

"gatekeeper" changes our perception of operators; individuals whom we might have regarded as peripheral to the organization are seen, in fact, to be central to its functioning. Gatekeepers can exist in any organization to which individuals try to gain access, from graduate schools to police departments to social clubs. It would be useful to know more about how gatekeepers differ in different kinds of organizations. For example, how do the strategies of gatekeepers vary depending upon whether they deal with the public face to face (as with an office receptionist), by telephone, or by mail? It would also be useful to know what kinds of organizations are demand processors and what kinds are not. I suspect the distinction should not be sharply drawn. Even though police departments react to demands, they have ongoing activities and internal structures that only accept certain demands and that can produce similar responses to quite varied demands.

The authors draw very general principles from findings in a very specific setting, the Fort Worth Police Department. Sometimes they provide more detail than is needed, as in listing the codes used by telephone operators in processing calls for service. They also omit some elements that complicate their schema. For example, the flow of information and control is not always from gatekeeper to response coordinator to street-level bureaucrat. Some calls for service originate in the field, and beat officers may receive, screen, coordinate, and execute some requests without ever contacting the larger organization. Beat officers can also actively disrupt the flow of information and control, for example by failing to report back immediately after completing a service call, thus preventing the dispatcher from assigning them a new task and allowing themselves time to take a break or complete other paperwork.

This book is somewhat thin, both in pages and in ideas. It depends heavily on the study of one police department. The notion of gatekeeper is not new with these authors, but they do not provide a clear picture of how gatekeepers differ between public service organizations and other organizations. There is also more jargon than needed (knowing that beat officers can be called street-level bureaucrats does not add appreciably to our understanding). In the end, I found the book to be a rather light treatment of an interesting topic.

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Public Personnel Update.

Michael Cohen and Robert Golembiewski, eds. New York: Marcel Dekker, 1984. 263 pp. \$39.75.

Government connotes laws, legislatures, courts, and administrative bureaus. But, as Cohen and Golembiewski remind us, government also means jobs. The expansion of the public workforce dates back at least to the fifteenth century (Braudel, 1983: 549), with 82,000 units of government in this country currently employing 16,000,000 of us. For many, managing public employees and the reform of public organizations is at

the heart of contemporary government (March and Olsen, 1983). Cohen and Golembiewski promise to take a fresh look in this book at public personnel administration.

The book begins with Cohen's analysis of the two major federal civil service reforms: the Pendleton Act of 1883, primarily designed to reduce the intrusion of politics into personnel management, and the Civil Service Reform Act of 1978. Both reforms reflected contemporary theories of management and the popular ideal of making government more business-like.

Rosenbloom writes about affirmative action and, with Shafritz, collective bargaining. These contributions stand out in their attempt to link the technical world of public personnel management with the ever-present political environment. In contrast, Quaintance's detailed technical chapter on selection procedures pays little attention to the conflicts over efficiency, social equity, and seniority claims.

Quaintance's chapter and Schneier and Beatty's on performance appraisal provide detailed technical surveys. Each emphasizes the legal aspects of public personnel management. Quaintance ends her chapter with an instructive comparison of the Uniform Guidelines to Employee Selection Procedures and the American Psychological Association's latest professional standards. Schneier and Beatty go beyond the typical performance appraisal chapter with welcomed sections on design and implementation. Cohen lists the problems of women at work.

Motivating public employees and measuring their productivity are discussed by Miller, Colby, and Golembiewski. Miller summarizes motivation theory yet overlooks the special problems of public employees that are so well documented by Lynn (1981) and Lipsky (1980). Colby defines productivity as the sum of effectiveness and efficiency, reviews private-sector productivity measures, and suggests how these measures can be applied to government. Golembiewski stresses training, to incorporate contemporary knowledge of the applied behavioral sciences into the day-to-day management of public employees.

Cohen and Golembiewski's collection is a solid blend of conceptual and technical chapters. It appropriately emphasizes the legal environment of public personnel management, but the book has several flaws. First, it reads like a text written by committee. Although edited volumes are routinely criticized for a lack of coherence, such books can be very good if they provide variety and new ideas. Many of the chapters in this book, however, are summative reviews written as if they belonged in a text, yet the whole lacks the framework expected of a text.

Second, the volume is out of focus. The editors and several chapter authors place considerable importance on the Civil Service Reform Act of 1978, which targeted federal personnel practices. But the book is not about the federal government. It encompasses all public employees, and the different levels and forms of public employment demand greater attention.

Third, if intended as an analysis of the impact of the Civil Service Reform Act, this update is out of date. Although the book has a 1984 copyright, the authors, except for Golem-

biewski, do not examine the act's implementation in the federal government and its influence on state and local personnel practices. Whether this is the result of publication delays or the false assumption that one can understand reform without analyzing how it is carried out, this volume is unfortunately dated.

Fourth, the collection shares a flaw with much management practice. The technical chapters on how to select and monitor personnel ignore the very complexities introduced in the conceptual chapters. If the principles of responsiveness, distributive justice, efficiency, and employee rights conflict, how do we design personnel systems that continually adjust to these competing claims? While Rosenbloom and Shafritz do look at this debate, it seems peripheral to the update as a whole.

Rather than a fresh look at public personnel, Cohen and Golembiewski's book summarizes standard views. The Carter reforms and Reagan revolution have bared, rather than solved, the basic dilemmas of public administration. Advances in understanding public personnel wait for techniques and reforms that encompass the value conflicts that are identified, but then ignored, in this book.

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Economic Behavior Within Organizations.

Stephen A. Hoenack. Cambridge and New York: Cambridge University Press, 1983. 290 pp. \$34.50.

The publication of Williamson's (1975) *Markets and Hierarchies* was heralded by some as the beginning of a new era in organization theory (Ouchi, 1977) — an era that would be characterized by research focusing on such organization-

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