

PADP 6920

Public Personnel Administration Spring 2021

Mondays 4:10 – 7:00 pm
Caldwell 204

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Meetings outside of class
may be arranged by email and
conducted via Zoom or phone

Coronavirus Information for Students

Face Masks

Effective July 15, 2020, the University of Georgia—along with all University System of Georgia (USG) institutions—requires all faculty, staff, students, and visitors to wear an appropriate face covering (i.e., a face mask) while inside campus facilities/buildings where six feet of social distancing may not always be possible. Face mask use is in addition to and is not a substitute for social distancing. Reasonable accommodations may be made for those who are unable to wear a face mask for documented health reasons. Students seeking an accommodation related to face masks should contact Disability Services at <https://drc.uga.edu/>.

DawgCheck

Please perform a quick symptom check each weekday on DawgCheck – on the UGA app or website – whether you feel sick or not. It will help health providers monitor the health situation on campus: <https://dawgcheck.uga.edu/>

What do I do if I have symptoms?

Students showing symptoms should self-isolate and schedule an appointment with the University Health Center by calling 706-542-1162 (Monday – Friday, 8 a.m. to 5 p.m.). Please do not walk-in. For emergencies and after-hours care, see <https://www.uhs.uga.edu/info/emergencies>.

What do I do if I am notified that I have been exposed?

Students who learn they have been directly exposed to COVID-19 but are not showing symptoms should self-quarantine for 14 days consistent with Department of Public Health (DPH) and Centers for Disease Control and Prevention (CDC) guidelines. Please correspond with your instructor via email, with a cc: to Student Care & Outreach at sco@uga.edu, to coordinate continuing your coursework while self-quarantined. If you develop symptoms, you should contact the University Health Center to make an appointment to be tested. You should continue to monitor your symptoms daily on DawgCheck.

How do I get a test?

Students who are demonstrating symptoms of COVID-19 should call the University Health Center. UHC is offering testing by appointment for students; appointments may be booked by calling 706-542-1162.

What do I do if I test positive?

Any student with a positive COVID-19 test is **required** to report the test in DawgCheck and should self-isolate immediately. Students should not attend classes in-person until the isolation period is completed. Once you report the positive test through DawgCheck, UGA Student Care and Outreach will follow up with you.

Email

Check your email regularly so you don't miss important information, and also check the University [COVID-19 website](#) for updates and resources, this web site includes links from student affairs with helpful, up-to-date messages for students.

Mental Health and Wellness Resources

If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-7774 or visit <https://sco.uga.edu>. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.

UGA has several resources for students seeking mental health services:

<https://www.uhs.uga.edu/bewelluga/bewelluga>)

and crisis support:

<https://www.uhs.uga.edu/info/emergencies>).

If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.uhs.uga.edu/bewelluga/bewelluga>) for a list of free workshops, classes, mentoring, and health coaching led by licensed clinicians and health educators in the University Health Center.

Additional resources can be accessed through the UGA App.

Course Description and Objectives

This course focuses on selected topics in the study and practice of public personnel administration (also known as public personnel management or public sector human resources management). Essentially, it is an analysis of the literature, problems, and directions of public personnel issues. We will review how public employees are recruited, selected, compensated, and evaluated. 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 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: This course will be offered in a hyflex format. This means that face-to-face instruction will be provided in compliance with UGA directives, but each class meeting will also be available via Zoom. Students who are experiencing any of the known symptoms of the Coronavirus, have been exposed to the Coronavirus, have symptoms of any other illness, or have other legitimate reasons for not attending in person, may attend the class virtually through Zoom. Please contact the instructor to request the Zoom link. Each class session will be recorded on Zoom and posted to eLC.

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 brief training seminars in which you inform your colleagues (and your instructor) 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.

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 **February 15**. Students may write papers on the same topics covered by their formal presentations and are encouraged to do so. Papers are due on **May 3**.

Examinations: There will be a mid-term and a final examination. Both are open-book exams. The mid-term examination, scheduled for **March 15**, will be distributed electronically at the scheduled class time and will consist of multiple choice, short answer, and essay questions covering selected topics. The final examination will be distributed electronically on **May 3** and will be due back to the instructor by 5:00 pm on **May 10**. The final examination will cover material covered in class after the mid-term exam. Each examination is designed to test your ability to understand and critically evaluate the reading, lecture, and discussion material addressed in the course.

Grading: 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,” is virtually unprecedented, and 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>
1. Quality of the Issue Paper	40%
2. Midterm Exam	30%
3. Final Exam	<u>30%</u>
	100%

Academic Honesty: 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 when you attend in person, 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. 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.

Prohibition on Recording Lectures. In compliance with University of Georgia guidance, students may not make visual or audio recordings of any aspect of this course, unless they have written authorization from the UGA Disability Resource Center. Students who have a recording accommodation agree in writing that they:

1. Will use authorized recordings only for personal academic purposes during the specific course.
2. Understand that faculty members have copyright interests in their class lectures and agree not to infringe on these rights in any way.
3. Understand that the faculty member and students in the class have privacy rights and agree not to violate those rights by using recordings for any reason other than their own personal study.
4. Will not release, digitally upload, broadcast, transcribe, or otherwise share all or any part of the recordings. They also agree that they will not profit financially and will not allow others to benefit personally or financially from lecture recordings or other course materials.
5. Will erase/delete all recordings at the end of the semester.
6. Understand that violation of these terms may subject them to discipline under the Student Code of Conduct or subject them to liability under copyright laws.

Because the instructor will make Zoom recordings of each class session available on eLC, the need for students to make their own recordings should be obviated.

CLASS SCHEDULE

January 25: INTRODUCTION

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

February 1: 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.”

February 8: REFORM I: THE PRINCIPLE OF MERIT

Consideration of the civil service 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>

February 15: REFORM II: MERIT, MANAGEMENT, AND POLITICS

Analysis of more recent reform efforts...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 22: 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

March 1: 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

March 8: 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)

March 15: MID-TERM EXAM

There will be no in-person attendance in the classroom. This examination will be distributed to each student electronically at 4:10 pm. The completed exam must be returned to the instructor by e-mail (kellough@uga.edu) by 7:00 pm.

March 22: 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 29: 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

April 5: 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.

Topic for Presentation:

Description of a performance appraisal system in a selected public agency

April 12: 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 19: 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 26: 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 1st, 4th, 5th, and 14th 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)

May 3: 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

Paper Due

May 10: Final Exam Due at 5:00pm by email to kellough@uga.edu