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Historical Tides of Government Reform and Its Implications for Human Resource Management in the United States

미국 정부혁신의 역사적 흐름과 인적자원관리혁신을 위한 정책적 함의

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Public human resource management is an important vehicle for making better government. This paper is about what the historical tides of government reform are, how they influence human resource management reform, what the major issues and challenges of human resource management are, how reformers deal with each value of human resource management reform, and what its implications for current human resource management are. In order to develop these discussions, this study takes advantage of Light's model as a theoretical framework: (1) scientific management; (2)

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war on waste; (3) watchful eye; and (4) liberation management. This study shows that the four tides of government reform—scientific management, war on waste, watchful eye, and liberation management—are intertwined and conflicting rather than independent and exclusive. These interrelations and conflicts of reforms can be traced from the discord between fundamental values such as change vs. continuity, and flexibility vs. control. Therefore, in conducting human resource management reform, reformers need a more careful and comprehensive consideration relevant to the values and directions of reform. In particular, public managers have to learn these lessons cautiously and make an effort for seeking the best practice of human resource management.

□ Key words: Government Reform, Public Personnel Administration, Human Resource Management, Civil Service Reform

공공부문의 인적자원관리는 정부혁신을 위한 중요한 수단이다. 이 연구의 목적은 정부혁신의 역사적 흐름, 정부혁신에 내재되어 있는 가치들에 대한 고찰, 인적자원관리의 주요 쟁점과 과제, 정부혁신이 인적자원관리혁신에 미치는 영향, 마지막으로, 인적자원관리혁신을 위한 정책적 함의를 파악하고자 한다. 이러한 논의를 발전시키기 위해 Light의 정부혁신 모형-(1) 과학적 관리, (2) 낭비와의 전쟁, (3) 감시의 눈, (4) 자율적 관리-을 분석 틀로 구성하였다. 연구결과, 네 가지 정부혁신의 흐름은 독립적이거나 배타적이라기보다는 상호 밀접하게 연관되어 있고, 때론 갈등을 야기하기도 한다. 이러한 정부혁신의 연관성과 갈등은 서로 다른 정부혁신들 사이에 내재되어 있는 가치들의 연관성과 충돌에서 비롯된다. 따라서 인적자원관리의 혁신을 추진할 때는 혁신이 지향하는 가치와 방향을 정립하는 것이 무엇보다 중요하다. 또한 정책관리자는 정부혁신의 역사적 흐름에서 교훈을 얻고 이를 토대로 인적자원관리혁신을 추진하는 것이 바람직하다.

□ 주제어: 정부혁신, 인사행정, 인적자원관리, 공공서비스 혁신

Ⅰ. Introduction

Most of governments in the world have long conducted numerous reforms to better government. The United States also can not become an exception under this thesis. Government reform for better government is a process to find the

ways to continually improve public management and public service. Historically, each government reform reflects its own social reality and it has its own value to seek for better government such as efficiency, economy, fairness, and performance. For instance, traditional government reform focuses efficiency, while the value of current government reform emphasizes higher performance with less cost. Public human resource management is an important vehicle for making better government. One of the main fundamental issues related with human resource management reform is about how to compromise the conflict of power between political control over public servants and public servants' independence through merit system (Kellough and Selden, 2003). From the traditional merit system to the current deregulated merit system, the current reform of human resource management is changing rapidly. This paper is about what the historical tides of government reform are, how they influence human resource management reform, what the major issues and challenges of human resource management are, how reformers deal with each value of human resource management reform, and what its implications for current human resource management are.

Ⅱ. Historical Trends and Characteristics of Human Resource Management

1. Historical Trends of Human Resource Management

Public human resource management in the United States is complex because there are multiple levels of government and thousands of governments which have their own personnel systems. However, there is a general agreement with respect to the development of public personnel management. The first evolution stage (1789-1828) was that public jobs were allocated primarily among elites. In the second stage (1828-1883), the development of political parities signed the birth of the patronage system which rewarded party members and campaign workers. In the third stage (1883-1933), civil service reformers forced a gradual transition from the patronage system to the merit system. The fourth evolutionary stage (1933-1964) was a hybrid model that

achieved efficiency and effectiveness by filling most positions through civil service, and at the same time responsiveness by filling a few confidential and policy-making positions through patronage. The fifth stage (1964-1980) was the development of public service collective bargaining during the 1960s and 1970s. The sixth and current stage (1980-present) clearly reflects the growing importance of market models, and the importance of the private sector in achieving public policy objectives (Klingner, 2003).

Since the middle of the 19th century, merit has served as a most important principle of civil service. Among several civil service reforms, the Pendleton Act of 1883 was one of the most important reforms. The essence of this Act was the neutral competence and protection of public servants from undue political influence. This reform was a response to patronage systems perpetuated by political machines of large cities. The philosophy of this Pendleton Act can be summarized three basic principles: (1) the selection of public officials should be based on merit rather than on personal or political favoritism; (2) public employees selected should have tenure regardless of political changes; and (3) public officers should be responsive to the legitimate political leaders (Johnson and Sink, 1986). The Pendleton Act was a foundation for all federal personnel systems.

The characteristic of this period from the 1880s to the 1950s was an emphasis on achievement rather than political connection. In other words, efficiency and effectiveness in personnel systems can be accomplished through key operating practices such as open competitive examinations, emphasis on neutral competence, selection from top three candidates, classification system, and compensation system (Woodard, 2005). However, in the middle of the 1960s the meaning of merit began to change. The enactment of civil rights and employment laws required fairness and equity as key values in personnel systems. In particular, civil rights emphasized equity in hiring and promoting women and minorities. The 1978 Civil Service Reform Act was another important change for the personnel system. This Act provided departments and agencies with personnel authorities decentralized and delegated. Although open competition still existed, testing was rapidly reduced. Another characteristic of this Act was that due process became an intrinsic element of public employee protection through the Supreme Court's Decisions (Woodard, 2005).

Table 1. A Comparison of Three Models of Public Human Resource Management

Function	Traditional Model	Reform Model	Privatization or Outsourcing Model
Service delivery	Centralized	Decentralized	Contract
Goal orientation	Uniform-enforcement of rules and procedures	Manager-centered	Effective contract, negotiation.
Communication pattern	Top-down	Two-ways	Reports and contract monitoring
Value orientation	Merit	Immediate-responsiveness to organizational mission and goals	Efficiency; private sector preference
Role of human resource manager	Enforce of "merit"	Diminished authority and control	Contract negotiator and administrator
Source: Condrey (2005).			

Since the 1990s the focus of federal human resource management policies has also shifted away from the compliance and control-oriented management to the decentralization and results-oriented management. While merit in the centralized system was an important key in defining the relationships in a hierarchy of authority, today it is regarded as a "devil" of public administration because the focus of government management shifted to more flexible and productive like a business management (Woodard, 2005). Privatization or outsourcing model is notable for its more recent appearance in particular in state and local governments. Major features of this model are contracting out, load shedding, sale of state assets, vouchers, franchise agreements, deregulation, and other arrangements for transferring production of governmental goods and services (Fernandez, Lowman, and Rainey, 2002).

2. Current Characteristics of Human Resource Management

Currently, governments make efforts to amend several human resource management systems. A feature of new change is that governments are making

progress in creating more timely, responsive, and flexible systems. There is a broad consensus across the nation about public personnel systems. The National Commission on the State and Local Public Service (1993) calls for new personnel systems:

- Decentralize personnel process to give greater authority to operating units and managers.
- Eliminate outdated and restrictive rules.
- Simplify job classification, compensation, and performance management system to give managers more flexibility to assign, motivate, and reward employees.
- Make hiring easier and faster.
- Make firing truly poor employees easier.
- Provide more and better employee training.

Federal, state, and local governments are successfully adopting new and more effective systems in key areas—hiring, classification, compensation, training, and labor relation. In hiring, governments are creating a more responsive, timely, and user-friendly hiring process, while traditional hiring practices focused on the testing process to select the best-qualified candidates. Another hiring approach is on-site interviewing and immediate job offering (Lavigna, 2003). In classification, the most significant reform is aggressive efforts to reduce the number of classification in order to increase flexibility. As a result, job classification is now much simpler and the broader pay rangers provide public agencies with much greater flexibility for managing the employee compensation (NASPE, 1999). Compensation systems are also changing from the traditional rigid grade, step compensation systems to the more flexible, performance-based pay systems. Another compensation approach is “broad-banding”of pay rangers. This broad-banding system provides hiring managers with more flexibility to set salaries and bonuses. In training, in order to enhance knowledge, skills, and ability, a number of governments are expanding training efforts. The training approach is to evaluate training effectiveness and results. Finally, many local governments are working with labor unions to reduce conflict and to increase cooperation. Cooperation between labor

and management is critical because union membership continues to increase. One alternative for improving labor-management cooperation is to reform the employee grievance process to make it more timely, and less adversarial (Lavigna, 2003).

Ⅲ. Tides of Government Reform and Theoretical Framework

The reform of public administration in the United States was traced from previous numerous attempts for improving and reinventing the bureaucracy. In the 20th century alone, there were such attempts as illustrated below (Qiao and Thai, 2002: 91):

- 1905 Commission on Department Methods (Keep Commission)
- 1910 President's Commission on Economy and Efficiency (Taft Commission)
- 1921 Joint Committee on Reorganization
- 1936 President' Committee on Administrative Management (Brownlow Commission)
- 1947 First Hoover Commission
- 1960 Task Force on Government Reorganization
- 1969 Advisory Council on Executive Organization (Ash Council)
- 1982 President's Private Sector Survey on Cost Control (Grace Commission)
- 1987 National Commission on the Public Service (Volcker Commission)
- 1993 National Performance Review (Gore Commission)

Although some of the recommendations made by these task forces were adopted, these attempts have not produced long-lasting impacts on government reform (Hollings, 1996). One of the schools contributing to the theoretic background for government reform in the 1980s was the "public choice school". The public choice school for anti-government called for deregulation, greater control and accountability over bureaucracy, and smaller governments. During the 1980s, numerous authors proposed that government needs a business model (Peters and Waterman, 1982; Peters and Austin, 1985). In the 1990s a number of scholars focused on how to operate government (Osborne and Gaebler, 1992;

Barzelay, 1992; Ingraham and Kettl, 1992; Meeham, 1993).

The number of proposed government reform is legion. Here include MBO, OD, PPBS, QC, TQM, and ZBB. With regard to classifying these reforms, McGregor (2000) classifies government reform as thirteen types of reforms: Realignment; Rebuilding; Reconfiguration; Redesigning; Reengineering; Reforming; Reinventing; Remaking; Renewing; Reorganizing; Restructuring; Rethinking; and Retrenchment. Peters (1996) discusses four types of emerging visions: the Market Model; Participant Government; Flexible Government; and Deregulated Government. Goodsell (2004) describes three kinds of perspectives: Consolidate-Control Perspective; the Downsize-Outsource Perspective; and the Business Model. Light (1997) categorized these reforms of public administration as four reform philosophies in the: Scientific Management; War on Waste; Watchful Eye; and Liberation Management. These classifications are not scientific taxonomies, of course, but descriptive rubrics that serve various purposes.

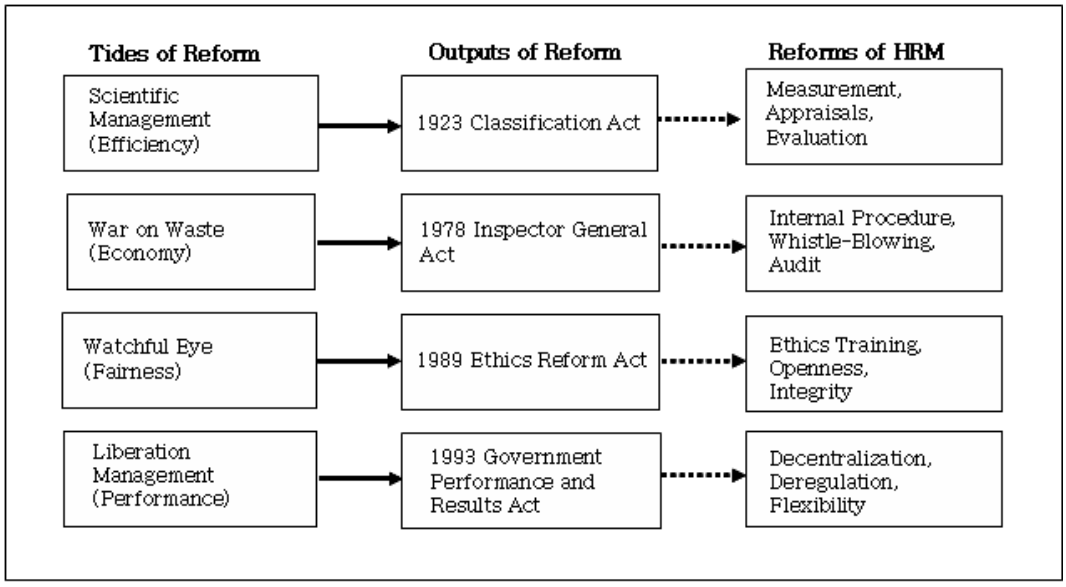
Table 2. Light's Four Tides of Government Reforms

Key Characteristics	Scientific Management	War on Waste	Watchful Eye	Liberation Management
Goal	Efficiency	Economy	Fairness	Performance
Key input(s)	Principles of administration	Generally accepted practices	Rights	Standards, evaluations
Key product(s)	Structure, rules	Findings (audits, investigations)	Information	Outcomes, results
Key participants	Experts	Inspectors general, the media	Whistleblower, interest groups, the media, the public	Frontline employees, teams, evaluators
Institutional champion(s)	The presidency	Congress	Congress and the courts	The presidency
Defining Moment(s)	Brownlow, 1st Hoover Commission	Welfare fraud hearings	Vietnam, Watergate	Gore, National Performance Review
Patron saint(s)	Herbert Hoover	W.R. Grace, Jack Anderson	John Gardner, Ralph Nader	Richard Nixon, Al Gore
Patron organization(s)	National Academy of Public Administration	Citizens Against Government Waste	Common Cause, Public Citizen	Alliance for Redesigning Government
Source: Light (1997).				

In order to analyze and discuss how historical tides of government reform influence human resource management systems, practices, and decisions, this study takes advantage of Light's model (1997) as a theoretical framework: (1) scientific management; (2) war on waste; (3) watchful eye; and (4) liberation management. The scientific management reform is well described by Luther Gulick's (1937) principles of public administration, POSDCORB—planning, organization, staffing, directing, coordination, reporting, and budgeting—and the pursuit of efficiency through tight specialization and hierarchy. The war on waste reform stresses economy and efficiency in government through legal systems of oversight such as inspectors general. The watchful eye reform

seeks to expose internal corruption through transparency, openness, and sunshine laws. Finally, the liberation management reform encourages higher performance though competition, deregulation, and entrepreneurship. Figure 1 shows the main values of each tide of government reform, major outputs of reform, and how government reform influence human resource management reform.

Figure 1. Theoretic Framework for Analyzing HRM Reform



Ⅳ. Four Tides of Government Reform on Human Resource Management

1. Scientific Management

The first tide of reform is scientific management. Scientific management emphasizes the improvement of efficiency and effectiveness in government. The representative examples of this philosophy are hierarchy, specialization, and the chain of command. There are numerous presidential commissions which have

supported the tide of scientific management. The major efforts of this tide are the 1939 Reorganization Act and the 1990 Chief Financial Official Act (Berman, Bowman, West, and Wart, 2006).

Frederick W. Taylor (1911)—the father of scientific management—argued that we could find out a single best way in which a worker could perform each task as interchangeable as a part of a machine. His concept for the best efficiency was embraced by many management luminaries. Luther Gulick (1937)—one of the luminaries—believed that mankind itself in the process of civilization required the establishment of authority and a network of communication and control. Applied to human resource management, this scientific management approach called for defining work in terms of positions for doing the work rather than the people. This approach focused uniformity and consistency across the government (Naff, 2003). Under Taylor's scientific management philosophy, the 1923 Classification Act was enacted for instituting grade levels and assigning salaries to each grade (Johnson and Libecap, 1994).

This scientific management influences much numerous human resource management fields such as standard procedures, narrow span of control, and job description. Current human resource management in terms of scientific management emphasizes performance management, financial incentive, and performance measurement (Berman et al., 2006). Many practitioners and scholars believe that performance management can become an undoubted solution for improving efficiency. Performance management systems—such as performance appraisals and evaluation—can become an important scientific management means for the better human resource management system. For example, performance appraisals may be an important criterion in decision making for human resource management such as firing, compensation, promotion, and rewards. It may also help not only poor performers improve performance by providing specific information on their performance but also help good performers make good performance continually by giving them positive signals (Mani, 2002).

The current philosophy of scientific management in human resource management is changing rapidly. For instance, training is changing toward the emphasis from technical, functional, and job-related competencies to broader skills, cross-functional training, and problem-solving capacities. Performance

measurement and evaluation have been shifting from individual goals to team goals. Rewards are also changing from individual-based reward systems to team/group-based reward systems. Although scientific management in human resource management can be revealed as a variety of reforms, the basic philosophy of scientific management in the pursuit of efficiency might be unchangeable (Berman et al., 2006).

2. War on Waste

The reform tide of war on waste emphasizes economy. Main actors for this goal are auditors, investigators, and inspectors general. This reform includes the 1978 Inspector General Act and the 1992 Federal Housing Enterprises Financial Safety and Soundness Act. The war on waste reform can be seen at the many budgeting systems. Although budget processes help governments allocate public resources, control agency operation, and manage service delivery, the processes include many regulations for preventing wasting money (Mikesell, 2003).

The tide of war on waste also influences many human resource management areas such as internal controls, oversight, regulations, supervision, and accountability. Governments set up many regulations and rules to minimize idle time, to avoid bottlenecks, to install time clocks, to audit long distance phone records, and to monitor attendance (Berman et al., 2006). Furthermore, this philosophy also influences minimizing internal corruption and enhancing accountability. Due to the rapid changes of government environment, human resource management is also changing from traditional control systems to flexible systems. Public human resource managers are also facing many different challenges such as conflicts of interest, devolution of responsibility, managerial discretion, increased reliance on market mechanism, and limited resources. Especially, this new circumstance requires public employees to have much higher standards on integrity and accountability. Therefore, human resource managers have to establish a new mechanism for improving integrity and accountability. A mechanism for improving integrity and accountability is

to provide public employees with guidelines for their activity. The guidelines can include internal administrative procedures, whistle-blowing, audits, and evaluations of agencies' performance (Bertok, 1999).

Another new change associated with war on waste is the deregulation of human resource management. Many scholars believe that the traditional personnel/human resource management system was a hindrance in a new personnel environment. Many researchers supporting personnel deregulation advocate that removing excessive, restrictive, and procedural regulations enable public mangers and agencies to manage human resource more efficiently and effectively (Coggburn, 2003). Whereas the traditional human resource management system in government is slow, rigid, ineffective, and inefficient, the new human resource management system through deregulation enables public managers to fulfill their missions (Jorgensen, Fairless, and Patton, 1996). In other words, the new human resource management system can enable public managers to use their discretion to attract, to select, and to motivate employees. Good workers would be rewarded, while poor performers would be punished. The deregulation of human resource management can bring several results from unresolved problems to desired outcomes. On the one hand, removing rules and regulations can enable human resource management to become efficient and effective. On the other hand, critical scholars argue that public human resource managers should consider not only efficiency and effectiveness but also other values such as merit equity, responsibility, and accountability. Consequently, critics are warning that hastily removing regulations may result in confronting many challenges in human resource management (Coggburn, 2003).

3. Watchful Eye

The watchful eye reform focuses on fairness and openness. The main actors are whistleblowers, the media, interest groups, and the public. In particular, Congress and the Courts become the institutional champions which seek to ensure fairness and openness. One of the most influencing institutions is the 1947 Administrative Procedure Act which focuses on how government agencies must operate. Recently the 1989 Ethics Reform Act is made by many efforts for curbing lobbying influences and for promoting ethics in government (Berman et al., 2006).

Watchful eye regarding human resource management leads to the ethical conduct of employees in public agencies. This ethical conduct is needed in the both hiring and firing processes because it can minimize the illegitimate use of hiring or firing criteria such as gender, age, and race. For this reason, many public human resource managers make efforts to create an organizational culture of openness, careful record keeping, and transparency (Berman et al., 2006).

Why is the ethics of public employees so important for making a good government? The ethics enable public employees to make decisions on the basis of the merit rather than other factors relevant to wrong private gains because wrong private gains often leads to unfairness and partiality. Consequently, the essence of the ethics against wrong private gains is to prevent public employees' corruption. Good ethics of public employees also helps to provide citizens with increasing confidence in government. If the confidence of governments increases, citizens will not only have a good feeling over governments but also believe that public employees make decisions based on merits. That is the reasons why the ethics of public employees is so important for making a good government (Thompson, 1992).

Generally, there are two responses for improving the level of ethics: legal and behavioral. Legal response seeks to decrease wrongdoing through training activities, while Behavioral response focuses on training and information dissemination to help public managers and employees recognize ethical problems and conflicts. For example, an ethical guidance related to mission, vision, and value can provide public employees with a good criterion in decision making related with tough ethical issues (Kazman and Bonczek, 1999). In order to create an organizational culture for fairness and openness, public human resource managers need to take advantage of several strategies in the process of hiring, orientation, compensation, training, and performance appraisal. In particular, considering public employees' ethics is more important in the selection process. Organizational ethics can be revealed through job announcement, screening procedures, and communication with applicants. Therefore, public human resource managers should make an effort to show their commitment for the values such as fairness and openness.

Another strategy for increasing employees' integrity is ethics training. The ethical training should be designed to increase ethical awareness, to insure

familiarity with key legal codes and policy requirements, to explain and discuss ethical standard and expectation, and to provide tools and frameworks for resolving ethical conflicts. This ethical training is needed not only just for newly hired employees but also for all employees periodically against wrongdoing (West et al., 1998). In short, the watchful eye reform in human resource management is requiring public managers to make efforts continuously for ensuring diverse workforces, protecting legitimate privacy interests, improving service quality, and creating an ethical environment (West, 2003).

4. Liberation Management

The liberation management reform emphasizes that the restricted public sector management should be changed into the market-based management. There is "reinventing government movement" amid liberation management since the 1990s. This reform movement was led by Vice President Al Gore and the National Performance Review (NPR), which have argued that government should work better and cost less (NPR, 1994). The rationale for reinventing government is that the economy and efficiency of government operation can be significantly improved by streamlining agency procedures, by empowering managers to make more decisions at their levels, and by focusing on results rather than process (Kellough, 1999). These reforms also influence a wide range of government functions such as budgeting, procurement, customer service, work teams, and flattened hierarchies (Berman et al., 2006).

The major characteristics of reinventing reform in the human resource management are decentralization, deregulation, and flexibility: (1) greater decentralization of the merit system; (2) less reliance on written test; (3) rejection of the rule and other requirements that stringently restrict managerial discretion in picking from an eligible list; (4) less deference to seniority and veterans preferences; (5) reduction in the number of job classifications; (6) more streamlined procedures for removing employees from positions; (7) more portable pension systems to facilitate mobility across governments; and (8) greater freedom to award extra pay for outstanding

performance by work teams (Thomson, 1994: 5-6).

Decentralization has two forms: empowerment and delegation. Empowerment is to grant public employees the authority they need to perform their jobs with the least amount of overhead interference (Hays and Kearney, 1997). Working empowerment is used widely in recent reform programs. For instance, the Volcker and Winter Commission advocates the decentralization of public staffing functions to the department levels. The National Performance Review (NPR) also requires the varying decentralization from budgetary authority to abolition of the central personnel registration. As a representative example of deregulation and flexibility, the elimination of the Federal Personnel Manuala 10,000-page behemoth that had frustrated federal managers for decades was a symbolic action (Thompson, 1998). When free from the obvious burdens imposed by the Federal Personnel Manual, many managers realized that in the past they had actually imposed constraints and unnecessary procedures on themselves.

As for the liberation management trend of human resources management, Kettl (2000) argues that continuing reinvention is now almost inevitable in the United States because the mandate for change is so strong that neither elected officials nor public employees can ignore it. The Merit Systems Protection Board (MSPB) survey noted that nearly 60 percent of employees whose organizations emphasized reinvention reported increases in productivity; compared to 32 percent in other organizations (MSPB, 1998). NPR has argued that the decentralization and deregulation components of reinvention have been successful at least partially because they have been incremental and are grounded up (Ban, 2000). The more discretionary atmosphere spurred by reinvention created systems not only better fitted to their specific needs but also better suited to the new performance demands they were confronting (Thompson, 1997; Government Performance Project, 1999 2000). It may be impossible for the pendulum to swing back to the more centralized old systems.

V. Implications for Current Human Resource Management

Each reform of human resource management contributes to the development of human resource management of government as well as the public's perception of government. For example, whereas the scientific management and liberation management reforms foster the trust of government, the war on waste and watchful eye reforms cultivate antigovernment sentiment. Nonetheless, the four tides of the human resource management reform are intertwined and inseparable rather than independent and exclusive.

As a matter of fact, human resource management reforms were influenced by many variables such as, the influence of divided government, the influence of political parties, and the institutional origins of reform. Although there were many evidences of the rise or fall of human resource management reforms, there were no consistent outcomes of reform. In other words, it is difficult to get a consensus on whether the tide or fall of human resource management reforms was a success or not. Nonetheless, there are meaningful implications that the human resource management reforms do not exist exclusively but are intertwined and conflicted. For this reason, we can know how it is difficult to conduct the human resource management reform due to the conflicts of public values which government should consider. One of the best ways to conduct the reform of human resource management is to establish the correct, apparent target of reform.

The prognosis for reform efforts of human resource management is more mixed than consensus. There are many critics and skeptics (Bowman, 2002; Hays and Kearney, 1999). Several criticisms on the reform of human resource management are as the following (Berman et al., 2006:22-23):

- The role of public servants (e.g., privatization, downsizing) is undermined.
- Results fail to meet expectation.
- Oversight of the public service (deregulation, decentralization,out-sourcing) is reduced, invite corruption.
- Empowerment initiatives are frequently uneven.

While most agree that the human resource management system should be more responsive and flexible, it is difficult to implement this idea in a complex government environment. For example, the current personnel reform requires easier firing and hiring for improving efficiency of human resource management. However, human resource management reformers should not seek only efficiency because governments have other values to be considered such as equity, neutrality, and legitimacy (Lavigna, 2003).

Firing "at will" may result in a significant conflict with one of the fundamental civil service/merit systems to prevent patronage and other abuses. The U.S. Supreme Court has legal decisions that public employees have property rights and can not fire without due process, fundamentally different from the "private sectors' employment at will." Emphases on flexibility in hiring and firing can conflict with other criteria for merit-based hiring, affirmative action, veterans' preference, and due process (Lavigna, 2003). For instance, government has employed a higher percentage of minorities and women than private sectors. Although the affirmative action requirement has some inefficiency, it still helps many public organizations activate diversity. Simply giving public managers greater discretion is a recipe for bringing back the spoils system (Hill and Johnson, 1998). In other words, there are two sides to a reform coin.

Overall, civil service reform efforts have experienced a combination of success, failures, and something in between (Bowman, Gertz, and Williams, 2003; Suleiman, 2003). The challenge for human resource management is to change not only responsively but also responsibly. To do this, government should involve in its stakeholders in the reform process and make an effort for minimizing the conflicts occurring in the reform process (Lavigna, 2003).

Ⅵ. Conclusion

The four tides of government reforms—scientific management, war on waste, watchful eye, and liberation management—are intertwined and conflicting rather than independent and exclusive. Many human resource management reform issues also have to do with several values such as efficiency, economy, fairness, and high performance. These reform issues sometimes conflict each other due to the difference of values which each reform seeks. The conflicts of these issues can be traced from the discord between fundamental values: change vs. continuity; unfettered flexibility vs. unbending centralized control; and responsiveness to elected officials vs. respecting institutional memory (Smith, 1998). Therefore, in conducting human resource management reform, reformers need a more careful and comprehensive consideration relevant to the values and directions of reform. The four historical tides of reform are providing public managers several implications and lessons on what the main philosophies of reform are, how to conduct reform, how to understand reform, and how to do for better reform. In particular, public managers have to learn these lessons cautiously and make an effort for seeking best practices of human resource management.

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