

Table of Contents

Dedication	xiv
Acknowledgments.....	xv
Preface.....	xvi
Chapter 1: The Evolution of Personnel Management.....	1
The Early Period.....	2
• Trustees or Revolutionary Functionaries?	
• Factionalism	
1820 to the Present.....	3
• Political Partisanship and Government Appointments	
• The Advantages of Patronage	
• Lincoln and the Patronage System	
• The Civil Service Act of 1883	
State & Local Patronage	5
• Methodology of Patronage	
• Patronage at the County Level	
• Possible Solutions	
• Recent Court Decisions	
Limiting Patronage	
• The Development of the Federal Merit System: 1883-1978	
• Early Emphasis: Insulating Public Employees from Politics	
Freedom of Speech Limitations.....	10
• Pickering v. Board of Education	
• Churchill v. Waters	
• Fisher v. Walker	
• Jeffries v. Harleston	
• Selection (Pendleton Act of 1883)	
• Separation (Lloyd-Lafollette Act of 1913)	
• Prohibitions from Political Participation (Hatch Act of 1939 as Amended in 1993)	
• Later Emphasis: <i>Seeking to Improve the Quality of Employees' Merit as Management</i>	
• Classification Systems & Employee Compensation	
• Conflict in the Merits System: <i>The Best Employees, or Protection of the Employees & the System?</i>	
• Beating the System	
• The 1978 Civil Service Reform Act	
• The Office of Personnel Management	
• Presidential Relations with Agencies	
• Staffing Powers as a Control System	
• OPM as a Presidential Management Control System	
• The Senior Executive Service	
• Power of Senior Executives	
• Accountability of Senior Executives	
• The Merit System Protection Board	
• The Office of Special Counsel and the Whistleblower Protection Act of 1989	
• Standard of Proof	
• Employee Access	
• The Equal Employment Opportunity Commission	
• The Federal Labor Relations Authority	
• Merit Pay	
Summary & Conclusion	24
Case Study 1: Patronage or Cronyism at DHHS.....	25
Case Study 2: Keep Your Stick on the Ice or Your Views of Yourself.....	29
Essential View 1: Public Personnel Administration Challenges & Federal Workforce	35

Chapter 2: Trends in State & Local Human Resource Systems 41

State-Level Trends.....41

- Reorganization in the Merit Protection Function
- Changes in State Personnel Management
- Recruitment
- Uniform Classification Systems
- Human Resource Planning
- Personnel Reform as a Management Control for Governors
- Controlling the Cost of State Government
- Achieving Policy Outcomes through Performance Appraisal Systems
- Equal Employment Policy
- Labor Relations Policy

Evolution in Local Government 47

- The Council-Manager System
- At-Will Employment
- County Government

Summary & Conclusion 50

**Essential View 2: Local Governments (Cities & Counties)
are Defining Government Institutions 51**

Essential View 3: The Maze of Transition.....56

Essential View 4: Potential Applications of Artificial Intelligence 58

Chapter 3: Protecting Leadership Theories to Learning & Practice.....61

Introduction to Leadership & Management Education 62

- Understanding Leadership
- Exchange & Change Leadership
- Context is Important in Leadership Studies

Case Study 3: Leadership is More than Rank 68

**Essential View 5: Leveraging Today's Experiences
to Develop Tomorrow's Leaders 75**

Essential View 6: Creativity & Leadership in Modern Organizations77

Chapter 4: Equal Employment Opportunity in the United States 80

The Civil Rights Movement 81

- The Evolution of Affirmative Action
- The Institutionalization of Equal Employment Opportunity Under Carter

Three Degrees of Affirmative Action 91

- Pro-action
- Quotas
- Reaction

Americans with Disabilities Act 92

- Qualified Persons with Disabilities
- Reasonable Accommodation
- Undue Hardship
- Implications of the Act

Equal Employment Opportunity (EEO), Affirmative Action, and the Courts 94

- EEO Principles & Legal Standards
- Affirmative Action & Access
- Court Decisions & Quotas
- Affirmative Action & Individual Rights

Summary & Conclusion 105

Chapter 4: Equal Employment Opportunity in the United States (continued)

Case Study 4: Representative Bureaucracy: Does That Apply to Us?.....	106
Case Study 5: Severe Acute Respiratory Syndrome (SARS), Middle East Respiratory Syndrome (MERS) & Novel Coronavirus Pneumonia (NCP) or COVID-19.....	110
Essential View 7: Our Constitution Works	116

Chapter 5: Women at Work.....118

History of Women at Work.....	119
• The Right to Work	• The Glass Ceiling
• Equal Pay	• Sexual Harassment
Summary & Conclusion	125
Case Study 6: Trust & Commitment	126
Case Study 7: Pressing a Harassment Suit	129
Case Study 8: It's Not Easy at the Top	137

Chapter 6: Workforce Changes, Family Composition & New Issues 140

Family Characteristic Types	140
• Domestic Partners	• Flexible Leave
• Daycare	• COVID-19 & The Rise of Hybrid
• Eldercare	Remote & Remote/Work from Home
• Flexible Scheduling	• Betting on Family Life
• Flexible Staffing: <i>A Brief History of What Works</i>	
Summary & Conclusion	147
Case Study 9: Balancing Work & Life Activity.....	148
Case Study 10: Leave it to the Bereavement Policy.....	160
Case Study 11: Time & Time Again.....	165
Case Study 12: Strategic Planning at Unity Trust Hospital.....	170
Essential View 8: Facts Are Stubborn Things	186

Chapter 7: Human Resource Planning 188

The Planning Context	189
• The Human Component in Agency Planning	• The Technology of Human Resource Planning
	• Skill Inventories
Summary & Conclusion	197
Case Study 13: Best Laid Plans: Challenges in Strategic Planning.....	198
Essential View 9: Compare What You Want in a Job to a Younger Cohort.....	203

Chapter 8: Recruitment Systems & the Evolution of Recruitment.....206

Recruitment Under Patronage.....	207
Recruitment Under Merit Systems.....	208
The Recruitment Process	209
• Recruitment Sources	
The Screening Process	212
• Candidate Evaluation	
• Candidate Reflection	
Summary & Conclusion	220
Case Study 14: A Hiring Dilemma: Recruitment from In-House vs. from Outside.....	221
Case Study 15: What Questions Are Lawful or Unlawful?.....	239
Case Study 16: Recruitment Process in Action: Group Practice	250
Essential View 10: Promotions: Internal vs. External Recruitment	256

Chapter 9: Classification Systems & the Future of Work.....258

Types of Classification Systems	259
• Ranks	
• In the Federal Civilian Service	
• As a Dynamic System	
Employee Compensation & Advancement Policies.....	264
• Justifying a Reclassification	
• Pay Raises Within the Same Rank	
• Step Increases & Merit	
• Rewarding Longevity	
The Techniques of Classification.....	265
• Job Evaluation Systems	
• Position Analysis & Description	
• Compensation Structure & Pay Determination	
Benchmark Positions	270
• The Salary Survey	
• Point Factor Systems	
Ongoing Applications & Issues.....	271
Humanistic Considerations	271
Summary & Conclusion	272
Case Study 17: Other Duties as Assigned	273
Case Study 18: The Classification Process: Group Practice	279

Chapter 10: Compensation**294**

Comparability.....	295
Motivation.....	296
• Human Relations Theory	
• Expectancy Theory	
• Incentive Pay	
• Group Rewards	
• Longevity Pay	
• Skill Pay	
Benefit Packages	299
• Retirement	
• Health Care	
• Life Insurance	
• Annual Leave	
• Sick Leave	
• Non-Monetary Rewards & Perquisites	
Summary & Conclusion	301
Essential View 11: Getting Someone to Want to Do Something.....	302
Essential View 12: Federal & State Pay is Complicated & Depends on the Type of Position Held.....	304

Chapter 11: Performance Appraisal Systems	309
Appraisal Systems & Organization Outcomes	310
Data-Driven Management for Results	311
• A Public-Sector Example	• Two Faces of Evaluation
Employee Development	313
• Government Contracting & Mission Priorities	• Constructive Criticism
• Providing Feedback	• Corrective Action
• Setting Standards	• Documentation
• Employee Coaching & Discipline	• Positive Coaching
• Reward Distribution	
Who Should Evaluate.....	317
• Instruments of Evaluation	• Critical-Incident Systems
• Problems with Matrix Ratings	• Behaviorally-Anchored Rating Systems
• Weighting the Items	• Checklist Systems
• Management-by-Objective Systems	
• Mixed Systems	
Summary & Conclusion	324
Case Study 19: Measure Twice, Cut Once: Performance Evaluation in Non-profit Organization.....	325
Chapter 12: Employee Training & Development	328
Training in the Public Sector.....	329
• The Professionalization of Public Service	
An Organization Perspective on Types of Training	331
• Production	• Socialization
• Adaptation	• Total Quality Management
• Organizational Development	• Coordination
Summary & Conclusion	336
Case Study 20: Learning & Development in an Agile IT Organization	337
Chapter 13: Public-Sector Collective Bargaining	341
The Historical Context of Labor Relations in the United States	341
• The Early Years	
Federal Legislation	343
• The National Labor Relations Act	• The Landrum-Griffin Act
• The Taft-Hartley Act	
Collective Bargaining in the Post-Industrial Society	344
Unionization in the Public Sector.....	345
• Growth of Public-Sector Unions	• Solidarity
• Motivations to Organize	• Purposive Motivation
• Economics	

Chapter 13: Public-Sector Collective Bargaining	(continued)
Public- vs. Private-Sector Unions	348
Collective Bargaining at the State & Local Level	348
The Right to Bargain	349
Collective Bargaining Administration.....	350
• Administrative Structures	• Defining Management Rights
• Bargaining Unit Certification	by Statute
• Bargaining Status of Supervisors	• Defining Management Rights
• Scope of Bargaining &	by Contract
Management Rights	
Unfair Labor Practices	352
• Unfair Labor Practices by Management in the Private Sector	• Discrimination Against Union Members
• Bargaining in Good Faith	• Unfair Use of Work Stoppages
Collective Bargaining at the Federal Level.....	354
• The Right to Organize	• Postal Workers
• The Right to Bargain	• Air Traffic Controllers
The Civil Service Reform Act of 1978	356
• The Federal Labor Relations Authority	• Impasse Resolution
• Management Rights	• Grievance Procedures
• Working Conditions	• Federal Labor Relations Under the 1978 Act
Strikes	358
• Factors in Successful Strikes	• Service Disruptions
• Patco's Failure	
Alternatives to Strikes.....	360
• Mediation	• Arbitration
• Fact Finding	• United Steel Workers
Interest Arbitration Variations	362
• Types of Arbitration	• The Arbitration Option
• The Grievance Process	• Other Grievance Process Options
• The Civil Service Option	• Expedited Arbitration
Summary & Conclusion	366
Case Study 21: City Bargaining	367
Case Study 22: Union Contract Negotiations in Springfield.....	371

Chapter 14: Management in a Union Environment	375
Retail Unions: Template for Government?	376
Union Contracts as Constraints on Management.....	377
• Established Practices: Private Strengths & Public Weaknesses	
Privatization	380
Affirmative Action.....	381
Gainsharing & Goal Sharing.....	382
Preparing for Negotiations.....	382
• Record Keeping: Artificial Intelligence (AI) & Machine Learning (ML) in Data Spaces	
Supervisory Involvement.....	383
Developing a Professional Relationship.....	384
Treating Union Representatives as Professionals	385
• Start-up Constraints	
• Ongoing Union-Management Relations	
• Union Consultation: When & Why	
• Establishing a System of Routine Consultation	
Creating a Fair & Equitable Grievance Process	387
• Nature of the Grievance	
• Timely Grievances	
Third-Party Resolution	388
Dual Systems.....	388
• Resolution at the Lowest Level	
Summary & Conclusion	390
Case Study 23: Treated Like Dogs	391
Essential View 13: Working with the “Non-Union” Union	397



Chapter 15: Employee Discipline & Conflict Resolution Systems.....	399
EEO Constraints	400
• EEO Grievance Systems	• Counseling as Screening
• Grievance Counseling	• Avoiding Litigation
Merit System Constraints.....	402
Disciplinary Systems	403
• Documentation	• Progressive Discipline
• Appropriate Discipline	• Appropriate Disciplinary Action
Job Rights of Classified Employees.....	406
• Rights of Classified Employees	• Appeals
• Property Interest	• Substantive issues
• Due Process	• Preponderance of Evidence
• Predischarge Rights	
Tests of a Grievance	410
• Questions to Ask Yourself	
Sexual Behavior & the Rights of Public Employees.....	412
• National Security Implications	• Drug Testing & the Rights of
• Community Standards	• Public Employees
• Guidelines for Off-Duty Conduct	
of Public Employees	
Drug Testing in the Military.....	416
• Inspections	• Reasonable Suspicion
• Probable Cause	
Summary & Conclusion	419
Case Study 24: Supervising God	420
Case Study 25: Pictures are Worth a Million Words.....	423
Essential View 14: The Dunning-Kruger Effect & The Peter Principle:	
A Convergence for Failure.....	430
Essential View 15: Public Administration Ethical Challenges.....	432

Postscript: Change As a Constant in Public Human Resources434

**Appendix A: A Casual Walk in the Garden
of Organizational & Human Relations Theory 437**

Appendix B: Case Log & Administrative Journal Entry Template..... 446

Appendix C: Notes & Resources.....451

- Chapter 1,.....451
- Chapter 2 ,.....456
- Chapter 3 ,.....457
- Chapter 4 ,.....459
- Chapter 5 ,.....464
- Chapter 6 ,.....466
- Chapter 7 ,.....469
- Chapter 8 ,.....471
- Chapter 9 ,.....473
- Chapter 10 ,.....475
- Chapter 11,.....477
- Chapter 12,.....479
- Chapter 13,.....482
- Chapter 14,.....485
- Chapter 15 ,.....487

Index.....490

Notes501



Essential Views: Academics/Practitioners at the Street Level

EV 1: Public Personnel Administration Challenges & Federal Workforce	35
EV 2: Local Governments (Cities & Counties) are Defining Government Institutions	51
EV 3: The Maze of Transition.....	56
EV 4: Potential Applications of Artificial Intelligence	58
EV 5: Creativity & Leadership in Modern Organizations	75
EV 6: Leveraging Today's Experiences to Develop Tomorrow's Leaders.....	77
EV 7: Our Constitution Works.....	116
EV 8: Facts Are Stubborn Things.....	186
EV 9: Compare What You Want in a Job to a Younger Cohort	203
EV 10: Promotions: Internal Versus External Recruitment.....	256
EV 11: Getting Someone to Want to Do Something	302
EV 12: Federal & State Pay is Complicated & Depends on the Type of Position Held.....	304
EV 13: Working with the “Non-Union” Union.....	397
EV 14: The Dunning-Kruger Effect and The Peter Principle: A Convergence for Failure.....	430
EV 15: Public Administration Ethical Challenges	432

Case Studies: Teaching and Learning Through Experiences

CS 1: Patronage or Cronyism at DHHS	25
CS 2: Keep Your Stick on the Ice or Your Views to Yourself.....	29
CS 3: Leadership is More Than Rank	68
CS 4: Representative Bureaucracy: Does That Apply to Us?.....	106
CS 5: Severe Acute Respiratory Syndrome (SARS), Middle East Respiratory Syndrome (MERS), & Novel Coronavirus Pneumonia (NCP) or COVID-19	110
CS 6: Trust & Commitment	126
CS 7: Pressing a Harassment Suit	129
CS 8: It's Not Easy at the Top	137
CS 9: Balancing Work & Life Activity.....	148
CS 10: Leave it to the Bereavement Policy.....	160
CS 11: Time & Time Again	165
CS 12: Strategic Planning at UnityTrust Hospital	170
CS 13: Best Laid Plans: Challenges in Strategic Planning	198
CS 14: A Hiring Dilemma: Recruitment from In-House vs. from Outside.....	221
CS 15: What Questions Are Lawful or Unlawful?.....	239
CS 16: Recruitment Process in Action: Group Practice	250
CS 17: Other Duties as Assigned	273
CS 18: The Classification Process: Group Practice	279
CS 19: Measure Twice, Cut Once: Performance Evaluation in Nonprofit Organizations	325
CS 20: Learning and Development in an Agile IT Organization.....	337
CS 21: City Bargaining.....	367
CS 22: Union Contract Negotiations in Springfield	371
CS 23: Treated Like Dogs.....	391
CS 24: Supervising God	420
CS 25: Pictures are Worth a Million Words.....	423