

PADP 6920
Public Personnel Administration
Spring 2022

Thursdays 3:55 – 6:45 pm
Baldwin Hall, Room 101D

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Office Hours: Thursdays 2:00 – 3:00 pm.
Other hours available by appointment

CORONAVIRUS INFORMATION FOR STUDENTS

UGA adheres to guidance from the University System of Georgia and the recommendations from Georgia Department of Public Health (DPH) related to quarantine and isolation. Since this may be updated periodically, we encourage you to review the latest guidance [here](#). The following information is based on guidance last updated on December 29, 2021.

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 get tested. You can schedule an appointment with the University Health Center by calling 706-542-1162 (Monday-Friday, 8 a.m. – 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 test positive for COVID-19? (Isolation guidance)

If you test positive for COVID-19 at any time, either through a PCR test, an Antigen test, or a home test kit, you are **required to report it** through the DawgCheck Test Reporting Survey: <https://dawgcheck.uga.edu/>. Follow the instructions provided to you when you report your positive test result in DawgCheck.

As of December 29, 2021, when an individual receives a positive COVID-19 test: Everyone, **regardless of vaccination status**, should:

- Stay home for 5 days.
- If you have symptoms or your symptoms are resolving after 5 days, you can leave your house and return to class.
- Continue to wear a mask around others for 5 additional days.

What do I do if I have been exposed to COVID-19? (Quarantine guidance)

If you have been exposed (within 6 feet for a cumulative total of 15 minutes or more over a 24-hour period – unmasked**) to someone with COVID-19 or to someone with a positive COVID-19 test and you are:

- Boosted, or have become fully vaccinated within the last 6 months (Moderna or Pfizer vaccine) or within the last 2 months (J&J vaccine)
 - o You do not need to quarantine at home and may come to class.
 - o You should wear a mask around others for 10 days.
 - o If possible, get tested on day 5.
 - o If you develop symptoms, get tested and isolate at home until test results are received, then proceed in accordance with the test results.
- Unvaccinated, or became fully vaccinated more than 6 months ago (Moderna or Pfizer vaccine) or more than 2 months ago (J&J vaccine) and have not received a booster:
 - o You must quarantine at home for 5 days. After that you may return to class but continue to wear a mask around others for 5 additional days.
 - o If possible, get tested on day 5.
 - o If you develop symptoms, get tested and isolate at home until test results are received, then proceed in accordance with the test results.

** “Masked-to-masked” encounters are not currently considered an exposure; this type of interaction would not warrant quarantine.

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.

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 <https://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). We will review how public employees are recruited, selected, compensated, and evaluated. 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.
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.

PADP 6920, Public Personnel Administration, is designed 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

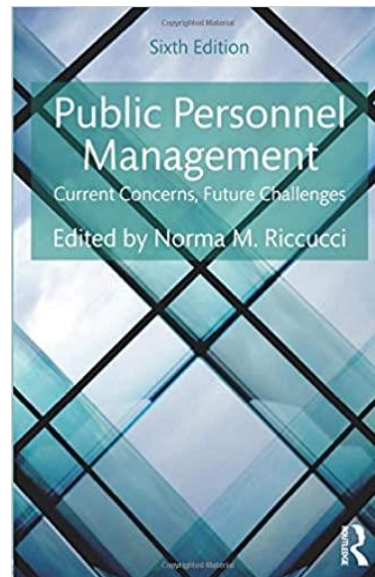
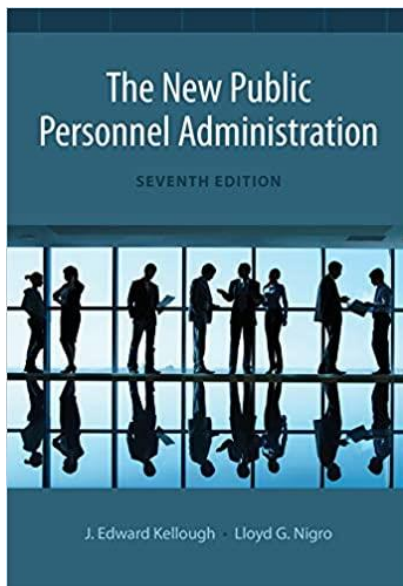
Students in the Master of Public Administration program at The University of Georgia will exhibit knowledge of principles and practices associated with effective public personnel management. Such skills will include the ability to recognize, consider, and respect differing points of view in administrative 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 (10% of your final grade): Students are expected to attend class and actively participate. If you need to miss a class for a legitimate medical or other emergency, please notify the instructor as soon as possible. Your grade for participation will reflect your contributions to class activities/exercises, your participation in class discussion, and your attendance.

Student Presentations/Debates (20% of your final grade): Students will prepare and present summaries or debates on key public personnel management issues or court cases of their choice. These presentations/debates may be approximately 20 to 30 minutes in length and may make use of PowerPoint slides, videos, or other media. Students may work alone or with a partner. If you

choose to make a non-debate presentation, think of it as a brief training seminar in which you inform your colleagues (and your instructor) of important aspects of the selected topic. If you would like to participate in a debate over an issue or court case, your (either alone or with a partner) will present the arguments on one side of the issue/case while another student or pair of students will present the other side. Members of the class should be prepared to ask questions of the presenters/debaters. Issues and cases available for selection are listed on this syllabus, but you may also present or debate other topics in which you have an interest. The instructor will be available to guide you and review your presentation/debate prior to the date you will deliver it in class.

Issue Papers (30% of your final grade; 10% for each paper): Three brief issue papers summarizing and assessing the primary arguments surrounding key issues affecting contemporary public personnel administration are required. The topics will be determined by the instructor. These papers should be no more than 5 pages in length. They will be assigned at strategic points during the semester and will be due one week later. These essays are intended to give you feedback on your understanding of the material as the semester progresses. They should be submitted in MS Word format to kellough@uga.edu by 7:00 pm on the dates they are due.

Examinations (40% of your final grade; 20% for each exam): There will be a mid-term and a final examination. The mid-term examination is scheduled for **March 3** and will be completed in class. It 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 28** and due by 7:00 pm on **May 5** to kellough@uga.edu. The final examination will have the same format as the mid-term exam but will address only the material covered in class after the mid-term. Each examination is designed to test your ability to understand and critically evaluate the reading, lecture, and discussion material addressed in the course.

Grading: 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. Attendance and Participation	10%
2. Presentations/Debates	20%
3. Quality of the Issue Papers	30%
4. Midterm Exam	20%

5. Final Exam

20%
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.

Safe Space for Discussion: Our classroom will provide a safe environment in which we may engage the material through thoughtful and respectful discussion and acknowledgement of historical context. The goal is to promote understanding, and where warranted, recognition of multiple points of view.

CLASS SCHEDULE

January 13: INTRODUCTION

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

January 20: 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, Chapter 1.

Riccucci, Chapter 1.

January 27: 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 3: 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.

Wagner, Erich. “House Panel Advances OPM Reform Legislation,” *Government Executive*, December 2, 2021.

Wagner, Erich. “Study: OPM-GSA Merger Proposal Would Not Have Solved Problems It Aimed to Fix,” *Government Executive*, March 17, 2021.

H.R. 6066, “The Strengthening the Office of Personnel Management Act, A Bill to amend Title 5, United States Code, to reaffirm the role of the Office of Personnel Management as the leader for civilian human resource management in the Federal Government.” November 22, 2021.

Hale, Janet, J. Edward Kellough, Peter Levine, Ellen Tunstall, and David Walker. March 2021. *Elevating Human Capital: Reframing the U.S. Office of Personnel Management’s Leadership Imperative*. (Washington D.C.: National Academy of Public Administration). Read the Executive Summary, pages 1 – 6.

First Issue Paper Assigned

Cases and Topic for Presentation/Debate:

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

Rankin v. McPherson, 483 U.S. 378 (1987) – Dismissal for Political Speech.

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

The Hatch Act of 1939 and its Amendments – Restrictions on Political Activities of Public Employees.

February 10: THE STRUGGLE FOR EQUAL EMPLOYMENT OPPORTUNITY

Discussion of the development of equal employment opportunity policy.

Nigro and Kellough, Chapter 9.

First Issue Paper Due

Case and Topics for Presentation/Debate:

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 17: FROM AFFIRMATIVE ACTION TO AFFIRMING DIVERSITY

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

Riccucci, Chapters 4, 5, and 6.

Cases and Topic for Presentation/Debate:

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 24: 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.

Case and Topic for Presentation/Debate:

Ricci v. DeStefano 557 U.S. 557 (2009).
Uniform Guidelines on Employee Selection, 29 CFR Part 1607 (1978).

March 3: MID-TERM EXAM

March 10: SPRING BREAK

March 17: 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.

Society for Human Resources Management (SHRM). *Performing Job Analysis*.
<https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/performingjobanalysis.aspx#:~:text=Determining%20which%20tasks%20employees%20perform,s>

Jessica Miller-Merrell. (October 19, 2020). "Four Different Types of Job Evaluations."
Workology. <https://workology.com/4-different-types-of-job-evaluation-methods/>

Second Issue Paper Assigned

In-class exercise: Job Evaluation using a version of the FES

March 24: 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.

Second Issue Paper Due

Case for Presentation/Debate:

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

March 31: 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.

April 7: 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/Debate:

Pros and Cons of Pay-for-Performance Systems.

April 14: PUBLIC EMPLOYEE UNIONS AND COLLECTIVE BARGAINING

Analysis of public sector labor relations and collective bargaining practices.

Nigro and Kellough, Chapter 7.

Riccucci, Chapter 8.

Third Issue Paper Assigned

Topics for Presentation/Debate:

Pros and Cons of the right to strike by public employees

Summary of state laws on public sector collective bargaining

April 21: 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, and others. . . 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.

Third Issue Paper Due

Case and Topics for Presentation:

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

Family and Medical Leave Act.

APRIL 28: 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

Final Exam Due by 7:00 pm on May 5 to kellough@uga.edu