Chapter Seven: Public Personnel Administration and Human Resources Development
“I don’t think it does anybody any good when public employees are denigrated or vilified or their rights are infringed upon. We need to attract the best and brightest to public service. These times demand it.”

Barack Obama
Washington, D.C.
February 28, 2011
Values Impacting Government Personnel Practices

- Strong *executive leadership*
- *Politically neutral competence*
- Mirrors *demographic composition*
Politically Neutral Competence

- Early civil service reforms
  - Anti-patronage
  - Fear of immigrant influence

- Public personnel administration and human resources development
  - Impacts public policy making
  - Impacts performance
  - Partisan political values
Human Resources and Personnel Concerns

- Impacted by diversity, size and scope of contemporary government
- “Big government” political issue
  - Size of state/local government has increased more dramatically
  - Higher proportion of state/local government budgets for personnel
Government Civilian Employment, 1951-2010

Source: http://www.census.gov/govs/www/apes.html
State and Local Government Employment, by Function, January 2011

<table>
<thead>
<tr>
<th>Function</th>
<th>Total</th>
<th>Percentage*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>16,807,109</td>
<td>100%</td>
</tr>
<tr>
<td>Education</td>
<td>9,045,057</td>
<td>54%</td>
</tr>
<tr>
<td>a. Elem &amp; Sec</td>
<td>6,937,017</td>
<td>41%</td>
</tr>
<tr>
<td>b. Higher Educ</td>
<td>2,020,795</td>
<td>12%</td>
</tr>
<tr>
<td>c. Other Education</td>
<td>224,467</td>
<td>1.3%</td>
</tr>
<tr>
<td>Police</td>
<td>954,068</td>
<td>5.6%</td>
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<tr>
<td>Hospitals</td>
<td>1,002,546</td>
<td>6.0%</td>
</tr>
<tr>
<td>Transportation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>a. Air Transportation</td>
<td>48,289</td>
<td>0.2%</td>
</tr>
<tr>
<td>b. Highways</td>
<td>542,015</td>
<td>3.2%</td>
</tr>
<tr>
<td>c. Water and Terminals</td>
<td>13,208</td>
<td>0.1%</td>
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<tr>
<td>d. Transit</td>
<td>241,176</td>
<td>1.4%</td>
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<tr>
<td>Corrections</td>
<td>751,531</td>
<td>4.5%</td>
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<tr>
<td>Public Welfare</td>
<td>526,188</td>
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<tr>
<td>Health</td>
<td>439,227</td>
<td>2.6%</td>
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<tr>
<td>Judicial and Legal</td>
<td>431,385</td>
<td>2.5%</td>
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<tr>
<td>Financial Administration</td>
<td>401,065</td>
<td>2.0%</td>
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<tr>
<td>Other Government Administration</td>
<td>287,920</td>
<td>1.0%</td>
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<tr>
<td>Natural Resources and Water</td>
<td>360,890</td>
<td>2.1%</td>
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<tr>
<td>Firefighters</td>
<td>348,610</td>
<td>2.0%</td>
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<tr>
<td>Parks and Recreation</td>
<td>276,072</td>
<td>1.6%</td>
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<tr>
<td>Sewerage and waste management</td>
<td>243,068</td>
<td>1.4%</td>
</tr>
<tr>
<td>Housing and Community Development</td>
<td>114,282</td>
<td>0.6%</td>
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<tr>
<td>Electric and gas</td>
<td>92,612</td>
<td>0.5%</td>
</tr>
<tr>
<td>Social Insurance Administration</td>
<td>81,207</td>
<td>0.4%</td>
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<tr>
<td>State Liquor Stores</td>
<td>8,177</td>
<td>0.05%</td>
</tr>
<tr>
<td>Libraries</td>
<td>136,902</td>
<td>0.8%</td>
</tr>
<tr>
<td>All Other and Unallocated</td>
<td>461,622</td>
<td>2.8%</td>
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</tbody>
</table>

### National Government Civilian Employment by Function, 1992 and 2009

<table>
<thead>
<tr>
<th>Function</th>
<th>1992</th>
<th>2009</th>
<th>Percentage Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total-all functions</td>
<td>3,046,873</td>
<td>2,823,777</td>
<td>-7.32%</td>
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<tr>
<td>Financial administration</td>
<td>137,744</td>
<td>124,059</td>
<td>-9.93%</td>
</tr>
<tr>
<td>Other government administration</td>
<td>28,966</td>
<td>24,611</td>
<td>-15.03%</td>
</tr>
<tr>
<td>Judicial and legal</td>
<td>50,768</td>
<td>62,097</td>
<td>22.31%</td>
</tr>
<tr>
<td>Police</td>
<td>87,616</td>
<td>178,537</td>
<td>103.77%</td>
</tr>
<tr>
<td>Corrections</td>
<td>23,818</td>
<td>36,802</td>
<td>54.51%</td>
</tr>
<tr>
<td>Highways</td>
<td>4,110</td>
<td>2,832</td>
<td>-31.09%</td>
</tr>
<tr>
<td>Air transportation</td>
<td>53,937</td>
<td>47,070</td>
<td>-12.73%</td>
</tr>
<tr>
<td>Water transport and terminals</td>
<td>14,725</td>
<td>4,628</td>
<td>-68.57%</td>
</tr>
<tr>
<td>Public welfare</td>
<td>10,385</td>
<td>8,127</td>
<td>-21.74%</td>
</tr>
<tr>
<td>Health</td>
<td>144,339</td>
<td>152,013</td>
<td>5.32%</td>
</tr>
<tr>
<td>Homeland Security*</td>
<td>157,862</td>
<td>182,001</td>
<td>15.29%</td>
</tr>
<tr>
<td>Hospitals</td>
<td>73,860</td>
<td>192,876</td>
<td>161.14%</td>
</tr>
<tr>
<td>Social insurance administration</td>
<td>68,787</td>
<td>64,954</td>
<td>-5.57%</td>
</tr>
<tr>
<td>Parks and recreation</td>
<td>27,156</td>
<td>25,464</td>
<td>-6.33%</td>
</tr>
<tr>
<td>Housing and community development</td>
<td>28,006</td>
<td>15,156</td>
<td>-45.89%</td>
</tr>
<tr>
<td>Natural resources</td>
<td>232,124</td>
<td>180,800</td>
<td>-22.11%</td>
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<tr>
<td>National defense and international relations</td>
<td>984,226</td>
<td>729,222</td>
<td>-25.91%</td>
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<tr>
<td>Postal service</td>
<td>774,028</td>
<td>703,861</td>
<td>-9.06%</td>
</tr>
<tr>
<td>Space research and technology</td>
<td>25,339</td>
<td>18,354</td>
<td>-27.57%</td>
</tr>
<tr>
<td>Other education**</td>
<td>13,790</td>
<td>9,992</td>
<td>-27.54%</td>
</tr>
<tr>
<td>Libraries</td>
<td>4,945</td>
<td>3,871</td>
<td>-27.72%</td>
</tr>
<tr>
<td>Other and unallocable</td>
<td>58,200</td>
<td>238,451</td>
<td>309.71%</td>
</tr>
</tbody>
</table>

Changes in Public Personnel Administration

- Increases in national government civilian employment have not kept pace with population growth
  - Increased turnover rates
  - Spending reduction initiatives
  - Reductions-in-force/downsizing
- Mandates contributed to increases in state/local government employees
- Interoperability
Evolution of Public Personnel Administration (1 of 2)

- Government by *gentlemen*
  - Quasi-aristocracy; *nepotism*
- Government by the *common person*
  - Pendleton Act (1883); *egalitarianism*
- Government by the *good*
  - Elimination of corruption
- Government by the *efficient*
  - Merit system maintenance; political neutrality
Evolution of Public Personnel Administration (2 of 2)

- Government by *administrators*
  - Brownlow Report; Senior Executive Service

- Government by *professionals*
  - Focus on recruiting and skills testing

- Government by *citizens, experts and results*
  - Technology; citizen participation
# Merit versus Patronage

## Merit system
- What you know
- Competence
- Continuity in system
- Achievement-oriented criteria

## Patronage
- Who you know
- Deep loyalties
- Strong leadership
- Ascriptive criteria
Formal Arrangements and Tasks of Personnel Administration

Office of Personnel Management

- 90% of national executive-branch employees
- General Schedule
- Executive Schedule
- Interagency mobility
Formal Arrangements and Tasks of Personnel Administration

- **Position classification**
  - Written description of responsibilities
  - Weighting of some job features
  - Provides for reviews and audits
  - Concerns about *narrow specialization*
- **Broadbanding**
Formal Arrangements and Tasks of Personnel Administration

- Recruitment, examination and selection overlap
  - Prestige and compensation issues
  - Recruitment increasing, restrictive requirements decreasing
  - Exam process complex; bias issues
  - Selection processes varied
    - “Rule of three” and veterans’ preference
Formal Arrangements and Tasks of Personnel Administration

- Compensation issues
  - Minimum economic needs
  - Work importance, quality and quantity
  - Comparability of pay scales
  - Locality pay variations
  - Pay gap (average is 22%)
  - Looming “pension bubble”
Collective Bargaining and Personnel Reform in the Public Sector

- **Labor-management relations**
  - Employees choose to organize
  - Greater sharing of workplace control
  - Structured relationships

- Public sector bargaining includes political process influence, *multilateral bargaining*, monopoly-like essential public services
Dimensions of Bargaining

Source: Courtesy of Irving O. Dawson, and developed for the Division of Public Employee Relations, U.S. Department of Labor
Historical Development of Public-Employee Organizations

- National Labor Relations Board (1935)
- Kennedy's Executive Order 10988
- Increase in (labor) regulatory agencies
- Civil Service Reform Act of 1978
  - Reform protected employment system
  - Spell out merit principles and practices
Historical Development of Public-Employee Organizations

- Civil Service Reform Act issues:
  - Performance appraisal uncertainties
  - Disputes on salary caps, bonuses, merit pay increases
  - Dissatisfaction for career bureaucrats AND political appointees

- Labor relations picture for national government differs from private sector
Changes in Union Membership: 1948-2009

Collective Bargaining Cycle

1. Labor organizing efforts; union seeks recognition as agent
2. Bargaining team selection by employees & management
3. Define scope of bargaining
4. Proposals and counterproposals
5. Reach agreement at negotiating table
6. Submit agreements to ratification vote
7. Resolve impasses (mediation, fact finding, arbitration, or referendum)
8. Possible strike
9. Sign contract, collaborate in implementation provisions
Issues in Labor-Management Negotiations

- Productivity bargaining
- Strikes and job actions
  - “Blue flu” or work slowdowns
- Uncertain future of public-sector collective bargaining
  - Higher personnel costs with bargaining
  - Reduced flexibility of government budgets
Developments in Personnel Administration

- Erosion of affirmative action and comparable-worth efforts
  - Reverse discrimination
  - University of Michigan decision
- Changing guidelines for patronage
- Federal reorganizations driving new directions in personnel management
Developments in Personnel Administration

- Affirmative action legislation
  - Executive Order 10925 (1961)
  - 1964 Civil Rights Act
  - 1972 Equal Employment Opportunity Act
  - Equal Employment Opportunity Commission

- Comparable worth legislation
  - Equity Pay Act of 1963
Developments in Personnel Administration

- Personnel policy and politics
  - *O’Hare Truck Service, Inc. v. City of Northlake*
  - Hatch Act challenges
  - Concerns over presidential influence
  - Tendency to blame public sector employees for private sector failures
Developments in Personnel Administration

- Reforming personnel management
  - National Performance Review proposals
  - Competitive outsourcing strategy
  - Impact of alternative personnel systems (APS) unclear
Perspectives and Implications

- Past practices questioned
- Future changes?
  - Impact of courts on patronage
  - Public backlash against quotas and affirmative action
  - Increased privatization
  - Obama administration working to increase public perception of civil service