications across sites even though work situations may vary enough to warrant different approaches.

Acceptance. In October 1989, interviews were conducted by personnel management specialists, DLA Headquarters, OCP, at DCASR Chicago and two of its subordinate activities to assess the progress of the Project EXPO test of DCA. During the visits, these specialists interviewed key personnel involved in the implementation of this new authority.

Commander, DCASR Chicago
Deputy Commander, DCASR Chicago
Managers at DCASMA, Chicago
Representative group of DCASMA, Chicago supervisors
Managers at DCASPRO, Northrop
Representative group of DCASPRO, Northrop supervisors
Managers at DCASR Chicago
Representative group of DCASR Chicago supervisors
Director, OCP
Group of Personnel Specialists

The Commander and Deputy Commander were familiar with the EXPO test and had kept in touch with its progress. They were aware of the managers' reluctance to take on this new responsibility. They said it represented a fundamental change in the corporate culture away from the strong central control to which they were accustomed. Managers from DCASMA, Chicago said they had had little opportunity to classify positions since authority was delegated to them. They were initially concerned, as were the classifiers, about the potential for grade creep, but they said it had not happened. This group was also concerned about consistency both within and between DCASRs, (e.g., upgrading of a position might trigger upgrading of similar positions in other areas). Because most positions in DLA are highly standardized, they felt that classifications could be done at DLA Headquarters. This would be more equitable, result in greater consistency, and would reduce the workload for each activity involved in classifying the same positions.

Some of these managers did not believe the benefits of EXPO were worth the extra effort. They said the supervisor's time was limited and classification was time consuming, especially in light of the fact that they classified jobs infrequently and had to overcome a learning curve each time. In addition, budget constraints limited their opportunity to use the new authority.

The DCASMA supervisors expressed many of the same concerns about consistency and budget constraints. On the positive side they felt that they spent less time explaining their work to classifiers and that the classification process was faster under EXPO. They said that under EXPO the personnel staff was helpful, not restrictive, and they tried to help managers define their needs and advise them on the best ways to meet them. One manager noted he had experienced little change in relations with the personnel staff, since overall support was good before EXPO.

The managers interviewed at DCASPRO, Northrop supported the initiative. They said there was more work involved, but not enough to be a problem.

The region managers had mixed reactions to EXPO. One saw little change and felt that the delegation of classification authority was just an extension of the same responsibility supervisors had all along, and that it belonged with supervisors. Some said the delegation leads to better PDs because the supervisors who write them are more likely to become familiar with the criteria in the classification standards. This group felt it was good to push participation in the classification process down to the lowest level of supervision because people tend to be better satisfied with results if they are involved in the process.

Comments in the interviews indicated that some supervisors and managers did not believe that they had much more latitude to manage their own organizations than before, that they still had to obtain approval from top Region managers in too many situations. Thus, managers and supervisors did not seem to have a clear understanding of top management's expectations and the extent to which they were allowed to exercise their delegated authority for classification and budget (i.e., to make their own decisions and then be held accountable for the results). The personnel specialists who provide classification advice and services indicated that relatively few jobs have been classified by managers since the authority was delegated. They said the abuse they feared before EXPO had not materialized. One pointed out that managers often have trouble classifying their first job and require considerable assistance. New military officers have even more trouble, since they are often unfamiliar with civilian personnel processes. The personnelists agreed that their new advisory role was more pleasant and that managers seem to value their advice more than they did before EXPO. They said they would like to keep the delegation, which they believe is consistent with other management changes in the organization.

Implementation Summary. A combination of factors resulted in infrequent use of DCA, including budget constraints, the highly structured nature of positions in the organization, standardized jobs, and satisfaction with the status quo. There has been some improvement in relations between managers and classifiers, but these relations were good before EXPO so the change was not dramatic. Concerns included the extra work for managers and the potential for inconsistency. Managers did not express strong feelings one way or the other about keeping the authority, although most seemed to think it would be a good idea if the administrative burden on the managers could be reduced.

DCASR Cleveland, OH.

Implementation Activities: Phase I. DCASR Cleveland implemented the three DLA Phase I initiatives beginning on 1 March 1987. The initiatives were: (1) optional use of Letters of Warning in lieu of Letters of Reprimand or Suspensions of up to 14 days, (2) elimination of mandatory

interviews under Merit Promotion procedures, and (3) delegated position and pay classification authority to Division Chief level.

Training modules for delegated classification and budget authority and position management were developed in December 1986. Training for these initiatives as well as the other EXPO initiatives was presented to supervisors and managers in February 1987. Due to the geographic spread of managers throughout the Cleveland region, EXPO training was a lengthy and costly process. All eligible managers received their training and, thus, were given classification authority. Training for new managers was scheduled periodically during the EXPO test in various regional offices (e.g., Dayton, Detroit, Grand Rapids).

Modification of Letters of Warning Initiative. Following a grievance filed by the AFGE union at another DLA EXPO site regarding the Letters of Warning initiative, negotiations were held and new procedures were issued regarding Letters of Warning. The Letters of Warning were replaced by Letters of Discipline, which were grievable by AFGE employees. The new procedures for Letters of Discipline were implemented in spring 1988 on a case-by-case basis and guidelines on the new policies were published in July 1988.

Implementation Activities: Phase II. In May 1987, a fourth EXPO initiative, which modified the Merit Promotion system, was implemented at DCASR Cleveland. Under the initiative, personnelists could select from five options for identifying candidates for referral. Only two of the options have been used. Under Option 1 of the initiative, if 10 or fewer candidates apply for a position, the applications are screened to determine whether minimum qualifications have been met, and up to 10 candidates are referred to the selecting supervisor. This eliminates the lengthy rating and ranking procedure, and, for those positions for which the CPO expects 10 or fewer applicants, applicants are not required to complete a lengthy KSA form. Option 4, the traditional rating and ranking procedure, was the only other one used. The initiative was implemented without difficulties, and the benefits of Option 1 were quickly noted.

Implementation Issues. The EXPO initiatives were implemented without any serious difficulties at DCASR Cleveland. Project EXPO received strong support from management and the CPO. The Director of Civilian Personnel (DCP) in the position when EXPO was developed left in March 1987, and the position was temporarily filled until November 1987, when the permanent DCP was named. The new DCP provided very strong support for the project.

The implementation of DCA was hampered at the beginning by the complete turnover of position classification specialists in the Classification Division of the CPO. Because new staff members lacked the experience of those they replaced, the ability of the CPO to provide training and consultative services to managers was hampered. A budget cut led to the delay of training at the regional offices. The problem was slowly resolved as managers and new personnelists received training and gained experience. Also, budget authority was not delegated as early as anticipated, leading to some confusion as to its integration with classification authority.

Following an agreement between the AFGE National and DLA, Letters of Warning were replaced with Letters of Discipline that included grievance rights for employees represented by AFGE. Not all DCASR Cleveland employees, however, are represented by AFGE, and grievance

rights were not accorded to them. The impact of grievance rights was not extreme at Cleveland; they did not pose serious problems in implementation of this initiative.

The Elimination of Mandatory Interviews and the Merit Promotion initiative were both affected by the hiring freeze instituted during the first year of Project EXPO. The freeze restricted the use of these initiatives, but both changes were well received.

The implementation of Project EXPO at the DCASR was more difficult than one at a centralized site due to the need to provide training to those in a broadly dispersed geographic area. Although delayed in some cases due to lack of funding, training was eventually accomplished by the implementation team.

Awareness of the EXPO Initiatives. In spring 1988, questionnaires regarding Project EXPO were administered to managers, supervisors, nonsupervisory employees, and personnelists at DCASR Cleveland. The respondents' familiarity with the EXPO changes was addressed in the questionnaire. Table 4 presents a summary of the responses related to EXPO.

The vast majority of military managers, civilian managers, and supervisors were familiar with the EXPO changes overall; not unexpectedly, few nonsupervisory employees (21.7%) were familiar with them. Most managers and supervisors were familiar with the specific changes. Among those few nonsupervisory employees who knew anything about the EXPO changes, they were most aware of the elimination of mandatory interviews (95.7%). There was a lower level of familiarity among all groups with (1) the Merit Promotion initiative (which was implemented after the three initial EXPO changes), and (2) the performance management changes (which were proposed for the DLA sites but not implemented at DCASR Cleveland). Overall, the effort to familiarize managers and supervisors with the changes was successful.

Level of Use of Delegation of Classification Authority. Evaluators examined the level of use of the EXPO initiatives at DCASR Cleveland by considering organizational performance data as well as responses to questionnaires and on-site interviews. Managers at Cleveland adapted rapidly to DCA. They had previously been writing PDs and readily accepted the new responsibility of classifying. Personnelists helped managers write PDs and assign series and grades. Differences of opinion between managers and personnelists as to classification were resolved informally. In CPO reviews of position classifications no errors were identified.

The classification workload at Cleveland was particularly heavy. In FY88, 273 classification actions were completed by managers and in FY89, 197. In the QA directorate alone, approximately one-third of the positions required reclassification because of new agency job guidelines (AJGs). By having various managers complete the reclassifications, the workload was spread out and done in far less time than it would have taken had it been done by the Classification Division under the old system. This approach was preferred by the employees, who received their upgrades more rapidly.

Level of Use of Letters of Discipline. Letters of Warning and subsequently Letters of Discipline were used as discipline options at Cleveland. The use of the traditional Letters of Reprimand steadily declined with the introduction of EXPO in March 1987; none were issued in FY89 (see Table 5). Managers preferred the Letters of Discipline over the Letters of Reprimand because they are easier to use. Suspensions are still used at DCASR Cleveland and there were approximately the same number of Letters of Discipline and suspensions issued during FY88 and FY89.

Table 4

DCASR Cleveland Employees' Familiarity With Project EXPO Changes

	Military		Managers		Supervisors		Employees	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Familiar with . . .								
Project EXPO changes:								
Yes	14	87.5	60	98.4	88	92.6	18	21.7
No	2	12.5	1	1.6	7	7.4	65	78.3
Missing	2	--	2	--	4	--	5	--
Substitution of Letters of Discipline for Reprimands and Suspensions:								
Yes	14	93.3	59	95.2	73	78.5	12	52.2
No	1	6.7	3	4.8	20	21.5	11	47.8
Missing	3	--	1	--	6	--	65	--
Delegation of Classification Authority:								
Yes	15	100.0	58	93.5	82	88.2	9	39.1
No	0	0.0	4	6.5	11	11.8	14	60.9
Missing	3	--	1	--	6	--	65	--
Elimination of Mandatory Interviews:								
Yes	14	93.3	61	98.4	91	97.8	22	95.7
No	1	6.7	1	1.6	2	2.2	1	4.3
Missing	3	--	1	--	6	--	65	--
Revised Merit Promotion evaluation methods:								
Yes	10	66.7	51	82.3	60	64.5	10	43.5
No	5	33.3	11	17.7	33	35.5	13	56.5
Missing	3	--	1	--	6	--	65	--
Revised Performance Management system:								
Yes	11	73.3	43	69.4	59	63.4	8	34.8
No	4	26.7	19	30.6	34	36.6	15	65.2
Missing	3	--	1	--	6	--	65	--

Note. DCASR = Defense Contract Administration Services Region, EXPO = Experimental Civilian Personnel Office Project.

Table 5
Disciplinary Actions Taken at DCASR Cleveland

	Baseline		Project EXPO		
	FY85	FY86	FY87	FY88	FY89
Letters of Warning/Discipline	0	0	6	16	14
Letters of Reprimand	19	6	9	3	0
Suspensions	33	26	15	13	16

Note. DCASR = Defense Contract Administration Services Region, EXPO = Experimental Civilian Personnel Office Project.

Level of Use of Elimination of Mandatory Interviews. Managers are interviewing candidates less often now for positions. In the second half of FY87, after the EXPO initiatives were implemented, 48% of referred candidates were interviewed (see Table 6). This dropped to 41% in FY88 and 39% in FY89. Concerns on the part of managers and employees about the fairness of not interviewing candidates have abated significantly since EXPO began.

Table 6
Interviews Conducted at DCASR Cleveland

	FY87 ^a	FY88	FY89
Number of records (names) referred to supervisor	570	1,253	3,494
Number of interviews conducted	274	514	1,368
Percentage interviewed	48	41	39

Note. DCASR = Defense Contract Administration Services Region.
^a March through September only.

Level of Use of Merit Promotion Initiative. The Merit Promotion initiative was enthusiastically accepted at DCASR Cleveland. Cleveland developed this initiative to respond to the large number of positions for which there were fewer than 10 candidates. Since its introduction, it has been used almost exclusively. In FY87, 89% of positions for which fewer than 10 candidates applied were processed using Option 1 of the new Merit Promotion Options; 95% were processed in 1988 and 1989, and 89% in 1st quarter FY90.

Acceptance of Delegation of Classification Authority. In August 1988, evaluators conducted interviews at DCASR Cleveland to assess the progress of Project EXPO implementation.² Managers within the CPO were very positive about DCA. They felt that the process was simpler because the manager had the subject matter expertise necessary to classify positions. The

²Those interviewed at DCASR Cleveland included: Personnel Officer, Assistant Personnel Officer, EXPO Project Officer, Classification Division Head, Employee Relations Division Head, Staffing Division Head, Training Officer, Personnel Specialists, representative sample of managers, and representative sample of first-line supervisors.

evaluation format also had been streamlined with a shorter narrative, and it was easier for managers to complete. There were a number of classification actions under EXPO. In QA, 116 positions were reclassified in response to new AJGs. Even with the large number of actions, processing time dropped from 29 to 10 days. The ability to classify more quickly had a significant impact on employee morale. Because the workload was spread out and the classification process simplified, managers were able to upgrade one-third of the QA work force almost simultaneously.

The CPO managers indicated that there was a clear acceptance on the part of managers for classification authority and that it was seen by them now as part of their jobs. Personnelists felt that the role of specialist had evolved from an adversarial one to an advisory/cooperative one—from "policeman" to "advisor." They felt that there was a need for more training to deal with the more complex classification cases. Personnel specialists felt that delegated authority was a great idea and acknowledged the fact that classifiers could not know every job in detail.

The managers felt that delegated authority represented a positive change that made classification more timely. Several said it eliminated "hassling" with the CPO over assigned grades and the need to try to write positions to please classifiers, who sometimes disagreed among themselves on correct classification. One manager indicated that he was knowledgeable about the jobs under him and could, therefore, review the classifications of supervisors he managed with more accuracy than could a personnelist. Some managers indicated that the classification process was faster, and although it produced a greater burden for supervisors, managers, and clerical staff, it was worth the extra work.

Supervisors were also positive about delegated authority; exemplified by one person who said, "I love EXPO" when asked to comment on DCA. Supervisors indicated that turnaround time was faster, that they understood classification standards and the grade system better, and that they could better understand the concerns of personnelists and experience less conflict with them. They indicated that CPO fears of mass abuses of classification on the part of supervisors that existed before implementation were unfounded and that classification actions had been properly conducted. They felt that the benefits gained were well worth the extra work involved.

Acceptance of Nonpunitive Discipline. CPO managers had praise for the Letters of Discipline because they give supervisors an alternative to the other forms of discipline. The additional option of discipline instead of suspension was seen as particularly important at the DCASR sites that are small and spread out over a large geographic region where the absence of one employee may have a significant effect on an operation. The use of letters required less time and involvement of people (e.g., less work disruption because higher levels of management and union were not involved; the issuance of a letter instead of a Letter of Reprimand requiring a 10-day period for employees to respond to before action can be taken). The CPO managers felt that the letters were being applied with caution, possibly because the CPO worked closely with supervisors to suggest the most appropriate forms of discipline. Electronic mail facilitated the process, with supervisors and personnelists preparing the letters while linked by computer. Personnel specialists were also positive in their responses, especially with respect to the time saved by using letters.

Managers were positive about the letters, particularly in cases where they are not grievable (initially for all employees and then for non-AFGE employees). The managers felt that the letters had been used thoughtfully and judiciously by supervisors, even though few direct guidelines for

their use had been provided. They felt that supervisors had the perception that they really did have control over the process. Managers felt that it was a good approach, particularly in that it eliminated the incongruity between leave abuse and discipline through suspension for leave abuse. One manager mentioned that she felt that it was equally effective for blue and white collar employees.

Supervisors liked the option of using letters and found them very effective as a first step in the disciplinary process. They felt that the letter provided a good description of the problem, thus eliminating any confusion on the part of employees as to why they were being disciplined. They felt that, for the most part, management supported the use of letters, although a few managers still preferred more severe forms of discipline.

Acceptance of Elimination of Mandatory Interviews. Managers in Personnel indicated that supervisors "loved" the option of not having to interview all candidates. Although there had been time savings, they felt that managers did not feel that the savings were substantial. This was partly attributed to the hiring freeze and the resultant lack of impetus to process paperwork promptly. Initially they received complaints from employees about not being interviewed, but these complaints diminished. They noted some surprise, in fact, that this initiative had not resulted in any grievances or EEO complaints.

Although personnel specialists acknowledged that the change saved managers some time, they felt that it created problems for employees. The staffing specialists, in particular, had received phone calls from employees inquiring as to whether they had actually been referred and complaining that they had not been interviewed. Personnelists in Staffing, therefore, were not as positive as others about this change.

Managers felt that this change made sense, especially when candidates were known to the selecting supervisor or when the SF-171 form indicated the applicant did not warrant further consideration. They felt that they could return the certifications more quickly under this initiative. At the time of the interviews, they felt that the initiative had not been in effect long enough to determine whether it was being used in the best way possible (i.e., new supervisors may interview too much).

Supervisors were positive about the option of not interviewing. Overall, the quality of placements has not been compromised and some felt that there has been an improvement in this area. However, they had received negative comments from applicants who were not interviewed. They suggested that more publicity about the elimination of mandatory interviews aimed at employees could be helpful. They felt that the training was aimed at supervisors, and that employees had not been told enough about this EXPO initiative.

Acceptance of Merit Promotion Initiative. Personnel managers were positive about this change and the dramatic drop in processing time that resulted. This change was seen as working particularly well at Cleveland due to the many vacant positions with 10 or fewer applicants. They also indicated that employees liked this system because they were no longer required to complete lengthy KSA paperwork. They said that DLA Headquarters had expressed some concern over the quality of referred applicants with this procedure, but, they did not feel that it was a problem.

Personnel specialists were pleased with the lighter load that resulted from the elimination of rating and ranking. They agreed with the personnel managers that it worked well at Cleveland because relatively few candidates applied for each job. In cases in which they anticipated fewer than 10 applicants, they did not require that candidates provide as much detail in their applications. Candidates were happy with this modification. Personnelists said that a few supervisors had complained about getting too many candidates.

Managers were positive about the change. They were pleased that they received lists from CPO more rapidly, that they had more candidates from whom to select, and that selections were made faster and positions filled more rapidly because of the elimination of mandatory interviews.

Supervisors preferred having 10 applicants referred. They felt that certifications turned around faster with the elimination of rating and ranking in CPO.

Implementation Summary. The EXPO changes at DCASR Cleveland were well implemented and firmly established in the functioning of the organization. Even at the early stages, when there was some initial difficulty with the availability of experienced classifiers, the implementation of the changes was perceived as effective in improving personnel management. The changes benefited the organization and resulted in an improved relationship between personnelists and DCASR managers and supervisors.

A number of interviewees also said that people at DCASR Cleveland became more receptive to change, even change that, in the past, may have been considered radical. Several interviewees suggested other experimental approaches to personnel management should be tested because the EXPO initiatives had been so successful (e.g., work schedule flexibility, additional modifications in selection procedures).

DCASR Dallas, TX.

Implementation Activities. DCASR Dallas implemented DCA beginning October 1988. All of the interviewees were familiar with DCA and most had experience with it.

DCASR Dallas Classification staff provided training of delegates and subordinate supervisors. The personnel specialists from DCASR Dallas received training at DCASR Cleveland in how to present the DCA training module, and they in turn, presented it at Dallas.

Implementation Issues. DCASR Dallas is typical of other DCASRs in that it services a large geographical area and is comprised of a number of small offices located throughout the region, some in the facilities of private corporations. Managers, supervisors, and personnelists regard the communication excellent among the various sites (central and remote). Although the various offices were located over a wide geographical area, this did not pose serious difficulties for DCA implementation.

It is difficult to attract and retain employees at DCASR Dallas because the DCASR Dallas pay scales have not kept pace with private industry. The depressed Dallas economy makes hiring for DCASR Dallas easier than it would be under more prosperous times, but it is still a problem. In addition to competing with private industry for employees, DCASR Dallas competes with other

government organizations (e.g., National Aeronautics and Space Administration) that pay higher salaries for the same positions. Finally, another DLA facility which is collocated with DCASR Dallas also pays higher salaries for comparable work. Employees frequently look upon jobs at DCASR Dallas as training positions and leave after a few years.

DCASPRO Texas Instruments (DCASPRO TI) is typical of the kind of facility that requires a highly skilled staff. Individuals in both the QA and Contract Management divisions require varied skills to interact and negotiate with the highly qualified people that corporations attract who earn much higher salaries. DCASPRO TI represents 35% of the total region's budget, with the work involving large sums of money as well as highly technical and political issues. These conditions make issues related to pay and classification very important to DCASR Dallas managers.

Level of Use. Division chiefs and their deputies have classification authority. Their subordinate supervisors at the branch and section levels do most of the work to prepare job packages, including recommending the job's classification. The delegatee reviews the package, assigns the classification, and signs it. The Classification Division in Civilian Personnel maintains close contact with supervisors and managers during the process, providing advice. Interviews revealed that many managers and supervisors had used DCA. Most used DCA at least once and a few on several occasions.

Acceptance of the Initiatives. On 19-20 July 1989, evaluators conducted interviews with the following key personnel involved in the implementation and use of DCA.

Commander, DCASPRO TI
QA Director, DCASR Dallas
Contract Management Director, DCASR Dallas
Representative group of managers and first-line supervisors (delegatees and non-delegatees)
from DCASMA, Dallas and San Antonio; DCASPRO, Rockwell International, and
DCASPRO TI
Director, Civilian Personnel, DCASR Dallas
Acting Director, Classification/Employee Development Division, DCASR Dallas
Classification/Employee Development staff, DCASR Dallas

DCASR Dallas directors were positive about DCA. One indicated that prior to its initiation, managers were "the victims" of personnelists in getting jobs classified. He said that the real value to managers concerned those non typical jobs that require more than standardized PDs. The extra work required to classify such jobs was justified within this new flexible format that addresses specific needs. Before DCA, managers did the majority of the work but could have their proposed positions denied by a personnelist who did not feel the same responsibility for meeting their mission. He characterized managers at DCASR Dallas as being an independent group that likes to take on responsibility and manage for themselves. Because of their approach to work, he felt they would readily accept EXPO changes.

The other director indicated that DCA had increased the workload of people under him, but that the benefits were worth the extra work. Although he had once felt that DCA would make classifiers unnecessary, he had changed his mind and felt they were needed to provide advice to managers. He felt the DCA should be accompanied by delegated budget authority to give it more impact, and

that more sweeping reforms, such as paybanding, were indicated. He was positive about his division's relationship with Personnel, noting that Personnel had adjusted its role to one of consultant.

DCASR Dallas managers and supervisors-region staff representatives were the most negative of all the groups in their evaluation of DCA. Most of those interviewed had received training and had some experience with DCA. They said that the classification process took a long time and involved going back and forth to the Personnel Office to seek help and borrow necessary documentation (e.g., standards). Also, classification actions were so few and far between they needed to relearn the process each time they performed it. They felt the training they were given did not provide enough depth and that it should have been presented by professional trainers rather than classifiers. They suggested videotaped training to provide a professional, consistent, and easily accessible presentation of DCA for use by new supervisors and previously trained supervisors desiring review. They saw DCA as "pseudo-delegation" —work was delegated but not real authority. They felt this was so because Civilian Personnel and the commander could overturn their classification decisions. Also, high grade positions were not covered by DCA and developing and filling those positions is still a lengthy, cumbersome process.

On the positive side, some of the managers felt that classification by managers was done with more care and resulted in better PDs. They said that EXPO gave them an opportunity to acknowledge the uniqueness of many jobs and to rectify a past overemphasis on consistency, often at the expense of uniqueness. One manager suggested they may even see more benefits from DCA if a planned reorganization comes to pass and managers are allowed to use it and delegated budget authority to develop a staff. The managers and supervisors agreed that the Classification staff at DCASR Dallas was excellent and that the Acting Classification Chief was particularly supportive and helpful.

Managers and supervisors at DCASMA, Dallas/DCASMA, San Antonio/DCASPRO, Rockwell International who were familiar with DCA and were very positive. They felt DCA gave them flexibility and control over positions, that it speeded up the process, helped them recruit and get better people for the jobs, and would tie in well with delegated budget authority. Many felt that managers knew the jobs and could describe them better than the classifiers. Some felt that they had received adequate training; others felt they should go through more extensive training in classification. Concerns regarding DCA focused on the amount of time involved and the feeling of "reinventing the wheel" when writing PDs that they felt should be standardized across DLA sites. All agreed with DCA in theory, but in practice felt the time investment was a burden for many. They indicated that Civilian Personnel was helpful and provided guidance, in marked contrast to the previous relationship with Classification in which Classification rejected their submissions. Overall, interviewees were positive and wanted increased authority in other areas (e.g., delegated budget authority, pay banding or higher pay scales) to fully realize the benefits of DCA.

The Commander and the Quality Assurance and the Contract Management Directors at DCASPRO TI were very positive about DCA. It facilitated writing PDs to get the people they needed to hire and speed up the process. It was "absolutely worth" the work entailed to have control over positions. They stressed the fact that the environment at DCASPRO TI required them to hire people able to handle highly technical and political techniques. DCA enabled them to recruit and compensate such individuals.

They noted that their understanding of the classification process allowed them to describe position requirements more accurately to classifiers. They suggested other ways to improve the hiring process (e.g., alleviate delays in DLA Headquarters approval for high grades, eliminate conflicting systems of encouraging female and minority hiring while providing candidate lists of 45- to 60-year-old white veterans). The Classification section was needed for technical expertise, coaching, and oversight, and to serve as an interface between OPM and managers for updates and interpretations.

These managers at DCASPRO TI strongly supported DCA. They felt the authority should be even lower in the organization—at the level of first-line supervisor. They felt they knew the jobs best, and, therefore, were most capable of writing PDs. The majority indicated that the training was helpful and the trainers responsive. Of most concern were the written and “unwritten” rules for classifying. Managers were given interpretations of regulations and recommended ways to write PDs, but they felt they should not be restricted to those unless it was required. They acknowledged the extra work resulting from DCA, but they said that they often spent as much time on PDs before DCA with poor results.

Personnelists were involved with the implementation of DCA from the beginning. At first they thought that abuses of the system would occur (e.g., overclassification, a “buddy” system). They were concerned that the inappropriate reclassification of one position would cause a domino effect across the region. Their initial fears were not realized and in only one case did they challenge a classification by a manager. They reported that some managers assigned higher grade levels than they themselves would have assigned, but that some managers assigned lower grade levels than they would have. Personnelists said they now have more contact with managers as advisors. They have maintained the positive relations with managers they had before, and, at this point, are spending more time on classifications. With the implementation of EXPO, they no longer are conducting classification surveys and are devoting this released time to developing new tools to help managers with classification (e.g., a set of standard PDs on disk, a list of applicable standards). The Classification Chief sees classification as a team effort on the part of managers and classifiers; the only difference under EXPO is the signer of the classification action. In her opinion, they are working to make classification accurate, no matter who has the authority.

Implementation Summary. DCA has been effectively implemented at DCASR Dallas. Those interviewed were well aware of the change and most had been involved in the DCA process. Overall, interviewees were very positive about the change, and managers expressed a desire to have even more authority and responsibility given to them. The one group noticeably less positive was comprised of supervisors and managers from the Region staff. The reasons for this less positive response could not be identified. The other groups were positive about the change, particularly those in DCASPRO TI. Managers wanted more classification training. They wanted the information upon which classification decision are based to be accessible, wanted to know if “unwritten” rules or interpretations were binding, and asked for refresher training and advanced training in classification authority.

Many managers said that DCA as it currently exists does not provide the amount of authority they need to do their best work. They frequently mentioned that DCA would be more effective if linked to other changes planned for DLA activities (e.g., TQM, delegated budget authority). The rationale behind implementing DCA, and its connection to other innovations planned for DLA

organizations, did not appear to be clear to managers and supervisors at DCASR Dallas. It was recommended that top management provide the work force with the rationale behind the use of DCA and an explanation of how it integrated with other DLA initiatives (e.g., TQM, Futures).

DCASR Los Angeles, CA.

Implementation Activities. As one of the newer EXPO sites, DCASR LA began testing DCA in February 1989. Prior to implementation, 1- and 2-day training sessions were conducted to orient first-line supervisors and managers on classification-related issues. Classification authority at DCASR LA was delegated to division-level managers.

Implementation Issues. Substantial changes took place during the EXPO test that have had an impact upon the operation of the classification office. Within the year prior to the interviews, a classification staff of 8 professionals has declined to 2 professionals and 1 trainee. Hiring for the vacant positions was restricted because of the DLA-wide freeze. As a result of DOD consolidation initiatives DCASR Los Angeles has absorbed 12 organizations and 3 more were to be added shortly. The Personnel Office was preparing personnel actions to transfer hundreds of employees from their old organizations into DCASR Los Angeles. The transfer effort had challenged the short-staffed classification office and had stalled progress on a recently initiated classification survey.

Level of Use. Many of the managers and supervisors who were interviewed had used DCA at least once, but most had not used it with any frequency, a direct result of the DLA-wide freeze.

Acceptance of the Initiatives. In August 1990, evaluators conducted end-of-experiment interviews with the Acting Chief, Classification and Pay Administration, a classification specialist, and a representative group of managers and supervisors involved in testing the use of DCA.

The Acting Chief supported the permanent retention of DCA at the site because of the shortfall of classifiers and the difficulty of hiring more in the future. Passing a significant part of the classification workload to managers and supervisors was an appealing option. He believed that it was better for managers to do all the upfront work in classifying a job, and then have the Personnel Office staff review the work. There are many standardized jobs in their serviced area. If managers use them, they are not required to develop independent evaluation rationale and documentation for those JDs.

According to the Acting Chief under Project EXPO, working relationships with managers have not changed. The Personnel Office reviews the classification of all jobs requiring "fill" actions. If there are "gray areas" or if the classification documentation is inadequate, they call the submitting manager to discuss the action further. As a rule, all jobs proposed at the GS-14 level and above, and those that may be precedent-setting must be sent to DLA Headquarters for a final classification decision. Overall, managers were cooperative when given suggestions on classifications, and few classifications by managers were questioned. Timeliness of completing classification actions had not improved. The Acting Chief attributed this situation to the decrease in staff and increase in employee population.

The classification specialist indicated that DCA has decreased the monotonous part of her job, because managers now perform part of her previous classification duties. She feels that having been relieved of those tasks there is more time to consider a case in more depth, enabling her to provide managers with a more complete set of recommendations. She said that DCA has changed her job in another significant way; now she has the opportunity to talk more to people, to deal with more organizations, and to share classification information among them. It was the specialist's contention that managers' application of DCA varies widely, with quality depending on the individual manager.

Supervisors supported the concept of DCA. One supervisor stated that delegated authority gave him a chance to be more innovative in designing the positions in his operation. But the views of most supervisors about the implementation of DCA at DCASR Los Angeles were less positive. An interviewee summed it up by saying that "I don't know if we have ever embraced EXPO [here]." Supervisors said that they expected DCA would reduce the arguments between themselves and the classification staff regarding the grades of jobs, shorten the time it takes to process classification actions, and cut the amount of paperwork. They asserted that none of these benefits materialized, and that there was no perceptible change between pre- and post-EXPO classification processes.

Contention between supervisors and classifiers regarding job rating remained. Supervisors stated that each job they classified was subjected to what they considered excessive scrutiny and "second guessing." Supervisors did not experience the time savings they anticipated. Because the classifiers reviewed each action in detail, they had to wait for that action; many times the review resulted in a request for more justification or other documentation. They also reported that the paperwork they had to produce in executing their DCA increased substantially. They contended that the need for additional evaluation rationale seemed excessive and was done so that the Personnel Office would have something in its files "in case someone checked on them."

Managers as a group shared many of the views of the supervisors concerning DCA, but on the whole were even more negative about the process. They voiced strong support for the concept of DCA but expressed disappointment at the way it was implemented locally. "The intent of DCA was good and was well received; the way it has been implemented here has been bad."

Overall, managers concluded that DCA required more time to complete than classification had in the past. One reason cited was its infrequent use. Managers needed time to refamiliarize themselves with the standards and other elements of the classification process. This "down time" applied not only to themselves but to their subordinate supervisors who helped with the process.

Managers described some positive experiences with DCA. Because managers no longer had to orient the classifiers to the technical details of their work and could provide the details in the classification documentation, time was saved. However, managers stressed that this time savings did not compensate for time required for other documentation requirements.

As a solution to some of the problems, interviewees suggested some procedural modifications. For example, rather than having the same procedure for all jobs, perhaps jobs at different grade levels or in different occupations could be handled differently in terms of who did the actual classification, the amount of documentation required, and the degree of CPO control or resistance one could expect. As DCA now operates, detailed background information and evaluation

statements are required for each job. The requirement to create what was viewed as excessive documentation was a recurring complaint in this session as it was in the interview session with first-line supervisors.

Managers were unanimous in their recommendation to retain DCA permanently. They were also quick to add, however, that if there was no change in the way DCA has been implemented, they prefer to go back to pre-EXPO procedures. All said they wanted DCA to operate in the manner in which it was presented originally, not as it was functioning. The interviewees questioned whether the EXPO DCA concept had changed over time, as what they were experiencing in no way resembled what was "sold" at the original Project EXPO presentations.

Implementation Summary. Acceptance of DCA as implemented at DCASR Los Angeles has not been universal. Personnelists see managers' use of the authority delegated to them as varying significantly in quality, with some managers not using that authority prudently and competently. The personnelists do feel, however, that DCA is the only feasible way to accomplish job classification at present due to the excessive amount of work to be accomplished and the sharply reduced staff in the Classification Division. It seems clear that the increased Division workload coupled with the sharp decline in the number of staff members has overwhelmed personnelists and is a factor influencing their own assessment of DCA.

Managers and supervisors support the concept of DCA, but feel it has not been implemented in a manner consistent with the concept. They feel they are constrained by excessive review and oversight by the Personnel Office, DLA Headquarters, and manpower and budget organizations. They feel that routine, repetitive clerical work has been delegated to them without any real authority to make decisions. Although most managers feel DCA will become a part of DLA policy in the future, they are adamant in their feeling that modifications are necessary.

DCASR New York, NY.

Implementation Activities. Managers, with the exception of those from several activities who did not attend any of the eight sessions offered, received two days of training on classification of positions. The Personnel Office continues to review each action to insure that each position is properly classified. Classification authority has been delegated to division-level managers at DCASR New York.

Implementation Issues. Two factors have had some effect on the usefulness of DCA and how it is applied. First, the salaries at DCASR New York, particularly at the clerical levels, are not competitive with the salary structure for similar positions in the New York area. Second, in order to retain employees at DCASR, some individuals, primarily in the QA Division, have received special salary rates. This action has helped retention, but has also created problems. Employees who have not received such an adjustment in salary are dissatisfied and more likely to be interested in seeking new positions. Also, in some cases employees receiving special salary rates earn more than their supervisors. Due to concerns over these salary inequities at DCASR New York, interviewees felt it likely that DCA would be employed as a way to adjust employees' salaries, which obviously is not the prime objective of DCA as originally conceived.

Level of Use. A small number of classification actions have actually been carried out by managers who have classification authority. This has been a result of lack of opportunity rather than managers' reluctance to use DCA.

Acceptance of the initiatives. In July 1989, interviews were conducted with key personnel involved in the implementation and use of DCA. The following were interviewed:

Director, OCP
Deputy Personnel Officer, OCP
Chief of Classification Branch
Representative group of managers
Representative group of first-line supervisors
Personnelist Specialists

Although managers reported very few cases for which they carried out a classification action according to the new procedures they saw a real need for DCA in order to reduce processing time and to achieve classifications that are more consistent with the requirements of the job under consideration. Overall, managers assessed DCA positively. They felt it shortens processing time, provided the managers with greater flexibility, and helped improve the relationship between managers and personnelists. The full benefits of DCA will be realized when managers become more adept at classifying.

The training and continued advice and support they received from the Personnel Office has been, from their descriptions, excellent. Managers felt however, that their level of competence falls short of what is required to perform classifications that would meet the required standards. In addition, they felt that until managers develop greater expertise, oversight by the OCP was justified and needed.

One major issue that concerned managers was the purpose for which DCA could be used. Because of DCASR's salary structure, it was difficult to hire candidates with the requisite skills and experience and to retain skilled employees. Managers contended that DCA could conceivably enable them to upgrade positions in order to deal with these perceived salary inequities, thereby attenuating hiring and retention problems. But they recognized that this was not the purpose of DCA. In summary, managers felt that in theory DCA is an excellent idea but in practice it had fallen short and that it had very limited impact on the larger problems facing their organization.

On a conceptual level supervisors gave DCA high marks. In practice, experiences with DCA were both positive and negative. They reported difficulties when they got into the finer points of classifying (e.g., areas that may require more experience, a broader perspective, or specialized terminology) and in instances where they attempted to upgrade. Overall they felt the product obtained was worth the extra effort. The supervisors were also very laudatory in regard to the training and support provided by the Personnel Office. Like the managers, supervisors felt that the basic problem at DCASR NY was money and that DCA was being used in some cases to try to get around some of the organizational problems although it was not designed nor intended to address these problems.

Personnelists reported that DCA created more, but not excess, work for them. They felt that some managers were not receptive to the training the classification specialists provided and had exerted minimal effort in classifying positions. The classification specialists noted that the 2-day training course covered only the basics and that managers would understandably require assistance at times. They felt that while the relationship with managers was good, it will probably improve as a result of working together on classification actions.

The Chief of Classification expressed concern over the implied requirement in the DLA Headquarters directive on DCA that all classification actions taken by managers be reviewed by the OCP. It appeared that managers submitted to the OCP classification materials that were not in complete final form because they knew that Personnel must review them. In essence, this resulted in Personnel doing the classification. To save time and money it was suggested that random audit by personnelists, rather than a review of all actions, be instituted.

It was the opinion of the Deputy Director and Chief of Classification that DCA had a very limited impact on managing personnel resources, but that it was compatible with other prospective changes (e.g., TQM, management to budget). Combined with these, it could attain greater importance. It was the opinion of the majority of those interviewed that for DCA to be fully successful, managers would need to have access to and control over operating budgets comparable to those for similar activities in the local community.

The comments of managers and supervisors suggested that the OCP had done a very effective job in developing and presenting the training on classification. Only a small number of classification actions had been taken. Because of the limited amount of direct experience with DCA and the added work it required, managers, supervisors, and personnelists were only moderately favorable toward DCA. DCA was seen by many as an initial step in needed reforms in human resource management in the Federal Government, and they indicated a desire to see continued efforts to improve the system.

DCASR Philadelphia, PA.

Implementation Activities. Delegated Classification Authority was implemented at DCASR Philadelphia in February 1989. All of the interviewees were familiar with DCA and most had direct experience with it.

Classification authority was delegated to Directors, Office Chiefs, and their deputies at the Region Headquarters and to Commanders and Deputy Commanders of Field activities (DCASMA's and DCASPRO's), which is one organizational level below the Region Commander. Subordinate supervisors at the Branch and Section level prepare PDs and recommend classifications. Although Division Chiefs do not have delegated authority for classification, it was clear from the interviews that they carefully reviewed all actions initiated by their subordinates and played an active role in the classification process in the delegated environment.

Delegates and subordinate supervisors were trained by the servicing classification staff and a contractor hired from OPM for that purpose. The contractor delivered training on classification principles and policies and an overview of position management, using a standard training module provided by DLA Headquarters. The classification staff conducted separate sessions on the

administrative and procedural aspects of the delegation. Representatives of the DCASR Philadelphia Comptroller staff participated in these sessions to present related aspects of delegated budget authority. Managers and supervisors interviewed said the training was very good but more emphasis could have been placed on position management to help supervisors consider positions in the context of the whole organization rather than focusing on individual positions in isolation.

Implementation Issues. A number of changes pending in the Agency are expected to affect DCASR Philadelphia, including relocation of some Comptroller functions to the DLA Finance Center (DFC) in Columbus, OH. It was unclear at the time of the visit how changes in contract administration services functions throughout the DOD would affect DCASR Philadelphia. It was clear, however, that the Commander was committed to attaining the best possible outcome for DCASR Philadelphia employees. To achieve this, the Commander held meetings to explain the need to work smarter and look for better ways to accomplish the mission, with the objective of working toward a smaller work force with higher grades. This led to an expectation of upgrades, but accompanying changes in what management expected of its employees in return apparently was not communicated clearly. As a result some supervisors and their employees did not have a clear understanding of the changes in work assignments that would be necessary to justify higher grades (e.g., greater complexity and responsibility rather than just an increased volume of the same type of work).

Budget authority has been delegated to the Directorate/Office Chief level at the Region Headquarters and to DCASMA and DCASPRO Commanders/Deputies, which is the same level as the delegation of classification authority. Information and tools in the form of automated systems needed to manage budgets below this level are not readily available at the DCASR, which was a major factor in the decision to make the delegation only to this level. However, development of personal computer applications is underway and one field activity we visited (DCASPRO, General Electric) had developed a method which allowed managers at the Division level and below to be involved in managing the budget. Implementation of a new resourcing method called unit cost, which involved a considerable learning curve, complicated this process. There is strong Command support for staying within delegated budget allocations. Directors, Office Chiefs, and Field activity Commanders can reprogram money among accounts but cannot exceed their total allocation. The Comptroller reported that managers have exercised their delegated budget authority in a responsible manner, staying within allocated funding limits. Most of the managers felt strongly that budget authority and classification authority should go together to prevent abuse.

Level of Use. Some organizations have used their delegated authority more than others. The number of upgrades has been relatively high compared to other EXPO activities, most involving Region staff positions, although the initial high volume of actions was expected to decline. Many organizations send draft PDs to the classifier for review before submitting them to the manager in their chain of command with DCA. The advice classifiers provided was viewed as a key factor in precluding abuse of delegated authority. Some managers were more receptive to their advice than others.

Acceptance of the Initiatives. In September 1989, Personnel Management Specialists from DLA Headquarters, OCP, visited DCASR Philadelphia and two of its subordinate activities to assess the progress of the Project EXPO test of DCA. Several key managers were unavailable on these dates, so a second visit was made in November. During the visits, interviews were conducted

with key personnel involved in the implementation and use of DCA. The following were interviewed:

- Commander, DCASR Philadelphia
- Deputy Commander, DCASR Philadelphia
- Commander, DCASPRO, General Electric
- Chief, Contracts Division, DCASPRO, General Electric
- Representative group of DCASPRO, General Electric supervisors
- Deputy Commander, DCASMA, Philadelphia
- Chief, QA Division, DCASMA, Philadelphia
- Representative group of DCASMA, Philadelphia supervisors
- DCASR Philadelphia Comptroller
- Director, QA, DCASR Philadelphia
- Representative group of DCASR Philadelphia supervisors
- Director, OCP
- Chief of Classification
- Classification Specialists assigned to work with DCASR organizations

The DCASPRO Commander maintained that it is important to delegate authority for budget and classification at the same time to make them work well. He saw them as part of a larger change taking place in the organization which resulted in greater authority for the DCASR's field activities to make decisions and take actions on their own without prior approval from the Region Headquarters. He considered DCA to be a very positive change which boosted morale, improved relations with the Region Headquarters, and has the potential to improve organizational effectiveness because it gives local managers a greater feeling of ownership. In his estimation subordinate supervisors do a better job of justification under EXPO than they did before its implementation. Managers who reviewed actions proposed by subordinate supervisors asked better, more pertinent questions than before, and no longer routinely approved actions without considering cost implications, which tended to be viewed as the Comptroller's job.

The Commander summed up the DCASPRO's first year under EXPO as a learning experience. He said his managers were hesitant until they learned more about the classification system, where the flexibilities are and how to apply them to the DCASPRO's work situations. He recalled that some had initially expected that EXPO would "open the floodgates," but this has not happened. He said it was made clear early that upgrades of subordinates would not necessarily mean upgrades of their supervisors. He also noted that budget constraints severely limited their options; managers realized that money was limited.

The DCASPRO Commander believed the extra flexibility offered by EXPO will help the organization cope with their changing environment. He said that having DCA will make it easier to restructure positions, which may produce some upgrades but when combined with reduced numbers of positions will result in lower overall costs. He noted that some upgrades already implemented have been caused by changes in work over time which had not been recognized, and that others resulted from application of DLA AJGs. Attempts had been made in the past to upgrade some of these same jobs without success.

The DCASPRO Commander also noted that relations with classifiers have improved. Managers realize that they need classifiers more than ever under delegation. He believed the classifiers also realize this and have responded well. Supervisors take classifiers' recommendations more seriously now, which he thought was satisfying to the classifiers too.

The DCASPRO supervisors had mixed reactions to delegated classification. All saw potential benefits, although one had seen more positive results than the others. They all agreed that supervisors are in the best position to make classification decisions. They pointed out that it is difficult for classifiers to maintain a current understanding of the work, which they said is becoming more complex and is changing at an increasingly rapid pace. They also said classifiers were rarely able to visit remote work sites and do not always have all the information they need and may not be able to ask the right questions. In addition working with classifiers is better under EXPO in that communication has improved. They felt they had more input to the final result. They said they believed EXPO has taken much of the controversy out of their dealings with classifiers. Classifiers seemed more willing to be flexible and give supervisors the benefit of the doubt in situations which were not clear-cut.

A positive feature of EXPO, noted supervisors, was that jobs were more likely to be classified on their own merits. Under the old system there was a tendency to compare jobs in different organizations although they were not always equivalent. The organization was highly structured for years, and such comparisons tended to discourage breaking from tradition, although conditions had changed. Some felt that EXPO would help them restructure positions when tough decisions had to be made due to budget cuts.

The supervisors also agreed that delegation had created more work for them. One said that the benefits were worth the extra work. Others felt that supervisors were already overburdened and viewed this as one more administrative task they did not have time to do.

Supervisors felt that some of the extra time spent on classification under EXPO was due to the additional justification required for review within the organization; the classification actions proposed were reviewed by each manager above them in the chain of command before they were submitted to the personnel office. One said he had had good experience with this arrangement, that higher level supervisors supported him if his justification was good. Another said he believed the in-depth review within the organization was overkill; and, that managers go to great lengths to avoid any challenges, requiring excessive justification.

At DCASMA, Philadelphia supervisors who were interviewed agreed that the most positive effect of EXPO was the considerable improvement in their relations with classifiers. Many said their contacts with classifiers were much more productive than in the past and that there was good cooperation and a spirit of teamwork. Some saw the shifting of signature authority from the classifier to the manager as a key factor in this change in relations, noting that it seemed easier to be an advisor than to bear the responsibility for the decision. Before classification authority was delegated, supervisors said that classifiers were viewed as adversaries.

Other improvements resulting from EXPO were the following: some PDs not reviewed in many years were being updated, incorporating changes in programs, regulations, methods and responsibilities which had occurred gradually but had a significant impact on some DCASMA

positions. Supervisors said they looked at jobs more critically and paid more attention to PD accuracy than before delegation. Some supervisors pointed out that they consider position management to a greater degree than before EXPO, attempting to increase responsibility in high grade jobs and delegate routine work to clerical positions. Although these supervisors did not have classification authority themselves, they usually developed proposed evaluations. As a result, they said they had a better understanding of the criteria that determined job classifications, which had defused their fears and has made them better able to restructure positions based on mission needs and business factors.

This initiative was also considered a good tool to help supervisors with changes in jobs and the work environment. Workers were expected to do more with less and DCA helped supervisors recognize more readily the increased responsibility that had been added to some positions as the organization has evolved. Supervisors believed the organization could reduce its overall costs by having fewer positions with more responsibility at higher grades.

The workload for supervisors increased under delegation. Some supervisors complained that it was difficult and time consuming to write new PDs from scratch when it was required. In some cases, other specialists on the DCASMA staff helped supervisors write PDs and evaluation statements. Some documentation requirements have been reduced under EXPO. This, according to the supervisors, allows them to maintain their own supplemental assignment data in automated systems for other purposes.

Supervisors reported that it took longer to obtain approval within the organization for personnel actions involving position changes before they were sent to the personnel office. Reviewing officials (i.e., managers with delegated authority) seemed overly cautious, although they noted that this could lessen with experience. Supervisors expressed concern that fiscal considerations may override actions initiated for technical, work-related reasons. They also pointed out that the highly structured nature of DCASR organizations could restrict an organization's flexibility, for example, other organizations often have similar positions and a manager might disapprove an action to avoid impact in other areas. Despite the concerns expressed, the consensus of this group of DCASMA supervisors was that delegation of classification authority was a good concept, although the process could use some refinement.

DCASR managers interviewed expressed differing views on DCA. Some felt that the results were the same under EXPO as the previous system, (i.e., few upgrades), but overall there was a perception that things were better, that managers had more control. They said managers seemed to have a more positive outlook and were more willing to streamline their organizations, whereas they saw a reluctance to make changes and improvements before delegation. They noted that supervisors were more willing to initiate PD updates to describe changes in duties which occurred as jobs evolved. The fact that classifiers still had the final authority was seen as a problem. The requirement for classifiers to review every job classified by a manager reinforced the perception that classifiers were still responsible for classification. It was suggested that the classification staff prioritize their efforts to focus on egregious errors and spend less time on minor changes. There were also differing views concerning the effect of EXPO on the working relations between managers and classifiers. Some saw a very definite change for the better, due at least in part to turnover and changes in classifiers assigned to service the DCASR. They reported less stress, less defensiveness, and greater customer-orientation. Another view was that classifiers still approached

their role with a "police" mentality and were somewhat reluctant to accept change if it set a precedent.

These managers saw a strong link between delegated classification and budget authority. They stated that budget authority must be delegated with classification authority to remove the temptation for abuse. They explained that they would not be able to raise grades without reducing other costs, usually canceling vacancies. One noted a potential danger in letting budget constraints result in bad personnel decisions.

Overall, the DCASR managers interviewed maintained that DCA should be continued. Even those with negative experiences said that the concept was good but the process needed work. The others said that the process worked faster and smoother under delegation; that managers understood the work better and should be the ones to apply the classification standards; and that they did not believe there would be significant grade creep because classification standards were very rigid and specific. They even viewed their employees as another check and balance, that is, arbitrary upgrades would cause employee complaints.

The group of DCASR supervisors interviewed expressed a range of different opinions concerning DCA. One supervisor saw no benefit in the change, explaining that line managers were given more work but classifiers did not relinquish real authority. Others had more positive perceptions, indicating that the process seemed to be faster and easier than before and that classifiers were more cooperative. The general view of this group was to keep delegated authority but simplify the process and reduce oversight by the classifiers.

These supervisors referred to an objective supported by top management within the DCASR to lower overall costs by having fewer workers at higher grades. They explained that the way this has been presented has led to perceptions that added volume of work alone could support higher grades without a corresponding increase in levels of difficulty or responsibility, which is inconsistent with classification standards.

The classifiers concluded that the nature of their job has changed under EXPO. They indicated that they were somewhat unsure about their new role at first and that they learned as they continued to use this approach. They said that before EXPO, they feared their loss of control would have an adverse impact on classification. However, they found that in some respects they were actually more involved than before EXPO, (i.e., they participated more actively in management decisions and their dealings with managers were more open and effective). They felt supervisors were better able and more willing to explain their needs, which in turn improved the classifiers' ability to help them apply the criteria in classification standards to their best advantage. Their jobs had become more demanding in that they had to do a better job of explaining problems and recommendations because their customers were learning more about the classification system and were less willing to accept what they say at face value. The classifiers concluded that EXPO had made their job better, primarily due to improved working relationships with supervisors and managers. They said that it provided a more realistic environment for the classification process, because it encouraged reasonable judgments rather than overly restrictive applications of standards. Some said they never would have believed it could work as well as it does.

Initial implementation was not without difficulties. The classifiers said that when DCASR managers first learned of EXPO, some had the mistaken impression that it would mean freedom from compliance with OPM standards. This misinformation had to be overcome in the training and subsequent advisory services. They also described other problems, such as supervisors attempting to use PDs from other organizations even though they did not fit their work situation. Over time these problems had been resolved through discussion.

The classifiers felt that position management may be suffering under EXPO. Managers had decided to increase the proportion of positions at higher grade levels in some cases by establishing identical additional (IA) positions, that is, assigning additional incumbents to positions already established, which does not require the manager to classify a new PD. Classifiers normally do not challenge these actions, though they may provide advice and suggestions, but they are concerned that the higher level work may be spread so thin that the grade level of each individual position might not be supportable, that is, IAs may be overused. However, there is some uncertainty about how to pursue this without putting adversity back into their relations with supervisors and managers.

The classifiers felt that DCA should be retained. They said that managers view the process as less arbitrary than before. They felt that any attempt to withdraw the authority would have a very negative effect on the classification program.

Implementation Summary. The interviews indicated that DCA was fully implemented at DCASR Philadelphia and that managers and supervisors at all levels were trained and actively involved. Some supervisors did not appreciate the extra work it created for them, but most felt the benefits were worth the extra effort. A number of managers expressed very strong beliefs that delegation did not go far enough, that is, the oversight by classifiers built into the process by DLA negated the delegation. Overall, however, most were pleased with the process and the results it produced. By far, the most significant benefit was a dramatic improvement in the working relationships between managers and supervisors and the classifiers, which caused their dealings to be less adversarial and more productive.

DCASR St. Louis, MO.

Acceptance of the Initiatives. A summarization of the status of DCA under EXPO at DCASR St. Louis was provided as part of a DLA Headquarters Personnel Management Evaluation (PME) of DCASR St. Louis, March 1990. The PME included interviews with 18 managers and two groups of supervisors. Interviews included questions about EXPO implementation and overall assessments of the project.

Managers at DCASR St. Louis were familiar with DCA but had used it very little, primarily due to severe budget constraints. Few managers interviewed seemed to have recognized EXPO as an opportunity to restructure jobs to reduce costs. The reactions of managers and supervisors interviewed were mixed. Some liked the concept and said it should be kept on a permanent basis because it gave managers more control over their organizations and greater involvement in the classification process. Others felt strongly that classification should be returned to the personnel office because the classifiers provide good support, managers did not want to become classifiers, and the benefits under the delegation were not worth the extra work. Most indicated that they felt

EXPO had made little difference and that there would be little impact if the DCASR returned classification authority to the personnel office. Several managers indicated that extra resources should be made available if delegation were made permanent. These managers and supervisors had no modifications to suggest.

The classifiers at DCASR St. Louis said that the advantages of EXPO were that managers were more involved in the classification process and had a better understanding of the requirements. The main disadvantage they cited was the burden it imposes on managers in terms of extra workload. The classifiers had made a concerted effort to minimize this burden but often ended up revising documentation submitted by managers, or preparing it themselves. They suggested that the process be modified so that the classifier would be primarily responsible for the documentation but the manager would still apply the standard, make the decision and sign as classification authority. They also suggested reinstituting some form of cyclic classification survey which included desk audits of a sample of positions. However, they strongly recommended that a new survey method be developed which involves less paperwork. They brought up the pending accession of new Plant Representative Offices from the Military Services and pointed out that it would be prudent to finalize the decision and any changes in the process before they train new managers and delegate classification authority to them. Overall, the classification staff liked EXPO and thought it should be made permanent with the changes cited above. They believed it had improved classification accuracy because managers had taken responsibility for the decisions.

Defense Construction Supply Center (DCSC), Columbus, OH.

Implementation Activities. Managers and subordinate supervisors received a 2-day training course and written material dealing with DCA. The EXPO training was completed 24 January 1989. Classification authority was delegated to Directors, Office Chiefs and their deputies on 13 March 1989. This was the same level to which budget authority was delegated. EXPO training was scheduled on a continuing basis to accommodate new supervisors.

Implementation Issues. A feature of DCSC is the close proximity of two new DLA activities, the DFC and the DLA Automated Information Processing Center (DAIPC). Interviewees noted that the grade levels of positions being established and filled at DFC and DAIPC were higher in some cases than positions in the same occupations at DCSC, due to differences in the level and nature of the work. They pointed to difficulties resulting from local competition, that is, DCSC employees are lured away from the Center by higher grades at DFC and DAIPC, making it more difficult for DCSC to attract and retain highly qualified people.

One major implementation issue involved the perceived role of the classification specialists. The classifiers indicated that they were unsure about their role under delegated classification. The classifiers recognized, as did the managers and supervisors interviewed, that the 2-day training course only provided a general overview of the classification process and did not make the attendees expert classifiers. They said they did not know to what degree they would be held responsible for the classification actions of managers, and their reaction was to be more cautious, applying a more stringent standard for documentation prepared by managers and supervisors and, in some cases, becoming more conservative in their application and interpretation of classification standards. The classifiers said that uncertainty about whether delegation would be made permanent has led to a reluctance to devote a great deal of effort to making EXPO successful.

Acceptance of the Initiatives. In December 1989, Personnel Management Specialists from DLA Headquarters, OCP, visited DCSC in Columbus, to assess the progress of the Project EXPO test of DCA. During the visit, interviews were conducted with key personnel involved in the implementation and use of DCA. The following individuals were interviewed:

- Directors, Office Chiefs or Deputies of most major DCSC organizations
- Representative group of Division Chiefs
- Representative group of first-line supervisors
- Director of Civilian Personnel
- Deputy Director Civilian Personnel
- Chief, Classification & Pay Administration Division
- Classification Specialists assigned to service DCSC organizations
- Chief of Staff, Office of the Commander, DCSC

The managers expressed a wide range of opinions regarding EXPO. Several said that they had noted a slight improvement in service from the classification office, primarily in terms of more cooperative relationships and fewer conflicts with classifiers. However, managers were unsure if this change was a result of EXPO; some attributed it to changes in classifiers assigned to service their organization, that is, these classifiers are less conservative and more helpful than others. A few managers felt strongly that the classification process worked much better and faster, especially on routine actions which involved less time and effort by the classifier and thus were less likely to be delayed while classifiers attended to other priorities. Most delays mentioned involved controversial or unique positions, some of which required Headquarters approval, but such delays were also experienced in similar cases before EXPO. Others felt equally strongly that the level of service was good before and that EXPO has added more work for them with few benefits, as the personnel office still had "veto power." During the interview, an observation surfaced that some classifiers had become more conservative since EXPO in reaction to uncertainty over their new role. The general consensus, however, was that EXPO had produced some positive results but would be more effective if some of the controls imposed by DLA Headquarters were lifted, if local delegation of budget authority were improved, and if the role of the classification staff were better defined.

These managers described the training provided as a good overview of the classification process. However, they expressed a definite need for additional training with a somewhat different focus. Specifically, they wanted training tailored to the occupations in their organizations as well as informal training or assistance, given that managers may not need to classify positions on a regular basis.

This group also mentioned another way in which the classification staff could help make their job less burdensome. Most of the managers interviewed agreed that PDs should be more generic and applicable to more work situations. They also said that generic PDs should be made public so that supervisors were made aware of their availability. They felt this would reduce their workload by eliminating the need for them to write new PDs in some cases. Managers were unsure of top management's level of support for EXPO and DCA.

Two groups of supervisors, one consisting of Division Chiefs and another of first-line supervisors and staff specialists, were interviewed. These groups also held widely divergent

opinions on EXPO, although they were expressed in stronger terms. More people in these groups indicated that they did not believe that EXPO had produced benefits, just more work for supervisors. While some said that the supervisor has a better knowledge of the work and thus was in a better position to describe and classify positions, others said that the process worked better before EXPO because the classifiers were more expert than supervisors who classify jobs relatively infrequently. Some said they noticed a more helpful, cooperative attitude on the part of classifiers while others said they received good service and advice from classification staff before EXPO and saw little difference after the delegation.

Several supervisors said the process took longer under EXPO because classifiers seemed to be unsure of their role and had become more demanding than before EXPO, requiring more revisions to PDs before they were accepted. A number of people in this group indicated that staff specialists in operating organizations are involved in the classification process, either writing PDs and/or evaluations for supervisors or reviewing them before they are submitted to the manager with delegated authority. Some felt that the oversight by classifiers made the delegation meaningless, though others saw the need for oversight. Some suggested that the 100% review prior to implementation of classification actions be replaced by a post review procedure. These groups also indicated the need for additional training.

All of these managers were below Directorate/Office level and did not have delegated budget authority. Most failed to see the relationship between budget and classification and indicated that there was little need for them to consider the cost implications of the classification decisions they recommend.

The Classification Chief and six classification specialists who serviced DCSC organizations under DCA were also interviewed. The specialists interviewed represented about half of the total classification staff at DCSC. The DCSC CPO services a number of DLA activities, but only the Supply Center is under DCA. At times, these classifiers were required to function under both delegated and regular classification procedures.

Classifiers were not overly receptive to the use of DCA. In addition the Classification Chief expressed the belief that supervisors at DCSC did not want to take on a more active role in the classification process. He also expressed concern about the involvement of staff specialists in operating organizations, indicating that it complicated the process by adding levels of review and restricted involvement of supervisors who had the best knowledge of the work.

The Director and Deputy Director of Civilian Personnel expressed support for EXPO. They recognized that DCA had the potential for improving the classification process and were glad to have the opportunity to test it in their environment. They were anxious to know whether the Agency would decide to make the delegation permanent at the end of the test.

Implementation Summary. All managers and supervisors interviewed at DCSC were familiar with DCA, but not all had had the opportunity to use it. All but the most recently appointed supervisors had received the required training. Interviewees had mixed reactions to DCA as a concept and in practice. The classification staff at DCSC was less receptive to DCA than at other DLA activities. The supervisors and managers interviewed indicated that this reluctance and uncertainty was apparent to them and that it had limited the benefits of EXPO.

It was felt that the classification staff could have made DCA work better by simplifying the process for supervisors through efforts such as streamlining documentation requirements, providing more tailored training, promoting use of more generic PDs (etc.). In the absence of such efforts, some managers seemed to have responded to the additional workload by inserting staff specialists in their management support offices into the classification process. This defeated the purpose of delegation because it complicated rather than simplified the process by adding more steps, reviews, time, and cost. It also prevented the activity from realizing one of the main benefits of EXPO, that is, as supervisors become more familiar with the classification system, they learn where the flexibilities are and how to apply them to best advantage in their particular work situation.

Defense Depot Memphis TN (DDMT).

Implementation Activities: Phase I. DDMT planned to implement the Project EXPO changes on 1 March 1987 with the other two DLA sites participating in EXPO. The implementation was postponed until 15 April 1987, however, due to the fact that an inspection of Depot operations delayed the required EXPO training for supervisors. Three EXPO initiatives were implemented in mid-April: (1) optional use of letters of warning in lieu of letters of reprimand or suspensions of up to 14 days, (2) elimination of mandatory interviews under Merit Promotion procedures, and (3) delegated position and pay classification authority to Division Chief level.

Prior to implementation, the EXPO initiatives were presented to the Command and discussed with union representatives. All DDMT employees were notified of the EXPO changes by letter. Supervisors and managers received a 2-day training session regarding DCA as well as overviews of the other EXPO changes. Standards, guides, AJGs, and other publications necessary for classification were distributed to managers. Classification authority was delegated only to those managers who completed the training. Training regarding unit cost was held at the same time as the classification training. As managers and supervisors had not written PDs at DDMT prior to EXPO, numerous training sessions on PD writing also were offered for supervisors since the introduction of EXPO. Extensive consultation by the Classification staff in Civilian Personnel was also required, particularly in the area of classification of positions.

Modification of Letters of Warning Initiative. The Letters of Warning were used frequently at DDMT after their introduction, and they were positively received by managers, employees, and personnel specialists. In May 1987, the Command at DDMT declared Memorial Day a regular work day for many employees. A large number of employees did not report for work nor obtain permission to be off, and they were subject to discipline by their supervisors. Approximately 100 Letters of Warning were issued, most in lieu of Reprimands, for this incident. Concern over the incident on the part of employees and union representatives resulted in the union, AFGE, filing a grievance on the lack of grievance rights for Letters of Warning. The union grievance was settled by a Local Agreement that Letters would be grievable. A similar agreement was made at the union national level. In May 1988, the DDMT EXPO implementation instructions were revised to incorporate the DLA/National Agreement on Letters, and their name was changed to Letters of Discipline. Sixty-four employees at DDMT filed retroactive grievances, relief was denied locally, arbitration at the national level was requested, and the arbitration decision sustained the disciplinary actions.

Implementation Activities: Phase II. DDMT planned to implement the DLA initiative to streamline the Merit Promotion process in June 1988. They had discussed the new initiative with the union, planned training for staffing specialists, and established milestones for the implementation. When the approval document for the initiative was sent from DLA Headquarters, the wording varied from the draft initiative. Efforts to clarify these issues with Headquarters and the union were not productive, and because concurrent budget cutbacks would severely restrict the number of promotions that would be carried out during the life of EXPO, the initiative was not implemented at DDMT.

Similarly, the DLA initiative on a revised Performance Management System (PMS) with "fully successful" ratings automatically generated was to have been implemented at DDMT. DDMT had planned to implement the PMS initiative as originally proposed for Project EXPO, however, OPM was constrained from approving the initiative in that form. In December 1986, while revisions to the initiative were in progress, a new Agency PMS regulation was enacted. DDMT implemented this new agency regulation, and, to maintain consistency over a rating cycle through May 1988, did not implement the EXPO initiative when Headquarters gave approval in spring 1988. Subsequently, due to lack of concurrence from OPM on the initiative and the limited time remaining in the EXPO test, a decision was made to not implement the PMS initiative at DDMT. The Phase II changes under Project EXPO, therefore, were not implemented at the Depot.

Implementation Issues. Three factors had a substantial effect on the implementation of Project EXPO at DDMT. First, a 10% reduction in overall costs was mandated for October 1987. The cut, combined with those from previous years, reflected a 30% reduction over a 3-year period. A concurrent conversion to a more flexible work force, in which a mix of 50% permanent and 50% temporary employees would be used to respond to a variable workload, was also underway. This resulted in almost all hiring consisting of part-time or full-time temporary employees during the first year of implementation of Project EXPO. Before October, the Directorates were required to develop hiring plans reflecting this 10% reduction in overall costs for Command approval. Very few positions were allocated by management after the start of EXPO in April due to these cutbacks, and, therefore, managers and personnelists had little opportunity to use either the DCA initiative or the Elimination of Mandatory Interviews initiative at Memphis.

A second factor that affected the implementation of the Elimination of Mandatory Interviews initiative was the Commander's requirement that panel interviews be conducted for all supervisory positions. This requirement was in response to complaints about the selection of supervisors and was intended to increase the fairness and objectivity with which selections were made. This affected approximately 50% to 60% of the positions that were open and made it impossible to employ the EXPO initiative in those cases.

Finally, the fact that the issue of the grievance rights and Letters of Warning was raised at DDMT resulted in the most disruption of the initiative there. While the issue of grievance rights was under consideration, there was an air of uncertainty and confusion and managers and supervisors were hesitant to use the Letters. After grievance rights were established and Letters of Discipline initiated, supervisors tended to favor the use of the traditional system of discipline. After a period of time in which the letters were not used, there was a resurgence of their use in late FY88 and they were again seen as a useful part of the discipline system.

Awareness of the EXPO Initiatives. Questionnaires regarding Project EXPO were distributed to managers, supervisors, nonsupervisory employees, and personnelists at DDMT in spring 1988. The respondents' familiarity with Project EXPO was assessed in the questionnaire (see Table 7). All managers and most supervisors (79.2%) reported familiarity with EXPO, while a substantially lower percentage of nonsupervisory employees (17.8%) indicated knowledge of the changes. Over 80% of the managers were familiar with all of the specific changes and a majority of supervisors had knowledge of the changes, but to a lesser extent. Those nonsupervisory employees who knew about Project EXPO were most familiar with the Letters of Warning and the Elimination of Mandatory Interviews, the changes that would most directly affect nonsupervisory employees.

All respondents were most familiar with the three changes that were in place at the time of the questionnaire administration—Letters of Discipline, DCA, and Elimination of Mandatory Interviews. As expected, the two changes which were proposed at the time, but not in place (i.e., revised Merit Promotion procedures and revised Performance Management System procedures), were less familiar. Overall, managers and supervisors had been well-informed by Personnel about the EXPO changes, whereas nonsupervisory employees, who may have had little direct experience with the initiatives, were less aware.

Level of Use of Letters of Discipline. The level of use of the EXPO initiatives at DDMT was considered by examining organizational performance data as well as by considering the results of questionnaires and on-site interviews.

Letters of Warning were heavily used in the last half of FY87 following their introduction (see Table 8). Of the 148 letters issued that year, approximately 100 were related to the Memorial Day incident. Letters of Discipline were used fairly consistently through FY88 and FY89. It is clear from the FY89 figures that managers and supervisors see a use for the three available forms of discipline—Letters of Discipline, Reprimands, and Suspensions.

Level of Use of Elimination of Mandatory Interviews. The Elimination of Mandatory Interviews initiative has not been used as extensively as originally anticipated. In 1986 37% of candidates were interviewed, 37% in 1987, 64% in 1988, and 45% in 1989 (see Table 9). The requirement for panel interviews for supervisory positions contributed to the large percentage of interviews conducted in FY88 and FY89. The percentage of positions for which interviews were conducted decreased substantially in 1989 but were still higher than the percentages obtained for FY86 and FY87. Overall, there appears to be no clear pattern of decreasing usage of interviews.

Level of Use of Delegation of Classification Authority. Use of DCA at DDMT required extensive support of managers by the Personnel Office. The Personnel staff guided managers through the process of developing required documentation, interpreting standards and guidelines, and making proper classification decisions. Managers and personnelists agreed on all classifications assigned, with the exception of one that the CPO considered questionable. The number of positions classified was fairly low (51 in FY89, 109 in FY88, and 18 in FY87), particularly in 1989, restricting the amount of experience managers and supervisors had with classifying positions.

Table 7

DDMT Employees' Familiarity With Project EXPO Changes

	Managers		Supervisors		Employees	
	f ^a	%	f	%	f	%
Familiar with . . .						
Project EXPO changes:						
Yes	16	100.0	61	79.2	13	17.8
No	--	--	16	20.8	60	82.2
Missing	1	--	10	--	4	--
Substitution of Letters of Discipline for reprimands and suspensions:						
Yes	17	100.0	64	90.1	9	64.3
No	--	--	7	9.9	5	35.7
Missing	--	--	16	--	63	--
Delegation of Classification Authority:						
Yes	16	94.1	45	63.4	2	14.3
No	1	5.9	26	36.6	12	85.7
Missing	--	--	16	--	63	--
Elimination of Mandatory Interviews:						
Yes	15	88.2	54	76.1	7	50.0
No	2	11.8	17	23.9	7	50.0
Missing	--	--	16	--	63	--
Revised Merit Promotion evaluation methods:						
Yes	14	82.4	40	56.3	6	42.9
No	3	17.6	31	43.7	8	57.1
Missing	--	--	16	--	63	--
Revised Performance Management system:						
Yes	14	82.4	37	52.1	6	42.9
No	3	17.6	34	47.9	8	57.1
Missing	--	--	16	--	63	--

Note. DDMT = Defense Depot Memphis TN; EXPO = Experimental Civilian Personnel Office Project.

^aFrequency

Table 8
Disciplinary Actions Taken at DDMT

	FY85	FY86	FY87	FY88	FY89
Letters of Warning	0	0	148	3	0
Letters of Discipline	0	0	0	26	33
Reprimands	34	44	3	16	32
Suspensions	20	60	3	13	31

Note. DDMT = Defense Depot Memphis TN.

Table 9
Interviews Conducted at DDMT

	FY86	FY87	FY88	FY89
Number of records (names) referred to supervisor	410	401	126	1,226
Number of interviews conducted	153	149	81	551
Percentage interviewed	37	37	64	45

Note. DDMT = Defense Depot Memphis TN.

Acceptance of Delegation of Classification Authority. In August 1988, interviews were conducted at DDMT to assess the progress of the implementation.³ Reaction to DCA was mixed. Personnel managers observed some improvement in the working relationship between management and the Personnel Office. It was felt that the managers had not exercised the degree of authority in these decisions intended under EXPO to significantly affect the way they managed people resources. Personnel managers felt that the delegation of budget authority to managers along with comprehensive training on preparation of PDs for all managers and supervisors would significantly upgrade the operation of delegation of classification authority. Managers representing various departments reported that DCA added to their workload. Because of the amount of reading, attention to technical aspects of classification, and time required to prepare PDs, managers saw few personal benefits in having classification authority. They did feel that the quality of the PDs had improved as a result of the greater involvement of managers. Personnel specialists reported that initially they felt that managers would abuse classification authority; however, in their opinion, this did not occur. Personnelists had participated in preparation and review of classifications completed under EXPO and did not feel there were major problems with any assigned classifications. In general, however, personnelists felt that the managers, with some exceptions, were not

³The following employees were asked their opinions: Personnel Officer, Deputy Personnel Officer, Chief of Classification Branch, Chief of Staffing Branch, Chief of Employee Relations Branch, Representative group of first-line supervisors, representative group of managers, AFGE 2501 Chief Steward and Assistant Trustee.

participating fully in the process. The personnel specialists maintained that they were still doing the bulk of the work and, therefore, improvements brought about by DCA had been minimal. The classification staff was reduced by two positions due to an anticipated reduction in workload with EXPO, but despite a change in emphasis in the classifiers' jobs, the workload had remained heavy and one of the two positions had been returned.

Acceptance of Letters of Discipline. At the time of the interviews, Letters of Discipline were grievable. Some of the managers for the Personnel Office became less favorable toward this option with the addition of grievance rights. While a small number of letters (three) were actually grieved in FY88 managers felt that the ability to grieve neutralized any potential benefits that letters produced (e.g., quicker, more direct application of discipline). Two of the Personnel managers recommended the elimination of Letters of Discipline while the other felt that with proper usage the letters were still a viable alternative to suspension. Managers from the other departments liked the idea of Letters of Discipline but had some reservations about the grievance aspect. They felt that Letters of Discipline could be a very effective management tool for the following reasons: they give supervisors greater flexibility; they eliminate the long, drawn-out process required when a suspension action is taken (e.g., up to 20 working days processing time); they permit the supervisor to deal with the problem at a more personal, direct level; and they enable the supervisor to retain the services of the employee. First-line supervisors concurred that, in general, this procedure made sense. They felt that it corrected the problem without losing the employee and that it provided a more graduated mechanism for discipline. One supervisor reported that only 1 of 9 or 10 employees who received Letters of Discipline repeated the offense. Supervisors added that personnelists were always available to assist and help them. They also indicated the need for some refresher training.

The union representatives, while in favor of an action that resulted in no time off for disciplined employees, were basically opposed to the Letters of Discipline because of what they saw as the inconsistent application of this form of discipline. They became more favorably disposed to the change after the establishment of grievance rights.

Personnel specialists felt that even with the grievance process, letters still saved time. They felt that the use of a progressive system of discipline promoted a better way of managing, and letters permitted greater fairness in the dispensation of discipline. Personnelists indicated that with the letters, the disciplinary action is kept at the lowest level, and higher levels of management are not required to get involved. The personnelists estimated that approximately 70% of the employees who received letters had corrected their behavior.

Acceptance of Elimination of Mandatory Interviews. The majority of Personnel managers were in favor of this change. They felt that this procedure did not make the system more unfair, although some acknowledged receiving complaints from some candidates. Supervisors, overall, liked the new procedure. Personnel specialists felt that this procedure was helpful, especially when more candidates (10 instead of 5) were referred for jobs. On the negative side, personnelists saw an increase in candidates' perceptions of unfairness because they felt that the interview was the one mechanism that gave them the opportunity to present their case fully and with the greatest impact.

The specialists felt, however, that over time, when the procedure had been in place and better understood, there would be greater employee acceptance.

Implementation Summary. Overall, the EXPO implementation effort at DDMT was well conceived and executed. Organizational factors independent from the EXPO initiatives and their implementation were those that caused the most difficulties and which required continuing attention during the course of the project. The budget cuts and consequent drop in number of positions to be filled limited the ability of DDMT personnel to test the initiatives regarding elimination of mandatory interviews and DCA. The Command's requirement for panel interviews for supervisory positions also restricted the use of the Elimination of Mandatory Interviews initiative. The addition of grievance rights to Letters of Discipline due to activities at Memphis made managers and supervisors there particularly sensitive to difficulties with the letters and more hesitant to use them.

In addition to these global organizational issues, issues specific to the implementation of the initiatives also arose. The implementation of DCA was not easy nor was it complete within the first year and a half of the experiment. It was found that additional training for managers was required to provide them with skills to write and classify PDs. The nontechnical, blue collar backgrounds of many supervisors at DDMT made the learning curve longer than that for employees who were more experienced with written documentation. The roles of supervisors/managers and classifiers with respect to delegated authority were also in question. Originally it was anticipated that the classification division workload would decrease, but although it had changed in nature to an advisory service, the volume had remained the same. Further, DCA was to have been linked to delegated budget authority with management to unit cost. Managers were experiencing difficulties with managing budget to unit costs, and many felt that budget authority really did not exist. With respect to the Phase II initiatives, local implementation concerns (e.g., union support), variations from the Headquarters approved version of the initiatives, modifications to the initiatives as a result of OPM review, and organizational concerns all combined to make implementation unfeasible.

Based on the interviews conducted at DDMT in August 1988, the NAVPERSRANDCEN research team made several recommendations to assist in the implementation of Project EXPO. First, it was recommended that the test of DCA be strengthened by providing training in PD preparation for all supervisory levels, by clarifying the roles of managers and personnelists in DCA, and by helping define the link between classification and budget authority. Second, it was recommended that the purpose and appropriate use of Letters of Discipline be clarified within the organization to avoid confusion following the addition of grievance rights. It was also suggested that more information regarding the status of Project EXPO be made available to organizational members.

Defense Industrial Supply Center (DISC), Philadelphia, PA.

Implementation Activities: Phase I. DISC in Philadelphia, implemented Project EXPO by introducing three initiatives concurrently. The three test initiatives—(1) optional use of Letters of Warning in lieu of Letters of Reprimands or Suspensions of up to 14 days, (2) elimination of mandatory interviews under Merit Promotion procedures, and (3) delegated position and pay classification authority to Division Chief level—were enacted on 1 March 1987.

Prior to the implementation of the test initiatives, training and briefings were held for DISC personnel. The Commander was briefed in February 1987 regarding the changes under Project EXPO and their anticipated impact and results. At the same time, the union and DISC employees were notified about the EXPO initiatives, with procedural changes documented in a letter dated 17 February 1987. The DISC Commander changed while EXPO was in progress, and the new Commander was briefed regarding EXPO in June 1987.

Training in the use of the new techniques began in March 1987. Supervisors were provided with information regarding the revised disciplinary actions and the appropriate use of the option to not interview candidates. The most extensive training involved the delegation of classification authority. Supervisory personnel were given approximately 2 days of concentrated classification workshops and approximately 1/2 day of training regarding position management, budgetary aspects of classification authority, and an EXPO overview. Authority to classify was subsequently delegated only to those supervisors at Division level or higher who had completed the training. Eight classification training classes were provided in March 1987, and subsequent training was provided for new supervisors and for those who had missed the initial training sessions. Training was repeated in October 1987 and June 1988.

Modification of Letters of Warning Initiative. Due to negotiations with the DLA Counsel of AFGE locals following a grievance filed at another DLA site participating in Project EXPO, new procedures were issued regarding the Letters of Warning initiative. Letters of Warning were replaced by Letters of Discipline, which were grievable for AFGE employees. Beginning 6 April 1988, the new procedures were followed on a case-by-case basis, and on 4 May 1988 a letter detailing the new regulations was issued to all supervisors and nonsupervisory employees at DISC officially putting the revised initiative in place.

Phase II. In January 1988, the revised Merit Promotion evaluation methods were implemented and new Job Opportunity Announcements issued. On 1 April 1988, the modified Performance Management system was implemented and a letter sent to all supervisors regarding the change.

Implementation Issues. The first three EXPO initiatives were implemented at DISC with relatively few difficulties. Letters of Warning were introduced without problems. After DLA agreed with the union that letters under EXPO could be grieved and Letters of Discipline replaced Letters of Warning, none were issued for the remainder of that fiscal year (FY88). The fact that Letters of Discipline could be grieved by employees seemed to serve as an impediment to their use by managers and supervisors. In FY89, however, supervisors and managers began using the letters again on a limited basis.

The elimination of mandatory interviews under Merit Promotion procedures was initially opposed by one of the Directorates. Managers in that Directorate expressed concerns that EEO complaints would increase due to this initiative. They were subsequently persuaded to implement the change by the Employment Division of the OCP, and the anticipated EEO difficulties did not materialize.

Resistance from this same Directorate also created difficulties with DCA. The Division Head and deputies from one Division within this Directorate did not attend the required classification training and, thus, were not given the authority to classify. This resulted in all actions from this

Division being elevated to the Directorate level for review and signature. When follow-up training classes were offered, the OCP made special efforts to schedule these managers for training. However, training of managers in this Division still remained a problem. This difficulty may have been due to the fact that the managers were military personnel who were somewhat resistant to receive extensive training in classification when they expected to be transferred soon.

A second problem with DCA involved supervisors' dating of OF-8 cover sheets (lines 20a and 21) to reflect the time spent classifying a position. Due to difficulties with supervisors/managers providing dates, the OCP Classification Division developed a special training session for Management Support Office personnel on preparing and submitting personnel actions and PDs. The correct method for dating and signing OF-8s was also reissued in an Interoffice Memo. These dates are used to calculate processing time for classification actions, and, therefore, the OCP is concerned that, to the greatest extent possible, they are accurate.

The two initiatives under Phase II were less extensive in scope and were implemented without difficulties. Of the five revised Merit Promotion evaluation methods, only two have been used at DISC. Option 4, which is the traditional method of rating and ranking applicants that was used prior to EXPO, continues to be employed. For Option 1, if 10 or fewer candidates apply for a position, Subject Matter Experts review their experience and education to determine those minimally qualified. If those candidates have at least a "Fully Successful" performance rating, they are then referred to the supervisor. Distinctions also may be made between those minimally qualified and highly qualified. The revised Performance Management system, which merely restricted the number of elements on a performance appraisal, was so minor as to be unnoticed by many employees.

Awareness of the EXPO Initiatives. In spring 1988, questionnaires regarding Project EXPO were distributed to managers, supervisors, nonsupervisory employees, and personnelists at DISC. One topic covered in these questionnaires was the respondent's familiarity with EXPO. Table 10 summarizes the questionnaire responses related to awareness. With respect to the specific changes, the majority of managers, supervisors, and nonsupervisory employees were familiar with them, particularly the three changes initially implemented (Letters of Discipline, DCA, and Elimination of Mandatory Interviews). The elimination of mandatory interviews was familiar to almost every respondent to the questionnaire, whereas the revised performance management system was the least well known. Not unexpectedly, a lower percentage of nonsupervisory personnel (41%) indicated that they were familiar with the Project EXPO changes. These results indicate that the individuals most directly involved with all the EXPO changes had knowledge of them, whereas those less directly involved were not as well informed.

Level of Use of Letters of Discipline. The level of use of the EXPO initiatives at DISC was considered by examining organizational performance data as well as by considering the results of questionnaires and on-site interviews. As can be seen in Table 11, Letters of Warning were used fairly extensively in 1987 after their introduction. Suspensions and Reprimands in particular declined in 1987 with the introduction of Letters of Warning. After grievance rights were assigned and Letters of Discipline established, the Letters of Discipline were not again used in 1988. Correspondingly, the number of suspensions and reprimands both increased substantially from the previous year. For 1989, Letters of Discipline were again being used and there was a sharp decline

Table 10

DISC, Philadelphia Employees' Familiarity With Project EXPO Changes

	Managers		Supervisors		Employees	
	f	%	f	%	f	%
Familiar with . . .						
Project EXPO changes:						
Yes	63	98.4	50	90.9	45	41.3
No	1	1.6	5	9.1	64	58.7
Missing	1	--	2	--	7	--
Substitution of Letters of Discipline for reprimands and suspensions:						
Yes	61	95.3	42	84.0	28	60.9
No	3	4.7	8	16.0	18	39.1
Missing	1	--	7	--	70	--
Delegation of Classification Authority:						
Yes	56	87.5	36	72.0	24	52.2
No	8	12.5	14	28.0	22	47.8
Missing	1	--	7	--	70	--
Elimination of Mandatory Interviews:						
Yes	64	100.0	50	100.0	44	95.7
No	0	0.0	0	0.0	2	4.3
Missing	1	--	7	--	70	--
Revised Merit Promotion evaluation methods:						
Yes	47	73.4	34	68.0	28	60.9
No	17	26.6	16	32.0	18	39.1
Missing	1	--	7	--	70	--
Revised Performance Management system:						
Yes	40	62.5	27	54.0	16	34.8
No	24	37.5	23	46.0	30	65.2
Missing	1	--	7	--	70	--

Notes: 1. DISC = Defense Industrial Supply Center, EXPO = Experimental Civilian Personnel Office Project.

2. Dash indicates data not available.

Table 11

Disciplinary Actions Taken at DISC, Philadelphia

	FY85	FY86	FY87	FY88	FY89
Letters of Warning	0	0	21	10	0
Letters of Discipline	0	0	0	0	10
Reprimands	--	31	17	28	4
Suspensions	--	11	8	27	23

Notes. 1. DISC = Defense Industrial Supply Center.

2. Dash indicates data not available.

in Reprimands. The numbers of Suspensions enacted in 1988 and 1989 were high and to some extent may have reflected the Commanding Officer's stronger emphasis on discipline in comparison to his predecessor.

Level of Use of Elimination of Mandatory Interviews. The usage of this initiative continues to increase over the course of the experiment, with managers and supervisors electing to interview fewer candidates (see Table 12). In 1987, 32% of referred candidates were interviewed, in 1988, 24% were interviewed, and in 1989, only 18% were interviewed. This trend corresponds to the enthusiastic acceptance of this initiative by managers, supervisors, and personnelists. Initial fears of grievances, EEO complaints, and employee dissatisfaction have been essentially unrealized, and therefore, managers and supervisors feel comfortable in opting not to interview.

Table 12

Interviews Conducted at DISC, Philadelphia

	FY85	FY86	FY87	FY88	FY89
Number of records (names) referred to supervisor	194	181	403	1,253	2,102
Number of interviews conducted	194	181	129	301	387
Percentage interviewed	100	100	32	24	18

Note. DISC = Defense Industrial Supply Center.

Level of Use of Delegation of Classification Authority. Managers at DISC used DCA with varying degrees of support and advice provided by the Classification Staff in the OCP. The number of classifications completed each year is fairly low (80 in FY87, 103 in FY88, and 72 in FY89), so that some managers may have had little or no experience with classification. The OCP reviewed all classification actions and, mainly due to extensive coordination between the classification staff and managers prior to submission, found none to be in error. Whereas there exist some differences in the opportunity managers have had to use classification authority, and, in a few cases, resistance

to accepting authority to classify, DCA was clearly the accepted procedure at DISC and was being used.

Level of Use of Merit Promotion Initiative. The Merit Promotion initiative was being utilized at DISC to a greater extent than initially anticipated. It was first believed that few positions would have 10 or fewer candidates to make Option 1 possible; however, there were many opportunities to use it. In FY88 only 31% of promotion actions were processed under Option 1, whereas in FY89 the majority (69%) fall under Option 1. The initiative, thus, became more useful over time.

Level of Use of Performance Management. The change in the number of performance elements allowed was accepted and used as required with little note. Checks by OCP revealed almost total compliance. The Commanding Officer's requirement of three standard elements for supervisors, out of a total of five—a local decision that was not part of the EXPO initiative—created more of a reaction, mainly negative, than the limit on number of elements.

Acceptance of Letters of Discipline. In August 1988, interviews were conducted at DISC, Philadelphia to assess the progress of the implementation.⁴ Personnel managers felt that, as originally conceived, letters saved time and paperwork for managers and personnelists. Because the employees were given the right to grieve a letter, the alternative became less attractive. Reservations were expressed about the letters in that it was felt they may be ineffectual because there was no cost to the employee (e.g., lost wages during a suspension). In fact, some supervisors elected to use a Letter of Discipline rather than a Reprimand because it was more punitive in that it stayed in an employee's personnel folder for 2 years instead of one. Also, there was some concern regarding the legality of the letters due to their experimental status. Personnelist managers were concerned about how the Merit System Protection Board (MSPB) would rule on them, and nonsupervisory personnel specialists shared this concern. They reported that supervisors were impressed with the letters option initially but indicated that, although it was faster to process Letters of Discipline, more time was required of personnelists to explain both discipline systems to managers.

Managers and supervisors were somewhat in favor of the letters. Many of the supervisors interviewed had not used the Letters of Discipline, but those that had considered them a useful intermediate step that provided them with a greater degree of flexibility. They did not regard Letters as a replacement for the traditional procedures and expressed a concern that the use of two disciplinary systems could be seen as unfair and could result in unequal treatment if used inconsistently.

Acceptance of Elimination of Mandatory Interviews. Personnel managers felt that this change was more convenient and had produced savings in time and effort. They acknowledged that there had been occasional complaints from employees because of not being interviewed. Personnel specialists agreed with this general summation. Whereas personnelists felt that supervisors liked the procedure because of the time savings, the personnelists had reservations about the elimination

⁴The following employees were asked their opinions: Personnel Director, EXPO Coordinator, Chief of Classification, Chief of Staffing, Chief of Employee Relations, Training Director, personnel specialists, representative group of managers, and representative group of first-line supervisors.

of mandatory interviews. It was inconsistent with their training that emphasized the importance of interviews. It had caused consternation among candidates concerning the fairness of this procedure, although this had decreased since the inception of the initiative. Personnelists reported that most supervisors used this option prudently—they were very careful to avoid appearing unfair, frequently interviewing all or none of the applicants. Finally, the personnelists felt that more information and training should be made available and noted that a training session had been scheduled regarding Merit Promotion for those employees that were felt to have the most questions (GS 5 and below).

Managers and supervisors were clearly in favor of this change and some regarded it as the best of the EXPO changes. They liked the fact that this change eliminated the necessity to prepare interview questions and answers and submit them for review if they were not planning to interview. Supervisors saw the process as much faster. The managers and supervisors had heard some grumbling and dissatisfaction about this initiative but there had been no formal complaints.

Acceptance of Delegation of Classification Authority. Personnel managers reported that delegation of classification had worked quite well. The initial fears on the part of OCP that there would be incidents of gross misuse had not been realized. There was a feeling, as a result of this change, that the relationship between the OCP and managers had improved. They saw very few confrontations and a new atmosphere where managers had a greater chance that their requests would be met. Personnel managers maintained that while the time period over which a classification action was carried out had not changed appreciably, actual processing time had been reduced. They also felt that there was a fundamental change in the classifiers' role. Classifiers now served in a more advisory stance. The managers cited some problems that they felt needed to be addressed to improve the utility of delegation. One was the need for the delegation of budget authority to managers, which was forthcoming. They believed that the classification process would then be more meaningful to managers. The other issue involved OCP oversight authority which was a source of contention. They felt that over time the OCP would pull back on oversight and that this would become less of an issue.

Personnel specialists reported that the change required a great deal of upfront work but that once it was set up, it worked well. They indicated that some directorates had picked up on the process faster than others, suggesting that delegation has not been uniformly adopted. Some managers, they felt, were unwilling to put in the time to classify properly. Some personnelists saw more training and a continuation of the development of a more cooperative relationship with managers as things that would improve the effort.

Managers and supervisors indicated that delegation was an excellent idea whose time had come. Concern was expressed over the OCP oversight authority for classification decisions. At first they felt that the delegation of classification authority would not work, but in the 2 months prior to the interview they felt that the attitude of the OCP had changed and a more cooperative working relationship had developed. In addition, although they had been responsible for writing PDs prior to the introduction of the change, they felt that the PDs written under classification authority were of better quality. The managers attributed this to becoming smarter because the change required them to consider the PD with reference to classification and because of the greater interdependent relationship with the OCP. Overall, the majority of managers preferred the new procedure over the old.

Acceptance of Merit Promotion Initiative. Personnel managers and specialists felt that Option 1, which simplified the processing of applicants referred for a position, saved a significant amount of time. While this procedure made the personnelists' jobs much easier in cases with a few applicants, there was the potential concern that some candidates were referred that were not highly qualified. Personnelists indicated that some managers had complained of this. Managers and supervisors were very positive about the time saved under this change and indicated that they often got a register within 3 or 4 days after a position closed. Both groups indicated that the Merit Promotion change had not changed their lives dramatically but had speeded up the process.

Acceptance of Performance Management. At the time of the interviews, the interviewees were not familiar enough with the Performance Management initiative to comment on it. Performance appraisals using the new elements had not been performed.

Implementation Summary. At the time of the implementation interviews in August 1988, it was concluded that the EXPO implementation at DISC has been conducted in a very thorough, professional manner. At the appropriate times, relevant parties were provided with necessary information regarding the changes. Given the limitations in staff, training resources, and computer access and training, the implementers felt that they were unable to provide the level of training, implementation support, and evaluation that they considered optimal. While the implementation was a strong and a fair test of the initiatives, the personnelists interviewed indicated that the implementation could have been enhanced with these desired resources.

Relative to specific changes, the use of Letters of Discipline was significantly affected by the agreement with AFGE that letters may be grieved. This decreased their use by supervisors, so that they were primarily being used for such minor disciplinary concerns as parking violations. Further, it appeared to be the case that the Letters of Discipline were being used as an option that was more punitive than a Reprimand under the traditional discipline system due to the fact that the Letters of Discipline remained in an employee's personnel folder longer. This raised the issue of whether the initial concept of Letters of Discipline was actually being tested in the implementation approach in existence at the time of the interviews.

The issue of OCP oversight of DCA was particularly salient at DISC. Personnelists, managers, and supervisors all commented on oversight of managers' classifications. Personnelists were concerned with assuring classification accuracy and how positions would be audited, and managers were concerned with the OCP's reluctance to relinquish classification authority. Both personnelists and managers indicated some relief to this conflict within the few months prior to the interviews. The balance of authority and responsibility between the OCP and managers with respect to delegation of classification authority was an evolving issue at DISC and one which continued to affect the manner in which this change was implemented.

Defense Electronics Supply Center (DESC), Dayton, OH.

Implementation Activities. Two-day training sessions were offered to first-line supervisors and managers on classification issues. DESC has DCA to Directors, Office Chiefs, and their deputies (one organizational level below the installation Commander), although they were authorized to delegate the authority down one additional level to Divisions. Subordinate supervisors at the Branch and Section levels said they prepared PDs and recommended classifications.

Implementation Issues. Budget authority has been delegated to managers at the Directorate/Office level, which is the same level as DCA. Budget authority serves as a check and balance for classification authority because managers are held accountable for staying within their allotted budget.

Level of Use. Most Division Chiefs interviewed had some experience with EXPO but had classified only a small number of jobs. In some cases, jobs had been reclassified before EXPO and there has been little need to review or change those classifications. Several managers noted that in some line organizations, there is little opportunity to change classifications because there are large numbers of standardized jobs.

Acceptance of the Initiatives. In October 1989, interviews were conducted by representatives of the DLA Headquarters, OCP, DESC, Dayton, OH, to assess the progress of tests under Project EXPO. During the visit, interviews were conducted with key personnel involved in the implementation and use of EXPO test initiatives. The following individuals were interviewed:

- Director and Deputy Director, Technical Operations
- Director, Contracting and Production
- Deputy Director, Supply Operations
- Deputy Chief, Office of Policy and Plans
- Representative group of Division Chiefs
- Representative group of Branch and Section Chiefs
- Director of Civilian Personnel
- Chief, Classification & Pay Administration Division
- Classification Specialists

All of the Directorate level managers interviewed liked the concept of DCA, though some had little experience using it. They said the change was positive in that, combined with delegated budget, it gave managers more control over their environment. Some said it made the classification process easier and more likely to produce good decisions with regard to position design and organization structure. However, they also noted that some supervisors have been reluctant to use the new authority and accept the responsibility for classification decisions.

Although these managers liked the concept, most cited drawbacks to DCA in practice. Most felt there should be fewer restrictions on managers' authority, that oversight and requirements for narrative evaluations could be relaxed as managers gained experience and demonstrated their ability to classify positions correctly. They saw a need for more proactive involvement by the classifiers, that is, getting out into the organizations they service to keep in touch with new developments and changes in the work and to help managers understand their new latitude and what the possibilities are, rather than just responding to requests for assistance. One manager said that the classification staff did not appear to be receptive to innovative concepts, which could be a problem if TQM results in departures from traditional methods and organization structures.

The Division Chiefs felt that the main advantage of delegation was that supervisors had a better understanding of the jobs to be classified. Some felt this advantage outweighed any extra work involved and that the responsibility for proper classification belonged with the supervisor, who decided how work is assigned. Some felt delegation has not resulted in much additional work, because supervisors had to write PDs and spend time explaining the job and the work environment

to the classifier before EXPO. Now they said they spend less time on more productive, focused discussions with classifiers, which frees up time to apply the standards and write evaluation statements. Some said delegated authority made it easier for managers to change classifications, which can help retain good employees. Others said they see little change, indicating that they got the same assistance from the classifiers before EXPO and that the results of the process are about the same because the classification standards did not change. One manager noted that to see real benefits, a fundamental change in the classification/pay system would be needed.

A few of the Division Chiefs felt that delegated classification was inefficient because managers and supervisors classify jobs infrequently, and that classifiers are the experts and can do it faster, although they need better knowledge of the work and jobs being classified. Some observed that the classifiers are still reluctant to let the authority go, that they challenge managers over interpretations and wording. Others said that the classifiers seemed more open to change than before EXPO. This group pointed out that the managers' authority is overridden in some cases by DLA Headquarters decisions. They said the delegation should be all or nothing.

The supervisors interviewed had also had little opportunity to classify positions under EXPO but most liked the concept, because the supervisor has the best knowledge of the work and the requirements of the jobs. Some said their experiences working with classifiers were much better under EXPO, that their contacts were less adversarial, more productive and led to a better understanding on both parts. Others felt they still had to spend too much time arguing with the classifiers and that the classifiers had not changed their approach to any significant degree. Several said that the process seemed faster and simpler under EXPO.

The Classification Chief strongly favored delegation because dealings with managers were more effective, managers realized that classification was not easy and were more receptive to the classifier's suggestions. He said that managers had done a good job exercising their new authority, writing good evaluation statements in most cases. He said the Commander supported delegation and wanted to know of problems as they arise. Thus far, all problems had been resolved informally.

The classification specialists had mixed reactions to DCA. Some said it helped eliminate frivolous reviews as managers must take responsibility for their own actions. They agreed that supervisors now tended to provide better rationale to support classification changes and that most evaluation statements were thorough. One classifier noted that some managers did not do their part, that they submitted incomplete information and expected the classifiers to "take care of it." Some were not comfortable with delegation and did not always agree with managers' decisions. One classifier pointed out that DESC has gotten mixed signals from DLA Headquarters. This classifier felt that if local classifiers should give managers the benefit of the doubt in areas involving subjective interpretation, then Headquarters should do the same in Agency classification decisions. The classifiers agreed that the delegation should continue because the managers were using it responsibly and it would not be practical to take the authority away.

Implementation Summary. All managers and supervisors interviewed at DESC were familiar with DCA, but not all had had the opportunity to use it yet. All but the most recently appointed supervisors had received the required training.

Interviewees had mixed reactions to DCA. Most said they liked the concept but pointed out some drawbacks in the process. Directorate level managers expressed strong support for EXPO,

and the comments of the first and second-line supervisors interviewed were positive overall. Middle managers at the Division level were less positive and expressed less support for delegation. Classifiers noted drawbacks to or concerns with DCA but felt that for the most part managers were using it responsibly. Overall, most favored making delegation permanent with some procedure and/or policy changes.

Defense Personnel Support Center (DPSC), Philadelphia, PA.

Implementation Activities. DCA was implemented at DPSC in February 1989. All of the interviewees were familiar with DCA and most had direct experience with it.

Delegates and subordinate supervisors were trained by the DPSC classification staff and a contractor hired from OPM for that purpose. The contractor delivered training on classification principles and policies, using a standard training module provided by DLA Headquarters. The classification staff conducted separate sessions on the administrative and procedural aspects of delegation. Representatives of the DPSC Comptroller and Office of Policy and Plans staffs participated in these sessions to present related aspects of delegated budget authority and position management, respectively. Managers interviewed said the training was very good; supervisors interviewed said the training was good, but they would learn best by classifying their own jobs.

Implementation Issues. Budget authority had been delegated to line managers gradually over the 3 years prior to the interviews. This delegation was a substantial departure from past methods of managing resources and adjustments were still being made. It was expected to be further complicated as a new resourcing method called unit cost was implemented, and would involve a considerable learning curve. There was strong Command support for staying within delegated budget allocations. Although some parts of the budget were still managed centrally, the Comptroller stated DPSC's intention to continue to delegate more authority and flexibility in the future. Despite difficulties with implementation of delegated budget, managers interviewed understood the link between cost and classification decisions. In fact, some managers said budget restrictions have prevented them from implementing some of the classification decisions they have made or would like to make.

Level of Use. Classification authority has been delegated to Directors, Office Chiefs, Division Chiefs, and their deputies (two organizational levels below the installation Commander). Subordinate supervisors at the Branch and Section level said they prepare PDs and recommended classifications. Both supervisors and managers said they often seek advice and assistance from Classification Specialists in the OCP before making their classification recommendations or decisions.

Acceptance of the Initiatives. In September 1989 Personnel Management Specialists from DLA Headquarters, OCP, visited DPSC to assess the progress of the Project EXPO test of DCA. During the visit, interviews were conducted with the following personnel who were involved in the implementation and use of DCA.

Director, OCP

Chief of Classification

Classification Specialists assigned to work with DPSC organizations

Representative group of DPSC managers with delegated authority
Representative group of DPSC supervisors
DPSC Comptroller

DPSC managers in the group interviewed made positive comments about the concept of DCA. They said they believe that managers understand the work of the positions they supervise better than classifiers can and thus, are better able to make classification decisions. They indicated that by doing their own classification, they learn more about the system and how it works, which enables them to test its limits and maximize use of the flexibilities that are available. They liked the idea that it empowers them to manage their own organizations, rather than being subjected to outside control. Some indicated that they tend to structure new or changed jobs based on real needs rather than just to get the grades they wanted. Several pointed out that morale is up because employees see more opportunities for advancement and that upgrades are not as hard to come by as they used to be. Most felt that the results of the classification process have been better under EXPO.

Most of the managers in this group agreed that the nature of relations between classifiers and managers at DPSC has improved dramatically since EXPO was implemented. Relations which used to be quite adversarial at times, are now pleasant. They said the time spent working with classifiers is more productive. From these managers' viewpoint, advice is provided in a more timely manner by classifiers because advisory service is now the primary focus of their jobs and is less likely to be overridden by other priorities.

These managers indicated that the classification process works faster under EXPO. They recognized that the delegation gives managers and supervisors some additional workload but they said that they have always had to spend considerable time on classification, writing PDs and working with the classifiers. They may need to spend more of their time on position actions up front under EXPO, but there is often an offsetting reduction in the demand on their time once the action reaches the personnel office. Most said they usually spend less or about the same amount of time on classification overall under EXPO.

Not all comments of these managers were positive. One manager described a particularly negative experience under EXPO, but after discussion, managers in the group seemed to conclude that this was attributable to personalities and factors outside the control of the local personnel office (requirement for HQ DLA review of all new high grade positions) rather than to EXPO. Another manager explained that he has chosen to have his PDs classified by the personnel office and expressed satisfaction with the service he has received; however, his decision seemed to be an exception to the norm. Several made reference to an inability to take full advantage of the benefits of DCA due to budget constraints, that is, lack of funds could prevent them from implementing upgrades. Overall, however, there was nearly unanimous enthusiastic support for DCA under EXPO. They strongly encouraged making DCA permanent.

The group of DPSC supervisors said that when they received their initial training before going under EXPO, they were not convinced that the delegation would really give them more authority because the classifiers could still challenge their decisions. However, most said that the delegation has worked very well because classifiers do not challenge their actions without good reason. These supervisors expressed a greater willingness to try new approaches to job design because there is

less resistance and more helpful assistance from classifiers. For example one supervisor suggested that lower graded jobs plagued with high turnover be abolished by automating the most routine work and distributing the remaining work among other positions, thereby reducing overall costs.

As with the managers interviewed, these supervisors also felt that the supervisor knows the work better than the classifier and is in a better position to make classification decisions. Now that they are learning more about what is in the classification standards, they said that the technical aspects of the work they supervise are more likely to get full credit. They believed that the quality of PDs produced under EXPO is better and that they are more understandable. They also pointed out that the EXPO test has had a positive effect on employee morale.

This group saw as another benefit improved relations between supervisors and classifiers. Relations were characterized as less adversarial and these supervisors viewed classifiers as more cooperative under EXPO. They were pleased that the classifiers usually do a better job of explaining the reasons behind their advice and seem more objective. They said the supervisor's workload has increased under the delegation but that it is not burdensome. Overall, the process is faster. Time spent is more productive and communication is more effective.

Supervisors in this group noted several problems. A few said their ability to derive benefits from delegated classification is limited by budget constraints. Some noted inconsistencies, citing recent upgrades of some secretary positions and not others. Despite the fact that these supervisors were somewhat less enthusiastic about EXPO than the managers, they still supported the delegation of classification authority and wanted it to continue. They concluded that it has solved many more problems than it has created and that it was a good tool to help them manage their organizations.

A new chief was assigned to the DPSC classification staff several months before EXPO was implemented. The new chief changed the direction of the classification program to place greater emphasis on advisory services and customer-oriented support. This also changed the expectations of the classifiers.

The classifiers interviewed indicated they were skeptical about DCA at first but became very positive about it. They liked the fact that their relations with supervisors and managers were less adversarial. They said that supervisors seemed more willing to listen to their advice because they understand the classification system better and the reasons behind their recommendations. They realized that managers needed more flexibility because the classification system has not kept up with changes in the work environment. They noted that EXPO allows managers to be more involved in adapting the system to their particular work situation.

The most significant problem noted by the classifiers is that position management may be suffering under EXPO. Managers have decided to increase the proportion of positions at higher grade levels in some cases by establishing IA positions (i.e., assigning additional incumbents to previously established positions) which does not require the manager to classify a new PD. Classifiers normally do not challenge these actions, but they may provide advice and suggestions. However, they are concerned that the higher level work is being spread so thin that it could be insufficient to support the grade level of each incumbent and might not stand up under an outside review.

The classifiers noted variation in the level of effort devoted by different managers and supervisors under EXPO. They said some supervisors prepare their own evaluation statements documenting their classification decisions through comparison of the PD with the standards, and others ask the classifier to prepare the evaluation and present it for the manager's approval.

Overall, the classifiers support DCA and believe it should be made permanent. They believe it would not be practical to take the delegation back from the managers.

Implementation Summary. DCA was implemented effectively at DPSC. It has strong support of managers, supervisors, and the staff in the OCP. One of the most beneficial results has been increased effectiveness of joint efforts of classifiers and the managers and supervisors they are assigned to advise and assist. Managers and supervisors interviewed concluded that the moderate increase in workload on their part was more than offset by the benefits of the delegation. Most of the problems identified were not unique to DPSC and did not appear to have been caused by DPSC's implementation of the test.

U.S. Army, CECOM, Ft. Monmouth, NJ

Implementation Activities. The Project EXPO initiatives were introduced at CECOM, Ft. Monmouth in March 1987. This followed approximately 1 year of work in developing the implementation after receiving notification in February 1986, that the site was selected for participation in Project EXPO.

Extensive effort was put into publicizing Project EXPO and in providing informational training to managers and supervisors. Training manuals and informational brochures were produced and distributed to personnel. Extensive training was given to personnelists—mainly by fellow staff members due to budget constraints—to enable them to carry out the EXPO initiatives.

Five changes comprised the Project EXPO effort at Ft. Monmouth. Implementation began in March 1987, and, at varied rates of speed, the changes were introduced at the CECOM.

One-Stop Service Centers. To begin conversion to service centers within the Personnel Office at Ft. Monmouth, one of four planned centers was established at the beginning of the test. The service center, known as a HRO, was comprised of personnelists selected from the old Position Management and Classification, Recruitment and Management, and Management-Employee Relations divisions.

Original plans called for the first center to be developed as a pilot and to then establish the other centers. After a few months, however, it was decided to establish the other three HROs. The HROs were named for the values of CECOM, Ft. Monmouth. The first was the Center for Excellence, and the other three were the Centers for Teamwork, Caring, and Creativity. Each HRO serviced specific activities within the CECOM and were designed to provide all types of personnel services to those activities which they serviced. Extensive formal on-the-job training began after groups were formed to cross-train team members in the various personnel functions.

In May 1988, the service centers were reduced from four to three due to loss of personnel in the CPO and were renamed CPACs. This reduction in CPO service centers coincided with a reorganization of CECOM activities, and the assignment of CPACs to the various CECOM

activities was consistent with the new organizational structure. Members from one of the HROs, whose director was retiring, were reassigned to the three remaining CPACs.

Delegation of Classification Authority. Classification authority was delegated to the level of director at Ft. Monmouth. Delegated authority was typically used by managers in cases which they disagreed with the classification assigned by personnelists. The use of classification authority early in the test was quite limited due to budget cuts and restrictions on filling jobs.

Performance Plan. The core document, known as the Performance Plan, was not developed until the second year of the test, at which time a pilot test was conducted in the Comptroller's Office. The test Performance Plans involved a small number of jobs (e.g., payroll clerks, voucher examiners). Development of performance plans to cover more jobs in various directorates continued through the third year of the test with scheduled completion dates for numerous performance plans running into early 1990.

"Generic" Job Descriptions (JDs). The development of "generic" JDs, which are part of the Performance Plan, occurred primarily during the second and third year of the test. Initial efforts had most "generic" PD writing focused in one CPAC, with each CPAC developing and maintaining their own PDs and little information being shared. By the third year, "generic" PDs were being developed by all CPACs and shared among them.

Revised Merit Promotion. The Merit Promotion initiative has not been fully implemented at the CECOM. One CPAC used the new procedures early in the test and the other CPACs subsequently used them to some extent. A decision was made at the end of the second year to focus efforts on fewer changes so they could be more fully tested. The Merit Promotion initiative was not given top priority and, thus, the procedures were not implemented organization-wide.

Implementation Issues. When the EXPO initiatives were planned for Ft. Monmouth, it was anticipated that they would all be implemented at the beginning of the test and develop concurrently during the course of the test. Early in the implementation it became apparent that the main focus of the implementation effort would be the development of the service centers. So much effort was required to reorganize work groups and cross-train personnelists that it was not possible to fully implement the other changes. Emphasis was placed on the development of the HROs/CPACs during the first year of the implementation and during the second and third year, attention shifted to developing the other changes.

A significant factor affecting the implementation of the changes was the reduction in the budget. Due to cutbacks, restrictions were placed on personnel actions and CPO resources. The lack of funding and corresponding restriction in personnel actions made it difficult to fairly test the proposed EXPO initiatives (e.g., testing DCA when positions were not being classified).

A change in leadership of the CPO during the test also had an effect on the implementation effort. A new Director of Personnel and Training was named after the initiation of Project EXPO due to the retirement of the former CPO, who had designed and proposed the EXPO changes and who was the major force behind the introduction of the changes. The period of time during which the transition in leadership occurred was a critical stage in the implementation of Project EXPO and, not surprisingly, there was some confusion and lack of emphasis on EXPO as new roles were defined within the CPO.

Difficulties were experienced with the establishment of service centers in the CPO. The establishment of four service centers within the CPO was carried out with the expectation that "friendly competition" among the groups would lead to improvement and excellence in personnel services. The creation of these autonomous service centers resulted in a lack of uniformity of application of the EXPO changes among the different service centers. Different start-up times, varied training, and different levels of skills and readiness for the changes in the different units contributed to the inconsistencies reported. In addition some degree of resentment, suspicion, and distrust surfaced among personnelists from the various units. Because they were not selected to the first HRO, personnelists assigned to the other three units tended to see themselves as "second class." The atmosphere created by the way in which the service centers were established was not conducive to communication and cooperation among the service centers. These organizational factors resulted in the EXPO changes not being readily adopted by personnelists and, thus, the new organization did not function as intended during the early phases of implementation. Personnel management, led by the new Director, worked to reverse these difficulties over the course of Project EXPO. Implementation of the EXPO changes as conceptualized has taken almost the full test period due to the extremity of the organizational restructuring and the need to reverse the effects of some of the early innovations (e.g., "friendly" competition) which were counterproductive.

A final issue that affected the implementation of Project EXPO at Ft. Monmouth was the lack of focus on the assessment of Project EXPO as an experiment. The site was not supportive of establishing and maintaining a systematic, objective measurement and documentation effort, and, coupled with the exploratory nature of developing the initiatives such as One-Stop Service Centers, it became difficult to associate outcomes with a clear description of what might have led to them.

Awareness of the Initiatives. In spring 1988, questionnaires were distributed to managers, supervisors, nonsupervisory employees, and personnelists at CECOM, Ft. Monmouth. Managers and supervisors indicated the extent to which they were familiar with the EXPO initiatives, and personnelists identified the changes with which they were working. Nonsupervisory employees were not asked specific questions about the EXPO changes.

Table 13 summarizes information regarding managers' and supervisors' awareness of Project EXPO at Ft. Monmouth. While the majority of respondents were familiar with Project EXPO at the time of the survey, a sizable number (33% of managers and 44% of supervisors) indicated that they were not aware of EXPO. For those respondents who were familiar with Project EXPO and did respond to subsequent questions about specific changes under EXPO, One-Stop Service Centers in the CPO were most familiar (87% of all respondents expressed awareness), followed by "generic" JDs and DCA. Personnelists also were most familiar with the One-Stop Service Centers, "generic" JDs, and delegation of classification authority. Slightly more than half of the personnelists were familiar with the revised Merit Promotion program and approximately one-third knew about the core document, the Performance Plan. Overall, at the time of the questionnaires there was a fairly high level of awareness of Project EXPO with respondents being most familiar with those changes that were actually being implemented.

Level of Use. The EXPO initiatives were used to varying degrees over the course of the EXPO project. An initial HRO was established within the CPO at Monmouth and was in operation for several months before the other three HROs were formed. A number of personnelists who were

Table 13

CECOM, Ft. Monmouth Employees' Familiarity With Project EXPO Changes

	Managers		Supervisors		Employees	
	f	%	f	%	f	%
Familiar with . . .						
Project EXPO changes^a						
Yes	28	66.7	58	55.8	--	--
No	14	33.3	46	44.2	--	--
Missing	2	--	5	--	--	--
One-Stop Service Centers in CPO						
Yes	27	90.0	47	79.7	40	95.2
No	3	10.0	12	20.3	2	4.8
Missing	14	--	50	--	6	--
Delegation of Classification Authority						
Yes	23	76.7	38	64.4	29	69.0
No	7	23.3	21	35.6	13	31.0
Missing	14	--	50	--	6	--
Performance Plan						
Yes	14	46.7	27	45.8	15	35.7
No	16	53.3	32	54.2	27	64.3
Missing	14	--	50	--	6	--
Generic Job Descriptions						
Yes	24	80.0	40	67.8	30	71.4
No	6	20.0	19	32.2	12	28.6
Missing	14	--	50	--	6	--
Revised Merit Promotion Program						
Yes	13	43.3	36	61.0	24	57.1
No	17	56.7	23	39.0	18	42.9
Missing	14	--	50	--	6	--

Notes. 1. CECOM = Communications-Electronics Command, EXPO = Experimental Civilian Personnel Office Project, CPO = Civilian Personnel Office.

2. Dash indicates data not available.

^a Nonsupervisory employees were not questioned about their familiarity with Project EXPO changes.

interviewed indicated that members of the first HRO received more training, both formal and cross-training, than members of subsequently formed HROs. Whereas the HROs were formed relatively quickly, the development of personnelists with generalist skills within the groups was a much longer process. Personnelists reported that acquiring the skills required a number of months, and, at first, they relied on other group members to help respond to customer requests. Over time, more individuals acquired skills in the various functional areas of personnel. Some teams, however, relied more on pooling various skills rather than having each person develop multiple skills.

Managers have been slow to use classification authority at Ft. Monmouth, due both to hesitancy on their part and budget cuts restricting classification actions. In August 1988, it was reported that 23 managers had classification authority, which they were hesitant to use. In October 1988, 26 managers had authority and seven positions had been classified by management. It slowly progressed over the course of the implementation so that in November 1989, almost three full years after the project's start, 39 managers had classification authority, and of those, 8 had used their classification authority to classify a total of 14 positions. The level of use of DCA was quite low and managers used their authority for contested cases rather than as the typical procedure.

The Performance Plan also was developed to the greatest extent in the last year of the test. In the Supply Directorate, 28 nonsupervisory positions including all core GS-2003-9 and 11 positions were converted to the new format, and, in the Directorate of Information Management, the core document was briefed to first-line supervisors 29 March 1989 and full conversion to the Performance Plan occurred in April 1989. The Production Management and Technology Directorate attempted the conversion to Performance Plans but ran into difficulties, among them fitting generic performance standards to all positions (e.g., GM 13-15). The test was terminated in this directorate due to these difficulties, the few employees covered, and the limited time remaining to correct the problems.

Generic PDs, an integral part of the Performance Plan, also were developed over a long period of time. By November 1989, 301 generic JDs covering 1848 positions had been created. Table 14 shows the development of generic PDs over time.

Acceptance of the Initiatives. In May 1988, interviews were conducted at CECOM, Ft. Monmouth to assess the progress of the EXPO implementation. The following individuals were interviewed:

- Personnel Director
- EXPO Coordinator
- Chief of Classification
- Chief of Staffing
- Chief of Employee Relations
- Training Director
- Personnel Specialists
- Representative group of managers
- Representative group of first-line supervisors

Table 14

Development of Generic JDs at CECOM, Ft. Monmouth

Report Date	Generic Job Descriptions Created	Positions Covered by Generic JDs
August 1988	152	1,598*
October 1988	217	--
February 1989	225	1,485*
May 1989	268	1,599
November 1989	301	1,848

Notes. 1. JDs = Job Descriptions, CECOM = Communications-Electronics Command.

2. Dash indicates data not available.

*Discrepancies as reported.

Managers and Supervisors. Managers from outside the CPO were very positive about the idea of one-stop service. With respect to the other changes, they liked the concept of delegation of classification authority, but were concerned that it should not be given to management levels below that of directors. They indicated that the "generic" JD may provide insufficient detail, but that it should be given a fair test. They were positive about the idea of the Performance Plan or core document. Many of the managers were unaware of the Merit Promotion changes, but those who had experience with them liked them.

As to the interviewees' assessment of how well the changes were being carried out and how beneficial they were, they reported that some CPACs were more successful at implementing changes than others. As one interviewee noted, with respect to one-stop service, not all three CPACs "share the same level of enthusiasm for the concept." Some managers were very satisfied with the way in which the CPACs were working and felt that the service was a great improvement over previous service. The two CPACs in which the personnelists were strongly committed to the one-stop concept were very highly evaluated by managers. In the third CPAC, managers reported some reservations about the service they received. For example, some managers felt that they were not able to receive answers to technical questions in various areas (e.g., retirement benefits, disciplinary problems) in a timely manner from one contact person.

Personnelists. Most managers from the Personnel department were in favor of the changes; however, some concerns were expressed. Considering first the observations of the three CPAC Chiefs about One-Stop Service Centers, two were strongly in favor of the changes and one expressed serious reservations because he felt One-Stop Service Centers were not the best structure for an organization the size of the CECOM CPO.

The Section Heads were in favor of the changes, particularly one-stop service. Concern was expressed by personnelists, particularly nonsupervisory personnelists, about the issue of developing personnel generalists as opposed to experts. They felt that it was difficult to be knowledgeable in all the areas in which they were required to provide service, particularly in areas requiring detailed expertise (e.g., retirement, MER). It was suggested by one interviewee that One-

Stop Service Centers "doesn't mean that it has to be one person they [customers] talk to," but that CPAC members could function as teams and share expertise. The manner in which personnelists would function in the one-stop concept was still emerging at the time of the interviews.

Personnelists were generally in favor of the other EXPO changes; however, they recognized that the changes were operating under certain constraints. Delegation of classification authority was in place, but there has been little chance to test it due to the small number of actions. For those who had used it, reported results were positive. They indicated that DCA and the lifting of classification survey requirements saved personnelists' time. They felt that it was going well and that managers had not abused their authority.

Implementation Summary. The Personnel Office at Ft. Monmouth made a significant effort to publicize and introduce the Project EXPO initiatives to the CECOM. It became apparent quite early in the implementation that the initiatives, particularly One-Stop Service Centers, had a broader scope and more ramifications than anticipated. In order to respond to the demands of implementing One-Stop Service Centers, it became necessary to redirect attention from the other initiatives almost exclusively to the One-Stop Service Centers. Whereas the other initiatives had received more attention by the end of the test, they were not given the length of testing originally planned under Project EXPO.

Based on the interviews conducted at Ft. Monmouth in May 1988, NAVPERSRANDCEN provided formative evaluation feedback for the purpose of strengthening the implementation effort. It was recommended that (1) efforts be made to continue to break down the perceived barriers between CPACs resulting from the concept of "friendly competition," (2) a policy statement be issued from the new Director reaffirming support of Project EXPO and clarifying current objectives, (3) an EXPO implementation and evaluation team and project leader be identified, and (4) a strong evaluation effort be enacted to assess the impact of Project EXPO. It was suggested that the test was at a critical stage and that success of the project would require such an intervention.

The implementation of the EXPO initiatives at Ft. Monmouth was difficult, particularly for personnelists. Negative feelings were associated with the way in which the changes were initially enacted (e.g., formation of the HROs), and after that a good deal of work was devoted to improving the project implementation and attitudes toward it. The initial false starts, although mostly corrected over time, still have an impact on the project's success and the way it was viewed by members of the organization. During the last year of the project, more implementation activities were carried out, bringing Project EXPO closer to full implementation, as conceptualized.

Naval Supply Center (NSC), Norfolk, VA

Implementation Activities. The ADS was implemented at NSC, Norfolk on 1 January 1987. Experimental and control activities were identified within the NSC, with the experimental activities using the ADS for disciplinary actions and the control activities using the traditional discipline system. The experimental activities included the Storage Division Management Department, Packing Division Management Department, Data Processing Department, and Repairables Management Department. The control activities, matched for approximate size and type of work, included the Freight Terminal Department, Provisions Division, Receiving Division, Regional Contracting Department, Fuel Department, and Administrative Department. There were

approximately 900 employees in each group at their formation. Written materials describing the ADS were distributed, and training was provided for supervisors, managers, and union stewards.

The ADS system was used for the experimental group during 1987 and 1988. The use of ADS during this time presented a number of difficulties. Many supervisors experienced problems with performing the coaching sessions required under ADS, and extensive support for supervisors from personnel specialists was required in order to conduct the sessions according to the ADS program. The need for increased training for supervisors became apparent, but budget constraints rendered it impossible. During the period that ADS was introduced and implemented, NSC, Norfolk experienced severe budget cuts that placed a significant burden on existing resources at the Center. Union opposition to the ADS increased, after a substantial number of employees indicated they were unaware that disciplinary action had been taken against them when ADS was used. In early January 1989, the Personnel Officer and Labor and Employee Relations Director, weighing all the problems, decided to terminate the experiment. Letters were sent to all Department Heads advising them of the decision.

Implementation Issues. The CPO at NSC carefully designed and executed the training and implementation plan for the introduction of ADS. During the course of the EXPO project, however, several issues arose regarding the success of the implementation effort.

Both supervisors and personnelists had some concerns about the training provided for the implementation of the ADS. They felt that the training was good, but that it was not complete enough and there was a need for more training. One concern expressed was that the examples used in training focused on clear-cut situations in which an employee readily admitted his/her error and agreed to change. There was a "felt need" for more training in how to handle more difficult disciplinary cases, particularly ones in which the employee did not acknowledge being at fault.

Efforts to carry out ADS were clearly seen as being influenced by the union's involvement. The union representative, personnelists, and managers all indicated that conflict between unions and the other groups had intensified over ADS, particularly during the second year and within certain departments.

It also became clear that the concept of ADS was not understood in the same fashion by all members of the organization. Whereas the philosophy of nonpunitive discipline was understood by the originators of the ADS project at NSC and was clearly presented in the ADS booklet, among organizational members using ADS there was confusion about whether the purpose of it was to coach or to punish. A consensus as to what the organization was trying to accomplish through the use of ADS was not present, and this confusion was reflected in difficulties in interpreting how to carry it out.

A fourth issue involved the fact that experimental and control groups were established within NSC, and ADS was only implemented in some activities. While this was a good approach from an experimental point of view, it created a two-system approach to discipline, raising questions as to differential treatment and unfairness. It also made the personnelists' jobs more difficult in that they needed to be familiar with two systems. Personnelists perceived ADS as a test, not as a new policy, and throughout the experiment expressed concerns that ADS decisions might not stand up under

review and thus often used traditional discipline system approaches on ADS employees to back up their actions.

Finally, it became apparent that personnelists were the group least satisfied with the ADS system. Whereas they initially proposed ADS and were supportive of the effort, the majority of their attitudes toward ADS sharply changed during the course of its implementation, and they felt that it should be abandoned. Managers and supervisors in the organization were aware that there was mixed support of the ADS by personnelists.

Awareness of the Initiatives. In spring 1988 managers, supervisors, nonsupervisory employees, and personnelists from NSC, Norfolk completed questionnaires regarding Project EXPO. One topic addressed was the respondents' awareness of the EXPO initiatives. Table 15 presents a summary of respondents' responses. Clearly, an overwhelming majority of supervisors and managers who were assigned to the ADS group indicated they were aware of ADS as did a considerable number of employees. The results indicated that the CPO at NSC, Norfolk was successful in familiarizing employees with ADS.

Table 15
NSC, Norfolk Employees' Familiarity With ADS

	Managers				Supervisors		Nonsupervisory Employees	
	ADS		Control		ADS		ADS	
	f	%	f	%	f	%	f	%
Aware of ADS								
Yes	17	100.0	2	28.6	47	92.2	41	70.7
No	0	0	5	71.4	4	7.8	17	29.3
Missing	2	--	1	--	2	--	3	--

Notes. 1. NSC = Naval Supply Center, ADS = Alternate Discipline System.
2. Dash indicates data not available.

Level of Use. In the ADS experiment, NSC employees were assigned to the experimental (ADS) or control group and, thus, were subject to those systems if a disciplinary issue arose. Although the number of disciplinary actions taken decreased over FY87 and FY88, a sizable number of actions were taken under both the ADS and traditional systems.

In almost all circumstances, managers and supervisors, with the help of personnel specialists, used the appropriate system of discipline. In a few cases supervisors in the ADS group used traditional discipline procedures and had to correct the action to the ADS format when Personnel discovered the error. In cases where the ADS procedures were utilized, it was often the case that the coaching session as intended did not occur due to the inability of the supervisor to coach and the unwillingness of the employee to acknowledge responsibility for the behavior that prompted the disciplinary action. The discipline session, therefore, often did not reflect the concept behind ADS.

Finally, in some cases in which progressive disciplinary actions were required for an individual, the personnelists were hesitant to go to the step of final removal without having suspended the person due to concerns that the Merit System Protection Board would not uphold the decision. They would recommend a suspension prior to removal, thus switching back to the traditional system for ADS employees. For a variety of reasons, therefore, the ADS was not used precisely as it was proposed.

Acceptance of the Initiatives. In August 1988, interviews were conducted at NSC, Norfolk to assess the progress of Project EXPO. The respondents listed below were asked their opinions of ADS:

Personnel Officer

Director, Labor and Employee Relations division

Five personnelists from Labor and Employee Relations Division

Representative group of first-line supervisors using ADS

Representative group of managers using ADS

International Association of Machinists and Aerospace Workers Chairman and Business Representative

Managers. Managers reported that they saw the need for a change in the disciplinary system when ADS was adopted. They felt that the traditional discipline system was long, drawn-out, and resulted in the loss of service of employees during suspensions. The majority of managers interviewed were favorable toward ADS when it was first implemented and at the time of the interviews. The reported benefits of ADS included: (1) the employee knows where he/she stands because the ADS disciplinary steps are clear, (2) the ADS disciplinary approach helps integrate the disciplined employee into the work setting rather than distancing him/her, (3) the ADS is more amenable to solving problems, (4) if an employee continues to present disciplinary problems after ADS discipline, the supervisor feels more justified in removing the employee (i.e., the discipline was clear and systematic, and continued problems were willful), and (5) there had not been as many problems with the union since the steps in discipline were so clear that there was "not much left to argue about." On the negative side, it was the managers' perception that ADS was not a timely form of disciplining employees due to delays in processing by Personnel. Managers reported that ADS required more from a supervisor, who now was asked to serve as a "doctor," "psychologist," "priest," and/or "mother." They expressed a concern that there was a blurring of distinction between counseling and discipline with the ADS. Finally, they felt that different specialists within Personnel handled cases differently, and that it was clear that some Labor and Employee Relations specialists liked ADS whereas others did not.

Supervisors. Supervisors also had felt the need for improvements in the Traditional Disciplinary System (TDS). They felt that the disciplinary process needed to be streamlined, and that ADS could simplify the process, promote better relationships between management and employees, and place responsibility on employees for their behavior. After using ADS, the supervisors indicated that it worked for some employees but not for others. They felt that it was appropriate for employees who were having disciplinary problems due to special circumstances, but that it did not work for repeat offenders (problem employees). Contrary to their expectations, they were not able to quickly eliminate chronic problem employees under ADS but had to endure lengthy grievance processes. The ADS was seen as helping some employees by letting them understand the cause of problems and allowing them to commit to a course of action to correct

those problems. They reported that some employees became more self-motivated and responsible for their actions, and that because a more measured approach was being taken to discipline, better relationships between employees and supervisors resulted.

On the negative side, supervisors did not feel that ADS was working as smoothly as expected. While in many cases the union was seen as being helpful in supporting efforts to improve employees' behavior, in other instances it was felt that ADS allowed the union to find loopholes to circumvent the disciplinary process. They also expressed a concern for the morale problems within work units. It was felt that due to the confidential nature of the ADS process and the lack of visible discipline through suspensions of problem employees that other employees were given the impression that nothing was being done to correct problems. Finally, they felt that there was not clear-cut support from Personnel on ADS discipline due to personnelists' concerns that ADS would not be upheld legally and that disputed cases would be lost.

Union Representatives. The union representatives interviewed indicated that they were opposed to the ADS as implemented and would continue to be unless it was changed in fundamental ways. They felt that employees did not understand that they were actually being disciplined under ADS and the employees should be given more complete information. They indicated that union representation should be available at the earliest stages of discipline. They were concerned that the employee was presumed guilty. Under ADS the question of whether an employee actually committed an offense was not addressed, the employee merely received a notification of disciplinary action and request for change. The union representatives indicated that there were inconsistencies in the application of ADS, including different applications of ADS by different supervisors and by different personnelists as well as switching from the ADS to the traditional system at critical stages of discipline (e.g., instead of removing an employee under ADS, issuing a suspension). Finally, they indicated that many of the supervisors involved in discipline were not able to express themselves well verbally or in writing and, thus, were frequently incapable of providing the communication necessary for ADS to successfully operate.

Personnelists. Personnelists felt that the idea of ADS was excellent, but that the Center had not really bought into ADS and that it was not very effective. Two major reasons given for difficulties with ADS were (1) that a large segment of supervisors were not effective in face-to-face disciplinary meetings with employees, and (2) that the NSC blue collar work force was not accustomed to responding to this type of discipline and had a difficult time understanding that they were indeed being disciplined. Due to both of these difficulties, personnelists felt that there was an absence of constructive communication in the ADS coaching sessions and that the supervisor and employee were not coming to a real agreement during the meetings. The involvement of the union in the coaching sessions was also seen as a difficulty, with personnelists indicating they extensively prepared supervisors for sessions only to have the supervisor withdraw and say nothing when faced with forceful union participation in the meeting.

Some indicated that environmental factors also impeded the successful implementation of ADS. Employees are spread out in buildings that are hot and crowded and supervisors are responsible for many employees with whom they have little day-to-day contact. It was felt that these conditions contributed to low enthusiasm and loyalty and discouraged positive relationships between supervisors and employees.

Personnelists did indicate that ADS was much quicker than the traditional system, that fewer actions were grieved, and that a lot of time and money were saved. In the considered opinion of the personnelists interviewed, however, the ADS was not working as it should, could not be fixed, and should be scrapped. They clearly indicated that although the majority of them were not in support of ADS that they were supportive of it in their work and that no attempts had been made to "sabotage" the effort.

Implementation Summary. The CPO at NSC, Norfolk developed and implemented an innovative initiative to attempt to improve employee discipline and ultimately employee performance overall. Extensive research and planning was put into the development of the initiative, classroom training and written materials were provided for employees, and a reasonable measurement system was installed to assess the effects of the experiment. Despite these efforts, the implementation of ADS at Norfolk developed difficulties early on.

Attitudes toward the ADS were clearly mixed. A sizable number of managers and supervisors saw value in the ADS, whereas others were opposed to it. Those personnelists interviewed in the second year of the test were clearly dissatisfied with the ADS. Despite their overall impressions of ADS, those employees interviewed recognized that there were both positive and negative consequences to the ADS.

RESULTS AND DISCUSSION

In this section the effects of each EXPO initiative are examined separately. This is followed by a discussion of the overall impact of the Project EXPO test at participating sites.

Core Document

The core document concept was introduced and implemented at the United States Air Force Academy and CECOM, Ft. Monmouth.

Air Force Academy

The efficacy of the core document, known as the CPPP at the Air Force Academy, was determined from a variety of measures: average time to develop PDs, average time to fill a job, distribution of employee performance ratings, and employee attitudes and opinions toward the CPPP.

Table 16 presents the average time expressed in hours and minutes that is required to develop the job package using the traditional approach, the CPPP core document without a menu, and the CPPP with a menu. The reduction in preparation time is striking. There is an average reduction of 20 hours of processing time when CPPP is used in place of the traditional approach. The time required to create a position package is further reduced when a menu is used in conjunction with CPPP.

The results reported above are bolstered by judgments of 18 personnelists at the Academy who in 1988 compared CPPP to the old system on time efficiency, labor savings, classification-staffing-performance match, and quality of the product (see Table 17). For all four areas, CPPP was regarded as better by a large majority of personnelists.

Table 16
Average Time to Develop Core Personnel Documents
at the Air Force Academy

	Method	Time
Nonautomated	Traditional system	24 hours, 43 minutes
	CPPP without menu	4 hours, 43 minutes
	CPPP with menu	1 hour, 42 minutes
Automated ^a	PROCLASS (Long Version)	1 hour, 40 minutes
	PROCLASS (Short Version)	36 minutes
	Air Force Software	54 minutes

Note. CPPP = Civilian Position and Performance Program.

^aData based on tests of 3 core document samples at 14 Air Force sites.

Table 17
Comparison of the Traditional System to CPPP by 18 Personnelists at the Air Force Academy

	Systems are the Same		CCPP is Better	
	f	%	f	
Time efficiency	5	18	13	72
Labor savings	6	33	12	67
Classification-staffing-performance match	0	0	1	100
Quality of classification-staffing-performance standards system	2	11	16	89

Note. CPPP = Civilian Position and Performance Program.

Since the introduction of CPPP, the Federal Wage Schedule (FWS) distribution has shifted in a more conservative direction. One reason may be that CPPP has achieved a better fit between classification, staffing, and performance. If performance standards are more reflective of the actual work performed and position and performance requirements are better understood, less skewed distributions would be expected to result. In addition performance standards are now written at the "Fully Successful" level and require much higher performance for an "Exceeded" rating. Figure 6 illustrates the distribution of performance ratings from 1986 through 1989 for FWS employees at the Academy. As can be seen the percent of "Outstanding" ratings declined significantly from 1986 to 1989 and "Fully Successful" correspondingly increased.

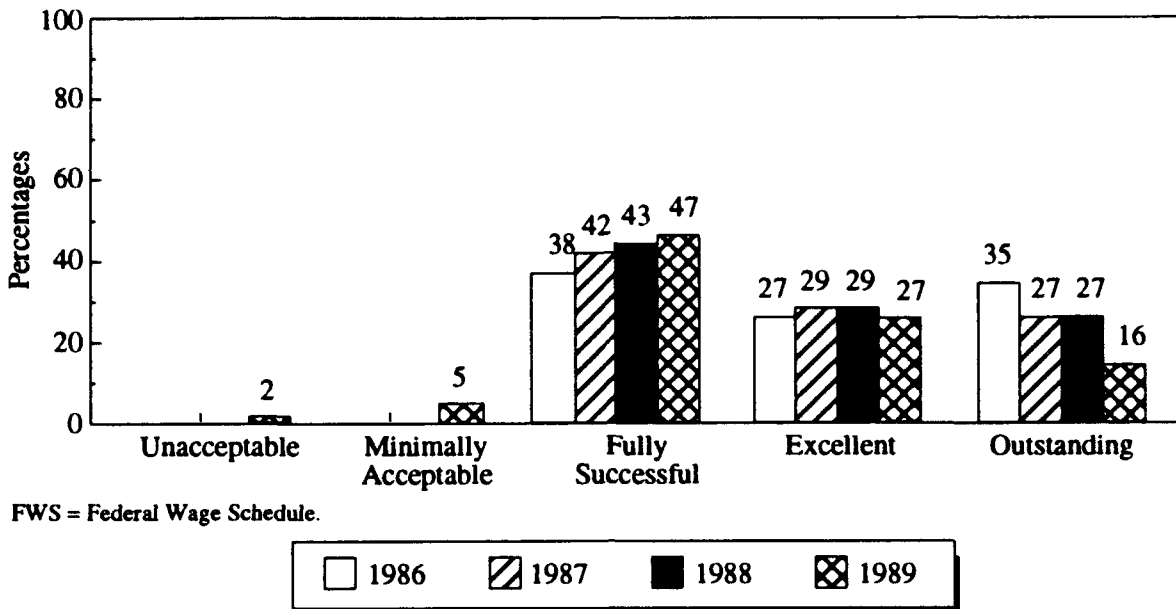


Figure 6. Distribution of performance ratings from 1986 through 1989 for FWS employee at the Air Force Academy.

Figure 7 depicts the performance appraisal ratings for the GS employees for 1987 and 1989. As can be seen, the ratings after use of the CPPP (1988 and 1989) had proportionately fewer "Outstanding" ratings and more "Excellent" and "Fully Successful" than before the introduction of CPPP (1987).

The one area in which expected improvements were not realized was for time to fill a position (fill time). As evident from Figure 8 there is a discernible drop in average time to fill for FY88, but overall, there is no consistent pattern of improvement. Time to fill was measured from the time the SF52 is generated to the time a person is in the position. These findings may reflect the fact that other factors not ameliorated by the CPPP that operate in the organization (e.g., availability of candidates, budget, supervisor's desire to fill the position rapidly) have an effect on job fill time. Members of the CPPP implementation team suggested another possible reason. They observed that because the Academy has adopted decentralized pay and manage-to-budget initiatives which give managers greater discretion in holding jobs vacant to save money. Because they felt that this strategy also lengthens fill time, fill time could no longer be considered a direct measure of CPPP success.

The views of supervisory employees obtained through questionnaires serve to complement the above findings. Managers' evaluations of CPPP from the AFA Survey administered in 1988 and 1989 are presented in Table 18. The mean responses for both assessment periods signify a moderately positive attitude toward CPPP. Managers felt that the CPPP had a beneficial effect in a number of areas (e.g., reduced labor costs, less paperwork). According to managers' assessments, CPPP was not very effective in filling jobs more quickly. This question was asked in the 1988 survey but not in the 1989 survey.

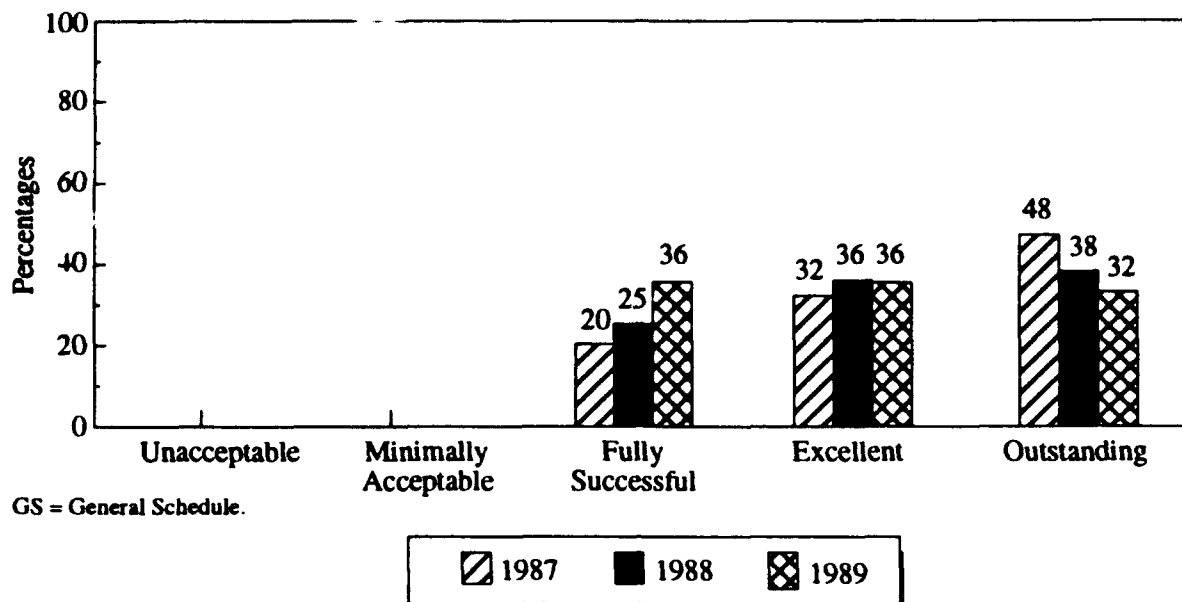


Figure 7. Performance appraisal ratings for GS employees at the Air Force Academy.

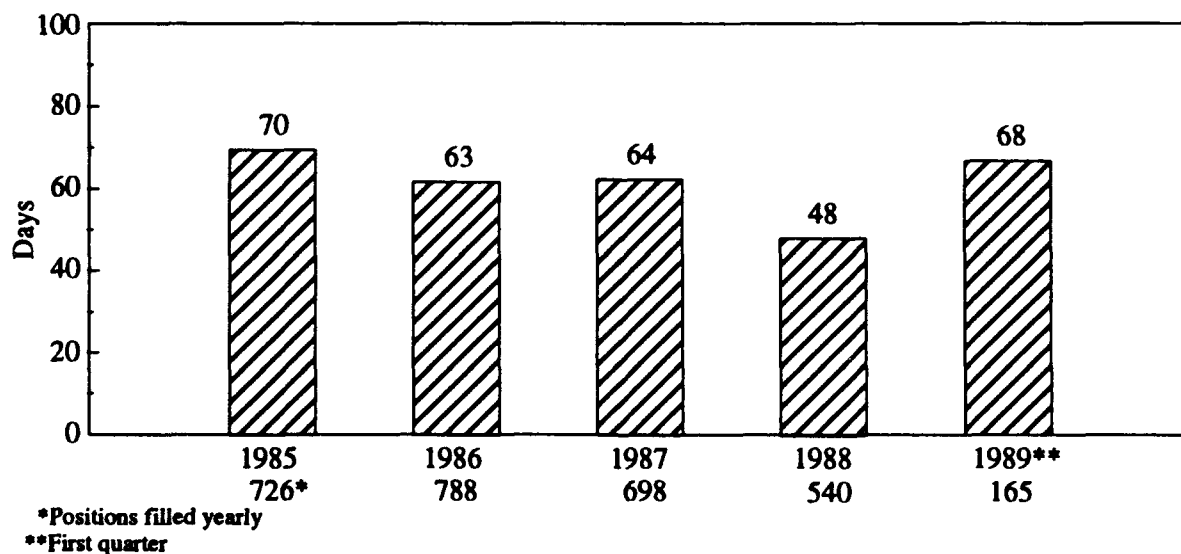


Figure 8. Time to fill positions for employees at the Air Force Academy.

Table 18

Air Force Academy Managers' Evaluations of CPPP

	Mean Responses	
	1988 <i>n</i> = 124	1989 <i>n</i> = 45
Writing of performance standards easier	3.50	3.50
Performance standards and duties match better	3.60	3.50
Performance plan reflects work better	3.70	3.40
Performance standards written more at grade	3.20	3.20
Standards differentiate performance level better	3.40	3.20
Employees understand work expected better	3.20	3.50
Plan results in more accurate appraisal	3.40	3.40
Better tool for identifying training needs	3.00	3.00
Saves time	3.80	3.90
Involves less paperwork	3.90	3.90
Results in reduced labor costs	3.40	3.40
Increases quality of performance standards	3.30	3.30
Increases quality of position descriptions	3.40	3.40
<i>Simpler overall process</i>	3.80	3.90
More advantageous	3.80	3.50
Jobs filled quicker	2.60	--
OVERALL MEAN RESPONSE	3.46	3.50

Notes. 1. CPPP = Civilian Position and Performance Program.

2. Dash indicates data not available.

3. Responses were based on a 5-point scale: 1, "Not At All"; 5, A Very Great Extent."

In addition to the AFA Survey, the Project EXPO Organizational Assessment Survey examined the attitudes of managers, supervisors, and personnelists toward the CPPP in 1988 and again in 1989. The results are presented in Table 19. All three groups are on the agreement side of the scales for both assessment times, indicating they see the positive value of CPPP. Personnelists and managers tended to be slightly more positive than first-line supervisors. As can be seen from Table 19 evaluations of CPPP in 1989 are slightly less positive than in 1988. For several of the areas assessed, the shift to a less positive position was statistically significant, but only for the first-line supervisors. No clear-cut reason is evident for the shift. One possibility is that the additional personnel specialists who were assigned to the Academy during the accelerated implementation period helped to ease some of the managers' and supervisors' day-to-day workload by preparing core documents and materials for them. This additional support was withdrawn once operation of CPPP was underway thereby increasing the supervisors' workload which may have caused a reassessment of CPPP. It is important to point out that despite this shift the majority of respondents in the 1989 assessment period feel positive about CPPP (e.g., 64% agreed CPPP is efficient, 55% agreed CPPP provides high quality job classification).

Table 19

Air Force Academy Employee Mean Evaluations of CPPP

	Managers		Supervisors		Personnelists		Overall	
	1988 n = 17	1989 n = 11	1988 n = 76	1989 n = 51	1988 n = 24	1989 n = 16	1988 n = 117	1989 n = 78
Core Document (CPPP) . . .								
Is efficient	5.43	5.55	5.17	4.92	5.75	5.50	5.35	5.13
Is easy to complete	5.43	5.27	5.11	4.57	5.29	5.06	5.20	4.78
Provides high quality job classification	5.29	5.18	4.92	4.55	5.79	5.19	5.18	4.78
Provides high quality recruitment criterion	5.36	5.27	4.90	4.35	5.50	5.50	5.11	4.62
Provides high quality performance standards	5.07	4.82	5.03	4.43	5.67	4.49	5.29	4.59
Results in high quality classification/staffing/performance standards	5.07	5.27	4.98	4.43	5.71	5.13	5.17	4.70

Notes. 1. CPPP = Civilian Position and Performance Program.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree, nor Disagree"; 7, "Strongly Disagree."

On the Project EXPO Organizational Assessment Survey, managers, supervisors, and personnelists also indicated the degree to which CPPP had an influence on personnel management at the Academy (see Table 20). Respondents indicated that time-to-fill positions had decreased as a result of CPPP. Respondents continued to see CPPP as producing moderately higher quality candidates than the old system; however, the ratings were not as positive as those obtained in 1988. In rating the effects of the use of CPPP on their own jobs, supervisors reported no change in the difficulty of meeting other job responsibilities whereas managers and personnelists saw a slight increase. The final item in Table 20 was included in the supervisors' questionnaire, but not the managers' or personnelists' questionnaires. In 1989, supervisors perceived that they had more authority to influence classification decisions, a significant increase from 1988 ratings.

Summary. The core document (CPPP) appears to be well established at the Air Force Academy. Time required to develop a job analysis has been pared down dramatically, and the distribution of performance ratings had proportionately fewer extreme positive ratings. Actual fill times did not show the expected decrease. Survey results indicate that managerial personnel and personnelists regard CPPP as useful and want CPPP to continue, although ratings from the second assessment are slightly less positive.

End-of-test interviews with managers, supervisors, and personnelists conducted in April 1990 were consistent with these conclusions concerning CPPP. Comments of managers from the interviews indicate that CPPP produced benefits in terms of improvement in the quality of personnel documents, a simplified process by which to document positions, and reduced

Table 20

**Air Force Academy Employees' Mean Estimates of the Effects of CPPP
on Personnel Management**

	Managers		Supervisors		Personnelists		Overall	
	1988 <i>n</i> = 17	1989 <i>n</i> = 11	1988 <i>n</i> = 76	1989 <i>n</i> = 51	1988 <i>n</i> = 24	1989 <i>n</i> = 16	1988 <i>n</i> = 117	1989 <i>n</i> = 78
Core Document (CPPP) has increased/decreased . . .								
Difficulty of meeting job requirements	3.29	3.73	4.30	4.06	3.83	3.88	4.05	3.97
Time to fill a position	3.93	3.55	4.10	3.94	3.23	3.50	3.88	3.79
Quality of candidates	4.50	4.18	4.35	4.29	4.50	4.31	4.41	4.28
Authority to influence classification	--	--	3.67	4.33	--	--	3.67	4.33

Notes. 1. CPPP = Civilian Position and Performance Program.

2. Responses were based on a 7-point scale: 1, "Strongly Decreased"; 4, "No Change"; 7, "Strongly Increased."

3. Dash indicates that these items did not appear on this version of the questionnaire.

paperwork. They reported that through CPPP, work is accomplished more easily in a more convenient manner and faster. Rewriting of work plans for instance was now eliminated. The number of visits by the manager to the Personnel Office to complete a package was now reduced to one visit as compared to the two or three that were necessary under the previous system. Some managers felt the product was better because all facets were integrated into one package giving them a better feel for how the whole process fits together. Through CPPP they felt that they were better able to pinpoint the kind of employees that they were seeking and also were better able to inform employees of their duties. Personnelists strongly endorsed CPPP. They regarded the integration of the three personnel processes into one package as an excellent concept. They felt that the efforts of specialists from the various programs (e.g., staffers, classifiers) are more coordinated. There is greater certainty as to the requirements of these programs and an improvement in consistency between classification, recruitment and performance appraisal. They also reported that a better working relationship has developed between managers and personnelists. Now the interaction is seen less as one party dictating to or manipulating the other but rather one that is a cooperative enterprise. CPPP from their perspective is working as intended.

CECOM, Ft. Monmouth, NJ

The core document concept also was tested at CECOM, Ft. Monmouth, where it was known as the Performance Plan. An integral part of the core document was the "generic" JD, and, due to their interrelationship, the results of both initiatives are reported here.

Information about the effect of the generic JD is presented in Table 21 for FY88, FY89, and 3 quarters of 1990. The numbers of JDs developed by personnel specialists from the three One-Stop Service Centers have steadily increased over this period of time. The average time to develop

Table 21
Effects of Generic JDs on Position Development
at CECOM, Ft. Monmouth

	October	October	July
	1988	1989	1990 ^a
Number of generic JDs	217	249	301
Number of positions covered	1,598	1,848	1,848
Average time to develop using generic JD (hours)	4.5 ^b	1.8	1.8
Number of classification appeals (generic JDs)	0	0	0

Note. JDs = Job Descriptions, CECOM = Communications-Electronics Command.

^aThree quarters.

^bEstimated savings of 18.5 hours using generic JDs in lieu of the old system.

a JD using a generic JD has been reduced substantially (based on quarterly reports to the Army Material Command). There have been no classification appeals reported or determination of errors in classification during this period. Overall, these results indicate that generic JDs are beneficial.

Reactions to the core document and generic PD initiatives were obtained from the Project EXPO Organizational Assessment Survey. The results of the assessment of the core document and Generic PD for the 1988 and 1989 administrations of the survey are presented in Table 22. In the 1988 administration of the survey, with the exception of one manager, managers and supervisors indicated that they had insufficient knowledge and therefore did not evaluate the initiatives at that time. The evaluations of managers and supervisors in 1989 range from "slight disagreement" to "agreement." They see the core document and generic PD initiatives as beneficial in terms of ease of preparation, efficiency, and speed but are somewhat less inclined to view these initiatives as enhancing quality. Personnelists in 1989 tend to regard the core document as producing high quality results, but, they tend to disagree that generic JDs result in high quality descriptions.

On the whole, the core document is seen as beneficial to the operation of the Personnel Office functioning at Ft. Monmouth. Conclusions about the generic JDs are mixed. The results suggest that the generic PD is a more efficient and easier mode of operation (as evident from Table 21 and 22) but is not as effective in enhancing the quality of the product. On the positive side they are seen as being easy to prepare and instrumental in speeding up service. On the negative side, there is concern over their lack of detail and overall quality. End-of-experiment interviews conducted at Ft. Monmouth in March 1990 reinforced these findings. Personnelists who were interviewed expressed dissatisfaction with generic JDs. One major complaint centered around the brevity of the descriptions. Personnelists felt that they would have a difficult time defending the evaluation rationale in a classification appeal because of the insufficient detail supplied in the generic JDs.

Summary. In summary, the CPPP is well established at the Air Force Academy and has produced benefits, especially the sharp reduction in processing time. CECOM, Ft. Monmouth has tested both the core document and, to a lesser extent, generic JD. To date, their use has led to

Table 22

**CECOM, Ft. Monmouth Employee Mean Evaluations of Core Document
and Generic PDs**

	Managers		Supervisors		Personnelists		Overall	
	1988*	1989 n = 57	1988 n = 109	1989 n = 74	1988 n = 47	1989 n = 29	1988 n = 156	1989 n = 160
Core Document (CPPP) . . .								
Is an efficient way to create performance	—	4.56	—	4.33	4.56	4.65	4.56	4.46
is easy to complete	—	3.94	—	4.24	4.40	4.10	4.40	4.17
Results in high quality classification/staffing/performance standards system	—	3.83	—	4.05	3.80	4.37	3.80	3.95
Generic job descriptions . . .								
Result in rapid service	—	4.70	—	4.34	5.48	4.72	5.48	4.54
Make it easier to prepare a job description	—	5.40	—	5.07	5.26	4.40	5.26	5.06
Result in high quality descriptions	—	3.81	—	3.49	3.50	3.05	3.50	3.56

Notes. 1. CECOM = Communications-Electronics Command, PDs = Position Descriptions, CPP = Civilian Position and Performance Program.

2. Dash indicates data not available.

3. Responses were based on a 7-point scale: 1, "Strong Disagree; 4, "Neither Agree, nor Disagree"; 7, "Strongly Agree."

*Insufficient responses to report.

increased efficiency but possibly at the expense of quality. Use of the core document at other sites is recommended, therefore, with provisions to assure quality.

One-Stop Service Centers

The average number of days to commit SF52s and to process retirement applications were used to assess the value of One-Stop Service Centers that were introduced at Ft. Monmouth in March 1987. These data are summarized in Figures 9 and 10. For both measures there is a substantial decrease in days to process since the introduction of One-Stop Service Centers. In addition, an estimate of the required time to process new hires for FY89 and the first three quarters of FY90 was obtained and presented in Figure 11. The process times in 1989 and 1990 are considerably lower than the average of 4 hours (240 minutes) that was required before the introduction of One-Stop Centers.

The impression that managers, supervisors, and personnelists have of One-Stop Service Centers, as measured by questionnaires, was another indicator of the status of this change. Table 23 presents the ratings by managers, supervisors, and personnelists from 1988 to 1989. Managers and supervisors tended to agree to a moderate extent that One-Stop Service Centers facilitated

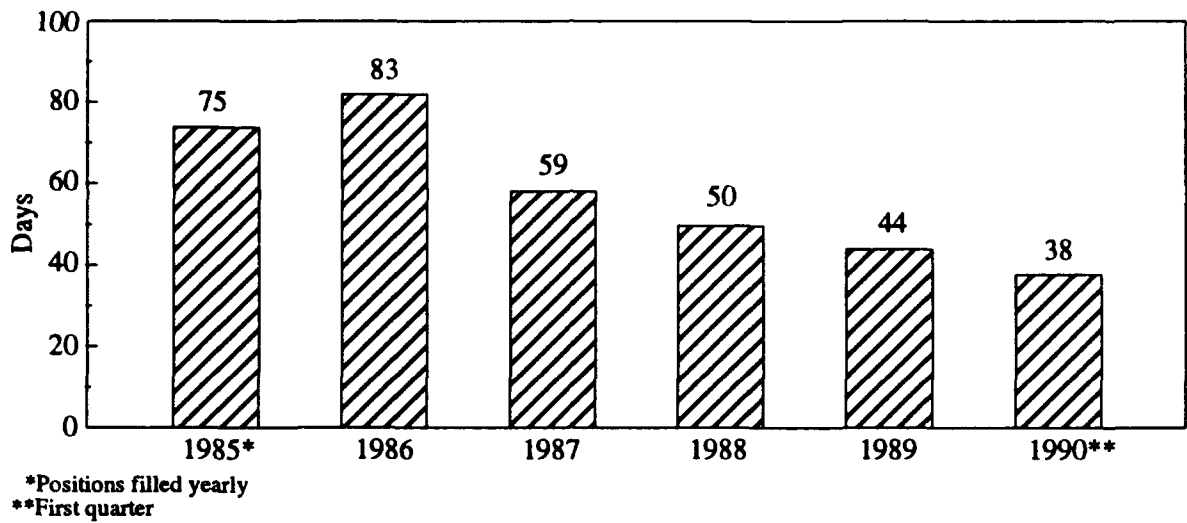


Figure 9. Average number of days to commit SF52s at Ft. Monmouth.

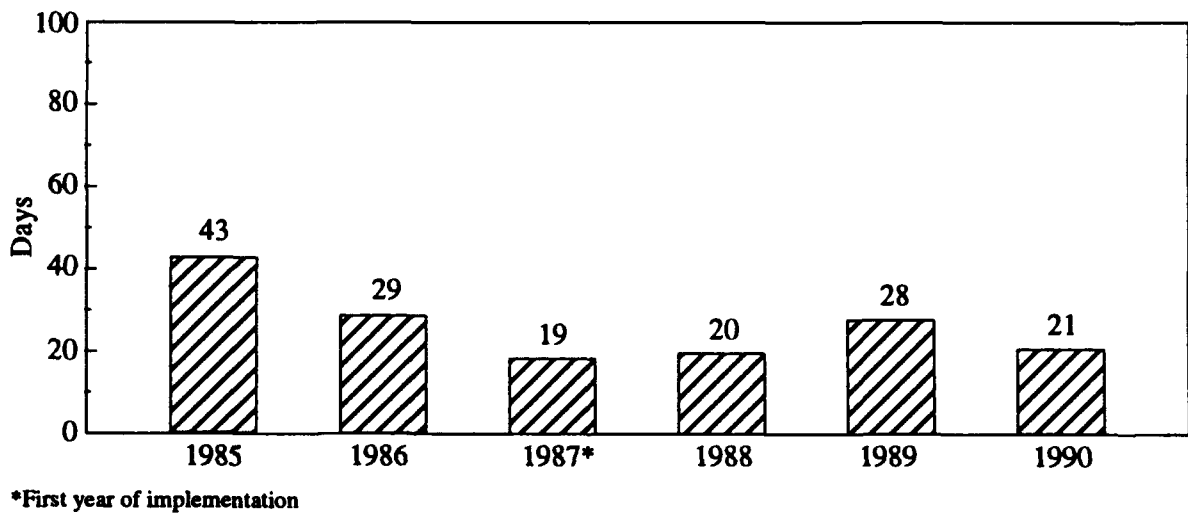
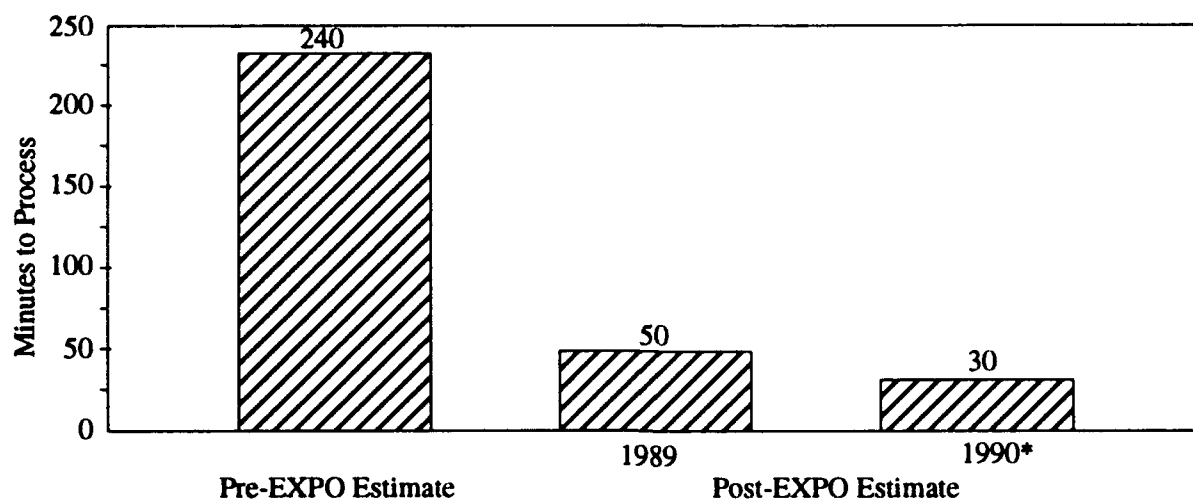


Figure 10. Average number of days to process retirement applications at Ft. Monmouth.



*3 Quarters

Figure 11. Average process time for new hires at Ft. Monmouth.

Table 23

Employee Mean Evaluations of One-Stop Service Centers at CECOM, Ft. Monmouth

	Managers		Supervisors		Personnelists		Overall	
	1988 n = 74	1989 n = 57	1988 n = 109	1989 n = 74	1988 n = 47	1989 n = 29	1988 n = 230	1989 n = 160
One-Stop Service Centers . . .								
Facilitate the preparation of classification/staffing/performance appraisal packages	4.56	4.41	4.98	4.47	4.71	4.19	4.80	4.44
Result in high quality customer service	4.14	4.06	4.94	4.44	3.56	3.76	4.31	4.31
Are convenient	4.83	5.00	5.18	5.22	5.40	5.00	5.22	5.10
Provide rapid service	4.33	4.22	5.14	4.61	3.98	3.72	4.56	4.40
Make your job more interesting	--	--	--		4.40	4.40	--	
Make your job more difficult	--	--	--	--	6.19	5.96	-	--

Notes. 1. CECOM = Communications-Electronics Command.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

3. Dash indicates that these items did not appear on this version of the questionnaire.

preparation of personnel packages, provided high quality customer service, were convenient and provided rapid service. There was a slight decrease from 1988 to 1989 for three of the four measures but no change between questionnaire administrations was significantly different. Personnelists were not quite as positive on these dimensions as were managers and supervisors. They expressed strongest agreement with the view that the CPAC structure helped facilitate the preparation of personnel packages and that it was convenient for customers. Personnelists were also asked to assess whether the introduction of One-Stop Service Centers made their jobs more interesting and more difficult in comparison to the way the CPO was structured prior to EXPO. The means for these two items indicate that personnelists perceived their jobs as slightly more interesting and more difficult (particularly in 1988) because of this initiative. The ratings obtained for personnelists on all scales for 1988 are not statistically different from those for 1989.

One final set of results reported in this section is for the number of grievances and adverse actions from 1984 to 1989. In the early development of the One-Stop Center initiative, grievances and adverse actions were tracked to see if One-Stop Centers would have an indirect effect on the number of grievances and adverse actions. Table 24 presents the number of adverse actions and grievances from FY84 through FY89. These data show a substantial decrease since the introduction of the initiative.

Table 24

Number of Grievances and Adverse Actions at CECOM, Ft. Monmouth

	Pre-EXPO			EXPO		
	FY84	FY85	FY86	FY87 ^a	FY88	FY89
Actions:						
Grievances/Adverse Actions	30	24	38	36	10	3

Note. CECOM = Communications-Electronics Command, EXPO = Experimental Civilian Personnel Office Project.

^aProject EXPO was initiated in March 1987, midway through FY87.

Summary

Overall, the One-Stop Service Center initiative has produced moderately positive results. In addition the survey data indicate that managers viewed this initiative favorably. While not as positive as managers, personnelists also viewed the one-stop concept favorably. Concern about the CPAC structure and the problems in implementing it was voiced in the interviews conducted in 1988 (summarized in Chapter 3). Opinions expressed in a second round of interviews (conducted in March 1990) reflected growing support and satisfaction with this initiative. Managers described the personnel system under the CPAC structure as less cumbersome and more accessible. They saw the change to a One-Stop Service Center as consistent with the aims of making the personnel function more streamlined and flexible. Under this system a manager could work through an entire action with the help of a single individual from one CPAC in contrast to the old system where he/she would be required to track down various phases of the personnel action in different branches

of the Personnel Office. CPAC chiefs, team leaders, and personnelists agreed that the CPAC structure was now being employed as conceptualized and that potential benefits were beginning to become evident. The general consensus from the second round of interviews was that the CPAC structure should be kept. In summary, there appears to be a growing sense that this initiative provides a viable and beneficial approach to the operation of personnel services particularly in "tight times" when resources must be stretched.

Delegation of Classification Authority (DCA)

DCA was first introduced at four sites, three DLA organizations (DCASR Cleveland; DDMT; and DISC, Philadelphia), and CECOM, Ft. Monmouth. In the latter part of 1989 DCA was adopted and tested at 10 additional DLA sites. This initiative was expected to have the strongest impact on accuracy of classification, ease in performing classifications, and enhancement of the working relationship between managers, supervisors, and personnelists.

One indicator of accuracy was the number of classification errors recorded. The DLA sites and Ft. Monmouth provided data regarding the number of classification errors detected by CPOs at the participating sites. Also, the DLA Headquarters, OCP conducted a review of classification actions for the 13 DLA sites. Cases that were considered the least clear-cut and most problematic were selected for classification review. Desk audits were conducted on some of those selected and examination of pertinent documentation and discussion with classification staff members for others. A second indicator of accuracy involved the perceptions of managers, supervisors, and personnelists as measured in the Project EXPO Organizational Assessment Survey. The results for the three original DLA sites are presented first, followed by the 10 additional DLA sites, closing with Ft. Monmouth.

Data for the three original DLA sites for the number of recorded classification errors are presented in Table 25 along with the number of classifications performed under the new procedures for each of the sites over a 3-year period. Data regarding the perceived effect of DCA on accuracy of job classifications are reported in Table 26, which also includes an assessment of the effect this initiative had on ease of performance and on enhancement of the working relationship between personnelists and line managers. Statistics were also compiled to determine if the new procedure had an effect on the time to process classifications. These data are presented in Figure 12. The information summarized in Table 25, Table 26, and Figure 12 will be reviewed separately for each site.

DCASR Cleveland, OH

The number of classifications reported in the first column of Table 25 indicates that this procedure was used extensively at DCASR Cleveland, particularly in 1988 and 1989. No errors were identified for the 3-year period. One possible reason no errors have been reported for the test period is that during the classification process both parties, personnel specialist and manager, worked more closely with each other under DCA, confronting and resolving potentially problematic or controversial actions prior to the managers' formal submission of the classifications. Responses to the EXPO survey indicate that those who use the DCA system believe it leads to accurate classifications (see Table 26).

Table 25

**Delegation of Classification Authority: Number of Classification Actions and
Numbers of Errors in Classification at DLA Sites**

Year	DCASR CLEVELAND		DDMT		DISC	
	Actions	Errors	Actions	Errors	Actions	Errors
1987	51	0	51	0	86	0
1988	273	0	109	0	103	0
1989	181	0	53	0	72	0
1990	26 ^a	0	87 ^a	0	--	--

Notes. 1. DLA = Defense Logistics Agency, DCASR = Defense Contract Administration Services Region, DDMT = Defense Depot Memphis TN, DISC = Defense Industrial Supply Center.

2. Dash indicates: data not available.

^aData for one quarter.

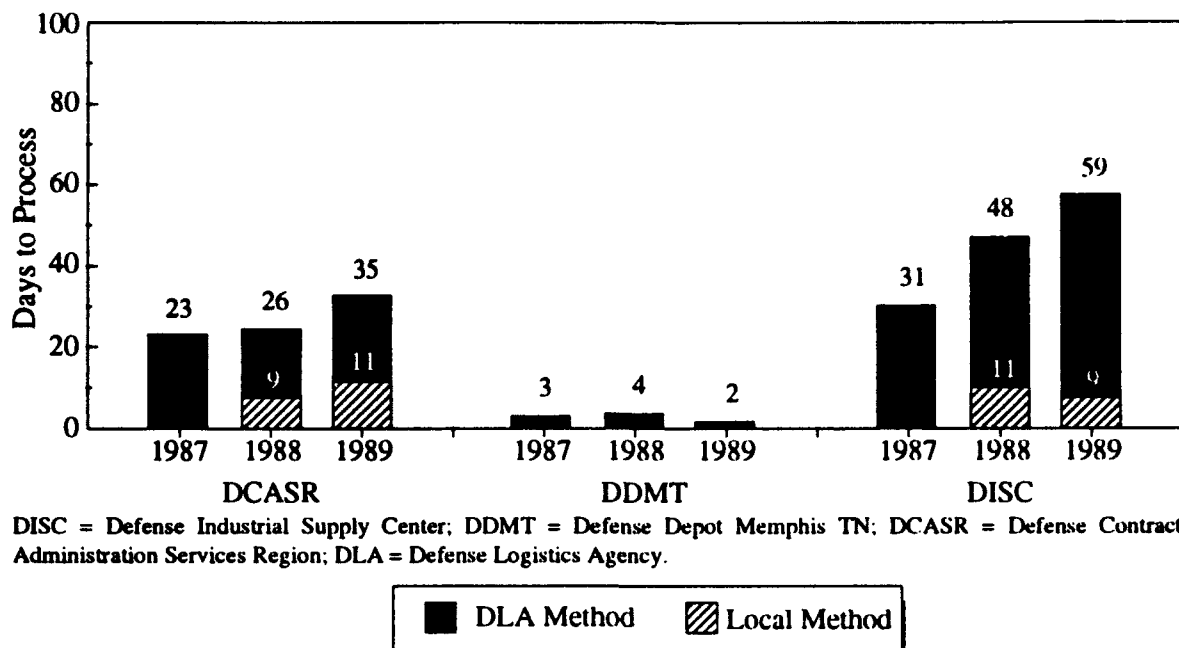
Table 26

Mean Evaluations of Delegation of Classification Authority at DLA Sites

	DCASR CLEVELAND		DDMT		DISC	
	1988 <i>n</i> = 177	1989 <i>n</i> = 136	1988 <i>n</i> = 129	1989 <i>n</i> = 85	1988 <i>n</i> = 145	1989 <i>n</i> = 79
Delegated Classification Authority . . .						
Produces accurate job classifications	5.14	5.18	4.54	4.31	4.90	4.86
Makes classification simple to perform	4.48	4.64	4.15	3.97	4.41	3.93
Enhances the working relationship between supervisors and the Personnel Office	4.54	4.80	4.52	4.42	4.63	4.63

Notes. 1. DLA = Defense Logistics Agency; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."



DISC = Defense Industrial Supply Center; DDMT = Defense Depot Memphis TN; DCASR = Defense Contract Administration Services Region; DLA = Defense Logistics Agency.

Figure 12. Number of days to process classification actions for the three original DLA sites.

DCA was also viewed as having a positive effect on ease of performing classification and enhancement of working relationships, however, the ratings for these two aspects were not as strong as those for accuracy. For purposes of illustrating the degree to which the views of the managers, supervisors, and personnelists are similar in their ratings on these three dimensions, responses for the three groups at DCASR Cleveland are presented separately in Table 27. As can be seen, there is a high degree of similarity in the responses for managers, supervisors, and personnelists. The means obtained for personnelists for 1989 were based on a small number of respondents and, therefore, should be interpreted with caution.

The average number of days required to process classification actions at DCASR Cleveland for FY87, 88, 89 and the first quarter of FY90 illustrated in Figure 12 show an overall upward trend. No one reason or set of reasons was readily available to account for these findings.

A second set of interviews was conducted at DCASR Cleveland in 1990. Military managers were very positive about DCA, noting that it saved time and that any additional workload it required posed no problem. They were very positive about the support they received from the CPO and Classification staff. The majority of civilian managers interviewed were also positive about delegated authority. They felt actions were now under their control, and that they had reaped big benefits in terms of time savings and a very positive, cooperative relationship with the Classification Staff. A few managers who were opposed to DCA reported increased workload produced.

Region supervisors felt DCA was faster and "a lot easier." They indicated that they had much greater control and were not at the mercy of the classifiers' schedules. They noted that the learning

Table 27

**Mean Evaluations of DCA by Managers, Supervisors, and
Personnelists at DCASR Cleveland**

	Managers		Supervisors		Personnelists	
	1988 <i>n</i> = 63	1989 <i>n</i> = 54	1988 <i>n</i> = 99	1989 <i>n</i> = 72	1988 <i>n</i> = 15	1989 <i>n</i> = 10
Delegated Classification Authority . . .						
Produces accurate job classifications	5.31	5.38	5.04	5.03	5.00	5.33
Makes classification simple to perform	4.33	4.37	4.39	4.63	4.64	3.75
Enhances the working relationship between supervisors and the Personnel Office	4.42	4.88	4.37	4.75	5.64	5.00

Notes. 1. DCA = Delegated Classification Authority, DCASR = Defense Contract Administration Services Region.
2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

experience was "horrible" but the benefits obtained warranted keeping it and recommending it to other sites. Responses of DCASMA supervisors were more mixed with some concerns expressed about the added duties and time requirements coupled with feeling that they did not have true authority and could not override the CPO's classification decisions. Others noted the positive effects of DCA, particularly those in QA, and the helpfulness of the CPO. The union representative had no direct experience with DCA, and, therefore, had no comment on it.

Personnelists were positive about DCA, citing the time saved with its use. They reported that not only has the average length of time to classify a position been reduced, DCA has increased the capacity to reclassify large numbers of positions simultaneously. Personnelists further note that classification accuracy has not suffered as a result. They cited the review of classifications during the most recent PME conducted by DLA Headquarters that used a problem-seeking methodology and found an excellent rate of accuracy.

Overall, the consistently high level of use of DCA, the absence of reported errors, the positive evaluation of DCA by managers, supervisors, and personnelists, and their endorsement given in the on-site interviews in 1988 (and described in the Implementation section) all attest to the value of DCA at DCASR. This conclusion is further reinforced by the assessment of DCA obtained in interviews conducted in 1990. Managers asserted that DCA saved time and gave them more control, while maintaining classification accuracy.

DDMT

The results pertaining to the number of classifications per year and errors reported in Table 25 are considered first. As seen in Table 25, no classification errors were reported for the time period during which DCA was used at DDMT. Of the three sites, DDMT had the fewest classification actions during the test period. The mean ratings for all questionnaire respondents for the effect of

DCA on accuracy of classification at DDMT, presented in Table 26, are moderately positive. Similar ratings were obtained for the item concerned with enhancement of working relationship between managers and personnelists. Somewhat lower ratings are evident for ease of classifying positions.

The same evaluations of DCA obtained from the EXPO survey are summarized for managers, supervisors, and personnelists in Table 28. It is apparent from a review of Table 28 that the three groups differed in their assessment of DCA. Overall, supervisors' ratings were most positive. Managers and personnelists were somewhat less favorable in their assessments. Managers expressed moderate agreement with the statement that DCA increases accuracy. Personnelists expressed moderate disagreement. The three groups also differed in their views regarding ease of performing classifications. Supervisors were inclined to agree with the statement that DCA makes classification simple to perform, while managers and personnelists did not agree.

Table 28
Mean Evaluations of DCA by Managers, Supervisors,
and Personnelists at DDMT

	Managers		Supervisors		Personnelists	
	1988 n = 17	1989 n = 9	1988 n = 87	1989 n = 57	1988 n = 25	1989 n = 19
Delegated Classification Authority . . .						
Produces accurate job classifications	4.71	4.38	4.69	4.67	3.58	3.38
Makes classification simple to perform	3.88	2.75	4.52	4.63	2.83	2.78
Enhances the working relationship between supervisors and the Personnel Office	4.24	4.38	4.55	4.78	4.75	4.00

Notes 1. DCA = Delegated Classification Authority; DDMT = Defense Depot Memphis TN.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

The time required to process classifications at DDMT (see Figure 12) has consistently been quite low, therefore no decreases over time would be expected nor are they evident from Figure 12.

The reaction to DCA at DDMT measured by the EXPO survey questions can be described as mixed. The comments of managers, supervisors, and personnelists in interviews conducted in 1988 and reported in the Implementation chapter are consistent with these results. Conclusions reported by DDMT in their quarterly Progress Report summarized some of the major concerns about DCA, "The Project EXPO experience has shown that managers like the bottom line decisions but do not like to be burdened with the paperwork involved. The personnel staff has done a lot of 'hand-holding' of the managers, guiding them through the process of developing required documentation, interpreting standards and guidelines, and in making the proper classification decisions."

Based on the end-of test interviews conducted in September 1990 there appeared to be little support for retaining DCA at DDMT. Personnelists claimed that they needed to revise most of the classifications prepared by supervisors. They felt that a significant number of supervisors were reluctant to take on classification responsibilities. Furthermore, the turnover of supervisors required new training sessions periodically, which they saw as requiring an extensive amount of work with questionable payoff. This is compounded by the lack of sufficient resources (e.g., staff) to properly train managers and supervisors. It was observed that DCA has not worked well because it has not been linked to the budget process. It was also observed that DCA would work better in a white collar setting rather than at blue collar environments, such as warehouses. Supervisors liked the idea of providing input about positions and they felt that this procedure is faster. On the other hand they felt that DCA involves more work than required under the previous system and that the personnel office still has final approval. The general reaction at DDMT to DCA after a 3-year testing period was less than enthusiastic.

DISC

The findings presented in Table 25 show no classification errors reported at DISC for 1987, 1988, or 1989. The number of classifications performed at DISC was higher than for DDMT but lower than the amount for DCASR. Evaluations of DCA with respect to accuracy, ease of performance and enhancement of working relationships presented in Table 26 are generally positive with mean response values denoting moderate agreement (except for 3.93 in 1989 for "makes classification simple to perform"). Turning to Table 29, which presents the evaluations of the initiative for each group (managers, supervisors, and personnelists), it can be seen that overall assessments of DCA by the three groups were positive. Most ratings declined from 1988 to 1989, although the only significant decrease was that of Supervisor's rating of the ease of performing DCA.

Table 29
Mean Evaluations of DCA by Managers, Supervisors,
and Personnelists at DISC

	Managers		Supervisors		Personnelists	
	1988 n = 65	1989 n = 35	1988 n = 57	1989 n = 27	1988 n = 23	1989 n = 17
Delegated Classification Authority . . .						
Produces accurate job classifications	4.86	4.41	4.86	5.13	5.38	4.71
Makes classification simple to perform	4.43	3.71	4.32	4.00	5.14	4.43
Enhances the working relationship between supervisors and the Personnel Office	4.63	4.21	4.37	4.54	6.25	5.22

Notes: 1. DCA = Delegated Classification Authority, DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

The average time to process classifications, presented in Figure 12, shows an increase for 1989. This increase can partially be explained by the fact that two major division regulations requiring a large volume of personnel actions and, concomitantly, the need for an extensive amount of management advisory services were enacted during this period.

DCA is seen to be working quite well at DISC as evident from the results reported above. It appears to be the accepted method. This conclusion is strengthened by the observation concerning the status of DCA expressed in the most recent quarterly Progress Report in 1989. "Managers/Supervisors seem generally satisfied with EXPO classification efforts. . . . The DISC-OCP views the delegation of classification authority as a positive step in modifying personnel practices. We are fully satisfied with its progress to date."

The opinions and concerns expressed by personnelists in the end of experiment interviews conducted in November 1989 were similar to those expressed in the interviews conducted in August 1988. Initially the OCP had concerns about the quality of the products as well as fears that there would be incidents of misuse (e.g., overclassifications). According to information from both sets of interviews, these concerns never materialized. Specialists had also been concerned about job security as a result of greater management involvement in the classification process, but comments from the second set of interviews indicated that this is no longer seen as a problem. OCP specialists liked the new relationship that has developed in which they serve more of an advisory role. Managers were seen by the OCP as initially somewhat reticent to get involved with the classification process, but at the time of the second set of interviews there was less evidence of this. The impression of the OCP is that managers view this initiative positively and would be reluctant to revert to the old system. They did note that it appears that some directorates have more readily employed this procedure than others. While personnelists see some inconsistencies as to how well delegation is operating, those interviewed from the OCP definitely feel that it should be continued, particularly when it is linked to budget authority.

Managers and supervisors continued to be positive about DCA. The question of the OCP's authority remained a nettlesome issue to some, who characterized the OCP as overprotective and overly concerned with the fine technical details of classifications. This was not indicative of the general view, however, and these issues were not as problematic at the time of the second set of interviews as they were in the early stages of the implementation. The one major problem they saw was that existing job standards do not apply or match the actual jobs people are now required to do. This was an area they felt must be addressed. Overall, managers and supervisors were very much in favor of delegation. They felt this approach results in a better product, and has helped create an atmosphere that is more cooperative and less contentious than that which existed before delegation was introduced. In addition, they felt that delegation would be especially effective when a major reorganization required a large number of classification actions.

Expanded DLA Test

The majority of the 10 new DLA sites reported a fairly low level of classification activity which is not surprising due to the hiring freeze which had been in effect for the majority of the test period. As with the three DLA sites that initially employed DCA there have been no classification errors reported since it was introduced.

The responses of managers, supervisors, and personnelists to questions about DCA are presented in Table 30. The questionnaire respondents moderately agreed with the statement that DCA produces accurate job classifications. The means across the 10 sites for this item are fairly homogeneous. This is evident particularly for Year 2: the means vary from 4.47 (DCSC) to 4.95 (DCASR Philadelphia). Similar results were obtained for the question about the enhanced working relationship. Their evaluation of DCA as a simple way to perform classification was less positive. The respondents tended to neither agree nor disagree with the statement that DCA enhanced the working relationship between supervisors and the CPO. Overall, the assessments of the 10 new DLA sites were consistent with those from the 3 original DLA sites, indicating neutral to slightly positive responses to the initiatives.

Data dealing with the time required to complete classification actions were available for 9 of 10 DLA sites (see Figure 13). As is evident from Figure 13 the average number of days to process classification actions was approximately 15 days for the majority of the sites. Of the seven sites that provided data for two time periods, five show a decrease in processing time. DCASR Dallas and DCASR New York reported the sharpest decreases. Overall, these data are not sufficient to draw conclusions about the effect of DCA on processing time.

Classification activities at the 10 additional DLA sites have been low due to DOD and DLA hiring freezes. As the questionnaire data indicate there was general agreement that DCA produced accurate classifications and that this approach has enhanced the working relationship between managers and personnelists. There was less agreement with respect to the effect DCA had on ease of classification. The interview data reported in Chapter 3 are consistent with these findings.

End-of-experiment interviews conducted by NAVPERSRANDCEN evaluators in spring 1990 at four of the sites provide additional support. At DCASR Boston managers supported the concept of DCA despite the freezes and their restrictive effect on classification activity. The advantages of DCA they cited centered around the flexibility managers have in order to devise or update JDs to better reflect the evolution of jobs as work is reorganized. Some concern was expressed about the potential for unwarranted upgrading in offices located in isolated areas because of the possibility of less stringent surveillance than would be present at the central office. This has not been a problem. Consensus at DCASR Boston was that DCA should be installed on a permanent basis.

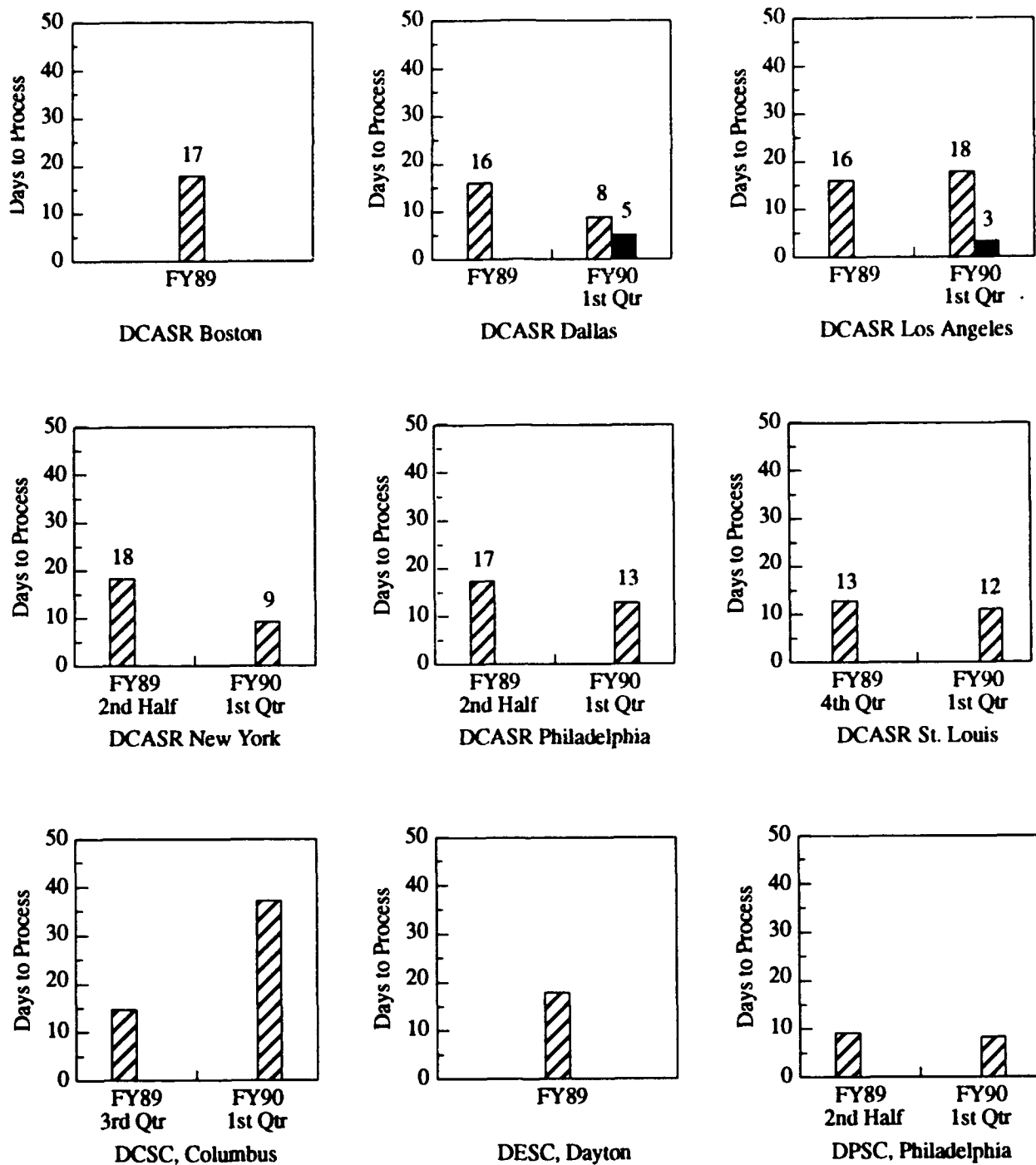
At DCASR Dallas, supervisors and personnelists have successfully used DCA to classify jobs over the course of Project EXPO. Overall, managers and supervisors were positive about delegated authority and want to see it continue. They felt it gives them the authority they should have, and they would like to see it implemented on a permanent basis and even more authority delegated to them. For delegated authority to be made permanent, managers and supervisors concluded that there was a definite need for support and advice from classification specialists, including ongoing training to help them maintain and update their knowledge of classification. Although the personnelists preferred the traditional system of classification over delegated authority, they have successfully supported the system during the test and have been committed to providing that support if DCA is permanently implemented. They expressed concern, however, about having adequate resources, mainly in terms of sufficient staffing, and the necessary oversight to assure that classifications are accurate. Due to personnelists' concerns about misclassifications and grade creep under DCA and managers' concerns about consistency, it was recommended during the visit that the classifiers pursue ways that would enable them to establish a review of classification actions to obtain information regarding the actual consequences of DCA and to provide ongoing feedback to managers (e.g., statistics regarding average grade, classification reviews similar to the cyclic surveys).

Table 30

**Mean Evaluations of Delegation of Classification Authority
for the 10 Additional DLA Sites**

Site	Produces Accurate Job Classifications		Makes Classification Simple to Perform		Enhances Relationship Between Supervisors & Personnel Office	
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2
DCASR Boston	4.59 (161)	4.53 (154)	4.01	3.98	4.09	4.40
DCASR Chicago	4.55 (106)	4.55 (113)	3.97	3.80	4.18	4.31
DCASR Dallas	4.98 (146)	4.90 (159)	4.29	4.34	4.65	4.82
DCASR Los Angeles	4.76 (131)	4.58 (146)	4.50	4.23	4.33	4.09
DCASR New York	4.06 (128)	4.61 (141)	3.63	3.86	3.61	4.22
DCASR Philadelphia	4.84 (105)	4.95 (112)	4.44	4.41	4.77	4.89
DCASR St. Louis	4.41 (161)	4.63 (146)	3.79	3.69	4.13	4.54
DCSC, Columbus	4.26 (161)	4.47 (183)	3.57	3.81	4.23	4.45
DESC, Dayton	4.95 (163)	4.80 (151)	4.20	4.26	4.65	4.79
DPSC, Philadelphia	4.57 (159)	4.82 (167)	4.09	4.29	4.52	4.70

Notes. 1. DLA = Defense Logistics Agency, DCASR = Defense Contract Administration Services Region, DCSC = Defense Construction Service Center, DESC = Defense Electronics Supply Center, DPSC = Defense Personnel Supply Center.
2. Parenthesized values represent sample size at each site for each year.



DCASR = Defense Contract Administration Services Region, DCSC = Defense Construction Supply Center, DESC = Defense Electronics Supply Center, DLA = Defense Logistics Agency.



Figure 13. Number of days to process classification actions for 9 of the 10 remaining DLA sites.

Interviews were conducted one time at DCASR LA, in August 1990, and the comments and observations obtained from these interviews are presented in Chapter 3. Because these were end-of-experiment interviews, the major observations are also presented here. Reactions to DCA have been mixed. From the perspective of the Personnel Office, DCA is the only way classification can now be carried out because of the reduced classification staff. Managers and supervisors regarded DCA as a useful approach in theory, but felt it has not worked that way in practice. They concluded that the Personnel Office's approach to the control and oversight of DCA must be changed in order for it to work effectively.

At DCASR New York, managers expressed a range of views about the DCA test. A few felt that they did not really have delegated authority because of the Personnel Office's oversight authority over their classification actions. Others held a more positive view and believed that managers write better PDs than classifiers and may even be able to justify higher grades for jobs because of their intimate knowledge of the work. Some, especially at the level of first-line supervisor, were concerned about the extra work DCA entails, whereas others indicated the benefits justified the work. Many agreed that the level of guidance and cooperation that a manager received from his servicing classifier materially influenced whether DCA was a rewarding or frustrating experience. The majority of managers and supervisors who were interviewed stated that DCA should be made permanent and better integrated into the way they operate. They felt that DCA should go down to the level of an individual who has responsibility for a certain function, "where ever the pot of money stops." They reported that DCA eliminated arguments with the Personnel Office and that classifiers are better to work with now than before DCA. They now have a much better understanding of the classification process. Having a chance to see and use classification standards has also been useful; previously they were regarded as "secret documents." Timeliness was cited as a benefit of DCA by some users—if they want a classification action done quickly, they no longer have to depend on someone from Personnel to give their action priority; they can do it themselves. The Classification staff expressed the opinion that under EXPO the role of the classifier has improved and become less adversarial. Most believe that DCA should be made permanent and that managers are fully capable of classifying jobs, especially because they have the greatest familiarity with the work of their units. There is still a role for the Personnel Office classifiers in oversight, classifying jobs which occur region-wide, and advising on complex classification issues. For DCA to work well, managers need access to three things: training about classification, resource materials such as classification standards, and a source of expertise in the Personnel Office that they can use as a sounding board. Many saw DCA as only an initial step in needed reforms in human resource management in the Federal government and would like to see continued efforts to improve the system.

CECOM, Ft. Monmouth

The data for the number of classification actions under DCA and errors at CECOM were available for FY89 and 90. Actual use of DCA has only occurred recently and at a low rate: 14 classified actions were taken in FY88 and 16 classified in FY90. No errors were identified for the classifications performed. The evaluation of the effect of DCA on accuracy provided by respondents to the EXPO survey is shown in Table 31. Responses tend to be in the neutral range of the scale.

Table 31

**Mean Evaluations of DCA by Managers, Supervisors,
and Personnelists at CECOM, Ft. Monmouth**

	Managers		Supervisors		Personnelists		Total	
	1988 n = 44	1989 n = 57	1988 n = 109	1989 n = 74	1988 n = 47	1989 n = 29	1988 n = 200	1989 n = 160
Delegated Classification Authority . . .								
Produces accurate job classifications	4.80	4.33	4.57	4.30	3.22	3.44	4.28	4.19
Makes classification simple to perform	5.04	4.43	4.94	4.93	4.03	3.54	4.69	4.40
Enhances the working relationship between supervisors and the Personnel Office	4.46	3.82	4.46	4.45	4.45	4.28	4.46	4.20

Notes. 1 DCA = Delegated Classification Authority, CECOM = Communications-Electronics Command.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

With respect to accuracy and ease of performance, personnelists were the least positive. Another pattern of evaluation worth noting is that for the managers. Managers evaluated DCA less positively on all items in 1989 relative to 1988. Overall, evaluation of DCA at CECOM was the least positive of the four original sites implementing DCA.

Due to the small number of actual classifications at CECOM, it is difficult to clearly gauge the value of this initiative. It is possible that the decline in ratings from 1988 to 1989 may be partly a result of a lack of use of and experience with DCA and the corresponding disappointment in its usefulness, rather than a negative evaluation based on experience with the initiative.

Managers' comments concerning DCA from the end of experiment interviews, March 1990, reinforce the attitudinal data reported in Table 31. Managers said that they had more work to do. Some said they were not adequately trained to take on the classification role. Others questioned whether it was useful to require so many managers to learn about the standards and classification process. The personnelists interviewed, however, were unanimously in favor of DCA and many noted that the concept was especially applicable now that the Department of the Army was instituting a manage to budget program.

Summary

According to the interviews conducted at the sites, few classification actions have been performed employing DCA, with the exception of a site undergoing reorganization. In addition use of DCA varied across sites. There are a variety of reasons for this, for example, differences in management style, differential impact of budget constraints. When it has been used, information gathered at the sites suggests that managers have exercised their authority in a responsible manner.

In cases where questions have arisen about a classification action it has generally been resolved through informal discussions between managers and classifiers. In terms of acceptance, some sites seem more amenable to DCA than others. For example, the results from the four initial EXPO sites indicate that DCA is operating in a satisfactory way and yielding benefits at two sites—DCASR Cleveland and DISC—but not working as well at DDMT and CECOM, Ft. Monmouth. With respect to the 10 new sites, DCASR Dallas and DCASR Philadelphia in particular appear to have integrated DCA into their classification programs. The majority of the remaining sites were also receptive but to a lesser degree. In summary it appears that overall the DCA initiative has had a moderately positive effect on the classification process, not uniform across sites.

Nonpunitive Discipline System

Two versions of nonpunitive disciplinary systems have been tested under EXPO: (1) an approach which employed Letters of Discipline and which gave managers and supervisors a choice to employ this approach was tested at the three DLA sites, or the traditional approach, and (2) an approach in which supervisors and employees conducted a face-to-face session to correct problem behavior through identification, analysis and discussion of the problem was tested at NSC, Norfolk. All supervisors and managers were required to use this approach. The results for the DLA sites are presented first, followed by those for NSC, Norfolk.

DLA Nonpunitive Discipline Systems

Information summarizing the evaluation of the DLA test of nonpunitive discipline is presented for DCASR Cleveland, DDMT, and DISC. Table 32 presents the frequency of use of the various disciplinary options for each site. Figure 14 compares the average number of hours required to process letters with the average number of hours to process Reprimands and Suspensions for each DLA site. It is evident from Figure 14 that the time required to process Letters is significantly shorter than that required for Reprimands and Suspensions for all three sites. Table 33 summarizes the key indicators of the effectiveness of Letters of Discipline: the amount of processing time saved using the new approach, the number of suspension days saved, and the number of grievances filed. Table 34 presents the collective evaluations of managers, supervisors, and personnelists of the Letters of Discipline. These data will be reviewed separately for each site.

DCASR Cleveland, OH. The type and frequency of disciplinary actions taken at DCASR Cleveland are shown in Table 32. Since their introduction, managers and supervisors have frequently selected Letters of Discipline in place of Reprimands and Suspensions. The number of Suspensions carried out since the introduction of Letters of Discipline has been consistently lower than the previous level.

One of the hypothesized advantages of Letters of Discipline is that this procedure would require less time to process a disciplinary action. Data supplied by the DCASR Personnel Office indicated that the amount of time required to process letters was much shorter than that required for Reprimands and Suspensions (see Figure 14).

The effectiveness of the use of Letters at DCASR Cleveland as measured by the amount of processing time saved and suspension days saved, is presented in the left hand portion of Table 33. The estimated amount of savings for the two measures is impressive (e.g., a savings of 117 suspension days).

Table 32

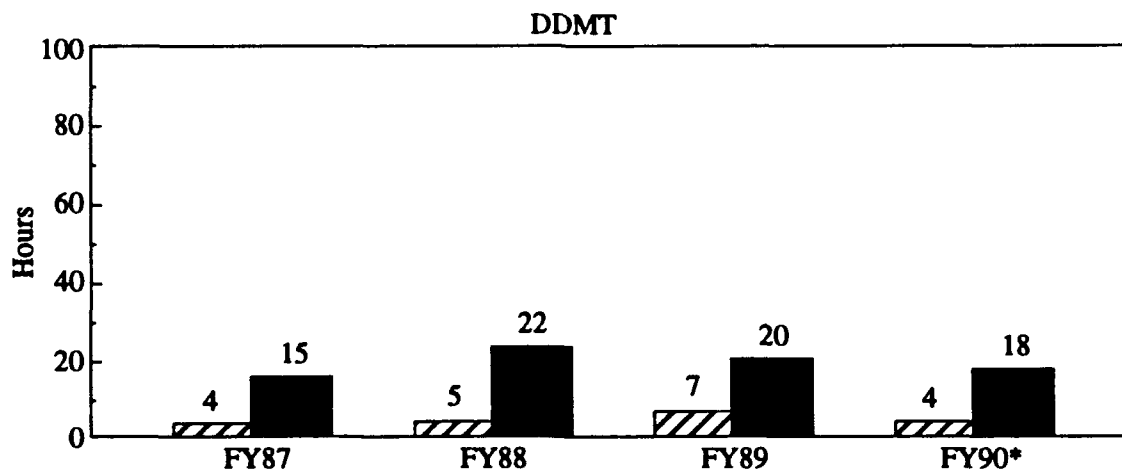
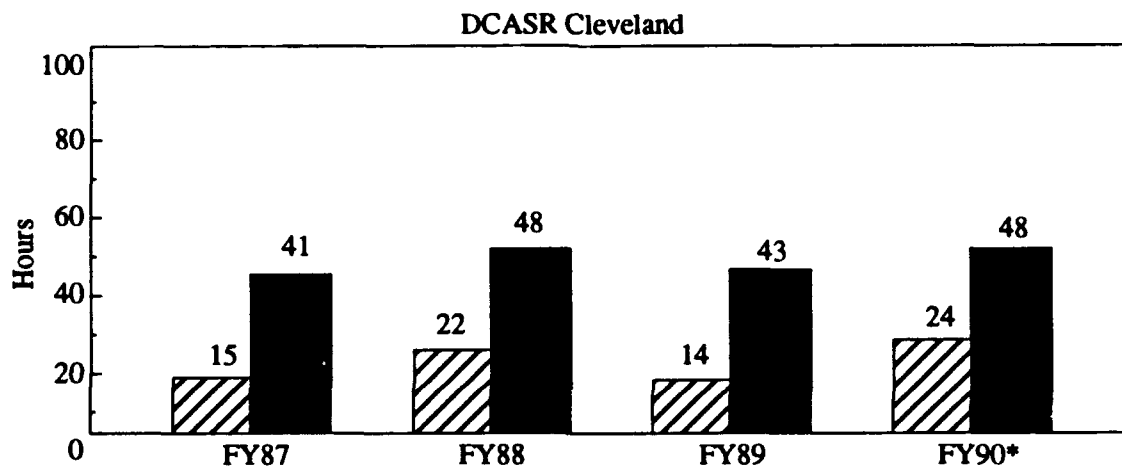
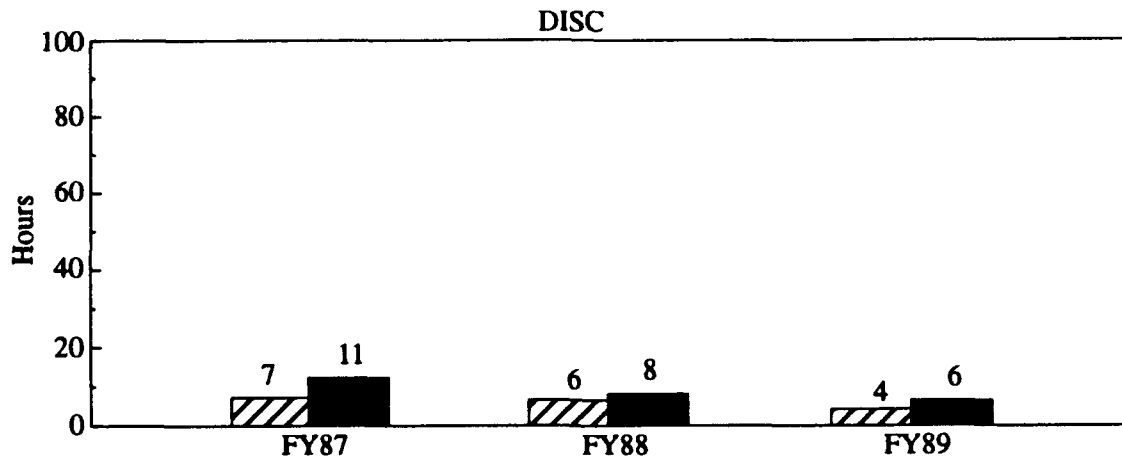
Frequency of Disciplinary Actions for DLA Sites From 1985 to 1990

	FY85	FY86	FY87*	FY88	FY89	FY90
DCASR Cleveland						
Letters of Warning/Discipline	0	0	0	16	14	5
Reprimands	19	6	9	3	0	1
Suspensions	22	26	15	13	16	2
DDMT						
Letters of Discipline	0	0	0	26	33	6
Letters of Warning	0	0	148	3	0	0
Reprimands	34	44	3	16	32	13
Suspensions	20	60	3	13	31	9
DISC						
Letters of Discipline	--	0	0	0	10	--
Letters of Warning	--	0	21	10	0	--
Reprimands	0	31	17	28	4	--
Suspensions	--	11	8	27	23	--

Notes. 1. DLA = Defense Logistics Agency; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. A dash indicates data not available.

*Project start date.



DISC = Defense Industrial Supply Center; DCASR = Defense Contract Administration Services Region;
DDMT = Defense Depot Memphis TN; DLA = Defense Logistics Agency.

*1st Quarter.

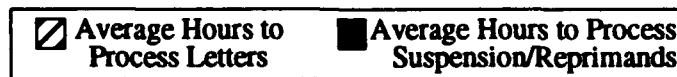


Figure 14. Comparison of average time to process letters and time to process suspensions/reprimands.

Table 33

**Effects of Nonpunitive Discipline on Processing Time, Suspension Days,
and Grievances at DLA Sites**

	DCASR				DDMT				DISC			
	1987	1988	1989	1990	1987	1988	1989	1990	1987	1988	1989	1990
Processing time saved (hours)	206	521	474	183	5,009	150	75	24	68	20.1	10.9	--
Number of suspension days saved	28	14	52	23	139	30	62	15	17	2	0	--
Number of grievances ^a	--	--	6	1	--	--	1	2	--	--	4	--

Notes. 1. DLA = Defense Logistics Agency; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. Dash indicates data are not available.

^a In every case, grievances filed as a result of suspensions.

Table 34

**Mean Evaluations of Substitution of Letters of Discipline for Reprimands
and Short Suspensions Across all Respondents at each Site**

	DCASR		DDMT		DISC	
	1988 n = 177	1988 n = 136	1988 n = 129	1989 n = 85	1989 n = 145	1989 n = 79
The substitution of Letters of Discipline for reprimands and short suspensions . . .						
Is an effective way of handling disciplinary problems	5.24	5.29	5.09	5.47	5.13	4.95
Is easy to carry out	5.51	5.36	5.43	5.69	5.81	5.44
Is very fair	5.29	5.19	5.06	5.28	5.28	5.16
Is fair because similar offenses receive similar disciplinary action	5.12	4.84	4.94	4.98	5.22	5.03
Is fair because the severity of the offense matches the severity of the disciplinary action	5.10	4.82	4.79	5.08	5.18	4.87

Notes. 1. DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Evaluation data for the Letters of Discipline (see Table 34) indicate that this form of discipline is regarded as an effective, easy, and fair method of carrying out disciplinary actions at DCASR. The evaluations of this disciplinary approach were similar for 1988 and 1989. A breakdown of the evaluations for managers, supervisors, and personnelists is presented in Table 35. The number of personnelists that rated Letters of Discipline for 1989 is small; therefore, the means for that period

Table 35

Mean Evaluations of Substitution of Letters of Discipline for Reprimands and Short Suspensions by Managers, Supervisors, and Personnelists at DDMT

	Managers		Supervisors		Personnelists	
	1988 n = 17	1989 n = 9	1988 n = 87	1989 n = 57	1988 n = 25	1989 n = 19
The substitution of Letters of Discipline for reprimands and short suspensions . . .						
Is an effective way of handling disciplinary problems	5.61	5.51	4.96	5.09	5.77	5.20
Is easy to carry out	5.49	5.63	5.38	5.08	6.31	6.67
Is Very fair	5.65	5.44	4.96	4.93	5.42	6.00
Is fair because similar offenses receive similar disciplinary action	5.25	5.98	4.92	4.63	5.92	6.50
Is fair because the severity of the offense matches the severity of the disciplinary action	5.35	4.85	4.81	4.74	5.58	5.50

Notes: 1. DDMT = Defense Depot Memphis TN.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree", 4, "Neither Agree nor Disagree" 7, "Strongly Agree."

cannot be considered statistically reliable. Overall, managers appear to have a slightly more positive view of Letters than do supervisors. However, all three groups view this approach positively.

In summary, the results of assessing the use of Letters of Discipline at DCASR Cleveland are consistently positive. This alternative to the traditional approach appears to be used in a consistent and measured way (i.e., there is no indication of extremely high levels of use at one time period and very low levels at other times). The shorter processing time required, the reduction of suspension days, and the dollar potential for savings cost deferral achieved provide the basis for concluding that this initiative is an efficient and effective disciplinary approach. This is further confirmed from the survey data in which all three groups—managers, supervisors, and personnelists—agreed that Letters of Discipline provide an effective, easy, and fair way to discipline.

Interviews conducted in March 1990 at DCASR Cleveland as part of a final assessment provide further information concerning the acceptance of Letters of Discipline and their usefulness in the discipline process. Both military and civilian managers felt the Letters of Discipline were a good option in disciplining employees. Civilian managers felt that supervisors should determine how long the letters remained in the OPF rather than for a mandatory 2-year period. Supervisors liked the option of using Letters of Discipline. They felt they were especially useful in small offices for keeping people on the job while still disciplining them. They noted that in the continuing hard budget times, letters give managers the flexibility to maintain coverage while disciplining.

Problems with letters that were noted by Region supervisors included concerns that some employees may not realize the significance of the letters and that Personnel has sometimes been slow in generating letters. DCASMA supervisors noted that the one-step Letter of Discipline procedure saved time and was less adversarial than Reprimands. DCASMA supervisors indicated that they would like a provision for removing the letters from the OPF before 2 years has elapsed.

The National Federation of Federal Employees (NFFE) union representative felt that although the concept of letters was good, they gave supervisors too much power and supervisors had abused their use. A major concern of NFFE was that the letters were not grievable, and, due to this, it was felt that supervisors used them when they were not warranted. The NFFE representative felt that counselling should have been used in many cases rather than a letter, and that the employee should be carefully informed of the letter's purpose.

Personnelists reported that the letters were well received by managers. Although employees represented by AFGE have grievance rights and NFFE employees do not, personnelists have not noticed differential use of the letters by supervisors for employees represented by the two unions. The Letters of Discipline are used very frequently in lieu of suspensions and, due to the simplified process, are a great time saver for supervisors.

DDMT. The use of Letters of Warning at DDMT reported in Table 32 shows that an exceedingly high number of letters were administered in 1987. This was accompanied by a significant savings in time which was calculated by multiplying the number of cases by a standard time estimate per case, as shown in Table 33. As described earlier in the Implementation section, approximately 100 of the 148 letters issued were related to the Memorial Day incident (see Table 32). The level of use declined in 1988 when Letters of Warning were converted to Letters of Discipline, but as the figures in Table 32 indicate, there is evidence that issuance of letters in 1989 continued at a fairly steady rate. The amount of time required to process a disciplinary action at DDMT by means of letters and by the traditional approach reported in Figure 13 shows that the processing time for letters is much less than a disciplinary action that involves Reprimand or Suspensions.

As shown in Table 33, the use of Letters of Discipline has had a strong impact on suspension days and, until grievance rights were added and the same process was employed, total processing time saved. The number of suspension days saved over the 3-year period has varied but remained substantial.

It appears from the evaluations of Letters of Discipline reported in Table 34 that there is acceptance of this approach as a means of discipline at DDMT. This approach is seen as effective, easy to carry out, and a fair method of discipline. Evaluations obtained in 1989 are slightly more positive than those for 1988, which is interesting due to the fact that Letters were then grievable. A review of the responses of managers, supervisors, and personnelists presented in Table 36 indicates that there are no large discrepancies between the groups in their ratings of the Letters of Discipline on any of the five dimensions. All three groups exhibit comparable levels of acceptance and more favorable ratings in 1989 than 1988.

In summary, DDMT experienced some difficulties in the use of Letters of Discipline at the early stages of the test, but the issues and problems associated with their use appear to have been

Table 36

Mean Evaluations of Substitution of Letters of Discipline for Reprimands and Short Suspensions by Managers, Supervisors, and Personnelists at DDMT

	Managers		Supervisors		Personnelists	
	1988 n = 17	1989 n = 9	1988 n = 87	1989 n = 57	1988 n = 25	1989 n = 19
The substitution of Letters of Discipline for reprimands and short suspensions . . .						
Is an effective way of handling disciplinary problems	5.25	6.00	5.20	5.60	4.56	5.18
Is easy to carry out	5.63	6.29	5.53	5.76	4.89	5.27
Is very fair	5.63	6.00	5.06	5.38	4.53	5.20
Is fair because similar offenses receive similar disciplinary action	5.13	5.14	4.90	5.21	4.88	4.82
Is fair because the severity of the offense matches the severity of the disciplinary action	4.53	4.57	4.90	5.46	4.65	4.82

Notes. 1. DDMT = Defense Depot Memphis TN.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

resolved. There is evidence for savings in terms of suspension days and processing time. In addition managers, supervisors, and personnelists viewed this approach as effective, efficient, and fair. In the latter part of FY89 this initiative was discontinued because of union opposition. In order to reestablish the use of Letters of Discipline, management proposed to incorporate them into the DDMT's disciplinary regulations. The union agreed to this proposal and the Letters were reinstated as one of the approaches that can be used. Close-out interviews conducted in September 1990 indicated that managers and personnelists regarded this initiative as a fast, easy approach which expedited actions and involved less administrative work for supervisors. They wanted the Letters as a discipline option, especially in the event of a reduction in work force when all available employees or personnel would be needed. The overall results suggest that the use of Letters of Discipline is a useful alternative to traditional disciplinary approaches.

DISC. Table 32 shows that DISC managers used the Letters of Warning frequently in FY87 (46% of the disciplinary actions involved issuance of Letters). Use of the approach as a substitute for Suspensions declined in 1988. The rationale for the decrease was provided by DISC in the EXPO progress report dated 10 August 1988 in which they attributed the low level of use to "grievability of the new Letters of Discipline [which seem] to act as disincentive for their use." In 1989, all Letters of Discipline issued were in lieu of Reprimands rather than Suspensions.

The amount of estimated savings in terms of processing time and suspension days, and reported grievances shown in Table 33 are small and significantly lower than that for the other two sites.

Still, the time required to process letters is substantially less than the time involved in processing Reprimands and Suspensions (see Figure 14).

Ratings of Letters by DISC personnel presented in Table 34 are positive but in contrast to the other two sites are less positive in 1989. This may be reflective of the lower level of use of Letters at DISC in the second half of 1988 and 1989. As with the results obtained from the other two sites, managers, supervisors, and personnelists did not differ sharply from one another in their evaluations of the system (see Table 37).

Table 37

Mean Evaluations of Substitution of Letters of Discipline for Reprimands and Short Suspensions by Managers, Supervisors, and Personnelists at DISC

	Managers		Supervisors		Personnelists	
	1988 n = 65	1989 n = 35	1988 n = 57	1989 n = 27	1988 n = 23	1989 n = 17
The substitution of Letters of Discipline for reprimands and short suspensions . . .						
Is an effective way of handling disciplinary problems	4.80	5.10	5.13	4.75	6.08	5.00
Is easy to carry out	5.77	5.70	5.95	5.25	5.57	5.10
Is very fair	4.95	5.27	5.68	5.08	5.53	5.00
Is fair because similar offenses receive similar disciplinary action	5.02	5.14	5.41	4.83	5.57	5.33
Is fair because the severity of the offense matches the severity of the disciplinary action	5.05	4.77	5.24	4.82	5.33	4.71

Notes. 1. DISC= Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Interviews conducted in November 1989 provide further support for these conclusions. According to the managers and specialists from the OCP, the Letters of Discipline continue to be used on a limited basis (i.e., not in lieu of suspensions, but for certain types of infractions). They feel that this initiative has worked well—saving time and reducing paperwork—but that it has not had as great an impact as other changes such as delegation of classification authority. Another benefit to supervisors cited by managers and specialists of the OCP is the greater flexibility it provides in dealing with disciplinary issues. The impact of Letters on the rate of disciplinary actions is difficult to determine according to the interviewees because of the influence of the specific commanding officer (CO) who may be more or less willing to carry out disciplinary actions. Essentially the views of personnelists regarding letters were the same as those expressed in the 1988 interviews.

Managers and supervisors in general were in favor of this initiative with some reservations. The majority liked the approach because it is more expedient, simpler, and involves less "red-tape" than the traditional approach. Whereas most supervisors and managers felt the letters were very useful, they felt that for some employees the letters did not have sufficient impact to impress the employee as to the seriousness of the act in question. A few supervisors did complain that the use of letters required detailed records and more documentation than that required for the traditional approach. In summary, Letters of Discipline are regarded as a useful option that should be included as part of the existing disciplinary system to provide managers with flexibility in handling cases of discipline.

In summary, it would appear that Letters of Discipline are not viewed as an attractive alternative to Suspensions at DISC, Philadelphia but are used in lieu of Reprimands. Not surprisingly, the benefits of this initiative in terms of savings in suspension days and processing time are not as great as that for the other two sites where they are also used in lieu of Suspensions. Managers, supervisors, and personnelists, however, do see value in Letters of Discipline, rating them positively, particularly with respect to the ease with which discipline is carried out.

NSC, Norfolk, VA

Alternative Discipline System (ADS). Statistics for the number of disciplinary actions, reprimands, suspensions, removals, repeat offenders, and grievances for 1986, 1987, and 1988 are presented in Table 38 for activities under the ADS and a comparison group consisting of activities that continued to use the traditional discipline system.

Table 38

Frequency of Disciplinary Actions Taken Under the ADS and TDS at NSC, Norfolk

	Pre-EXPO		EXPO			
	1986		1987		1988	
	ADS	TDS	ADS	TDS	ADS	TDS
Disciplinary actions	79	58	74	90	42	46
Reprimands	--	17	0	37	0	24
Suspensions	--	--	0	47	0	19
Removals	6	5	3	5	5	0
Repeat offenders	7	13	9	23	25	12
Grievances	12	9	5	10	26	28

Notes. 1. ADS = Alternative Discipline System, TDS = Traditional Discipline System, EXPO = Experimental Civilian Personnel Office Project, NSC = Naval Supply Center.

2. Dash indicates data not available.

As can be seen in Table 38, the control group reported a fairly large number of reprimands and suspensions in the 2 years of the test. The elimination of suspensions and reprimands under ADS

obviously produced a great deal of savings in terms of processing time and suspension time. The statistics for 1987 look positive for the ADS group with fewer removals, repeat offenders, and grievances than in the control group. This trend reverses in 1988, however, when many more removals and repeat offenders are noted for the ADS group. These reversals in outcomes in 1988 correspond to personnelists' reports of dissatisfaction with ADS. Without a longer test of the initiative, however, it is not possible to determine whether these trends would continue in the same direction over time or reverse due to random fluctuation.

Table 39 presents the evaluations of managers and supervisors from the ADS and traditional discipline system comparison groups concerning their respective disciplinary systems. Both systems are seen as effective and fair in dealing with disciplinary problems. Managers and supervisors who applied ADS saw this approach as significantly less disruptive than those who continued to use the traditional approach. ADS was also rated by managers and supervisors as significantly easier to carry out and more helpful to the employee. On all other items, ADS ratings are similar to traditional discipline system ratings.

Table 39
Comparison of Mean Evaluations of the ADS to the
Mean Evaluations of the TDS at NSC, Norfolk

	Managers		Supervisors		Total	
	ADS n = 19	TDS n = 8	ADS n = 49	TDS n = 44	ADS n = 68	TDS n = 52
The discipline system . . .						
Is effective in handling disciplinary problems	5.42	5.13	4.73	4.36	4.93	4.48
Interrupts daily work	2.84	4.43	3.88	4.49	3.59	4.48*
Is easy to carry out	5.47	3.88	4.76	4.18	4.96	4.13*
Is fair	5.63	5.25	4.92	4.64	5.12	4.73
Is fair because similar offenses receive similar disciplinary action	5.32	5.25	4.88	4.39	5.00	4.52
Is fair because the severity of the offense matches the severity of the disciplinary action	5.16	5.38	4.58	4.32	4.75	4.48
Creates union friction	3.67	4.50	3.81	4.36	3.77	4.38
Has a negative effect on overall productivity	3.00	3.67	3.20	2.25	3.15	3.45
Helps employees	5.47	5.38	5.06	4.38	5.18	4.54*
Creates distrust	2.89	2.50	3.31	3.64	3.19	3.46

Notes. 1. ADS = Alternative Discipline System, TDS = Traditional Discipline System, NSC = Naval Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

*Significant at .05 level.

Managers, supervisors, and personnelists involved with ADS were asked to estimate the effect of ADS on such things as the number of repeat offenders. Table 40 reports the estimated effects expressed in terms of amount of increase or decrease provided by managers, supervisors, and personnelists. Some questions were considered more relevant to one group than another; therefore, all questions were not asked of all respondents.

The responses of the managers, which are presented in the first column of Table 40, form a positive picture of ADS. According to managers, since the introduction of ADS, the number of repeat offenders, worker complaints, production time lost, and problems associated with the dispensation of discipline have all been reduced. Similarly, supervisors report a reduction in repeat offenders and production time lost. They also reported a reduction of disciplinary actions and an increase in employees' responsibility for their conduct. Personnelists, similar to managers, saw a reduction in worker complaints. They reported a slight increase in advising time, number of job responsibilities and variety of tasks. Overall, the findings from Table 40 describe ADS favorably.

Table 40
Perceptions of NSC, Norfolk Managers, Supervisors, and Personnelists
of ADS Consequences

	Managers <i>n</i> = 19	Supervisors <i>n</i> = 49	Personnelist <i>n</i> = 51
ADS has increased/ decreased . . .			
Number of repeat offenders	3.41	3.61	4.09
Worker complaints	3.67	--	3.44
Supervisory complaints	3.83	--	4.13
Union complaints	4.12	--	3.74
Production time lost	3.39	3.61	--
Time to carry out disciplinary actions	3.61	--	--
Problems	3.39	4.09	--
Number of discipline actions	--	3.60	--
Employee responsibility for conduct	--	4.60	--
Need to monitor employees	--	4.00	--
Time spent advising supervisors	--	--	4.61
Number of job responsibilities	--	--	4.35
Number of different tasks	--	--	4.30
Responsiveness to managers	--	--	4.33

Notes. 1. NSC = Naval Supply Center, ADS = Alternative Discipline System.

2. Responses were based on a 7-point scale: 1, "Strongly Decrease"; 4, "Neither Decrease nor Increased"; 7, "Strongly Increased."

3. Dash indicates that respondents were not asked this question.

Table 41 presents the feelings of managers, supervisors, and personnelists about ADS, which system they preferred, and the extent to which they wanted ADS to continue. The means obtained for each item are based on 5-point scales, with a score of 5 denoting the highest positive response (i.e., positive feelings about ADS, preference for ADS over old system, desire to have ADS continued). Clearly, managers were very receptive to ADS. Supervisors were also positive but to a lesser degree, and personnelists were the least positive.

Table 41
Mean Evaluations of NSC, Norfolk Managers, Supervisors, and Personnelists of the ADS

	Managers <i>n</i> = 19	Supervisors <i>n</i> = 49	Personnelists <i>n</i> = 51
Positive/Negative feelings about ADS	4.00	3.64	3.22
Which system do you prefer (old system or ADS)?	4.12	3.22	2.95
Should ADS be continued?	3.83	3.27	2.76

Notes. 1. NSC = Naval Supply Center, ADS = Alternative Discipline System.

2. Responses based on a 5-point scale; higher scores are more positive.

In summary, ADS produced positive results. Under ADS, because suspensions were eliminated for the experimental group, there were savings in time and money, and repeat offenders and grievances were lower for the ADS group as compared to the traditional discipline group. Attitudes of ADS managers and supervisors were generally positive. They regarded the ADS system as less disruptive, easier to conduct, and more helpful to the employee than those from the comparison group. With respect to the question of continuing ADS, managers were the strongest proponents for its continuance. In contrast, personnelists leaned toward discontinuing ADS.

End-of-Experiment Interviews. In December 1988, the union, AFGE, requested termination of ADS, and in early January 1989, the Personnel Officer and the Labor and Employee Relations Director, weighing all the problems, decided to terminate the experiment. On 22 June 1989, the EXPO evaluation team visited NSC, Norfolk to conduct a final assessment of ADS. Information was obtained from interviews conducted with key personnel involved in the implementation and use of ADS. The interviews provide the basis for a better understanding of the decision to terminate the ADS experiment. The information concerning the interviewees' reactions to and observations about ADS is summarized below.

Managers. Overall, the managers' reactions to ADS were very similar to those expressed in the interviews conducted in August 1988, described in the Implementation section. The majority of managers interviewed were still favorable toward ADS. They felt it was working, and they made it clear that they had not requested that ADS be discontinued. Among the beneficial effects of ADS they noted the following: (1) the loss of services of an employee as a result of suspension was avoided, (2) ADS was less time consuming and less cumbersome than the traditional approach, (3) ADS provided supervisors with a tool to work more effectively with employees by defining the

problem and requiring the employee to take personal responsibility for dealing with the problem, and (4) ADS provided a more consistent, progressive series of disciplinary steps in comparison to the traditional approach, thereby providing greater justification for removal of an employee if disciplinary problems continued.

Among the difficulties associated with ADS were: (1) the role of the supervisor in carrying out disciplinary actions was seen as more complex in that the supervisor was required to counsel as well as discipline, and (2) there were limits as to how willing employees were to communicate in the coaching sessions, and the sessions were not productive without the employee's cooperation and involvement.

Supervisors. The views of supervisors assessed in 1988 were on the positive side but mixed. The same themes emerged in the end-of-experiment of interviews. Supervisors reported that in some instances, ADS helped to turn around some employees with disciplinary problems, and in other instances they felt that ADS was too lenient and had no appreciable effect on the employee. While on the whole they liked the system, some supervisors felt that they were burdened with additional work (e.g., more writing, record keeping), and they were not fully prepared to conduct face-to-face coaching sessions with employees. Other supervisors felt that they were adequately trained and were confident in carrying out the sessions. Overall, they concluded that for ADS to work better, more information and support across levels of activity would be required.

According to the supervisors, there were several organization-wide issues that seriously affected the operation of ADS. The absorption of the Air Station by NSC hampered supervisors' and managers' ability to effectively control and manage their work force. Some supervisors were responsible for employees located in several different buildings. Overall, morale was low because of the hiring freeze and layoffs of temporary employees. The situation was further exacerbated by the detailing of 80 to 100 employees to jobs at lower levels for extended periods of time. Supervisors reasoned that such disciplinary problems as absenteeism would increase under such conditions and the application of ADS or any other disciplinary approach would not be fully effective.

Union Representatives. The issues that troubled the union representatives about ADS in 1988 were exactly those that were troublesome in 1989. While they felt that on a conceptual level ADS was an extremely good idea, they were opposed to the way ADS was put into practice. They maintained that because the employees were not given complete information they did not clearly understand that they were actually being disciplined under ADS. Furthermore, they felt that union representatives should be, but had not been allowed to be, available at the earliest stages of the discipline process. They were concerned that the employee was presumed guilty when the first disciplinary action was carried out, when it was possible that the employee was not at fault. The union representatives indicated that there were inconsistencies in the application of ADS, including different applications of ADS by different supervisors and by different personnelists, as well as switching from ADS to the traditional system at critical stages of discipline. They felt that under ADS discriminatory practices were more likely than under the old system and that ADS was an excellent vehicle by which to "get an employee." They also indicated that many of the supervisors were not able to express themselves well verbally or in writing—a requirement in the disciplinary process—and, thus, were frequently incapable of providing the exchange of information necessary for ADS to successfully operate. The union representatives discussed these concerns with the

Director of Labor and Employee Relations and the CO, and they were informed that modification of ADS would not be considered. The union representatives concluded that ADS in its present form was unacceptable and that in order for ADS to work, the union should have been involved at the earliest stages in the design of the disciplinary system.

Personnelists. In 1988, it was the considered opinion of the personnelists interviewed that the idea of ADS was excellent but that it was not working, could not be fixed, and should be discontinued. These same sentiments were expressed even more forcefully in the 1989 interview. It was the personnelists' opinion that ADS was given a fair test and it just did not work. It started out as a very innovative program but it evolved into the same old way of carrying out discipline using different names. They cited several reasons for the ineffectiveness of ADS: (1) The Center had not really bought off on it; there was little evidence of interest or support from top management. (2) A large segment of the supervisors were not effective in face-to-face meetings with employees over disciplinary issues. (3) A great amount of time and effort was required of the personnelist to coach and advise supervisors. This level of effort remained high and did not decrease over time. (4) NSC blue collar workers were not accustomed to responding to this type of discipline and had a difficult time understanding that they were indeed being disciplined. The absence of constructive communication in many of the ADS sessions, the involvement of the union in the coaching sessions which was seen as a disruptive element, the continuing need for heavy personnelist support in the process, and the absence of strong management interest and support overrode the benefits of time and money savings achieved through ADS. The discontinuation of ADS at NSC made sense to the personnelists.

Summary. To fully understand the reasons for the discontinuation of ADS at NSC, Norfolk, it is important to recognize that dealing with disciplinary problems is one of the most difficult parts of a supervisor's job and any disciplinary approach employed would not be completely satisfactory or problem free to those involved in the disciplinary process. Also, ADS is a highly innovative approach requiring a radical departure from the way in which disciplinary transactions have been carried out. The traditional system is comprised of a series of progressive punitive steps that are taken against the employee. The approach is essentially adversarial in nature. In contrast, ADS is a more positive approach to discipline where behavior is corrected through the joint efforts of the supervisor and employee to identify problems. The supervisor's orientation ideally should be one of consultation and encouragement. Given these philosophical and operational differences, a great deal of preparation would be required to effectively introduce and implement ADS. Those responsible for the implementation of ADS developed information, and training materials, and procedures that were well conceived, designed, and thorough. They conducted extensive training of supervisors and union stewards in ADS procedures. The comments of personnelists, supervisors, and union representatives, once ADS was actually put into practice, however, indicated that more training, advising, and resources would be necessary if ADS were to be properly applied. This suggests that even extensive preparation as that performed at NSC is not enough to successfully implement changes that differ greatly, philosophically as well as procedurally, from existing approaches.

Limited communication with the union in the early design stages of ADS was another factor that created difficulties in implementing and institutionalizing ADS. It is possible that input from the union at the early stages of ADS would have defused such concerns as the absence of "due-

process" that plagued the application of ADS procedures throughout the life of the project. By working out differences between management and union in the early stages of development, problems stemming from conflicting interpretations, suspicions about fair treatment, and so forth, may have been ameliorated and ADS could have been presented and carried out with greater clarity and coherence.

Overall, ADS was seen as producing some benefits and some problems at NSC. Many felt it worked well with good employees who, due to a crisis or special circumstances, were experiencing problems that were interfering with their work. It also seemed to be a useful approach for supervisors who were comfortable in talking to their employees and working with them on problems. Those who were less adept at written and verbal communication found it much more difficult to convert to the ADS approach. Perhaps ADS could have been applicable to these different situations and individuals and would have been more useful and effective if it had been used as an option for disciplining employees. If used in this manner, it would allow supervisors to select a disciplinary approach with which they felt comfortable and which would be appropriate for the disciplinary situation in question. With proper oversight by Personnel and safeguards for fairness, an approach with these modifications might have been possible and defused some of the major issues which led to the premature end of the ADS experiment.

Elimination of Mandatory Interviews

DCASR Cleveland; DDMT; and DISC, Philadelphia introduced the Elimination of Mandatory Interviews initiative at their respective organizations. The main indicator of the benefit of this initiative was the amount of interview time saved. Table 42 presents data for this measure as well as the number of candidates not interviewed and the number of complaints regarding promotions for the three sites. In addition, the ratings by managers, supervisors, and personnelists as to how easily, fairly, and quickly a position is filled with this approach were obtained in the EXPO Organizational Assessment Survey administered in 1988 and 1989. The data for the three DLA sites are presented in Table 43.

DCASR Cleveland, OH

The information for DCASR Cleveland reported in Table 42 shows a pattern of high use for this initiative. This use clearly translated into savings in interview time for both employees and supervisors, and the overall amount for estimated savings in interview time (958 hours) over the test period was substantial. No complaints were reported for FY89. The evaluation of Elimination of Mandatory Interviews for DCASR personnel as reported in Table 43 was very positive. The ratings indicated strong agreement with the statements that this initiative is easy, fair, and results in rapid fill time.

The ratings are presented separately for managers, supervisors, and personnelists in Table 44. The pattern of means are similar across the three groups. Greatest agreement with the statements about the initiatives is evident for ease of performance, with a lesser amount of agreement, although still a positive evaluation, for fairness of this approach.

In summary, the savings in time and money realized at DCASR Cleveland clearly demonstrate the beneficial effects of this change. Furthermore, managers, supervisors, and personnelists are enthusiastic about this initiative. The one concern about the approach, as suggested by the survey results, is the fairness of the method for selecting the best candidate for a position.

Table 42

Effects of Elimination of Mandatory Interviews at DLA Sites

	DDMT				DCASR					DISC			
	1986	1987 ^a	1988	1989	1986	1987	1988	1989	1990	1986	1987	1988	1989
Number not interviewed	--	296	739	880	--	--	--	675	84	--	274	952	1,221
Average number interviewed (per position)	--	--	--	--	4	4	4	5	2	6	1	1	2
Interview time saved (minutes/selection)	--	94	111	109	--	75	98	109	96	--	85	94	278
Complaints	--	--	--	0	--	0	4 ^b	0	0	0	0	0	0
Days supervisor has action divided by number of actions forwarded to supervisor	--	--	--	2.5	3	3	1	1	--	4	4	3	3

Notes. 1. DLA = Defense Logistics Agency; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. Dash indicates data are not available or not applicable.

^a March through September.

^b Not related to interviews.

Table 43

Mean Evaluations of Elimination of Mandatory Interviews
Across all Respondents at the DLA Sites

	DCASR		DDMT		DISC	
	1988 n = 177	1989 n = 136	1988 n = 129	1989 n = 85	1988 n = 145	1989 n = 79
The elimination of mandatory interviews . . .						
Is easy to carry out	6.13	6.37	5.41	5.98	6.24	6.11
Results in fair selection of candidates	5.02	5.34	4.13	4.10	4.96	5.00
Results in positions being filled rapidly	5.05	5.72	4.92	5.25	5.69	5.23

Notes. 1. DLA = Defense Logistics Agency; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Table 44

**Mean Evaluations of Elimination of Mandatory Interviews by
Managers, Supervisors, and Personnelists at DCASR Cleveland**

	Managers		Supervisors		Personnelists	
	1988 n = 63	1989 n = 54	1988 n = 99	1989 n = 72	1988 n = 15	1989 n = 10
The elimination of mandatory interviews . . .						
Is easy to carry out	6.34	6.43	6.08	6.30	5.92	7.00
Results in fair selection of candidates	5.22	5.48	4.94	5.30	4.42	5.52
Results in positions being filled rapidly	5.63	5.90	5.39	5.64	5.25	5.00

Notes. 1. DCASR = Defense Contract Administration Services Region.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

End of experiment interview indicated that both military and civilian managers were positive about the initiative eliminating mandatory interviews. Military managers indicated that they could now quickly review 171s without interviewing merely to satisfy a requirement rather than to gain needed information. All indicated that they had not seen abuses of the system in the form of supervisors choosing not to perform necessary interviews to avoid work, and that they were using the option wisely.

Civilian managers were very positive about the initiative, indicating it was an enormous time saver, particularly in areas in which a supervisor had many positions of the same series and grade. They did express a concern for the need to use it judiciously and be sensitive to the perceived fairness of selections. As one manager noted, the initiative did not change the potential for preselection, but changed people's perceptions of it. They cautioned that the rate of complaints regarding selections should be monitored for any continuing increases.

Supervisors felt this was a good initiative that should be retained. They were somewhat surprised that grievances had not been as great as expected, but also noted their concern that employees perceive the selection process as fair. They noted individual efforts to promote fairness as well as division procedures to review selections. All felt the initiative should be retained.

The union representative indicated that employees did not like the initiative at first, but that concerns had dissipated over time. This initiative was not seen as a major concern to the union or employees.

Personnelists considered this initiative as very successful. They noted that it is often used, with 63% of referred candidates not being interviewed.

DDMT

Table 42 also reports on the effects of Elimination of Mandatory Interviews at DDMT. The number of candidates not interviewed and the interview time saved is much lower at DDMT than at the other two sites. It is likely that the amount of time saved would have been greater but panel

interviews were required for supervisory positions, thereby limiting the use of this initiative. As can be seen in Table 42, no complaints have been registered concerning this approach. Respondents' subjective evaluations of the elimination of mandatory interviews became more positive from 1988 to 1989 (see Table 43). Managers, supervisors, and personnelists were more inclined to see this approach as easy and producing faster fill times at the time of the second survey administration. The one area of some concern was the perceived fairness of this approach. The ratings obtained for fairness of this approach at DDMT are clearly lower than those from DCASR or DISC. No clear reason is evident to explain this difference.

Table 45 presents the mean responses for each of the three groups evaluating this initiative. Managers are more positive in their assessment of elimination of mandatory interviews than supervisors and personnelists, especially with respect to the question of fairness and rapid fill time. Managers expressed their desire to expand this initiative by also using it for supervisory positions.

Table 45
Mean Evaluations of Elimination of Mandatory Interviews by
Managers, Supervisors, and Personnelists at DDMT

	Managers		Supervisors		Personnelists	
	1988 n = 17	1989 n = 9	1988 n = 87	1989 n = 57	1988 n = 25	1989 n = 19
The elimination of mandatory interviews . . .						
Is easy to carry out	6.18	6.29	5.16	6.11	5.57	6.00
Results in fair selection of candidates	5.06	5.43	3.88	4.15	4.07	3.90
Results in positions being filled rapidly	4.89	6.29	4.85	5.50	5.29	4.78

Notes. 1. DDMT = Defense Depot Memphis TN.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Reactions to this initiative that were obtained in the end-of-test interviews were consistent with the preceding findings. Most supervisors liked the initiative. Some, however, did not for two reasons: (1) Important information may not be obtained because interviews were not conducted, and (2) there is an increased potential for favoritism. Personnel specialists also differed in their acceptance for the same reasons. The general consensus, however, was that this initiative is useful and should be retained.

DISC

The amount of time saved at DISC by not conducting interviews, reported in Table 42, is greater than that for the other two sites. As with the other two sites, no formal complaints were generated using this approach. Ratings of this initiative presented in Table 43 were positive, while slightly lower than those at DCASR Cleveland and higher than those at DDMT.

The separate ratings for managers, supervisors, and personnelists in Table 46 were all on the positive side of the response scales. All three groups regarded this procedure as easy to carry out. Managers and personnelists were more positive than supervisors in their assessment of this initiative's facilitation of filling positions more rapidly. Managers were the most positive, and supervisors were the least positive concerning the fairness of this approach.

Table 46
Mean Evaluations of Elimination of Mandatory Interviews by
Managers, Supervisors, and Personnelists at DISC

	Managers		Supervisors		Personnelists	
	1988 <i>n</i> = 65	1989 <i>n</i> = 35	1988 <i>n</i> = 57	1989 <i>n</i> = 27	1988 <i>n</i> = 23	1989 <i>n</i> = 17
The elimination of mandatory interviews . . .						
Is easy to carry out	6.51	6.14	5.96	6.08	5.92	6.09
Results in fair selection of candidates	5.31	5.59	4.63	4.20	4.50	5.00
Results in positions being filled rapidly	5.52	5.53	5.83	4.48	6.00	6.08

Notes. 1. DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Similar to the other two sites, at DISC the Elimination of Mandatory Interviews initiative has produced substantial savings in time, and related estimates of the cost of time spent away from the regular job by in-house candidates and selecting officials. Also similar to the other two sites, the area judged least positive about this initiative by DISC respondents was that of fairness. Overall, however, this initiative can be judged a success at DISC.

Consistent with their impressions from 1988, managers and specialists from the OCP concluded in the end of interviews that this initiative was convenient and produced savings in time and effort. Reservations about the perceived fairness of this procedure persisted but they were not as strong as those voiced in the first set of interviews. There have been no indications that this procedure has created a major problem in this respect. Managers and supervisors felt that the elimination of mandatory interviews was an excellent approach, saving time and effort. They felt it produces results that are as good or better than selections for which all candidates are interviewed. They especially liked being able to choose the approach they feel is most appropriate and interviewing some, all, or none of the candidates. As with the findings for the other initiatives reviewed here, assessment of elimination of interviews in 1989 was consistent with that in 1988. Clearly this initiative has worked well at DISC.

Merit Promotion Evaluation Method Initiative

Two DLA sites—DCASR Cleveland and DISC, Philadelphia—have implemented the Merit Promotion Initiative. Table 47 presents the information collected measuring the status of this initiative. Table 48 presents the extent to which DCASR and DISC personnel view this initiative as easy, fair, producing high quality candidates, and resulting in quicker fill time.

Table 47

Effects of the Merit Promotion Initiative at DCASR Cleveland and DISC

	DCASR Cleveland					DISC		
	FY86	FY87	FY88	FY89	FY90	FY87	FY88	FY89
Average time (days) to process action	14	14	11	10	17	--	25	22
Total number of actions	--	94	237	242	35	--	196	243
Number of EXPO actions	--	84	225	233	31	--	61	168
Percentage of EXPO actions	--	89	95	96	89	--	31	69
Total number of employees serviced	--	--	--	3,575	1,804	2,445	2,436	2,218
Ratio of staffing specialists to employees serviced	--	--	1:357	1:297	1:258	1:815	1:812	1:739

Notes. 1. DCASR = Defense Contract Administration Services Region, DISC = Defense Industrial Supply Center.

2. Dash indicates data not available or not applicable.

Table 48

Mean Evaluations of the Merit Promotion Initiative at DCASR Cleveland and DISC

	DCASR		DISC	
	1988 n = 177	1989 n = 136	1988 n = 145	1989 n = 79
The Merit Promotion Initiative . . .				
Is easy to carry out	5.40	5.74	5.37	5.23
Results in fair selection of candidates	5.22	5.11	4.85	4.76
Produces high quality candidates	4.72	4.79	4.57	4.61
Results in positions being filled rapidly	5.01	5.49	5.17	4.98

Notes. 1. DCASR = Defense Contract Administration Services Region, DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

DCASR Cleveland, OH

Table 48 shows a modest reduction in average processing days from 14 in both FY86 and FY87 to 10 in FY89 but an increase for the first quarter of FY90. The percentage of EXPO actions has remained at a high level. Ratings of this initiative are positive (see Table 48), particularly for ease of use and fill time for 1989.

As can be seen in Table 49, the ratings of managers, supervisors, and personnelists are similar, indicating agreement among individuals from different functions regarding the effect this change

Table 49

**Mean Evaluations of Merit Promotion Initiative by
Managers, Supervisors, and Personnelists at DCASR Cleveland**

	Managers		Supervisors		Personnelists	
	1988 n = 63	1989 n = 54	1988 n = 99	1989 n = 72	1988 n = 15	1989 n = 10
The Merit Promotion Initiative . . .						
Is easy to carry out	5.44	5.70	5.23	5.73	5.90	6.25
Results in fair selection of candidates	5.40	5.44	4.93	4.92	5.50	6.00
Produces high quality candidates	4.91	5.17	4.58	4.61	4.45	4.00
Results in positions being filled rapidly	5.26	5.45	4.83	5.37	5.00	5.75

Notes. 1. DCASR = Defense Contract Administration Services Region.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

has on the operation of merit promotions. The Merit Promotion initiative is closely linked to the Elimination of Mandatory Interviews initiative. In both cases, positive effects resulting from their introduction have been reported, and it would appear that both of these initiatives have been accepted as the operative approach.

In the end-of-test interviews military managers were positive about the Merit Promotion initiative. They reported that they received lists faster—in 1 to 2 days now versus up to 2 to 3 weeks in the past. They indicated that they often had not agreed with the rating and ranking, so they did not miss having it. Further, they felt the initiative benefitted employees because they were not required to complete a statement of Knowledges, Skills, Abilities, and Other Characteristics (KSAOs). Civilian managers also liked the initiative, again noting the time savings. There was some discussion of the usefulness of KSAOs. Most of the interviewees did not feel they were helpful, but a few liked the information the KSAOs provided. One manager suggested it may be possible for individual managers to request KSAOs if they want to use them for screening candidates.

The supervisors interviewed liked the Merit Promotion initiative and were in favor of seeing it enacted permanently. They noted the time savings it provided. Again there was discussion of the usefulness of the KSAOs, some indicating they liked them, some not, but both groups wanted to retain the initiative. The union representative did not have specific concerns about the Merit Promotion initiative.

Personnelists also were positive about the Merit Promotion initiative due to the time it saves. During the test of this initiative, over 85% of actions have been processed with the expedited procedures, resulting in simpler, quicker job fills.

DISC, Philadelphia, PA

Table 47 shows a slight decrease in processing time for DISC since the implementation of the Merit Promotion initiative. The percentage of actions using the initiative in 1989 is not as great as that for DCASR Cleveland but it has increased twofold from 1988. The subjective assessment of the Merit Promotion Initiative for DISC is similar to that for DCASR. These ratings, shown for managers, supervisors, and personnelists in Table 50, revealed no sharp differences, with the exception of the supervisors' ratings of the fairness of this initiative. These ratings are a good deal lower than those provided by managers and personnelists. Based on the performance data and the subjective ratings of DISC managers, supervisors, and personnelists, the Merit Promotion Initiative has produced a faster and easier way to screen candidates for promotion.

Table 50

Mean Evaluations of Merit Promotion Initiative by Managers, Supervisors, and Personnelists at DISC

	Managers		Supervisors		Personnelists	
	1988 <i>n</i> = 57	1989 <i>n</i> = 27	1988 <i>n</i> = 65	1989 <i>n</i> = 35	1988 <i>n</i> = 23	1989 <i>n</i> = 17
The Merit Promotion Initiative . . .						
Is easy to carry out	5.41	5.19	5.29	4.94	5.45	5.82
Results in fair selection of candidates	5.02	5.22	4.42	3.94	5.23	4.91
Produces high quality candidates	4.61	4.76	4.34	4.38	5.00	4.90
Results in positions being filled rapidly	4.94	4.89	5.22	4.33	5.92	6.00

Notes. 1. DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

The opinions expressed in the end-of-test interviews concerning the Merit Promotion initiative were favorable. From the standpoint of the OCP the Merit Promotion initiative employing Option 1 has been very effective, resulting in quicker response time and less effort. Managers and supervisors in general preferred having more candidates referred, although a minority felt some of the referred candidates may not have had adequate qualifications for the position. Overall, they felt that the promotion process was expedited by this initiative and the consensus was that it should be retained.

Revised Performance Appraisal Initiative

The Revised Performance Appraisal Initiative has been partially implemented at DISC, Philadelphia with a limit placed on the number of elements used for performance appraisal. The only data bearing on the utility of this initiative are the subjective evaluations of this initiative from the EXPO survey administered in 1988 and 1989. The mean evaluations for managers, supervisors, and personnelists and the evaluations combined for all three groups are presented in Table 51.

Based on the means collapsed over all three groups, it appears that they are in general agreement that this initiative saves time, involves less paper, is accurate, and provides rapid service. These data, although not bolstered with organizational performance data, provide some basis for regarding this initiative as useful.

Table 51

Mean Evaluations of Revised Performance Appraisal Initiative by Managers, Supervisors, and Personnelists at DISC

	Managers		Supervisors		Personnelists		Overall	
	1988 n = 65	1989 n = 35	1988 n = 57	1989 n = 27	1988 n = 23	1989 n = 17	1988 n = 145	1989 n = 79
The revised performance appraisal initiative system . . .								
Saves time	5.31	5.38	5.04	5.00	5.33	5.56	5.18	5.20
Involves less paperwork	5.33	5.15	5.17	4.78	4.75	5.70	5.18	5.06
Is accurate	4.45	5.08	4.75	4.35	4.58	5.22	4.62	4.70
Provides rapid service	5.07	5.25	4.91	4.73	4.92	5.30	4.97	4.98

Notes. 1. DISC = Defense Industrial Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

Based on the end-of-test interviews it was concluded that this initiative was regarded by the interviewees as a minor change, but they preferred the limitation on the number of performance elements over the old system. Although they liked the smaller number of elements, they felt that the major controversies and basic problems concerning the performance appraisal system were not addressed by this change.

Acceptance of EXPO Initiatives

This section summarizes the attitudes of managers, supervisors, and personnelists from all the test sites toward the EXPO initiatives. First, an overall evaluation of each initiative is presented. Second, ratings of the EXPO initiatives in terms of their impact on conducting personnel matters for each site are reviewed. Third, the general level of acceptance of the Project EXPO initiatives for each organization is summarized.

Table 52 presents the mean of the overall evaluation indices for each EXPO initiative for the six initial sites and Table 53 presents the overall evaluation of DCA for the remaining 10 DLA sites. The overall index was obtained by averaging the combined ratings of the individual scales used to measure a specific initiative. All but one of the mean values for the indices reported in Table 52 exceed the midpoint of 4, indicating that the evaluations for essentially all initiatives were on the positive side of the scale. Considering only the 1989 evaluations, it can be seen that the Elimination of Mandatory Interviews initiative received the most favorable evaluation at all the

Table 52

Means of Overall Evaluation Indices for Each EXPO Change at Original EXPO Sites

EXPO Change ...	AFA		DCASR Cleveland		DDMT		DISC		CECOM		NSC
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1
	n = 117	n = 78	n = 177	n = 136	n = 129	n = 85	n = 145	n = 79	n = 200	n = 160	n = 177
ADS/Substitution of Letter of Discipline ^a	--	--	5.26	5.06	5.06	5.25	5.36	5.13	--	--	4.97
Delegation of Classification Authority	--	--	4.73	4.85	4.41	4.16	4.63	4.48	4.47	4.22	--
Elimination of Mandatory Interviews	--	--	5.56	5.84	4.82	5.24	5.60	5.51	--	--	--
Revised Merit Promotion System	--	--	5.12	5.33	--	--	4.98	4.84	--	--	--
Revised Performance Appraisal	--	--	--	--	--	--	4.96	5.50	--	--	--
Core Document	5.19	4.77	--	--	--	--	--	--	3.94	4.23	--
One-Stop Service Centers	--	--	--	--	--	--	--	--	4.65	4.55	--
Generic Position Description	--	--	--	--	--	--	--	--	4.70	4.38	--

Notes. 1. EXPO = Experimental Civilian Personnel Office Project (EXPO); AFA = Air Force Academy; Air Force Academy; DDMT = Defense Depot Memphis TN; DCASR = Defense Contract Administration Services Region.; DISC = Defense Industrial Supply Center; CECOM = Communications-Electronics Command; NSC = Naval Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

3. Dash indicates data not available or not applicable.

^aOnly personnelists answered this question (n = 47).

^bOnly personnelists answered this question (n = 29).

Table 53

Mean Overall Evaluation for Indices for Delegation of
Classification Authority at 10 DLA Sites

	Year 1	Year 2	Sample Size	
			Year 1	Year 2
DCASR Boston	4.23	4.30	161	154
DCASR Chicago	4.23	4.22	106	113
DCASR Dallas	4.64	4.69	146	159
DCASR Los Angeles	4.53	4.30	131	146
DCASR New York	3.77	4.23	128	141
DCASR Philadelphia	4.68	4.75	105	112
DCASR St. Louis	4.11	4.29	161	146
DCSC	4.02	4.24	161	183
DESC	4.60	4.62	163	151
DPSC	4.39	4.60	159	167

Notes. 1. DLA = Defense Logistics Agency, DCASR = Defense Contract Administration Services Region, DCSC = Defense Construction Supply Center, DESC = Defense Electronics Supply Center, DPSC = Defense Personnel Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

sites where it was implemented, followed by the Revised Merit Promotion initiative and Substitution of Letters of Discipline. Evaluations of the Delegation of Classification Authority initiative (see Tables 52 & 53) were somewhat more varied across sites and were less positive. The most positive evaluations of this initiative were from DCASR Cleveland, the least positive from DCASR Chicago, DCASR New York, and DCSC. The Core Document initiative was evaluated more positively at the Air Force Academy than it was at CECOM.

Tables 54 and 55 summarize the perceived consequences of the application of the EXPO initiatives for each site. Overall, the EXPO initiatives were seen at each of the sites to have positive consequences, such as increasing the ease with which personnel actions are carried out. For the original EXPO sites (Table 54) the EXPO initiatives were judged as having the most positive effects at DCASR Cleveland, whereas the effects of the initiatives were comparatively weaker at DISC and CECOM. It is evident from means reported in Tables 54 and 55 that the EXPO initiatives were not viewed equally across sites. Analyses of variance performed on these data produced significant differences across sites for most of the scales. The statistical summary tables are shown in Appendix E.

Tables 56 and 57 summarize the general attitudes of managers, supervisors, and personnelists regarding the EXPO initiatives for each site, their preference for the EXPO system as compared to the old system, and their desire to see the EXPO initiatives continued. In no instance were overall feelings about EXPO negative nor were they strongly positive. Over all sites, 45% of the respondents indicated positive feelings about EXPO as compared to 11% who reported negative feelings. Similarly, 53% preferred the EXPO system as compared to 13% who preferred the old system. Collectively, managers, supervisors, and personnelists expressed positive feelings about EXPO, preferred EXPO over the old system, and wanted to see EXPO continued. Across items, there is no one site that is consistently the highest or the lowest, but overall DCASR Cleveland was most favorable. Statistically significant differences were obtained across the sites (see Appendix F).

In conclusion, the EXPO initiatives were seen across organizations as having a moderately positive effect on the execution of personnel actions and other personnel-related matters. The results suggest that there is general sentiment to continue to employ these initiatives. While the differences on these measures are not inordinately large, they suggest that the EXPO initiatives are working better at some organizations than at others.

General Summary of the Project EXPO Test

In the implementation model, presented in Chapter 2, five areas were designated as important to the evaluation of the implementation and impact of the EXPO initiatives. This section summarizes the Project EXPO effort in terms of these five areas.

Context. On the basis of information obtained from on-site interviews and questionnaires it appears that several properties of the local setting or context had some effect on the implementation, acceptance, and operation of the changes. Among the context characteristics that surfaced as important were: management commitment to proposed changes, continuity of managerial personnel, and composition of work force (primarily blue collar vs. white collar).

Table 54

Mean Evaluations of the Perceived Consequences of EXPO Changes at Each Site

	AFA		DCASR Cleveland		DDMT		DISC		CECOM		NSC
	Year 1 n = 117	Year 2 n = 78	Year 1 n = 177	Year 2 n = 136	Year 1 n = 129	Year 2 n = 85	Year 1 n = 145	Year 2 n = 79	Year 1 n = 200	Year 2 n = 160	Year 1 n = 298
EXPO has increased/ decreased . . .											
Difficulty of meeting job responsibilities	4.05	3.97	3.95	3.79	4.35	4.62	4.05	3.93	4.66	4.33	4.20
Time to fill a position	3.88	3.88	3.46	3.22	4.25	4.35	3.49	3.77	3.89	3.91	--
Authority to influence classification decisions	3.66 (76) ^a	4.33 (51) ^a	4.70 (162) ^b	4.64 (126) ^b	4.42 (104) ^b	4.39 (66) ^b	4.48 (122) ^b	4.42 (62) ^b	4.48 (153) ^b	4.23 (131) ^b	--
Ease in carrying out personnel actions	--	--	4.70	4.91	4.35	4.58	4.59	4.64	4.26	4.31	--
Effectiveness of personnel system	--	--	4.63	4.91	4.22	4.31	4.67	4.86	--	--	--
Overall work group productivity	--	--	4.41	4.67	4.61	4.50	4.48	4.38	--	--	--

Notes. 1. EXPO = Experimental Civilian Personnel Office Project (EXPO); AFA = Air Force Academy; DCASR = Defense Contract Administration Services Region.; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center; CECOM = Communications-Electronics Command; NSC = Naval Supply Center.

2. Responses were based on a 7-point scale: 1, "Strongly Disagree"; 4, "Neither Agree nor Disagree"; 7, "Strongly Agree."

3. Dash indicates data not available or not applicable.

^aOnly supervisors responded to this item.

^bSupervisors and managers only.

Table 55

Mean Evaluations of the Perceived Consequences of EXPO Changes for 10 DLA Sites

	Difficulty of Meeting Job Responsibilities		Time to Fill a Position		Authority to Influence Classification Decisions		Ease in Carrying out Personnel Actions		Effectiveness of Personnel System	
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2
DCASR Boston	3.92	3.81	3.82	3.95	4.24	4.16	4.09	4.07	4.15	4.15
DCASR Chicago	3.80	3.77	3.84	3.64	4.28	4.37	4.04	4.18	3.97	4.09
DCASR Dallas	3.73	3.69	3.85	3.85	4.79	4.79	4.34	4.35	4.31	4.39
DCASR Los Angeles	3.95	3.87	4.03	3.88	4.54	4.35	4.14	4.24	4.19	4.17
DCASR New York	3.81	3.81	3.72	3.95	4.17	4.27	4.03	4.02	3.94	3.99
DCASR Philadelphia	3.70	3.76	4.06	3.99	4.74	4.79	4.44	4.30	4.54	4.57
DCASR St. Louis	3.78	3.79	3.85	3.73	4.17	4.43	4.08	4.13	4.05	4.11
DCSC	3.71	3.82	3.83	3.89	4.31	4.29	4.11	4.06	3.99	4.01
DESC	3.66	3.82	3.87	4.01	4.65	4.70	4.34	4.49	4.46	4.64
DPSC	3.72	3.81	3.82	3.97	4.34	4.28	4.26	4.17	4.30	4.30

Notes. 1. EXPO = Experimental Civilian Personnel Office Project, DLA = Defense Logistics Agency, DCASR = Defense Contract Administration Services Region, DCSC = Defense Construction Supply Center, DESC = Defense Electronics Supply Center, DPSC = Defense Personnel Supply Center.

2. Responses were based on a 7-point scale: 1, "Greatest Decrease"; 4, "Neither Decrease nor Increase"; 7, "Greatest Increase."

Table 56
Mean Evaluations of Project EXPO at Each Site

	AFA		DCASR Cleveland		DDMT		DISC		CECOM		NSC
	Year 1 n = 117	Year 2 n = 78	Year 1 n = 177	Year 2 n = 136	Year 1 n = 206	Year 2 n = 123	Year 1 n = 261	Year 2 n = 150	Year 1 n = 200	Year 2 n = 160	Year 1 n = 298
Positive/ negative feeling about EXPO	3.87	3.63	3.77	3.89	3.41	3.32	3.75	3.65	3.20	3.11	3.21
Prefer old system or EXPO system	4.04	3.76	4.10	4.12	3.51	3.41	3.99	3.93	3.40	3.29	3.25
Continue EXPO system	3.79	3.49	3.79	3.88	3.31	3.16	3.72	3.63	3.20	3.05	3.22

Notes. 1. EXPO = Experimental Civilian Personnel Office Project; AFA = Air Force Academy, Colorado Springs, CO; DCASR = Defense Contract Administration Services Region; DDMT = Defense Depot Memphis TN; DISC = Defense Industrial Supply Center; CECOM = U.S. Army Communications-Electronics Command Fort Monmouth, NJ; NSC = Naval Supply Center.
2. Responses based on 5-point scales; higher scores are more positive.

Table 57
Mean Evaluations of Project EXPO at 10 DLA Sites

	Positive/Negative Feeling About EXPO		Prefer Old System or EXPO System		Continue EXPO		Sample Size	
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2
DCASR Boston	3.48	3.29	3.52	3.46	3.35	3.25	(161)	(154)
DCASR Chicago	3.41	3.32	3.49	3.38	3.22	3.04	(106)	(113)
DCASR Dallas	3.49	3.46	3.60	3.53	3.38	3.28	(146)	(159)
DCASR Los Angeles	3.56	3.44	3.80	3.68	3.76	3.48	(131)	(146)
DCASR New York	3.30	3.30	3.47	3.39	3.13	3.05	(128)	(141)
DCASR Philadelphia	3.69	3.61	3.79	3.73	3.76	3.57	(105)	(112)
DCASR St. Louis	3.22	3.25	3.23	3.26	3.22	3.12	(161)	(146)
DCSC	3.19	3.07	3.20	3.06	3.16	2.86	(161)	(183)
DESC	3.76	3.70	3.82	3.87	3.56	3.60	(163)	(151)
DPSC	3.51	3.56	3.69	3.74	3.59	3.74	(159)	(167)

Notes. 1. EXPO = Experimental Civilian Personnel Office, DCASR = Defense Contract Administration Services Region, DCSC = Defense Construction Supply Center, DESC = Defense Electronics Supply Center, DPSC = Defense Personnel Supply Center.
2. Responses were based on a 5-point scale: 1, "Strongly Disagree"; 3, "Neither Agree nor Disagree"; 5, "Strongly Agree."

With respect to the issue of management commitment at two sites (Ft. Gordon, Tobyhanna) the proposed changes were withdrawn and implementation efforts terminated because management concluded that the time and effort required to implement the changes were not worth the payoff. In contrast, at AFA, the CPPP was strongly supported by the Personnel Director and others associated with this change at the local and Headquarters levels and this support was reflected in the extraordinary efforts made to effect its implementation. An indication of this deep commitment was the assignment of a sizable number of additional personnel specialists to the Academy in order to contend with the accelerated implementation imposed on the project.

A related factor involved changes in key personnel. At CECOM, Ft. Monmouth, for example, the Personnel Director who was the major architect and proponent of the One-Stop Service Center retired at a critical juncture in the implementation phase. His departure significantly delayed the progress of the implementation. At sites at which management remained constant, the implementations were easier to effect.

Another context factor that may have had a bearing on how well the proposed initiatives worked was the composition of the work force. It was observed in the on-site interviews that some of the initiatives were more suited to a white collar environment. For example, it was suggested that supervisors who were promoted from the blue collar work force were not as well prepared by their work experiences to carry out the procedures required under DCA as were supervisors from the white collar community.

Organizational context was also assessed by means of organizational climate measures. The data suggest that individuals at these sites generally rated their organization positively on the various climate characteristics suggesting that there were no serious general organizational impediments to the implementation. This is consistent with the fact that the organizations volunteered to participate in the project and were innovative in the proposal and development of the initiatives. Some sites, however, had higher overall scores for the various climate characteristics relative to others. A correlational analysis of these climate scores with attitudes toward the changes indicated that organizations that were higher on decision-making structures, acceptance and accommodation of change, and management style were more positive toward the EXPO initiatives (see Table 58). These findings suggest that organizations which are high on these particular climate dimensions may be more receptive to organizational innovations in general, and the measurement of those dimensions may prove useful for identifying good candidates for organizational change in the future.

Implementation. Several indicators were used in connection with assessing the implementation of the initiatives. One indicator concerned the training materials and general information provided to acquaint and prepare employees for the changes. All sites provided training and orientation and, overall, these activities were judged by recipients to be good.

Level of use was another indicator. The majority of sites reported that some of the initiatives were being fully used. Other initiatives were not used to their full extent. In some instances there were delays in the implementation because of modifications and restructuring, for example, changes made in the One-Stop Service Center concept at CECOM. In other instances a decision was made not to use a specific initiative, for example, the use of Letters of Discipline at DISC.

Table 58

**Correlations Between Organizational Characteristics and EXPO
Assessment for 15 EXPO Sites**

	Resistance to Change		Decision-Making Structures		Accommodating Change		Management Style	
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2
EXPO has increased . . .								
Authority to influence classification decisions	-.05	.53*	-.31	.03	-.36	.19	-.40	.12
Effectiveness of personnel system	.46*	.46*	.45*	.46*	.44*	.45*	.54*	.55*
Overall work group productivity	.44*	.46*	.46*	.47*	.45*	.46*	.55*	.56*
Positive feelings about EXPO	.48*	.47*	.44*	.31	.33	.19	.51*	.31
Prefer EXPO	.30	.43*	.42	.29	.32	.13	.45*	.28
Continue EXPO	.39	.37	.21	.24	.19	.06	.37	.21

Notes. 1. EXPO = Experimental Civilian Personnel Office Project.

2. NSC was omitted from the analysis because ratings of EXPO were not assessed in Year 2.

3. Correlations based on assessments of EXPO for Year 1 and Year 2 with average climate scores for each site.

*Indicates significant correlation.

Level of use was further indicated by level of acceptance. Based on questionnaire responses, employees from the majority of sites were receptive to the initiatives.

A final indicator of whether implementation was being accomplished was the monitoring and measurement system established. All sites established such systems and routinely provided information to the external evaluators.

In summary, the evaluation indicated that all the sites provided a fair test of how EXPO initiatives affected personnel operations. At sites where the implementation effort was especially successful it was usually due to the exceptional efforts of those responsible for implementing the changes.

Summary of Intended Outcomes

The measurement of intended outcomes resulted in the following general effects:

Core Document.

- Significant reduction in time to develop PDs.
- No improvement in average time to fill jobs.
- Decrease in inflated rating distribution.
- Managers report an increase in influence on classification decisions.

DCA.

- Accurate classifications produced.
- Improvement in working relationship between supervisors and personnel office.
- Managers, supervisors, and personnelists moderately satisfied with DCA.

Letters of Discipline.

- Significant number of suspension days saved.
- Substantial reduction in processing time.
- No increase in grievances filed.
- Managers, supervisors, and personnelists view letters of discipline as a fair and effective approach.

Elimination of Mandatory Interviews.

- Significant reduction in interview time.
- No effect on the number of days supervisors have actions relative to number of actions forwarded.
- Managers, supervisors, and personnelists view elimination of interview as an easy, fair approach that enables faster filling of positions.

Streamlining Merit Promotion Process.

- No effect on length of time to process.
- Managers, supervisors, and personnelists view the Merit Promotion Process as an efficient, easy, fair way to process high quality candidates.

One-Stop Service Centers.

- Significant decrease in number of days to process SF52s and retirement.
- Reduction in average time to process new hires.
- Significant reduction in number of grievances and adverse actions.
- Managers, supervisors, and personnelists rate one-stop centers as convenient.

Unintended Consequences. A certain number of unintended consequences resulted from the initiation of Project EXPO. At NSC, for example, one unintended consequence was the ambiguity of the supervisor's role in ADS actions. They perceived their role as complex and ambiguous, shifting back and forth between that of counselor and that of a disciplinarian. The amount of training and support necessary to support the implementation of the new system was

underestimated, and it was felt that greater preparation of supervisors would have been required to produce the appropriate orientation necessary to effectively carry out ADS.

Another example concerned the difficulties associated with the establishment of four service centers within the CPO at Ft. Monmouth. At the outset the creation of these separate service centers resulted in a lack of uniform application of the EXPO changes as well as the creation of resentment and distrust between personnelists in the separate units. The social and psychological impact of the changes were not anticipated and the detrimental effects lingered far into the project.

A final example of an unintended consequence dealt with the perceived purpose of DCA. Interviews at DLA sites indicated that a sizable group of managers viewed DCA primarily as a way to upgrade positions to compensate for perceived deficiencies in pay in the Civil Service System.

Conclusions

The conclusions presented in this report are based on information from numerous sources: the organizational performance indicators, results from questionnaires administered at the sites, the interviews conducted with employees at the sites as well as information obtained through telephone and written communications with representatives at the sites. The initiatives that comprise Project EXPO covered several aspects of personnel management and administration. With the exception of One-Stop Service Centers and the performance appraisal initiative, the initiatives were tested at more than one site and differing versions of the initiatives were tested at different sites (e.g., different versions of the core document initiative at Air Force Academy [AFA] and the U.S. Army Communications-Electronics Command [CECOM] Ft. Monmouth).

In this section the information collected in the evaluation effort is summarized and discussed with respect to the value of these changes in carrying out personnel management activities within DOD. The Conclusions section is intended to provide an overview of the results appropriate to the question of institutionalization of the initiatives. Each initiative will be addressed separately, followed by conclusions regarding Project EXPO overall.

Core Document

Two variations of the core document concept were tested, the CPPP at AFA and the Performance Plan at CECOM (descriptions of these changes are provided in Chapter 2). The use of a core document to integrate the documentation of the classification, staffing, and performance appraisal components of a position package is conceptually sound. Data from both of the sites testing this initiative, in particular the Air Force Academy, support this contention. In actual practice, the Air Force Academy has documented the utility of the core document by the significantly shorter time required to complete the package and the improved quality of the document. Based on the success of the test, CPPP has been extended to sites throughout the Air Force.

CECOM, Ft. Monmouth tested a core document, the Performance Plan, for a shorter period of time. An integral part of their core document is the generic JD. Both the core document and the generic JD were tested as part of Project EXPO. There are some advantages to the use of generic JDs as indicated by personnelists, managers, and supervisors. They all saw processing time as

shorter with generic JDs and service as more rapid. Personnelists, managers, and supervisors, however, all provided ratings of the generic JDs that indicated they had questions about the quality of the product. The ratings of the core document, although not as extreme, follow the same pattern. Based on the ratings, the core document at Ft. Monmouth was seen as high on efficiency and ease of use and low on quality.

With the use of a core document, therefore, there is concern that in integrating and streamlining the position package, vital information may be omitted. The amount of effort required to produce an accurate core document is extensive and before undertaking the development of an original core document the requirements need to be carefully considered. With increasing availability of existing core documents that would require only slight modifications as well as assistance from standardized descriptions and menus, however, the time and resources required to develop core documents should be significantly reduced. Because accuracy of the document is so important, it is necessary that systematic information be collected regarding the quality of the product and its effect on the delivery of personnel services to ascertain that the innovations have been successful. On the basis of the Air Force experience, the introduction of the core document in other CPOs is feasible and recommended, provided that a mechanism is put in place to insure that the documentation developed incorporates the necessary and sufficient information.

One-Stop Service Centers

Of the initiatives tested under Project EXPO, the One-Stop Service Center initiative involved the most far reaching changes in the way services are delivered and a redefinition of the role of the personnelist. Evidence suggests that the One-Stop Service Centers improve service to customers in a concrete way. Time to process new employees, position packages/SF52s, and retirement actions have been reduced, and managers and supervisors see the One-Stop Service Centers as convenient, providing more rapid service, and facilitating the preparation of classification/staffing/performance appraisal packages. The core document and its preparation, therefore, are highly compatible with the One-Stop Service Center concept.

An important consideration in establishing One-Stop Service Centers is the size of the Personnel Office and the available mix of skills of personnelists on the staff. To provide one-stop service to clients within the organization, it is necessary to have personnel generalists or teams of personnelists with the appropriate set of skills to provide effective, independent personnel services, as described in the Implementation chapter.

The test at CECOM approached the creation of one-stop service by developing generalists from specialists on staff. When the one-stop concept is implemented in this fashion, certain problems arise. This was evident at CECOM where difficulties were reported in effecting a transition from the old, established format to the one-stop concept. To develop a capable generalist, extensive training and effort were required for personnelists to obtain expertise in various areas of personnel. In addition, the move to a one-stop approach required a change in personnelists' definition of their job and with it acceptance of this definition. For long-term employees, particularly those nearing retirement who enjoyed their specialty, it was too great a change in some cases. To others, often younger employees, the cross-training was seen as a challenge that enriched their jobs. All personnelists involved in the One-Stop Service Center initiative saw their jobs as being more difficult. Whether individual personnelists see this as a challenge or a burden is important, and their

supportive or resistant response to such a change is an important factor in the success or failure of One-Stop Service Centers.

An alternative approach to that employed at CECOM for providing one-stop services to customers that may merit consideration would be to combine personnelists with overlapping skills into One-Stop Service Center teams. This team approach might prove to be less disruptive to the organization overall, and more palatable to the individual personnelists in that their existing roles are not required to change so radically. Although this team approach was not tested under Project EXPO, it was suggested by numerous people at Ft. Monmouth as a potentially better way to provide one-stop service.

The establishment of One-Stop Service Centers is a change worth considering on the part of personnel offices if the right combination of skill mix, enthusiasm on the part of personnelists, and training resources exist. When these conditions exist, the benefits from the use of One-Stop Service Centers should redound to the total organization. The benefits of such restructuring include a more responsive Personnel Office with quicker service and more personalized contact between personnelists and clients. The drawbacks include the extensive time, effort, and resources required to reorganize a traditionally structured personnel office to such a format, and the fact that difficult, technical issues do arise that require well-trained experts in specialized areas. Not all personnel offices should aspire to a one-stop organization, but it is worthy of consideration if the proper conditions exist to foster it. An important aspect of such an organization is that it is consistent with trends toward streamlining of personnel functions, including a conversion to automation of processes (e.g., automated position classification). It should be added that the foremost consideration regarding adoption of the One-Stop Service Center concept is whether customers (management and employees) and the organization and its mission are best served by its use. Finally, it should be noted that the One-Stop Service Center concept, its design and operation has had the customer as its mission focus, which is clearly consistent with such current organizational change trends as Total Quality Management and which may prove beneficial in effecting these organizational innovations.

Delegation of Classification Authority

Delegation of classification authority was the most widely tested initiative under Project EXPO. In addition to the original four sites, 10 other sites in DLA tested this initiative. For the DLA sites testing DCA, managers were given classification authority for all positions, whereas at CECOM managers were given classification authority in cases where disagreements over classifications existed. Use of DCA has been restricted because of budget constraints and DOD hiring freezes. Classification activity employing DCA at CECOM has been less than that for the DLA sites. Based on data from the questionnaires and interviews it appears that the effects were variable across DLA sites. The extent to which managers and supervisors have been involved in preparing PDs prior to EXPO appears to be an important factor in determining how well DCA operates at a specific site. For example managers at DCASR and DISC wrote PDs prior to EXPO, whereas at DDMT they did not. The amount of additional work and learning required, therefore, were considerably less for managers at DISC and DCASR in comparison to the amount required of managers at DDMT. At DISC and DCASR, in fact, the process was actually simplified for managers due to modifications in the evaluation statement. For managers and supervisors at DDMT, many of whom were former blue collar employees unfamiliar with extensive writing,

DCA required that they now prepare PDs as well as classify them. For sites at which personnelists previously prepared and classified positions without significant participation by managers, the assumption of these duties by managers will require additional time and support on the part of the CPO to have managers feel competent in and confident about DCA. Regardless of the differences in prior experience for this initiative to be effectively employed, considerable training is required with possible refresher training when needed.

An issue that has been central to DCA since it was proposed is that of control. There was a concern on the part of personnelists that some managers because of their greater authority would use classification authority in an arbitrary, inappropriate manner (e.g., overclassification of positions). This has not occurred, and over time personnelists have acknowledged that managers have used sound judgment and have employed the proper criteria in their judgments. Another aspect of the control issue is that of managers' perceptions of their control over the process and the oversight imposed by the CPO. Whereas DCA gives managers more control, the extent to which they in fact have control over classification decisions is a continuing source of concern. In the event a challenge to a classification decision cannot be resolved between classifier and manager it is elevated to a higher level in the chain of command. Many managers perceive this to be tantamount to classifiers' "veto power" over their decisions. According to managers some form of oversight is necessary to insure accuracy and responsible usage, but as they become more knowledgeable and experienced with the classification process, managers feel the level of oversight could be reduced. Managers propose some form of sampling in place of the 100% review that is presently done. Finally, when linked to other aspects of personnel management (e.g., manage to budget, position management), it becomes more meaningful yet more complex to provide managers with control and flexibility in personnel management.

Overall, the DCA initiative evoked generally positive but mixed reactions from managers, supervisors, and personnelists. Several advantages of DCA were cited: (1) DCA managers and supervisors who have detailed knowledge of the work required now have greater input into classification, (2) the DCA process produces a more accurate PD, (3) the working relationship between managers and personnelists is improved, and 4) there are fewer delays due to reviews. On the negative side the following were noted: (1) DCA procedures create additional workload for managers and supervisors, (2) there is a greater potential for inconsistency among PDs, (3) there is a concern that CPO oversight weakens or negates delegation authority, and (4) DCA cannot resolve pay comparability and outdated classification standards issues. Some of the problems cited above (e.g., 1 and 2) are amenable to resolution through more standardized and conveniently situated training (e.g., videotapes).

In conclusion, DCA is beneficial and a change which other organizations may consider for their use. It seems to work best at sites where managers have routinely developed PDs, where there is a constant level of classification activity, and where the nature of the work necessitates specialized or unique PDs as opposed to standardized PDs. DCA may work at sites with characteristics other than these, but it will require more resources and be more difficult to accomplish. The general consensus of managers, supervisors, and personnelists was that the rules and standards governing delegated authority should be flexible and general. This would help to insure that the advantages of using the DCA approach are retained.

Nonpunitive Discipline

Four of the original EXPO sites tested systems of nonpunitive discipline. The three DLA sites tested the use of letters of discipline in lieu of reprimands and suspension up to 10 workdays and NSC, Norfolk tested the ADS.

DLA Letters of Discipline. Although the Letters of Discipline initiative used within DLA has been controversial, it also has proven to be popular with users and to work well within DLA. DCASR Cleveland and DDMT documented savings in suspension days with their use, and all three sites demonstrated savings in time to process disciplinary actions. This approach was also seen as more timely in its application than the traditional approach because the letter is issued without an employee response in this one-step process and it is more likely to be issued promptly following the offense. Letters of Discipline were judged to be an easy, fair, and effective method of discipline. From the perspective of managers the Letters of Discipline, however, should not be considered a replacement for traditional discipline but an excellent supplement to the traditional disciplinary procedures. They felt that Letters were particularly appropriate for certain situations (e.g., for a historically good employee who had developed a problem requiring disciplinary action).

Experimentation with the Letters at the three DLA sites has revealed a degree of flexibility in their use. DISC, Philadelphia has used the Letters for minor problems (e.g., parking violations) whereas DCASR Cleveland and DDMT have applied them to a wider range of problems. Letters can be more or less punitive than the traditional discipline approach. When substituted for Suspensions, the use of Letters of Discipline was less punitive than the traditional method. When they were selected in lieu of Reprimands, however, the reason often was to save time by using a simpler process and/or to keep the infraction documented in the personnel file longer. In many cases, therefore, they have not been used to improve employee behavior in a manner consistent with a theory of nonpunitive discipline. This raises the question as to whether a clearly defined rationale underlies the use of Letters of Discipline across and within DLA sites. Although they were introduced conceptually as a form of nonpunitive discipline, the manner in which they have been applied suggests a less-than-clear understanding and consensus of the purpose of Letters. Letters of Discipline can definitely be recommended for use by other sites, with the proviso that they are used with a consistent organizational policy that clarifies the rationale for their use so that managers understand how to apply them properly.

Alternative Discipline System (ADS). Although terminated early, ADS showed promise as a way to deal with disciplinary problems. Even at the time the decision was made to discontinue the use of ADS, many managers and supervisors expressed their desire to continue using this approach. The organizational performance measures documenting the effect of ADS also demonstrated the positive effects of the system. Unquestionably the amount of effort required to prepare everyone involved in this experiment was massive, as was the work required to maintain the program (e.g., monitoring, training). The benefits of such a nonpunitive discipline system can be worth this required effort, when certain conditions are present that help maximize the potential for the success of the program.

First, the ADS should be an integral part of a corporate philosophy defining the organization's human resource policies. Current trends toward participative management and employee development and protection (e.g., protection against firing if productivity gains are made) are

highly consistent with a nonpunitive discipline approach. One of the strengths of the ADS experiment at NSC, Norfolk was the strong philosophical foundation of the discipline system; the ADS system, however, was not completely compatible with the organizational philosophy which encompassed it at Norfolk. Second, the personnelists in an organization contemplating adoption of this approach, particularly those dealing with discipline in the organization, should be solidly behind the change. Managers and supervisors rely heavily on the Personnel Department in taking disciplinary actions, and the personnelists' confidence in and understanding and support of the system is crucial to its success. Although there was speculation before and during the course of the ADS experiment that it might be more appropriate to blue or white collar employees, there were no clear-cut trends indicating that it was more beneficial or easier to administer for either type of employee.

Elimination of Mandatory Interviews

For the most part this initiative was noncontroversial and seen as providing a good way of selecting employees. Managers and personnelists were very positive about the effects of the change and indicated it had produced substantial savings in time and the related cost of personnel selection. An issue which has accompanied this initiative is the fairness and/or perceived fairness of not interviewing all candidates for a job. Whereas this has not proved to be a difficulty to date, it is important to assure that confidence in the system does not erode over time so that the integrity of the process is questioned. This would require monitoring by the CPO, to ensure that the process is carried out in a fair and equitable manner. The initiative has been good for the test sites and could prove highly beneficial to other sites, if it were enacted with a system that monitors the selection process with respect to fairness.

Merit Promotion Initiative

The initiative has been positively received by the sites and it has been very helpful in streamlining the candidate evaluation process. At this point in time, only one nontraditional option—Option 1—has been used by the sites, and the other options, which do not promise to be as efficient, remain to be tested. In Option 1, if 10 or fewer candidates apply for a position, a subject matter expert reviews the experience and education of candidates whose current performance appraisal is at least at "Fully Successful" and identifies those better than minimally qualified without use of the traditional rating and ranking procedures. The Merit Promotion initiative has been a success in improving personnel services and should be of benefit to other sites.

Performance Management

This change limiting the number of performance elements was minor compared to the others and was implemented at only one site. Users at the site, DISC, Philadelphia, rated this initiative as saving time and involving less paperwork. While they preferred this approach over the old one, in interviews this initiative was characterized as a change having minimal impact on personnel operations and which did not address the major concerns about performance appraisal.

Project EXPO

Overall, the net effect of each of the EXPO initiatives has been beneficial for carrying out personnel management and administration activities at the participating sites. The EXPO initiatives have had limited effect (from an organization-wide perspective). This is not surprising in that they were developed to focus on specific personnel related activities and did not, for the most part, depart radically from traditional organizational functioning. They have had a more extensive impact on the CPOs at the sites—for example, greater amount of time used to provide management advisory services. The initiatives have demonstrated their effectiveness through streamlining processing and documentation within the CPO (e.g., core document), transferring power and control over certain personnel management functions from personnelists to managers (e.g., DCA), and by redefining the role of the personnelists and the structure of the CPO (e.g., One-Stop Service Centers). Thus they have had a direct effect on changing the orientation of the CPO as well as improving CPO operation at the participating sites.

The participating organizations have also benefited from the existence of Project EXPO in a more subtle, indirect way by cultivating and enhancing their ability to propose, accept, and integrate innovation. Organizational members from the test sites reported an increasing recognition of the value of experimentation with new approaches to providing services and acknowledged the value of evaluating the impacts of such innovations. The project has provided these organizations with viable strategies for the successful adoption of organizational innovations as well as the knowledge that they are capable of systematic improvement.

Finally, the introduction, implementation, and testing of the EXPO initiatives have provided valuable information for other DOD and Federal government organizations with respect to ways of improving the delivery of personnel services. These innovations will help in the design of a CPO that will be better equipped to meet the coming challenges to personnel management. The issues raised by Project EXPO and the experiments designed to test proposed improvements in civilian personnel management can serve as the first step in continued efforts to create the "ideal" CPO.

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APPENDIX A
DEFENSE LOGISTICS AGENCY IMPLEMENTATION
INTERVIEW-PERSONNELISTS

Defense Logistics Agency

Implementation Interview-Personnelists

1. When the EXPO changes were introduced, were reasons given for these changes? Did you understand the rationale for the changes? Did you feel the need for these changes?

Delegation of classification:

Letters of warning:

Mandatory interviews:

New Merit Promotion evaluation procedures:

Performance Management system:

2. During the period of time between when you first heard about the changes and the present:

Have you received training? (hours? days? months?)

Do you at this time feel you have the appropriate information, skills, and knowledge necessary to carry out the new procedures?

Do you understand the steps necessary ...

Have resources been made available to you to carry these changes out (books, articles, other resources)?

Did you receive a training manual?

Have you provided coaching/consulting to supervisors about the new system?

Have you received feedback about the status of Project EXPO?

3. Does your management support the EXPO changes?
4. Have you been asked about your feelings, ideas, or suggestions about the changes? Have you been involved in planning or decision-making regarding the changes?
5. Was enough time allowed for the transition from the old system to the new one?
6. Are you collecting information about the effect of the EXPO changes?
7. If so, what are you measuring?
8. Do you routinely report the results of these measures? To whom?

9. Have you used these new methods?

Delegation of classification:
Letters of warning:
Mandatory interviews:
New Merit Promotion evaluation procedures:
Performance Management system:

10 How are the changes working?

Delegation of classification:
Letters of warning:
Mandatory interviews
New Merit Promotion evaluation procedures:
Performance Management system:

11. Have there been problems with the new changes?

Delegation of classification:
Letters of warning:
Mandatory interviews:
New Merit Promotion evaluation procedures:
Performance Management System:

12. Are there impediments to carrying them out?

Inadequate involvement of all levels of employees
Unrealistic expectations of supervisor
Personal resistance
Transition period too short or too long
Inadequate planning
Poor fit with existing organizational operations/procedures

13. Do the EXPO changes overextend you?

14. Have the EXPO changes brought about unrealistic expectations?

Within Personnel?
Outside of Personnel?

15. Has there been any resistance to or rejection of the EXPO changes?

Within Personnel?
Outside of Personnel?

APPENDIX B

NSC NORFOLK END-OF-EXPERIMENT QUESTIONNAIRE-MANAGERS

NSC Norfolk

End-of-Experiment Questionnaire-Managers

Date _____

Interviewers _____

Organization-Wide Issues

1. Are you familiar with ADS?
2. In what capacity have you worked with ADS?
3. Was the ADS program adopted to meet a real and acknowledged need?
4. Did the *philosophy* or concept of ADS fit in with traditional practices at NSC Norfolk (i.e., the organizational culture)?
5. Did the *procedures* of the ADS system fit in with traditional practices at NSC Norfolk?
6. Was enough money allocated to properly implement ADS
7. Were enough people assigned to properly implement ADS?
8. Were sufficient materials provided to properly implement ADS?
9. Was sufficient time allowed to develop and carry out ADS?
10. Did people have a clear picture of ADS?
11. Did extenuating circumstances affect the implementation of ADS?

Leadership changes?

Organization was too set in its ways?

Other changes occurring in organization while ADS implemented?

Intermediate and Individual Level Issues

12. Was ADS disruptive to day-to-day operations?
13. Did ADS require you have more contact and coordination with people outside your work-group?

14. Did you have clear expectations about your role in ADS (i.e., what you specifically had to do)?
15. Were you able to make allowances for demands imposed by ADS (e.g., putting other work on the back burner, giving subordinates time to learn procedures)?
16. Did the supervisors under you make allowances for the demands made by ADS?
17. Was there support for ADS from the various levels in the organization?
 - Top management?
 - Middle management?
 - First-line supervisors?
 - Personnelists?
 - Union representatives?
18. How much change did ADS require in the way discipline was carried out?
 - Was this a problem?
 - In what way?
19. Were there immediate obvious benefits from ADS?
20. Did you feel competent in carrying out ADS?
21. How easy or difficult were ADS procedures to carry out?
22. Do you think ADS was a workable system?
23. Do you think other people felt ADS was a workable system?
24. Do you feel there was any resistance to carrying out ADS?
25. What were some of the problems created by ADS?
26. Did you think ADS should have been continued?
27. Could anything have been done to allow ADS to continue?
28. What do you think was the major reason for ADS not working at NSC Norfolk?
 - Nature of the organization?
 - ADS itself?
 - Implementation team?
 - Implementation activities/plan?
 - Lack of preparation?

APPENDIX C
PROJECT EXPO ORGANIZATIONAL ASSESSMENT SURVEY



DEPARTMENT OF THE NAVY
NAVY PERSONNEL RESEARCH AND DEVELOPMENT CENTER
SAN DIEGO, CALIFORNIA 92162-6000

PROJECT EXPO ORGANIZATIONAL ASSESSMENT

This questionnaire has been designed as part of an effort to evaluate changes in personnel practices that are being made at your organization. These changes are part of a DoD-wide project called Project EXPO. We are interested in your attitudes toward Project EXPO and its effect on your organization over time. You may have completed a Project EXPO questionnaire last year; we are asking you to complete a similar questionnaire this year to determine your current feelings about EXPO. Navy Personnel Research and Development Center (NPRDC) is conducting the evaluation of these changes.

We are asking various people in your organization to fill out this questionnaire. Included are questions about your attitudes toward the organization and the changes being made. There are no right or wrong answers; we are just interested in your feelings and attitudes. Be sure to answer all of the questions. For those questions about which you are unsure, mark the answer that is closest to the way you feel.

Information you provide will be kept completely confidential. All the questionnaires will be sent to NPRDC for analysis. To insure the privacy of respondents, lists of names and identification numbers will be maintained only by Defense Manpower Data Center (DMDC). Reports will be presented in ways that make it impossible to identify individual participants.

Thank you for your time and participation.

Joyce Shettel-Neuber, Ph.D.
John Sheposh, Ph.D.
Prentice Case St. Clair, M.A.
Personnel Research Psychologists
Telephone: Autovon 553-7949; Commercial (619) 553-7949

Privacy Act Statement

Public law 93-579 called the Privacy Act of 1974 requires that you be informed of the purposes and uses to be made of the information collected. Providing information in the questionnaire is voluntary. Failure to respond to any particular question will not result in any penalty to the respondent. Report Control Symbol DD - FMNP(OT)1788.

DISCM

Please answer each question by circling the number corresponding to your response or by writing your response in the space provided.

What is your level? (CIRCLE only one.)

1. Non-supervisory
 2. First-line supervisor
 3. Supervisor/Manager (above first-line)
 4. Personnelist (including all levels)
1. Sex: 1. Male
 2. Female
2. Age: _____
3. What is your job title? _____
4. What is your grade level? (eg., WG-7, GS-9) _____
5. What is your education level? (CIRCLE the highest grade completed.)
1. Some high school
 2. Some high school and technical training
 3. High school graduate or General Education Development (GED)
 4. Some college or technical training beyond high school
 5. Graduate from college or university (B.A., B.S., or other bachelor's degree)
 6. Some graduate school
 7. Graduate or professional degree (Please specify) _____
6. How long have you worked in this organization?
- | | | |
|-----------------------|----------------|-----------------------|
| 1. less than one year | 4. 7-9 years | 6. 13-15 years |
| 2. 1-3 years | 5. 10-12 years | 7. More than 15 years |
| 3. 4-6 years | | |
7. How long have you worked in your current position?
- | | | |
|-----------------------|----------------|-----------------------|
| 1. less than one year | 4. 7-9 years | 6. 13-15 years |
| 2. 1-3 years | 5. 10-12 years | 7. More than 15 years |
| 3. 4-6 years | | |
8. How many more years do you plan to work before leaving or retiring from U.S. government employment?
- | | | |
|-----------------------|----------------|-----------------------|
| 1. less than one year | 4. 7-9 years | 6. 13-15 years |
| 2. 1-3 years | 5. 10-12 years | 7. More than 15 years |
| 3. 4-6 years | | |

Circle the number that best describes your answer to the following questions.

How satisfied are you with:

	<i>Very Dissatisfied</i>			<i>Neither Dissatisfied Nor Satisfied</i>			<i>Very Satisfied</i>	
9. your coworkers?	1	2	3	4	5	6	7	
10. your opportunity to develop your skills and abilities?	1	2	3	4	5	6	7	
11. the recognition you get for doing your job?	1	2	3	4	5	6	7	
12. your job?	1	2	3	4	5	6	7	
13. your immediate supervisor?	1	2	3	4	5	6	7	
14. the way you are evaluated on the job?	1	2	3	4	5	6	7	

How would you rate your organization in...

	<i>Poor</i>		<i>Below Average</i>		<i>Average</i>		<i>Above Average</i>		<i>Outstanding</i>
15. responding to peak demands and emergencies?	1	2	3	4	5	6	7	8	9
16. meeting the needs of customers (those who use its products or services)?	1	2	3	4	5	6	7	8	9
17. accurately understanding the interests of customers?	1	2	3	4	5	6	7	8	9
18. avoiding costly mistakes?	1	2	3	4	5	6	7	8	9
19. assigning the right people to the job?	1	2	3	4	5	6	7	8	9
20. meeting the personal needs of employees (e.g., promotions, benefits)?	1	2	3	4	5	6	7	8	9

How would you rate your organization in. . .

	Poor		Below Average		Average		Above Average		Outstanding
21. providing supplies, equipment, training, and other resources to get the job done?	1	2	3	4	5	6	7	8	9
22. fully using the employees' talents?	1	2	3	4	5	6	7	8	9
23. coordinating the efforts of different work units?	1	2	3	4	5	6	7	8	9
24. providing systems or support that make it easier to get your job done?	1	2	3	4	5	6	7	8	9

Circle the number that best describes your opinions on each of the following statements.

	Strongly Disagree				Neither Disagree Nor Agree				Strongly Agree
25. People in this organization realize that new organizational changes and tasks produce frustration.	1	2	3	4	5	6	7		
26. Pressures and frustrations created by new changes are handled constructively in this organization.	1	2	3	4	5	6	7		
27. This organization can be described as flexible and adaptive to change.	1	2	3	4	5	6	7		
28. People here try new approaches to tasks, as well as ones which are tried and true.	1	2	3	4	5	6	7		
29. Resources for developing new ideas are made available.	1	2	3	4	5	6	7		
30. This organization is open and responsive to change.	1	2	3	4	5	6	7		

Circle the number that best describes your opinions on each of the following statements.

	Strongly Disagree			Neither Disagree Nor Agree			Strongly Agree	
31. People in this organization are willing to try new ways of doing their jobs.	1	2	3	4	5	6	7	
32. New programs here are frequently introduced, but never last.	1	2	3	4	5	6	7	
33. People in this organization are content with the way things are done and do not want to change.	1	2	3	4	5	6	7	
34. This organization has clear goals.	1	2	3	4	5	6	7	
35. This organization is more concerned with the status quo than with change.	1	2	3	4	5	6	7	
36. This organization uses goals as a basis for day-to-day work practices.	1	2	3	4	5	6	7	
37. This organization makes formal plans to reach its goals.	1	2	3	4	5	6	7	
38. Planning to achieve goals at this organization tends to be oriented toward the long term.	1	2	3	4	5	6	7	
39. The goals of this organization are clearly communicated to employees.	1	2	3	4	5	6	7	
40. This organization provides managers with information needed for sound decision making.	1	2	3	4	5	6	7	
41. The various units in this organization understand each others' problems and difficulties.	1	2	3	4	5	6	7	
42. Decision making in this organization is based on the short term view	1	2	3	4	5	6	7	

Circle the number that best describes your opinions on each of the following statements.

	<i>Strongly Disagree</i>			<i>Neither Disagree Nor Agree</i>			<i>Strongly Agree</i>
43. The various units in this organization understand each others' objectives and goals.	1	2	3	4	5	6	7
44. Various units in this organization truly cooperate with one another.	1	2	3	4	5	6	7
45. People are sufficiently aware of things that are happening in other areas of this organization that might have an effect on how they do their job.	1	2	3	4	5	6	7
46. People in this organization are free to take independent actions that are necessary to carry out their job responsibilities.	1	2	3	4	5	6	7
47. Managers are encouraged to take reasonable risks in their efforts to increase the effectiveness of this organization.	1	2	3	4	5	6	7
48. Open discussion of differing views is encouraged.	1	2	3	4	5	6	7
49. Managers in this organization receive the support they need from higher levels of management to successfully carry out their job responsibilities.	1	2	3	4	5	6	7
50. Managers are held accountable for the results that they produce.	1	2	3	4	5	6	7
51. This organization is responsive to changes in the Federal Government environment.	1	2	3	4	5	6	7

Circle the number that best describes your opinions on each of the following statements.

	<i>Strongly Disagree</i>				<i>Neither Disagree Nor Agree</i>			<i>Strongly Agree</i>
	1	2	3	4	5	6	7	
52. This organization is successful in developing people from within for bigger jobs.								
53. This organization provides opportunities for individual growth and development.								
54. The talents of managers are appropriately matched to the demands of their job.								
<hr/>								
55. The current reporting system helps managers in this organization do their job effectively.								
56. The current reporting system helps this organization achieve its goals.								
57. The current reporting system helps this organization in the coordination of efforts.								
<hr/>								
58. Decision making in this organization tends to be timely.								
59. Compared with similar organizations this organization is a pacesetter.								
60. Communications in this organization tend to be extremely good.								

Circle the number that best describes your opinions on each of the following statements.

	<i>Strongly Disagree</i>		<i>Neither Disagree Nor Agree</i>			<i>Strongly Agree</i>	
61. This organization is energetic and and active.	1	2	3	4	5	6	7
62. Often, I find it difficult to agree with this organization's policies on important matters relating to its employees.	1	2	3	4	5	6	7
63. On the whole, I feel a sense of commitment to this organization.	1	2	3	4	5	6	7
<hr/>							
64. I am proud to be a part of this organization.	1	2	3	4	5	6	7
65. I am extremely glad that I chose to work for this organization	1	2	3	4	5	6	7
66. I think working for this organization is great.	1	2	3	4	5	6	7

Please answer each question by circling the number corresponding to your response or by writing your response in the space provided.

67. Approximately how many people do you supervise directly and indirectly?

_____ employees

68. There are personnel program changes being made at your organization. The changes being made are called Project EXPO. Check all the specific changes listed below about which you know.

- _____ Substitution of letters of discipline for reprimands and short suspensions
- _____ Delegation of classification authority
- _____ Elimination of mandatory interviews
- _____ Revised Merit Promotion evaluation methods
- _____ Revised performance management system
- _____ Know about the changes but have not had experience with them

For questions 69 through 87, please use the following scale.

The substitution of letters of discipline for reprimands and short suspensions ...	Strongly Disagree		Neither Disagree Nor Agree				Strongly Agree	
	1	2	3	4	5	6	7	?
69. is an effective way of handling disciplinary problems.	1	2	3	4	5	6	7	?
70. is easy to carry out.	1	2	3	4	5	6	7	?
71. is very fair.	1	2	3	4	5	6	7	?
72. is fair because similar offenses receive similar disciplinary action.	1	2	3	4	5	6	7	?
73. is fair because the severity of the offense matches the severity of the disciplinary action.	1	2	3	4	5	6	7	?

		Strongly Disagree			Neither Disagree Nor Agree			Strongly Agree		Don't Know
		1	2	3	4	5	6	7		
Delegated classification authority ...										
74.	produces accurate job classifications.	1	2	3	4	5	6	7	?	
75.	makes classification simple to perform.	1	2	3	4	5	6	7	?	
76.	enhances the working relationship between supervisors and the Personnel Office.	1	2	3	4	5	6	7	?	
The elimination of mandatory interviews ...										
77.	is easy to carry out.	1	2	3	4	5	6	7	?	
78.	results in fair selection of candidates.	1	2	3	4	5	6	7	?	
79.	results in positions being filled rapidly.	1	2	3	4	5	6	7	?	
The revised Merit Promotion system ...										
80.	is easy to carry out.	1	2	3	4	5	6	7	?	
81.	results in fair selection of candidates.	1	2	3	4	5	6	7	?	
82.	produces high quality candidates.	1	2	3	4	5	6	7	?	
83.	results in positions being filled rapidly.	1	2	3	4	5	6	7	?	
The revised performance management system ...										
84.	saves time.	1	2	3	4	5	6	7	?	
85.	involves less paperwork.	1	2	3	4	5	6	7	?	
86.	is accurate.	1	2	3	4	5	6	7	?	
87.	provides rapid service.	1	2	3	4	5	6	7	?	

Please use the scale below to describe the effect of the Project EXPO changes on your job (items 88 through 93).

Since the introduction of the Project EXPO changes ...			Greatly Decreased		Neither Decreased Nor Increased			Greatly Increased	
88.	the difficulty of meeting your other job responsibilities has ...	✓	1	2	3	4	5	6	7
89.	time to fill a position has ...	✓	1	2	3	4	5	6	7
90.	your authority to influence classification decisions has ...		1	2	3	4	5	6	7
91.	the ease of carrying out personnel actions in general has ...		1	2	3	4	5	6	7
92.	the effectiveness of the personnel system has ...		1	2	3	4	5	6	7
93.	overall productivity in your workgroup has ...		1	2	3	4	5	6	7
94.	In general, what is your feeling about the Project EXPO changes?								
	1. Very negative 2. Negative 3. Neither negative nor positive 4. Positive 5. Very positive								
95.	When considering the old system and the new Project EXPO system, which do you prefer?								
	1. Definitely prefer the old system. 2. Prefer the old system somewhat. 3. It makes no difference. 4. Prefer the new (Project EXPO) system somewhat. 5. Definitely prefer the new (Project EXPO) system.								

96. To what extent would you like to see the use of the Project EXPO system continued in your work setting?

1. Not at all
2. To a small extent
3. To some extent
4. To a great extent
5. To a very great extent

97. Please seal your questionnaire in the envelope and return it.

THANK YOU FOR YOUR PARTICIPATION

APPENDIX D
EXPO IMPLEMENTATION PROGRESS REPORT

EXPO IMPLEMENTATION PROGRESS REPORT

Time 1

SITE _____
PERSONNEL SYSTEM INTERVENTION _____
INTENDED EFFECTS _____

A. Implementation Milestones

Critical Components

Completion Date

B. Data Collection and Analysis

Area/Concept of Analysis	Instrument/ Method	Target of Data Collection	Collection Schedule and Procedure
-----------------------------	-----------------------	---------------------------------	---

Process/Intermediate
Outcome Evaluation

Outcome/Long term
Evaluation

C. Other Information

D. Problems

APPENDIX E

ANALYSES OF VARIANCE FOR PERCEIVED CONSEQUENCES ITEMS

Time 1

Delegation of Classification Authority Produces Accurate Job Classification

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	143.4853	11.0373	4.4271	.0000
Within Groups	1341	3343.2940	2.4931		
Total	1354	3486.7793			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean												
DCASR, NY(1)	4.00												
DCSC(2)	4.22												
CECOM(3)	4.28												
DCASR, SL(4)	4.37												
DPSC(5)	4.50												
DCASR, CH(6)	4.54												
DDMT(7)	4.57												
DCASR, B(8)	4.68	*											
DCASR, LA(9)	4.83	*											
DCASR, P(10)	4.83	*											
DESC(11)	4.93	*	*	*									
DISC(12)	4.96	*											
DCASR, D(13)	5.00	*	*	*									
DCASR C(14)	5.07	*	*	*	*								

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly from DCASR B(8), DCASR LA(9), DCASR P(10), DESC(11), DISC(12), DCASR D(13), and DCASR C(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Delegation of Classification Authority Produces Accurate Job Classification

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	96.4619	7.4201	3.1405	.0001
Within Groups	1345	3177.9016	2.3628		
Total	1358	3274.3635			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean		
CECOM(1)	4.17		
DDMT(2)	4.44		
DCASR, B(3)	4.48		
DCSC(4)	4.55		
DCASR, SL(5)	4.61		
DCASR, NY(6)	4.63		
DCASR, CH(7)	4.66		
DESC(8)	4.74		
DCASR, LA(9)	4.80		
DPSC(10)	4.82		
DISC(11)	4.87		
DCASR, D(12)	4.99	*	
DCASR, P(13)	5.10	*	
DCASR C(14)	5.18	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 CECOM(1) differs significantly from DCASR D(12), DCASR P(13), DCASR C(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Makes Classification Simple to Perform

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	158.9057	12.2235	4.4368	.0000
Within Groups	1348	3713.8050	2.7550		
Total	1361	3872.7107			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean			
DCSC(1)	3.52			
DCASR, NY(2)	3.59			
DCASR, SL(3)	3.63			
DCASR, CH(4)	3.91			
DPSC(5)	4.04			
DESC(6)	4.09			
DCASR, B(7)	4.09			
DDMT(8)	4.17			
DCASR, D(9)	4.23	*		
DISC(10)	4.31			
DCASR C(11)	4.38	*	*	*
DCASR, LA(12)	4.41	*	*	*
DCASR, P(13)	4.41	*		
CECOM(14)	4.69	*	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DCASR D(9), DCASR C(11), DCASR LA(12), DCASR P(13), and CECOM(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Makes Classification Simple to Perform

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	104.7470	8.0575	3.0309	.0002
Within Groups	1331	3538.3950	2.6584		
Total	1344	3643.1420			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean	
DCASR, SL(1)	3.68	
DCSC(2)	3.83	
DCASR, B(3)	3.88	
DCASR, NY(4)	3.90	
DCASR, CH(5)	3.96	
DISC(6)	3.96	
DDMT(7)	4.07	
DESC(8)	4.24	
DPSC(9)	4.28	
DCASR, LA(10)	4.36	
CECOM(11)	4.40	*
DCASR, P(12)	4.47	
DCASR, D(13)	4.48	*
DCASR, C(14)	4.52	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR SL(1) differs significantly from CECOM(11), DCASR D(13), and DCASR C(12).

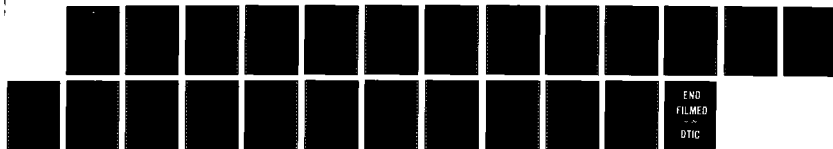
Individual site comparison based on Student-Newman-Keuls test.

AD-A277 447

EXPERIMENTAL CIVILIAN PERSONNEL OFFICE PROJECT (EXP0):
FINAL REPORT FOR APPROPRIATED FUND SITES(U) NAVY
PERSONNEL RESEARCH AND DEVELOPMENT CENTER SAN DIEGO CA
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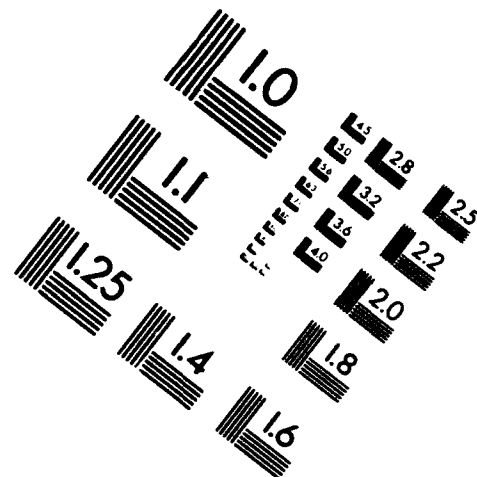
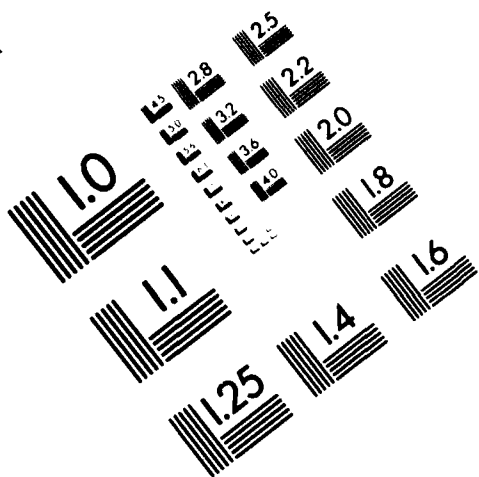


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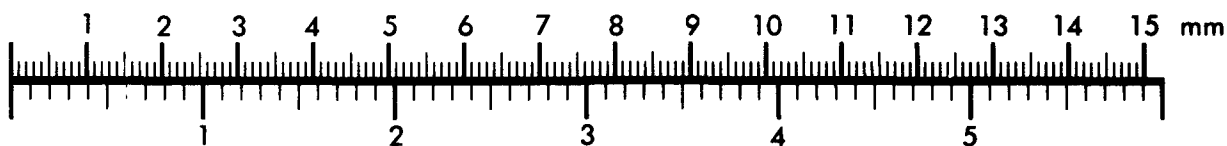
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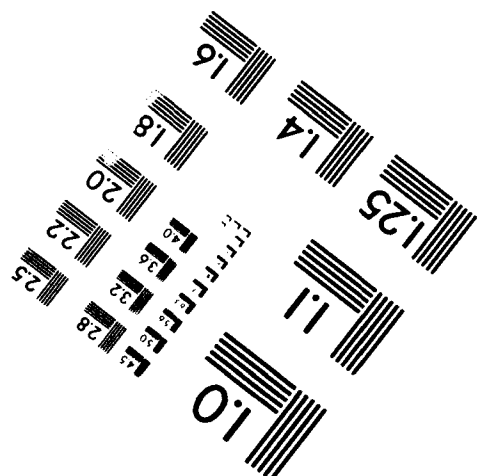
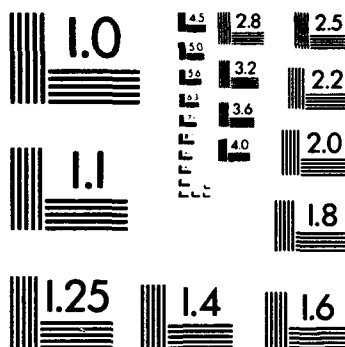
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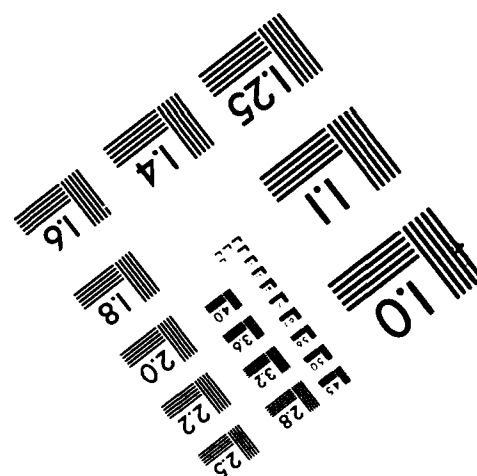
Centimeter



Inches



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Time 1

Enhances Relationship Between Supervisors and Personnel Office

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	118.8018	9.1386	3.5573	.0000
Within Groups	1344	3452.6511	2.5689		
Total	1357	3571.4529			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean	
DCASR, NY(1)	3.59	
DCASR, CH(2)	4.13	*
DCASR, SL(3)	4.13	*
DCASR, B(4)	4.15	
DCASR, LA(5)	4.20	
DCSC(6)	4.20	
CECOM(7)	4.46	*
DCASR C(8)	4.47	*
DESC(9)	4.52	*
DPSC(10)	4.62	*
DCASR, D(11)	4.62	*
DDMT(12)	4.64	*
DISC(13)	4.71	*
DCASR, P(14)	4.72	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly from DCASR CH(2), DCASR SL(3), CECOM(7), DCASR C(8), DESC(9), DPSC(10), DCASR D(11), DDMT(12), DISC(13), and DCASR P(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Enhances Relationship Between Supervisors and Personnel Office

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	97.8501	7.5269	2.9354	.0003
Within Groups	1352	3466.7443	2.5642		
Total	1365	3564.5944			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean
DCASR, NY(1)	4.14
CECOM(2)	4.15
DCASR, LA(3)	4.17
DCASR, B(4)	4.31
DCASR, CH(5)	4.38
DCASR, SL(6)	4.53
DCSC(7)	4.54
DDMT(8)	4.60
DISC(9)	4.64
DESC(10)	4.74
DCASR, C(11)	4.78
DPSC(12)	4.80
DCASR, D(13)	4.87
DCASR, P(14)	4.96

* *

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly only from DCASR D(13).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Since EXPO the Difficulty of Job Responsibility

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	15	126.2029	8.4135	10.1494	.0000
Within Groups	1653	1370.2812	.8290		
Total	1668	1496.4841			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16)

Group	Mean														
CECOM(1)	3.34														
DDMT(2)	3.63	*													
NSC Norf(3)	3.80	*													
DISC(4)	3.88	*													
Air Force(5)	3.95	*													
DCASR C(6)	4.03	*	*												
DCASR, B(7)	4.07	*	*												
DCASR, LA(8)	4.14	*	*												
DCASR, NY(9)	4.14	*	*												
DCASR, SL(10)	4.18	*	*												
DCASR, D(11)	4.20	*	*												
DCASR, CH(12)	4.22	*	*												
DCSC(13)	4.29	*	*												
DPSC(14)	4.29	*	*												
DCASR, P(15)	4.33	*	*												
DESC(16)	4.36	*	*	*	*	*									

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 CECOM(1) differs significantly from all other sites.

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Since EXPO the Difficulty of Job Responsibility

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	89.8257	6.4161	7.8696	.0000
Within Groups	1632	1330.5799	.8153		
Total	1646	1420.4056			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean		
DDMT(1)	3.38		
CECOM(2)	3.63	*	
Air Force(3)	4.03	*	*
DISC(4)	4.07	*	*
DCASR, LA(5)	4.16	*	*
DCASR B(6)	4.17	*	*
DCASR, CH(7)	4.17	*	*
DCASR, C(8)	4.18	*	*
DCSC(9)	4.19	*	*
DPSC(10)	4.20	*	*
DCASR, NY(11)	4.20	*	*
DESC(12)	4.23	*	*
DCASR, P(13)	4.24	*	*
DCASR, SL(14)	4.26	*	*
DCASR, D(15)	4.31	*	*
DESC(16)	4.36	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DDMT(1) differs significantly from all other sites.

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Time to Fill Position

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	40.4555	2.8897	2.6776	.0007
Within Groups	1588	1713.7927	1.0792		
Total	1602	1754.2483			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean
DDMT(1)	3.72
DCASR, P(2)	3.97
DCASR, LA(3)	4.02
DESC(4)	4.10
CECOM(5)	4.11
DCASR, CH(6)	4.12
Air Force(7)	4.13
DCASR, D(8)	4.13
DCASR, B(9)	4.13
DCASR, SL(10)	4.14
DPSC(11)	4.17
DCSC(12)	4.18
DCASR, NY(13)	4.24
DISC(14)	4.46
DCASR C(15)	4.49

* * *

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DDMT(1) differs significantly from DISC(14) and DCASR C(15).

Individual site comparison based on Student-Newman-Keuls test.

Time 2
Time to Fill Position
Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	71.7119	5.1223	4.4089	.0000
Within Groups	1619	1880.9570	1.1618		
Total	1633	1952.6689			

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Group	Mean														
DDMT(1)	3.65														
DESC(2)	4.01	*													
DCASR, P(3)	4.03														
DCASR, B(4)	4.06														
DPSC(5)	4.07														
DCASR, NY(6)	4.09														
DCSC(7)	4.09														
CECOM(8)	4.11														
DCASR, LA(9)	4.13														
DCASR, D(10)	4.18	*													
Air Force(11)	4.21														
DISC(12)	4.23														
DCASR, SL(13)	4.29	*													
DCASR, CH(14)	4.33	*													
DCASR C(15)	4.71	*	*	*	*	*	*	*	*	*	*	*	*	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DDMT(1) differs significantly from DESC(2), DCASR D(10), DCASR SL(13), DCASR CH(14), and DCASR C(15).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Authority to Influence Classification Decisions

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	97.2642	6.9474	6.6514	.0000
Within Groups	1513	1580.3458	1.0445		
Total	1527	1677.6099			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean													
Air Force(1)	3.66													
DCASR, NY(2)	4.14	*												
DCASR, SL(3)	4.21	*												
DCASR, CH(4)	4.28	*												
DCASR, B(5)	4.29	*												
DPSC(6)	4.30	*												
DCSC(7)	4.32	*												
DDMT(8)	4.45	*												
CECOM(9)	4.48	*												
DCASR, LA(10)	4.57	*												
DISC(11)	4.60	*												
DCASR C(12)	4.61	*	*											
DESC(13)	4.66	*	*	*										
DCASR, P(14)	4.75	*	*	*										
DCASR, D(15)	4.76	*	*	*	*	*	*	*						

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1, Air Force(1) differs significantly from all other sites.

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Authority to Influence Classification Decisions

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	69.0790	4.9342	4.4805	.0000
Within Groups	1561	1719.0606	1.1013		
Total	1575	1788.1396			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group Mean

DCASR, B(1)	4.14													
CECOM(2)	4.24													
DCSC(3)	4.29													
DPSC(4)	4.29													
Air Force(5)	4.33													
DCASR, NY(6)	4.36													
DCASR, SL(7)	4.38													
DDMT(8)	4.39													
DISC(9)	4.42													
DCASR, CH(10)	4.43													
DCASR, LA(11)	4.51													
DCASR C(12)	4.62	*												
DESC(13)	4.68	*												
DCASR, D(14)	4.81	*	*	*	*	*	*	*	*	*	*	*	*	*
DCASR, P(15)	4.88	*	*	*	*	*	*	*	*	*	*	*	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1, DCASR B(1) differs significantly from DCASR C(12), DESC(13), DCASR D(14), and DCASR P(15).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Ease in Carrying Out Personnel Action

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	64.6473	4.9729	4.9555	.0000
Within Groups	1499	1504.2490	1.0035		
Total	1512	1568.8962			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group Mean

DCASR, NY(1)	4.03												
DCASR, SL(2)	4.07												
DCASR, CH(3)	4.07												
DCASR, B(4)	4.09												
DCSC(5)	4.12												
DCASR, LA(6)	4.16												
DPSC(7)	4.21												
CECOM(8)	4.26												
DCASR, D(9)	4.33												
DESC(10)	4.34												
DCASR, P(11)	4.45												
DDMT(12)	4.52												
DCASR, C(13)	4.63	*	*	*	*	*	*	*	*	*	*	*	*
DISC(14)	4.76	*	*	*	*	*	*	*	*	*	*	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly from DCASR C(13) and DISC(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Ease in Carrying Out Personnel Action

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	13	92.3372	7.1029	6.2909	.0000
Within Groups	1552	1752.3193	1.1291		
Total	1565	1844.6564			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14)

Group	Mean												
DCASR, B(1)	4.01												
DCSC(2)	4.09												
DCASR, NY(3)	4.13												
DCASR, SL(4)	4.16												
DCASR, CH(5)	4.21												
DPSC(6)	4.22												
CECOM(7)	4.24												
DCASR, LA(8)	4.32												
DCASR, P(9)	4.40												
DCASR, D(10)	4.44	*											
DESC(11)	4.49	*											
DDMT(12)	4.58	*											
DISC(13)	4.65	*	*	*	*								
DCASR, C(14)	4.89	*	*	*	*	*	*	*	*	*	*	*	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR B(1) differs significantly from DCASR D(10), DESC(11), DDMT(12), DISC(13), and DCASR C(14).

Individual site comparison based on Student-Newman-Keuls test.

Time 1
Effectiveness of Personnel System
Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	12	88.6491	7.3874	8.5069	.0000
Within Groups	1370	1189.7125	.8684		
Total	1382	1278.3615			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13)

Group	Mean											
DCASR, NY(1)	3.92											
DCSC(2)	3.97											
DCASR, CH(3)	3.98											
DCASR, SL(4)	4.02											
DCASR, LA(5)	4.17											
DCASR, B(6)	4.18											
DPSC(7)	4.26											
DDMT(8)	4.26											
DCASR, D(9)	4.31	*										
DESC(10)	4.45	*	*	*	*							
DCASR, P(11)	4.61	*	*	*	*	*	*					
DCASR C(12)	4.64	*	*	*	*	*	*	*	*			
DISC(13)	4.76	*	*	*	*	*	*	*	*	*		

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly from DCASR D(9), DESC(10), DCASR P(11), DCASR C(12), and DISC(13).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Effectiveness of Personnel System

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	12	117.3231	9.7769	10.1437	.0000
Within Groups	1402	1351.3016	.9638		
Total	1414	1468.6247			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13)

Group	Mean											
DCSC(1)	4.03											
DCASR, B(2)	4.09											
DCASR, NY(3)	4.09											
DCASR, CH(4)	4.11											
DCASR, SL(5)	4.12											
DCASR, LA(6)	4.24											
DDMT(7)	4.31											
DPSC(8)	4.31											
DCASR, D(9)	4.35											
DCASR, P(10)	4.60	*	*	*	*	*		*	*			
DESC(11)	4.65	*	*	*	*	*		*	*			
DCASR C(12)	4.87	*	*	*	*	*	*	*	*			
DISC(13)	4.88	*	*	*	*	*	*	*	*	*		

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DCASR P(10), DESC(11), DCASR C(12), and DISC(13).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Overall Work Group Productivity

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	2	7.3881	3.6940	4.6982	.0099
Within Groups	271	213.0791	.7863		
Total	273	220.4672			

(1) (2) (3)

Group	Mean	
DCASR, C(1)	4.33	
DISC(2)	4.58	
DDMT(3)	4.71	*

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR C(1) differs significantly from DDMT(3).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Overall Work Group Productivity

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	2	2.4921	1.2460	1.0907	.3374
Within Groups	278	317.6076	1.1425		
Total	280	320.0996			

(1) (2) (3)

Group	Mean
DCASR, C(1)	4.33
DISC(2)	4.58
DDMT(3)	4.71

Notes

No two groups are significantly different at the .05 level.

Individual site comparison based on Student-Newman-Keuls test.

APPENDIX F
ANALYSES OF VARIANCE FOR GENERAL EXPO ATTITUDES

Time 1
Feelings About EXPO Changes

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	15	103.6376	6.9092	9.8019	.0000
Within Groups	1920	1353.3789	.7049		
Total	1935	1457.0165			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16)

Group	Mean														
DCSC(1)	3.17														
CECOM(2)	3.20														
DCASR, SL(3)	3.20														
NSC Norf(4)	3.21														
DCASR, NY(5)	3.27														
DDMT(6)	3.34														
DCASR, CH(7)	3.39														
DCASR, B(8)	3.48	*				*									
DCASR, D(9)	3.51	*				*									
DPSC(10)	3.55	*	*	*	*	*									
DCASR, LA(11)	3.57	*	*	*	*	*									
DISC(12)	3.66	*	*	*	*	*	*								
DCASR, P(13)	3.73	*	*	*	*	*	*	*							
DESC(14)	3.75	*	*	*	*	*	*	*	*						
DCASR C(15)	3.78	*	*	*	*	*	*	*	*	*					
Air Force(16)	3.87	*	*	*	*	*	*	*	*	*	*				

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DCASR B(8), DCASR D(9), DPSC(10), DCASR LA(11), DISC(12), DCASR P(13), DESC(14), DCASR C(15), and Air Force(16).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Feelings About EXPO Changes

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	114.8122	8.2009	10.7060	.0000
Within Groups	1764	1351.2316	.7660		
Total	1778	1466.0438			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean													
DCSC(1)	3.05													
CECOM(2)	3.09													
DCASR, SL(3)	3.20													
DCASR, NY(4)	3.27													
DCASR, B(5)	3.28													
DDMT(6)	3.39	*												
DCASR, CH(7)	3.41													
DCASR, D(8)	3.46	*	*											
DCASR, LA(9)	3.51	*	*											
DPSC(10)	3.58	*	*	*										
Air Force(11)	3.63	*	*	*										
DISC(12)	3.66	*	*	*	*	*								
DCASR, P(13)	3.68	*	*	*	*	*								
DESC(14)	3.72	*	*	*	*	*								
DCASR C(15)	3.88	*	*	*	*	*	*	*	*	*	*			

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DDMT(6), DCASR D(8), DCASR LA(9), DPSC(10), Air Force(11), DISC(12), DCASR P(13), DESC(14), and DCASR C(15).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Prefer Old System or EXPO System

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	15	154.5222	10.3015	9.7287	.0000
Within Groups	1784	1889.0423	1.0589		
Total	1799	2043.5644			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16)

Group	Mean														
DCSC(1)	3.17														
DCASR, SL(2)	3.20														
NSC Norf(3)	3.25														
CECOM(4)	3.40														
DCASR, NY(5)	3.41														
DCASR, CH(6)	3.42														
DDMT(7)	3.44														
DCASR, B(8)	3.55														
DCASR, D(9)	3.60	*													
DPSC(10)	3.68	*	*	*											
DCASR, P(11)	3.77	*	*	*											
DCASR, LA(12)	3.78	*	*	*											
DESC(13)	3.78	*	*	*											
DISC(14)	3.93	*	*	*	*	*	*	*							
Air Force(15)	4.04	*	*	*	*	*	*	*	*	*					
DCASR C(16)	4.12	*	*	*	*	*	*	*	*	*	*			*	

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DCASR D(9), DPSC(10), DCASR P(11), DCASR LA(12), DESC(13), DISC(14), Air Force(15), and DCASR C(16).

Individual site comparison based on Student-Newman-Keuls test.

Time 2

Prefer Old System or EXPO System

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	175.9468	12.5676	11.9582	.0000
Within Groups	1744	1832.8866	1.0510		
Total	1758	2008.8334			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean
DCSC(1)	3.04
DCASR, SL(2)	3.18
CECOM(3)	3.31
DCASR, NY(4)	3.38
DDMT(5)	3.47
DCASR, B(6)	3.48
DCASR, CH(7)	3.49
DCASR, D(8)	3.53
Air Force(9)	3.76
DCASR, LA(10)	3.80
DCASR, P(11)	3.80
DPSC(12)	3.80
DESC(13)	3.87
DISC(14)	3.93
DCASR, C(15)	4.13

*														
*														
*														
*														
*	*	*												
*	*	*												
*	*	*												
*	*	*	*											
*	*	*	*											
*	*	*	*	*										
*	*	*	*	*	*									
*	*	*	*	*	*	*	*					*		

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DDMT(5), DCASR B(6), DCASR CH(7), DCASR D(8), Air Force(9), DCASR LA(10), DCASR P(11), DPSC(12), DESC(13), DISC(14), and DCASR C(15).

Individual site comparison based on Student-Newman-Keuls test.

Time 1

Like to See EXPO System Continued

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	15	108.6051	7.2403	7.0561	.0000
Within Groups	1746	1791.5856	1.0261		
Total	1761	1900.1907			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16)

Group	Mean														
DCASR, NY(1)	3.08														
DCSC(2)	3.14														
DCASR, CH(3)	3.16														
DCASR, SL(4)	3.17														
CECOM(5)	3.20														
NSC Norf(6)	3.22														
DDMT(7)	3.27														
DCASR, B(8)	3.42														
DCASR, D(9)	3.42														
DISC(10)	3.52														
DESC(11)	3.60	*	*		*	*	*								
DPSC(12)	3.63	*	*	*	*	*	*								
DCASR, LA(13)	3.73	*	*	*	*	*	*								
DCASR, P(14)	3.74	*	*	*	*	*	*								
Air Force(15)	3.79	*	*	*	*	*	*	*							
DCASR C(16)	3.81	*	*	*	*	*	*	*	*						

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCASR NY(1) differs significantly from DESC(11), DPSC(12), DCASR LA(13), DCASR P(14), Air Force(15), and DCASR C(16).

Individual site comparisons based on Student-Newman-Keuls test.

Time 2

Like to See EXPO System Continued

Analysis of Variance

Source	D.F.	Sum Of Squares	Mean Squares	F Ratio	F Prob.
Between Groups	14	154.1392	11.0099	9.7971	.0000
Within Groups	1690	1899.2215	1.1238		
Total	1704	2053.3607			

(1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15)

Group	Mean													
DCSC(1)	2.84													
CECOM(2)	3.04													
DCASR, NY(3)	3.06													
DCASR, SL(4)	3.09													
DCASR, CH(5)	3.11													
DDMT(6)	3.24													
DCASR, D(7)	3.24	*												
DCASR, B(8)	3.25	*												
DPSC(9)	3.48	*	*	*	*									
Air Force(10)	3.49	*												
DCASR, LA(11)	3.57	*	*		*	*								
DESC(12)	3.59	*	*	*	*	*								
DISC(13)	3.64	*	*	*	*	*								
DCASR, P(14)	3.68	*	*	*	*	*								
DCASR, C(15)	3.87	*	*	*	*	*	*	*	*	*				

Notes

Indicates pairs of sites in each column that are significantly different at the .05 level. For example, in column 1 DCSC(1) differs significantly from DCASR D(7), DCASR B(8), DPSC(9), Air Force(10), DCASR LA(11), DESC(12), DISC(13), DCASR P(14), and DCASR C(15).

Individual site comparisons based on Student-Newman-Keuls test.

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