

PADP 6920
Public Personnel Administration
Fall 2021

Tuesdays 7:00 – 9:50 pm
Baldwin Hall, Room 101D

Dr. J. Edward Kellough
280C Baldwin Hall
email: kellough@uga.edu
706-424-1125 (Cell)

Office Hours: Tuesdays 4:00 – 5:00 pm.
Other hours available by appointment

Coronavirus Information for Students

Face coverings:

Following guidance from the University System of Georgia, face coverings are recommended for all individuals while inside campus facilities.

How can I obtain the COVID-19 vaccine?

University Health Center is scheduling appointments for students through the UHC Patient Portal (https://patientportal.uhs.uga.edu/login_dualauthentication.aspx). Learn more here – <https://www.uhs.uga.edu/healthtopics/covid-vaccine>. The Georgia Department of Health, pharmacy chains and local providers also offer the COVID- 19 vaccine at no cost to you. To find a COVID-19 vaccination location near you, please go to: <https://georgia.gov/covid-vaccine>. In addition, the University System of Georgia has made COVID-19 vaccines available at 15 campuses statewide and you can locate one here: <https://www.usg.edu/vaccination>

What do I do if I have COVID-19 symptoms?

Students showing COVID-19 symptoms should self-isolate and schedule an appointment with the University Health Center by calling 706-542-1162 (Monday-Friday, 8 a.m.-5p.m.). Please DO NOT walk-in. For emergencies and after-hours care: <https://www.uhs.uga.edu/info/emergencies>.

What do I do if I test positive for COVID-19?

If you test positive for COVID-19 at any time, you are **required to report it** through the [DawgCheck Test Reporting Survey](#). We encourage you to stay at home if you become ill or until you have excluded COVID-19 as the cause of your symptoms. UGA adheres to current Georgia Department of Public Health (DPH) quarantine and isolation [guidance](#) and requires that it be followed. Follow the instructions provided to you when you report your positive test result in DawgCheck.

Guidelines for COVID-19 Quarantine Period:

Students who are fully vaccinated **do not** need to quarantine upon exposure unless they have symptoms of COVID-19 themselves. Students who are not fully vaccinated and have been

directly exposed to COVID-19 but are not showing symptoms **should self-quarantine for 10 days**. Those quarantining for 10 days must have been symptom-free throughout the monitoring period and continue self-monitoring for COVID-19 symptoms for a total of 14 days. You should report the need to quarantine on **DawgCheck** (<https://dawgcheck.uga.edu/>), and communicate directly with your faculty to coordinate your coursework while in quarantine. If you need additional help, reach out to Student Care and Outreach (sco@uga.edu) for assistance. Students, faculty and staff who have been in close contact with someone who has COVID-19 are no longer required to quarantine if they have been fully vaccinated against the disease and show no symptoms.

Well-being, Mental Health, and Student Support:

If you or someone you know needs assistance, you are encouraged to contact Student Care & 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 to support your well-being and mental health: <https://well-being.uga.edu/> Counseling and Psychiatric Services (CAPS) is your go-to, on-campus resource for emotional, social and behavioral-health support: <https://caps.uga.edu/>, TAO Online Support (<https://caps.uga.edu/tao/>), 24/7 support at 706-542-2273. For crisis support: <https://healthcenter.uga.edu/emergencies/>. The University Health Center offers FREE workshops, classes, mentoring and health coaching led by licensed clinicians or health educators: <https://healthcenter.uga.edu/bewelluga/>

Monitoring conditions:

Note that the guidance referenced in this syllabus is subject to change based on recommendations from the Georgia Department of Public Health, the University System of Georgia, or the Governor's Office. For the latest on UGA policy, you can visit coronavirus.uga.edu.

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 history.
6. Describe recruitment, examination, and selection procedures.
7. Be familiar with public sector job evaluation techniques.
8. Know how compensation structures are constructed.
9. Understand 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

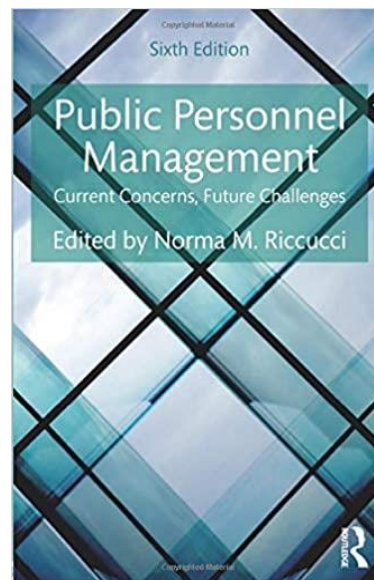
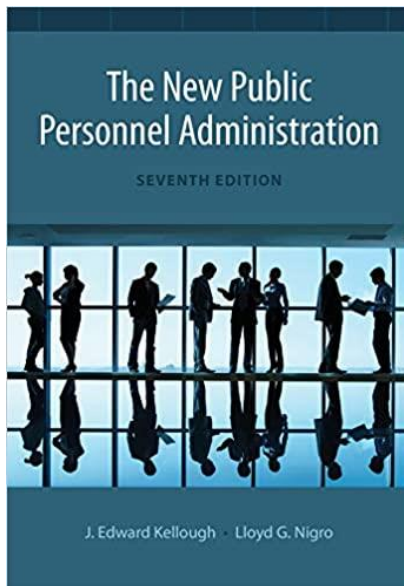
Students in the Master of Public Administration program at The University of Georgia will exhibit knowledge of principles and practices associated with effective public personnel management. Such skills will include the ability to recognize, consider, and respect differing points of view in administrative 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 and through the University Main Library electronic reserves (password: JEKellough).



Course Structure:

Attendance and Participation: UGA is committed to in-person instruction without restrictions and with full classroom capacity for the fall of 2021. Accordingly, this course will be offered in an in-person format. This means that face-to-face instruction will be provided consistent with UGA requirements. Students are expected to attend class and actively participate.

Student Presentations: Students will prepare and present summaries of key public 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 **September 14** at 7:00 pm to kellough@uga.edu. Students may write papers on the same topics covered by their formal presentations and are encouraged to do so. Papers are due at 7:00 pm on **December 7** to kellough@uga.edu.

Examinations: There will be a mid-term and a final examination. Both are open-book essay exams taken at home. The mid-term examination will be distributed electronically by 7:00 pm on **October 12** and must be returned by 7:00 pm on **October 19** to kellough@uga.edu. The final examination will be distributed electronically by 7:00 pm on **December 7** and must be returned to the instructor by 7:00 pm on **December 14** to kellough@uga.edu. The final examination will address material covered in class after the mid-term exam only. 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” or “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.” Grades below a “C” are uncommon. All grades will conform to the following scale:

A	93 – 100%	C-	70 – 72%
A-	90 – 92%	D+	67 – 69%
B+	87 – 89%	D	63 – 66%
B	83 – 86%	D-	60 – 62%
B-	80 – 82%	F	Below 60%
C+	79 – 77%		
C	73 – 76%		

Final Letter Grades will be based upon elements of the class weighted in the following manner:

<u>Course Component</u>	<u>Weight</u>
1. Quality of the Issue Paper	30%
2. Midterm Exam	25%
3. Final Exam	25%
4. Class Presentations	<u>20%</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, and you are encouraged to do so. You may, of course, also bring your cell phone, iPad, or other similar device. Please 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.

Preferred Name and Pronouns: Professional courtesy and sensitivity are especially important with respect to individuals and topics dealing with differences of race, culture, religion, politics, sexual orientation, gender, gender variance, and nationalities. Class rosters are provided to the instructor with the student's legal name. I am eager to address you by your preferred name and/or gender pronoun. Please advise me of this preference early in the semester so that I may make appropriate changes to my records.

CLASS SCHEDULE

August 24: INTRODUCTION

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

August 31: 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.”

September 7: 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>

September 14: 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.

Riccucci, Chapter 13.

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 by 7:00 pm by e-mail to kellough@uga.edu

September 21: 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).

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.

September 28: 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.

October 5: 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.

Topics for Presentation:

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

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

October 12: MID-TERM EXAM

There will be no in-person attendance in the classroom on this day. The mid-term exam will be distributed to each student electronically at 7:00 pm. The completed exam must be returned to the instructor by e-mail (kellough@uga.edu) by 7:00 pm on **October 19**.

October 19: 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

Mid-Term Exam Due by 7:00 pm by e-mail to kellough@uga.edu

October 26: JOB PRICING AND EMPLOYEE COMPENSATION

Analysis of the process of building a compensation structure.

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

Riccucci, Chapter 10.

Topic for Presentation:

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

November 2: PERFORMANCE APPRAISAL

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

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

Topic for Presentation:

Description of a performance appraisal system in a selected public agency.

November 9: 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.

Riccucci, Chapter 11.

Topics for Presentation:

Pros and Cons of Pay-for-Performance Systems.

Total Quality Management.

Management by Objectives.

November 16: 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

November 23: STATUTORY 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, and others.

Jerry Hartman, Gregory W. Homer, and Alisa H. Reff, "The Legal Issues in Human Resource Management," in *Handbook of Human Resource Management in Government*, third edition, Stephen E. Condrey, ed., (San Francisco: Jossey-Bass, 2010), Chapter 18, pp. 423-454.

Topics for Presentation:

Fair Labor Standards Act.

Family and Medical Leave Act.

November 30: CONSTITUTIONAL CONSTRAINTS

A discussion of Constitutional limitations on public personnel management including consideration of employee rights under the 1st, 4th, 5th, and 14th Amendments.

Nigro and Kellough, Chapter 8.

Riccucci, Chapter 9.

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

Topic for Presentation:

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

December 7: 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, 14, and 15.

Final Exam Distributed by 7:00 pm

Paper Due by 7:00 pm by email to kellough@uga.edu

December 14: No Class Meeting.

Final Exam Due by 7:00 pm by email to kellough@uga.edu