

**SCHOOL OF PUBLIC AFFAIRS
UNIVERSITY OF COLORADO AT COLORADO SPRINGS**

**PAD 5220
Managing People in Public and Nonprofit Organizations
Fall 2009**



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Class Schedule:	Wednesdays, 4:30 pm – 7:05 pm
Office Hours:	Wednesdays 1-4 pm, or by e-mail and cell phone
Office Location:	Dwire Hall 356F

Objectives.

The purpose of this course is to introduce graduate students to the objectives, context and techniques of human resource policy and management. While it focuses on the public sector, it is relevant to students working in public, private or non-profit agencies.

By the end of the class, you will be able to:

1. Understand HRM as functions that reflect underlying values and systems
2. Describe how public HRM takes place in organizations, including the roles played by elected and appointed officials, managers and supervisors.
3. Understand how to perform basic personnel functions such as planning, job analysis, recruitment, selection, affirmative action, training, motivation and performance management, performance evaluation, health and safety, employee rights and collective bargaining.
4. Be able to conduct research, write analytically, and work individually and in teams at a graduate professional level.

Expectations.

- *Format.* You are responsible for attendance, punctuality, completing assigned readings as scheduled and contributing to class discussions.
- *Attendance.* We are all busy adults with other professional and personal responsibilities. If you need to miss a class, please let me know in advance so we can go over what you need to do to prepare on your own for what you have missed.
- *Tardy assignments.* Late assignments disrupt the learning process for you and the class. Any not turned in on time will be penalized unless you have made advance arrangements with me.
- *Written Papers.* Do not give me paper copies. Send electronic copies only to me by email as MS Word .doc or .docx files.
- *Help with Writing:* I will review one good quality draft of your research paper if you send it to me at least 4 days before the due date. I will give you my comments by email. The final copy is the only one I will grade. If you have had problems with writing research papers before, or if you want to improve your writing, please contact the campus Writing Center: <http://web.uccs.edu/wrtgcntr>.
- *Academic Conduct.* The written work you submit must reflect your own ideas and be written in your own words. Academic dishonesty includes, but is not limited to:
 1. *Plagiarism:* quoting or paraphrasing others without attribution in text citations and a reference list. This includes books, journal articles, conference presentations, published or unpublished papers and web-based materials. For a discussion of plagiarism in ordinary language, see this helpful link <http://www.nd.edu/~msander1/plag.html>
 2. *Fraud:* submitting work that you did not create, or that you previously submitted for another class.

The consequence of academic dishonesty is a grade of F on the assignment in question, plus appropriate academic sanctions per SPA and University regulations.

- *Campus Closing Procedures.* Class will be held unless the university is closed. Call the Campus Snow/Info Line at (719) 255-3346 to confirm whether class will meet.
- *Reasonable Accommodation.* If you have special instructional needs because of a disability, please let me know in advance. Students with disabilities are to turn in their disability verification letters within the first two weeks of class. For further information, contact Disability Services, Main Hall 105, (719) 255-3354.
- *Students in the Military.* If you are a military student with the potential of being called to military service and /or training during the course of the semester, you are encouraged to contact your UCCS course instructor prior to the class to discuss the class attendance policy. Please see the Military Students website for more information: <http://www.uccs.edu/~military/>.

Requirements.

You will write three papers by the dates scheduled in the syllabus (6-8 pages, including notes, bibliography and appendices). No title page. Just put your name at the top of p. 1, followed by your paper's title. Real life examples will add quality. I would like to see at least 10 articles/reports researched in addition to reading assigned for the course. A couple of 1-2 page articles from newsletter type publications are acceptable, but do not base your paper on these types of publications. Internet publications must be from reputable sources. Make sure you include these in your research if timely and applicable. In your bibliography, identify the most useful sources for each paper ***by putting them in boldfaced italics.***

Assignment #1 will be on one of the following topics:

1. ***Multiple labor markets.*** Full time, part-time, and temporary employees. How are they different? How prevalent is each? What are the advantages and disadvantages for employers of having a mixed workforce like this? How does your agency manage the mix? There are U.S. government definitions, data, and reports on this subject.
2. ***The future of civil service and an evaluation of civil service reform.*** Several states-- Texas, Georgia, Florida --have eliminated their traditional civil service system into what is promoted as a more responsive human resources system. In addition, several federal agencies have gained exemption from traditional federal law. There are reports and journal articles on this important topic. See Review of Public Personnel Administration June 2006 and Sep 2004; also, IBM Endowment for Business of Government "Life after Civil Service Reform: The Texas, Georgia, and Florida Experiences" (www.businessofgovernment.org).

3. ***The concept of the "hollow" state.*** This has become popular in public administration literature. It refers to the impact that privatization has had on public service. Write a paper that describes the concept and then identifies the pros and cons.

Assignment #2 will be on one of the following topics:

1. ***Pay for performance.*** There is considerable momentum in favor of pay for performance but little evidence that it works in the public sector. Discuss this concept, the conditions necessary for it to work, and the evidence that it does or does not work.
2. ***Work force demographics.*** Demographic profile of today and tomorrow's work force and how it might affect the agency you work for or would like to work for. Choose diversity based on race, gender, ethnicity, language, generations, gender preferences, etc. Focus: don't cover all aspects of this issue. Use original sources for the data.
3. ***Work/life issues--balancing work and family.*** How many people are affected? How does it affect the employee? The employer? How important is this issue? This needs to be more analytical than opinion. What are the relevant data? What US government reports/information are available? See cites like www.centerforwork-lifepolicy.org.
4. ***Return on investment.*** Using the tools available at www.roiinstitute.net discuss the concept of ROI and use it to evaluate a training program familiar to you.

Assignment #3 will be on one of the following topics:

1. ***Performance appraisal.*** Consider the demands placed by team-based work arrangements, the combination of work places and work spaces, etc. Use data to document your analysis and conclusions.
2. ***Alternative dispute resolution.*** Diversity, multiple HRM systems and flatter organizations make ADR and other trends in grievance procedures more necessary. What are they? What does it take to make them work? When are they inappropriate?
3. ***Same gender partners.*** Legal recognition of same gender partners, and financial realities, make this a current HRM issue. You may want to review the Supreme Court's 2003 opinion in **Lawrence v. Texas** as background. Note: your personal views on this matter should **not** be included in the paper. Put yourself in the position of a staff person writing a report on the issue.
4. ***Spirituality in organizations.*** There is a growing scholarly literature on the role that spirituality plays in the workplace, and its prevalence. Write a paper that discusses this issue without taking a position.

Required Textbook.

Donald Klingner, John Nalbandian and Jared Llorens. Public Personnel Management: Contexts and Strategies. Pearson/Longmans, 6th Edition, 2010.

This book is available in paper, electronic, and downloadable formats. Previous editions are outdated and thus no longer acceptable.

Web Sites of Interest.

These sites contain valuable links you can use to begin researching your papers.

- International Personnel Management Association : www.ipma-hr.org
- Legal: <http://supct.law.cornell.edu>
- Legal: <http://www.findlaw.com/casecode>
- Legal <http://www.supremecourtus.gov/>
- U.S. Office of Personnel Management: <http://www.opm.gov/> (This is a comprehensive and most valuable source.)
- U.S. Merit Systems Protection Board: <http://www.mspb.gov/>
- Government Accounting Office: www.gao.gov
- National Academy of Public Administration: www.napawash.org
- <http://www.workindex.com/>
- First Gov provides a portal to all government agencies and to state government home pages: www.firstgov.gov

Journals and other Periodicals.

In addition to the sites above and your own research, these are the journals that you are likely to find the most reputable information for your papers:

- *Public Personnel Management*
- *Review of Public Personnel Administration*
- *Public Administration Review*
- *Workforce*
- *Governing*
- *Public Manager*
- *The New York Times*
- *The Wall Street Journal*

Grades.

Each paper will be worth 25% of your course grade. Participation in class will be worth 10%. "Fishbowl" discussions will be worth 15% (5% each). Late papers will be penalized one letter grade, unless permission is granted in advance.

"Fishbowls."

25% of your course grade is based on performance in the three fishbowls, and in other class discussions.

"Fishbowls" are a guided group discussion technique. Two concentric circles of chairs are arranged. Those students presenting papers on one particular topic sit in the inner circle; other persons sit in the outer circle. "Fishbowl" members (those in the inner circle) are responsible for using a block of time to define their topic, discuss related concepts and problems and summarize the discussion. Those outside are responsible for listening, and for contributing to the discussion by suggesting topics, which the fishbowl has neglected, for asking relevant questions, or contributing information. To talk, outsiders must move to one of the empty chairs in the inner circle. The success of fishbowls depends on shared responsibility for directing the discussion; keeping comments short, relevant and well documented; drawing everyone into the discussion; and allowing time for a summary.

Course Schedule.

Date	Topic and Required Reading
August 26	Introduction <u>Exercise</u> : Values and Functions in Public HRM (syllabus, p. 11) <i>Library Tour</i>
September 2	Challenges and Opportunities in Contemporary HRM <u>Read</u> : K, N & L, Preface and Chapter 1 <u>Case Study</u> : Political Clearance for "Buck" Pleake Doing Public Sector HRM in the US <u>Read</u> : Chapter 2 <u>Exercise</u> : Choosing a Municipal Personnel Director
September 9	Thinking Strategically about HRM <u>Read</u> : Chapter 3 <u>Exercise</u> : Evaluating Your Human Resources Management System The HR Role in Policy, Budget, Performance Management and Evaluation <u>Read</u> : Chapter 4

Case Study: Privatization

- September 16 Defining and Organizing Work
Read: Chapter 5
Case Study: Who's Most Qualified to be Minority Recruitment Director?
- Rewarding Work: Pay and Benefits
Read: Chapter 6
Case Study: Reducing Unscheduled Absenteeism
- September 23 ***Fishbowl #1***
All first papers are due
- September 30 Social Equity and Diversity Management
Read: Chapter 7
Case Study: From EEO & AA to Diversity Management
- Recruitment, Selection and Promotion
Read: Chapter 8.
Exercise: Driving Forces of Change in Recruitment and Selection
- October 7 Leadership and Employee Performance
Read: Chapter 9
Case Study: Requiem for a "Good Soldier"
Exercise: Psychological Contracts
- October 14 Training, Education & Staff Development
Read: Chapter 10.
Case Study: Training Vignettes
- October 21 ***Fishbowl #2***
All second papers are due
- October 28 ***No Class (CLAD Conference, Salvador de Bahía)***
- November 4 ***No Class (IPA Conference, Riyadh)***

- November 11 Performance Appraisal
Read: Chapter 11
Case Study: Evaluating Appraisal Instruments
- November 18 Employee Health and Safety
Read: Chapter 12
Case Study: Workplace Violence: “In Hindsight, We could see it coming”
- November 25 *No Class (Thanksgiving Break)*
- December 2 Organizational Justice
Read: Chapter 13
Case Study: Juan Hernandez vs. The County
- Collective Bargaining
Read: Chapter 14
Case Study: Good Management or Bargaining In Bad Faith?
- December 9 *Fishbowl #3*
All third papers are due
Course Evaluation

Instructor's Bio and Contact Information:

Dr. Donald Klingner is an internationally recognized expert on public personnel management (HRM), public management, Latin American public HRM and public management, and international public management capacity building and technology transfer. He is Past President (2009-2010) of the American Society for Public Administration (ASPA) and an elected Fellow of the National Academy of Public Administration (NAPA). He is co-author of *Public Personnel Management* (6th edition 2009), also published in Spanish and Chinese. He has been a Fulbright Senior Scholar (Central America 1994), a visiting professor at UNAM, Mexico (1999-2003), and a consultant to the United Nations, the World Bank and the Interamerican Development Bank on public management capacity building. He co-edits *Comparative Technology Transfer and Society*, published by The Johns Hopkins University Press. Before joining in the School of Public Affairs at the University of Colorado, he was a faculty member at IUPUI (1974-1980) and Florida International University (1980-2001). He worked for the US government's central personnel agency (USCSC, 1968-1973) prior to earning a PhD in Public Administration from the University of Southern California (1974).

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Table 1-3 The Evolution of Public HRM Systems and Values in the US
(Klingner, Nalbandian and Llorens, 2010, p. 17)

<i>STAGE OF EVOLUTION</i>	<i>DOMINANT VALUE(S)</i>	<i>DOMINANT SYSTEM(S)</i>	<i>PRESSURES FOR CHANGE</i>
Privilege (1789 – 1828)	Responsiveness/ Representation	“Government by founding fathers”	Political parties + Patronage
Patronage (1829-1882)	Responsiveness/ Representation	Patronage	Modernization + Democratization
Professionalism (1883-1932)	Efficiency + Individual Rights	Civil Service	Responsiveness + Effective Government
Performance (1933-1964)	Responsiveness/ Representation + Efficiency + Individual Rights	Patronage + Civil Service	Individual Rights + Social Equity
People (1965-1979)	Responsiveness/ Representation + Efficiency + Individual Rights + Social Equity	Patronage + Civil Service + Collective Bargaining + Affirmative Action	Dynamic equilibrium among four competing values and systems
Privatization (1980- now)	Responsiveness/ Representation + Efficiency + Individual Accountability + Limited government + Community Responsibility	Patronage + Civil Service + Collective Bargaining + Affirmative Action + Alternative mechanisms+ Flexible employment relationships	Dynamic equilibrium among four pro- governmental values and systems, and three anti-governmental values and systems
Partnerships (2002 – now)	Responsiveness/ Representation + Efficiency + Individual Accountability + Limited government + Community Responsibility + Collaboration	Patronage + Civil Service + Collective Bargaining + Affirmative Action + Alternative mechanisms+ Flexible employment relationships	Dynamic equilibrium among four pro- governmental values and systems, three anti- governmental values and systems

EXERCISE: VALUES AND FUNCTIONS IN PUBLIC HRM

(Klingner, Nalbandian and Llorens, 2010, pp. 23-24)

Identify the appropriate value(s), systems and functions in these examples. Explain your choices.

1. A state is going to fill a vacancy in its community development agency. The state representative who controls the appropriations committee for all legislation involving the agency has suggested that an applicant from her district fill a high-level position in the civil service. A major contributor to the governor's reelection campaign contends that a prominent real estate developer should fill the job. Neither candidate has the education or experience specified as desirable in the job description.
2. A federal agency is considering a layoff. It anticipates a budget shortfall that is going to require cutbacks in personnel since the legislature has shown no indication that it is willing to raise taxes. The agency director has suggested that it compute a layoff score for each employee, based primarily on the person's performance appraisal. The Federation of Employees, which is the recognized bargaining agent for the agency's employees, strongly objects and proposes that the layoffs be based on seniority.
3. A county anticipates a request by surrounding cities to provide water services for all county residents. This will require upgrading the skills of a substantial number of county employees and will provide those employees with opportunities for advancement. The union insists that the training slots be allocated to current employees on a seniority basis. The affirmative action officer, seeing this as an opportunity to increase the number of minorities in higher paying positions, proposes to set aside several of the openings for current minority employees.
4. A city government is looking for ways to reduce costs. The city commission amends its charter to remove the sanitation department from the civil service system. This in effect nullifies the collective bargaining agreement between the city and its unionized sanitation employees. The city lays off all these employees, and contracts instead for solid waste services provided by an outside private contractor.
5. A state government closes many of its public parks and recreation areas because prison construction has taken an increasing share of state revenues, and caused corresponding budget cuts in many other state agencies. It has increased user fees at others, in an effort to generate revenues sufficient to keep the parks open. The three results from this are all predictable. The number of visitors at state parks and recreation areas declines as higher user fees exclude many people. Those visitors that do come to the parks complain increasingly about inadequate facilities and maintenance. Finally, attendance and profits at private recreation theme parks (Disney World, Busch Gardens, etc.) increases dramatically.