

# **PADP 6920**

## **Public Personnel Administration Spring 2020**

Wednesdays 3:35 – 6:35 pm  
Baldwin 101D

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Office Hours:  
Wed. 1:30-3:00  
Other hours by  
appointment

### **General Description:**

This course focuses on selected topics in the study and practice of public personnel administration. Essentially, it is an analysis of the literature, problems, and directions of public personnel issues. The emphasis is on reading, analyzing the literature, and probing the scope of the field. A variety of class exercises and case analyses will supplement the assigned reading. The central objectives for the course are to enable students to:

1. Develop an appreciation for the dynamic political environment and the statutory and Constitutional restrictions that distinguish public personnel management from its counterpart in the private sector.
2. Understand the history of the civil service in the United States.
3. Define the concept of merit in public employment and be familiar with the evolution of merit systems.
4. Demonstrate knowledge of issues associated with recent civil service reform.
5. Understand equal employment opportunity law and the history of efforts to combat unlawful discrimination.
6. Describe recruitment, examination, and selection procedures.
7. Be familiar with public sector job evaluation techniques.
8. Know how compensation structures are constructed.
9. Explain theories of work motivation and systems of employee performance appraisal.
10. Be knowledgeable of the role of public employee unions and systems of collective bargaining.

This course is intended intended to promote student mastery of three of the five core competencies required for NASPAA accreditation of our MPA program.

*Competency 1: To lead and manage in public governance*

Students in the Master of Public Administration program at The University of Georgia will learn

the implications of the unique political and legal environment in the public sector and its human management implications. They will be able to understand the importance and dynamics of working in groups or teams to make collaborative decisions, incorporate diverse viewpoints, and create a cohesive and professional product. Furthermore, students will be equipped to identify leadership and management demands across sectors, particularly in the public and nonprofit sectors, including their similarities and differences as well as unique intergovernmental and inter-organizational challenges.

*Competency 4: To articulate and apply a public service perspective*

Students in the Master of Public Administration program at The University of Georgia will understand and appreciate the intellectual history of American public administration, competing ideological frameworks, and major issues or controversies that have emerged over time. They will learn to apply the profession's code of ethics to decisions and value conflicts unique to the public sector, ensuring practices remain accountable and transparent. Moreover, students will demonstrate an appreciation of the complex legal/political/fiscal environment of public management.

*Competency 5: To communicate and interact productively with a diverse and changing workforce and citizenry*

Students in the Master of Public Administration program at The University of Georgia will exhibit knowledge of principles and practices associated with effective public personnel management. Such skills will include the ability to recognize, consider, and respect differing points of view in administrative and policy decisions. Students will execute specific strategies to enhance equity within and representativeness of the public workforce to ensure all people within a government's jurisdiction are well served. Finally, students will demonstrate an appreciation for diversity and will be able to work productively in teams by displaying composure, professionalism, and effective communication skills.

**Required Texts:**

Lloyd G. Nigro and J. Edward Kellough, *The New Public Personnel Administration*, seventh edition, (Boston: Wadsworth, Cengage Learning, 2014). ISBN: 978-1-133-73428-4

Norma M. Riccucci, ed., *Public Personnel Management: Current Concerns, Future Challenges*, sixth edition, (New York: Routledge, 2018). ISBN 978-1-138-68970-1

Additional reading material is available on the UGA eLC website.

**Course Structure:**

Attendance and Participation: Students are expected to attend each scheduled class meeting, to be on time, and to be prepared for each class session. A significant proportion of your final grade (15 percent) will be based on the instructor’s assessment of your participation which includes attendance and participation in class discussions, presentations, and exercises.

Only a medical emergency, a death in the immediate family, personal illness, official religious holidays, and academic related absences (e.g., academic conference attendance) will be considered excused. If you miss class for any other reason you will be considered absent from class without a justified reason. Note that students must inform the instructor in advance if they are unable to attend class. This includes sending an email if you are unable to attend class due to a medical illness.

Student Presentations: Students will prepare and present summaries of key court cases or other personnel management issues or policies of their choice. These presentations should be approximately 20 minutes in length and should make use of PowerPoint slides, videos, or other media. Students may work alone or with a partner. You should think of these presentations as training seminars in which you inform your colleagues (and me) of important aspects of the selected topic. Cases and issues for presentation are listed on this syllabus, but you may also present on other topics in which you have an interest. A written summary of the major points of your presentation should be distributed to everyone in class.

Issue Paper: A term paper summarizing and assessing the literature and primary arguments surrounding a key issue affecting contemporary public personnel administration is required. The paper must be a minimum of 15 pages in length. A one-paragraph paper proposal outlining the topic selected by the student and explaining its significance is due on **January 29**. Students may write papers on the same topics covered by their formal presentations and are encouraged to do so. Papers are due on **April 29**.

Examinations: There will be a mid-term and a final examination. The mid-term examination, scheduled for **March 4**, will be completed in class and will consist of multiple choice, short answer, and essay questions covering selected topics. The final examination will be a take-home exam distributed on **April 22** and due by 5:00 pm on **May 6**. Each examination is designed to test your ability to understand and critically evaluate the reading, lecture, and discussion material covered in the course.

Grading: Grades will be based on points obtained but, in general, if your performance in this class is “excellent” you will receive a grade of “A.” If you have good or very good performance, you will receive a “B” or “B+.” Those, if any, who do not have a basic mastery of the material will receive a grade of “C.” A grade of “F,” which is virtually unprecedented, is reserved for those who do not do the work.

Elements of the class are weighted in the following manner:

<u>Course Component</u>	<u>Weight</u>
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1. Quality of the Issue Paper	30%
2. Participation	15%
3. Midterm Exam	25%
4. Final Exam	<u>30%</u>
	100%

Academic Honesty: All students must abide by the University of Georgia policy regarding academic honesty. All academic work must be performed without any form of cheating, lying, stealing, or receiving assistance from any other person or using any source of information not appropriately authorized or attributed. The University policy on academic honesty may be accessed at <http://www.uga.edu/honesty/>.

Computers, Cell Phones, and other Electronic Devices: You may bring a laptop computer to class, and indeed, you are encouraged to do so. You will find it is useful for course work. You may, of course, also bring your cell phone, iPad, or other similar device. However, while you are in class, please refrain from using these devices for activities unrelated to course work. Such activities could include surfing the web, working on Facebook, watching videos, checking your e-mail, tweeting, or engaging in other similar actions. Please also make sure that your phone is silenced during class time.

Students with Disabilities: If you have a disability and would like to request specific accommodations, please contact your instructor. If you plan to request accommodations for a disability, please register with the UGA Disability Resource Center, 114 Clark Howell Hall, Athens, GA 30602. Phone: 706.542.8719, Email: [drc@uga.edu](mailto:drc@uga.edu).

## CLASS SCHEDULE

### **January 8: INTRODUCTION**

A review of course requirements...general discussion of the field of public personnel administration.

### **January 15: FOUNDATIONS OF THE FIELD**

A look at the development of public personnel management in the United States...Review of the early American bureaucracy and the rise of patronage.

Nigro and Kellough, Chapters 1.

Riccucci, Chapter 1.

Paul P. Van Riper, *History of the United States Civil Service* (Evanston, Illinois: Row, Peterson, and Company, 1958), Chapter 2: “Bureaucratic Beginnings: 1789-1829” and Chapter 3: “The Victors: 1829-1869.”

## **January 22: REFORM I: THE PRINCIPLE OF MERIT**

Consideration of the reform movement of the late nineteenth century and the triumph of the merit principle.

Nigro and Kellough, Chapter 2, pp. 17 – 25.

Paul P. Van Riper, *History of the United States Civil Service* (Evanston, Illinois: Row, Peterson, and Company, 1958), Chapter 5: “Americanizing a Foreign Invention: The Pendleton Act of 1883.”

The Pendleton Act

<http://www.ourdocuments.gov/doc.php?flash=true&doc=48&page=transcript>

## **January 29: REFORM II: MERIT, MANAGEMENT, AND POLITICS**

Analysis of the current reform movement...The struggle to balance political responsiveness and neutral competence in the public service.

Nigro and Kellough, Chapter 2, pp. 25 – 36.

Gene Brewer and J. Edward Kellough. 2016. “Administrative Values and Public Personnel Management: Reflections on Civil Service Reform in the United States,” *Public Personnel Management*, 45(2): 171-189.

McGarth, Robert J. 2013. “The Rise and Fall of Radical Civil Service Reform in the United States.” *Public Administration Review*, 73, 4: 638-649.

### **Topics for Presentation:**

*Branti v. Finkel*, 445 U.S. 507 (1980) – Dismissal for Political Purposes.

*Rutan v. Republican Party of Illinois*, 497 U. S. 62 (1990) – Transfer, Recall, and other Actions for Political purposes.

The Hatch Act and its Amendments – Restrictions on Political Activities of Public Employees.

### **Paper Proposal Due**

## **February 5: THE STRUGGLE FOR EQUAL EMPLOYMENT OPPORTUNITY**

Discussion of the development of equal employment opportunity policy.

Nigro and Kellough, Chapter 9.

### **Topics for Presentation:**

The Civil Rights Act of 1964 – Title VII (as amended)

The Civil Rights Act of 1991

*Griggs et al. v. Duke Power Company*, 401 U.S. 424 (1971) – Discrimination under Title VII of the Civil Rights Act of 1964.

Sexual Harassment in the Workplace

Laws prohibiting discrimination based on sexual orientation

## **February 12: FROM AFFIRMATIVE ACTION TO AFFIRMING DIVERSITY**

A look at the concept of affirmative action and its legal parameters.

Riccucci, Chapters 4, 5, and 6.

### **Topics for Presentation:**

*United Steel Workers of America v. Weber*, 443 U.S. 208 (1979)

*Johnson v. Transportation Agency, Santa Clara County*, 480 U.S. 616 (1987)

*Grutter v. Bollinger*, 539 U.S. 306 (2003)

The Americans with Disabilities Act of 1990

## **February 19: RECRUITMENT, EXAMINATION, AND SELECTION**

A discussion of recruitment and examination methods in public personnel administration...consideration of legal constraints on selection processes...employee training and development.

Nigro and Kellough, Chapter 4.

Riccucci, Chapters 10 and 11.

### **Topics for Presentation:**

*Ricci v. DeStefano* 557 U.S. 557 (2009)

Uniform Guidelines on Employee Selection, 29 CFR Part 1607 (1978)

## **February 26: JOB ANALYSIS AND EVALUATION**

Consideration of job analysis techniques...methods of classifying jobs or positions.

Nigro and Kellough, Chapter 5.

Leonard N. Persson, *The Handbook of Job Evaluations and Job Pricing*, (Madison, Connecticut: Business and Legal Reports, Inc., 1989), Chapter 1.

### **In-class exercise: Job Evaluation using the FES**

## **March 4: MID-TERM EXAM**

## **March 11: SPRING BREAK**

## **March 18: JOB PRICING AND EMPLOYEE COMPENSATION**

Analysis of the process of building a compensation structure... review of the issue of pay equity and the concept of comparable worth.

Leonard N. Persson, *The Handbook of Job Evaluations and Job Pricing*, (Madison, Connecticut: Business and Legal Reports, Inc., 1989), Chapter 2.

Riccucci, Chapter 13.

### **Topics for Presentation:**

*AFSCME v. State of Washington*, 770 F.2d 1401 (1985)

The Issue of Pay Equity

*County of Washington v. Gunther*, 452 U.S. 161 (1981)

## **March 25: PERFORMANCE APPRAISAL**

Discussion of issues associated with measuring employee performance in public organizations.

Nigro and Kellough, Chapters 3 and Chapter 6, pp. 143-160.

Riccucci, Chapter 14.

### **Topics for Presentation:**

Description of a performance appraisal system in a selected public agency

#### **April 1: EMPLOYEE MOTIVATION AND MERIT PAY**

A review of motivation theories and their implications for personnel management.  
Consideration of pay-for-performance systems.

Nigro and Kellough, Chapter 6, pp. 160-170.

Gary P. Latham, *Work Motivation: History, Theory, Research, and Practice*, (Thousand Oaks, California: Sage Publications, 2007), Chapters 1 – 3.

##### **Topics for Presentation:**

Pros and Cons of Pay-for-Performance Systems  
Total Quality Management  
Management by Objectives

#### **April 8: PUBLIC EMPLOYEE UNIONS AND COLLECTIVE BARGAINING**

Analysis of public sector labor relations and collective bargaining practices.

Nigro and Kellough, Chapter 7.

Riccucci, Chapter 8.

##### **Topics for Presentation:**

Summary of state laws on public sector collective bargaining  
Pros and Cons of the right to strike by public employees  
Union rights for federal employees

#### **April 15: STATUTORY AND CONSTITUTIONAL CONSTRAINTS**

A review of additional federal statutes regulating public sector human resources management including the Fair Labor Standards Act, the Family and Medical Leave Act, Title VII of the Civil Rights Act of 1964, the Age Discrimination in Employment Act, and the Americans with Disabilities Act. A discussion of Constitutional limitations on public personnel management including consideration of employee rights under the 1<sup>st</sup>, 4<sup>th</sup>, 5<sup>th</sup>, and 14<sup>th</sup> Amendments.

Jerry Hartman, Gregory W. Homer, and Alisa H. Reff, “The Legal Issues in Human



Resource Management,” in *Handbook of Human Resource Management in Government*, Stephen E. Condrey, ed., (San Francisco: Jossey-Bass, 2010), Chapter 18, pp. 423-454.

Nigro and Kellough, Chapter 8.

Riccucci, Chapter 9.

United States Constitution, Amendments 1, 4, 5, and 14.

**Topics for Presentation:**

Fair Labor Standards Act

Family and Medical Leave Act

*Cleveland v. Loudermill*, 470 U.S. 532 (1985)

**April 22: WHITHER PUBLIC PERSONNEL ADMINISTRATION?**

Consideration of the future of the field of Public Personnel Administration

Nigro and Kellough, Chapters 10 and 11.

Riccucci, Chapters 12 and 15.

**Final Exam Distributed**

**April 29: No Class (Reading Day)**

**Paper Due**

**May 6: Final Exam Due at 5:00pm**