VIRGINIA COMMONWEALTH UNIVERSITY
DEPARTMENT OF POLITICAL SCIENCE & PUBLIC ADMINISTRATION
POLI 331
PUBLIC ADMINISTRATION

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Class meets M/W, 2:00-3:15 p.m., Hibbs, Room 430

"The normative premise of Public Administration should be that the purpose of public organizations is the reduction of economic, social and psyche suffering and the enhancement of life opportunities for those within and outside the organization."
— Todd LaPorte

"Administration is more than learned responses, well chosen techniques, a bundle of tricks. It is more than an art. It is a philosophy. Philosophy is a body of belief and practice. A philosophy of administration is `good' policy and good' technique. But most of all it is a real integration, a blending of everything this is important.
— Marshall Dimock

POLI 331 Public Administration involves a study of the concepts and practices of public administration in the United States. Particular attention will be given to the administrative procedures and practices of the national government and the government(s) in Virginia.

GOALS OF THIS COURSE

Course participants will develop an understanding of the definitions, history, environment, scope, theories, and processes of today's public administration. You will develop skills in conducting research in public administration, especially using the library databases, the Internet, and the World Wide Web. You will develop knowledge concerning the attributes of high performing public organizations, and knowledge and comprehension of administrative procedures and practices of U.S. governments.

Bloom's "Taxonomy of Educational Objectives" suggests that *Knowledge (K)* can be defined as: to describe, to recall, to define, to name, to recognize, to list, etc. *Comprehension/analysis/evaluation (C)* can be defined as: to understand, to have insight into, to distinguish, to categorize, to analyze, to discriminate, to contrast, to select, to support, to compare. *Application (A)* can be defined as: to apply, to demonstrate, to use, etc.

GENERAL OUTLINE OF THE COURSE

The first session will be spent on an introduction to the course and the course content and requirements. Basic attempts to define and describe the approaches to the study of the discipline of public administration will be presented. During Session II an overview of the scope of public administration will be discussed. The reasons for the growth of the public sector will be described and discussed.

Since a major goal of this course is to develop the capability to conduct research in public administration, Session III will be spent in the library (third floor Cabell). This session will be devoted to training on research techniques using the library's computerized databases, the Internet and the World Wide Web. These research skills are vital for the rest of this course, your academic program, and your professional life. Accessing the class bulletin board will be demonstrated.

There is a rich and interesting history in the development of public administration in the United States. Paralleling these developments is the history of the premier public administration organization, the American Society for Public Administration (ASPA). These histories will be discussed in Session IV.

Today's public administrators operate in a turbulent environment. Changes in the demographics of the workforce and of community residents, intergovernmental relations, technology, and legal concepts are just part of the many challenges facing public professionals. These issues will be described and discussed in Sessions V-VIII.

It is the duty and responsibility of public administration professionals to work in, and assist in developing, high performing public and not-for-profit organizations. Sessions IX through XIII and XV will be spent describing the characteristics of such organizations, and strategies suggested for achieving this level of performance. Topics such as Privatization, Alternative Service Delivery Strategies, and Continuous Quality Improvement will be described and discussed.

Session XIV will be reserved for the mid-term examination.

Sessions XVI-XVII will focus on the roles and responsibilities of local governments in the United States.

Sessions XVIII through XXVII will describe and discuss three sub-fields of public administration: Governmental Budgeting and Financial Management; Human Resource Management; and Organizational Theory and Behavior. Each sub-field will have three sessions. At least one of each of these sets of sessions will feature a speaker describing practices in Virginia's state or local governments.

The last two sessions will discuss and describe the role of values and ethics in public administration.

Final Examination is scheduled for 1-3:50 pm on Monday Dec. 9.

SPECIAL RESOURCES THAT WILL BE USED IN THIS COURSE

Texts (all available in the VCU bookstore):

Shafritz & Russell (S & R): Introducing Public Administration

Frederickson, H. George (F): The Spirit of Public Administration

Class participants are urged to read the daily papers and other current journals for relevant articles. Materials of importance should be brought to class for discussion. Students should make themselves aware of the various journals of interest published by the professional associations and universities. Examples include:

Public Administration Review	Public Administration Quarterly
Public Policy	Administration and Society
The American Political Science Review	Public Personnel Management
Policy Sciences	Sage Abstracts
Administrative Science Quarterly	Public Administration Personnel Journal
Policy Analysis	American Demographics
Government Accountants Journal	The Futurist
Public Interest	Futures: The Journal of Planning and
National Tax Journal	Forecasting
State Government	Journal of Policy Analysis and
Public Management	Management
Government Finance	Policy Review
Municipal Yearbook	Review of Public Personnel Administration
Urban Finance Quarterly	Journal of Public Management and Social
American Economic Review	Policy
The Public Manager	International Journal of Public
Policy Studies Journal	Administration
Nation's Cities	Public Administration and Development
Industrial Relations	Advisory Commission on
Public Productivity and Management Review	Intergovernmental Relations Reports

Be sure to be familiar with the endnotes and references in your readings.

I am sure that you will find the various computerized databases in the library, such as InfoTrac (social sciences & management literature), Lexis/Nexis (news and law), PsycInfo (psychology), ERIC (education journals), Dow Jones (newspapers & business journals), PAIS (public administration), Dissertation Abstracts (all topics), and

Congressional Universe (Congress) useful in carrying out your research. The Social Sciences Citation Index component of the Web of Science database is also a useful research tool. Be sure to discover the resources in the government documents section of the library as well—on the Web at
<http://www.library.vcu.edu/jbc/govdocs/govhome.html>

I have arranged a training session on the library databases and the use of the Internet/WWW. This is scheduled for Wednesday, September 4 during class time, and will be held in the Cabell Library training room on the third floor.

PARTICIPANTS' RESPONSIBILITIES

Since it is expected that you will actively participate in the class discussion, it is necessary that assigned readings be completed prior to class time. YOU SHOULD DEVELOP QUESTIONS THAT WILL HELP YOU BETTER UNDERSTAND THE READING MATERIAL. Class sessions will be spent responding to your questions and presenting new material. You are advised to use the syllabus as an aid in doing the readings. I might even throw in a "pop quiz" just to see if the readings are understandable. The results of such a quiz will not count towards your grade. I also recognize that there is a large amount of reading required and that the educational value of this experience to you is a function of your preparedness so please read each assignment closely. SINCE THE GRADED ASSIGNMENTS WILL REQUIRE REFERENCES TO THE LITERATURE YOU MIGHT FIND IT USEFUL TO TAKE COMPLETE NOTES AS YOU DO THE READINGS.

Class participants must be aware that two supplemental goals of this course are the enhancement of writing skills and of library and electronic media research skills. Therefore participants can expect to spend considerable time doing research for the four written assignments. Experience of previous classes leads me to expect that you will probably spend, at least, an average of 8-12 hours per week doing the work for this course. I would like feedback from you as to the amount of time required to successfully complete the work for this course so please keep track as you do the assignments/readings.

Please make sure that you are clear as to the expectations of in-class and written assignments and that you obtain adequate feedback on your performance. Since an additional goal of this class is the fostering of adequate communication skills, you are urged to examine your written work for deficiencies in clarity of presentation. Specific minimum learning objectives have been identified for each class session. You should achieve those objectives through the readings, class discussions, lecture or any other means. Let me know if you feel that these objectives have not been met.

IT IS EXPECTED THAT CLASS PARTICIPANTS WILL ATTEND EVERY SESSION. ABSENCE FROM A SIGNIFICANT PORTION OF ANY CLASS SESSION WILL BE COUNTED AS A FULL ABSENCE.

After teaching at VCU for more than fifteen and a half years, I have identified three characteristics of those course participants that experience difficulty in my courses.

- They do not do the readings and take good notes before the appropriate class session.

- They miss class sessions (even for good reasons) and do not make plans to record the session or at least get class notes before the next session.

- They do not take my advice to begin the assignments the first night we begin to discuss the topic but rather wait until the weekend before the assignment is due.

If you have doubts about the speed and comprehensiveness of your note-taking, please feel free to record the class sessions. I like to think that each session contains many "golden words of wisdom."

Assignments

Examinations: There will be a mid-term and a final examination, each worth 15% of your total course grade, given on the dates indicated in this syllabus. For your preparation for each of these examinations, I will provide you with five or six questions on material covered since the previous examination at least two weeks prior to the examination date. For each examination I will select one of these questions, which you must answer, and provide you with an option between others. The examinations will be closed book, with no notes or outside aids.

ANY STUDENT WITH A GRADE OF B OR BETTER AT THE TIME OF THE FINAL EXAMINATION MAY BE EXCUSED FROM THE FINAL AND WILL RECEIVE THAT GRADE.

Pop Quizzes: There will be six quizzes distributed throughout the semester; each will be worth 5% of your total grade. The purpose of these exercises will be to test your mastery of the reading material to date. Unless there is an official excuse they cannot be taken at another time.

Papers: You will required to write two papers, each worth 20% of your course grade. The papers should be at least 7-10 typed, doubled-spaced pages and include the use of at least 8-10 outside references, half of which should be journal articles. The topics to be covered are described below.

Topic #1: A research-based essay on the turbulent environment of Public Administration

Topic #2: A research-based essay on the characteristics of high-performing organizations (especially public or nonprofit)

THESE PAPERS MUST BE TURNED IN <u>NO LATER THAN TWO DAYS AFTER</u> THE SESSION INDICATED. LATE PAPERS WILL BE PENALIZED. Since each of these will require time to complete, you might find it useful to begin the assignment as soon as you receive it. Each of these assignments should reflect advanced undergraduate level work. That is, the written work meets the objectives of the assignment, is in clear correct English and shows conceptual understanding of major issues with pertinent points discussed in a way that demonstrates some creativity or originality (rather than merely stringing together a series of quotes). There should be a good grasp of reading material evidenced and quoted in the written assignments. These assignments will require research into materials additional to the assigned readings.

Class participants should use a standard manual of style, such as the American Psychological Association, and use its suggested format in all written work. Please indicate on the assignment which manual of style you are using.

After the first assignment, any written assignment that, in my opinion, does not reflect graduate-level writing performance including the use of a "manual of style," will be returned <u>un-graded</u> and the revised submission will be considered late.

Each class participant should know of 50% of their semester course grade before the last day to withdraw, which is Friday, October 18. These grades will be posted on the course Blackboard.

In the current VCU Resource Guide, which can be found on the VCU Website, under "Students" is a description of the University's Honor System. It describes "Pledged" and "Unpledged" assignments. Just to confuse you, the assignments in this course will be a hybrid of these two concepts. You are encouraged to share useful resources and to discuss your potential responses to these assignments and to both offer and to receive assistance in using the electronic spreadsheet in completing assignments two and four. <u>However cheating, plagiarism, the facilitation of academic dishonesty, abuse of academic materials, stealing, or lying will be considered violations of the VCU Honor System.</u>

Please be aware of VCU's Sexual Harassment Policy, "Disruptive" Student policy, and "Grade Appeal Policy" which can be found in the Resource Guide.

IN ADDITION EACH PARTICIPANT WILL BE EXPECTED TO READ THE CLASS BLACKBOARD SITE AS FREQUENTLY AS POSSIBLE, AT LEAST TWICE A WEEK, CERTAINLY BEFORE EACH CLASS SESSION AND TO POST A MESSAGE AT LEAST ONCE EVERY TWO WEEKS. I will use the Blackboard site to communicate with class participants about changes in class schedule/requirements, useful resources, current events, etc, and as a medium to facilitate communication between class participants. You access Blackboard through its URL address http://blackboard.vcu.edu. Your <u>VCU e-mail login</u> is to be used, as is your <u>VCU e-mail password</u>. Blackboard contains an online student manual, which you should master as soon as possible. If you don't already have a VCU e-mail account, you must immediately go to the VCU website

([www.vcu.edu)](www.vcu.edu), click on "Information Technology" then "students" and follow the instructions to create an account. If you also don't have a VCU Onecard, I would assume you need to follow the instructions for "incoming students." E-mail me if you still have problems. I will use Blackboard to bring to your attention current events relevant to this course, post lecture notes, and bring to your attention other required resources. I want you to share useful information. Since I might send either individual or group e-mails to you using Blackboard, you should make it a point to read your VCU e-mail daily.

I am discouraging the use of "Incompletes". Please make every effort to complete all of the assignments before the end of the grading period. If, for some unavoidable reason you must request an "Incomplete" you must notify me in advance and complete the necessary paper work. However, when the incomplete assignment is turned in, it will be considered Late, unless there is an approved excuse such as illness. <u>Unless written approval from me for an extension is granted, all incompletes must be satisfied within 30 days of the end of the semester</u>. Likewise, if you decided to withdraw from this course you must do it before the eighth week of class, and after completing the necessary paper work.

I am discouraging the use of "Incompletes". Please make every effort to complete all of the assignments before the end of the grading period. If, for some unavoidable reason you must request an "Incomplete," you must notify me in advance and complete the necessary paperwork. However, when the incomplete assignment is turned in, it will be considered late, unless there is an approved excuse such as illness. <u>Unless written approval from me for an extension is granted, all incompletes must be satisfied within 30 days of the end of the semester</u>. Likewise, if you decided to withdraw from this course you must do it before the tenth week of class, and after completing the necessary paper work.

<u>Special Notes:</u>

If you would like to demonstrate your mastery of the course objectives by some means other than one or more of the four graded assignments please discuss with me what you would like to do. This discussion must take place before the assignment is due.

Again, I would like to have feedback as to the relative "benefits/costs" associated with each assignment. Please make a mental note as you complete the assignment and report your perceptions to us at the end of the course.

I strongly urge you to use, during this course, computer communication technologies such as e-mail, the Internet and the World Wide Web. You must, however, be aware of the possible invasion of your personal privacy while and after using these technologies. E-mail can be stored and reviewed by others. Visiting some Web sites can result in "cookies" being implanted in your computer that allow others to know other Web sites you have visited and even read other computer files on your hard drive. Many recent articles have been published on this subject in the popular press and I urge that you become familiar with these <u>possible</u> dangers. Certainly become familiar with and comply

with the University's "Ethics Policy on Computing," which can be found in the VCU Resource Guide.

FACULTY RESPONSIBILITIES

I will be responsible for leading an in-depth discussion and providing clearly articulated learning objectives on each subject area; furnishing class participants with adequate bibliographies and electronic sources covering the field; and counseling you in regard to preparation for the assignments. I will be delighted to review drafts of your work before final submission. Participants can "re-do" one of the assignments if they wish. The final grade will be the mean of the two efforts. I will also provide feedback on your performance after each graded assignment and be available to meet with you at a mutually convenient time.

I will have office hours from 3:30 - 4:30 pm on M/W and from 3 - 4 pm and 5 - 7 pm on Tuesdays. I am frequently on campus on Fridays as well. I can be available for appointments at these times, and before and after the class sessions. You can take your chances on "dropping in" at the specified times, but even at those times it would be better to call ahead since there are often committee meetings, etc. I am delighted to meet with you and, in addition, will guarantee to return your calls and e-mail messages.

As an instructor, I am concerned about the equality of access to education. Also Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1990 require Virginia Commonwealth University to provide academic adjustments or accommodations for students with documented disabilities. Students seeking academic adjustments or accommodations must self-identity with the Coordinator of Services for Students with Disabilities on the Academic Campus. After meeting with the coordinator, students are encouraged to meet with their instructors to discuss their needs, and if applicable, any lab safety concerns related to their disabilities. To that end, I am happy to work with students to make reasonable accommodations in instruction and testing. If you have a documented disability of any kind that requires accommodation, please inform me in writing before the end of the second week of this class.

SESSION I
INTRODUCTION TO PUBLIC ADMINISTRATION; BASIC DEFINITIONS and
SCOPE; APPROACHES TO THE STUDY OF
PUBLIC ADMINISTRATION

Objectives:
By the end of this session, participants will be able to describe and discuss various
definitions of public administration and approaches to the study of this important subject.

Readings:

Shafritz & Russell: Ch. 1
Frederickson: Introduction

SESSION II
SCOPE AND GROWTH OF PUBLIC ADMINISTRATION

Objectives:
By the end of this session, class participants will be able to describe and explain the
scope of today's public administration, and to describe and discuss the reasons behind the
growing importance of public administration in today's society.

Each student will access a governmental website and make a list of professional job
vacancies.

SESSION III
CONDUCTING RESEARCH IN TODAY'S PUBLIC ADMINISTRATION

Class will meet in the Library Training Room on the third floor of Cabell Library.

Objectives:
By the end of this session, class participants will be to conduct research in public
administration efficiently and effectively using the various library databases, the Internet
and the World Wide Web.

Readings:

Handouts to be distributed
Frederickson: Ch. 1

SESSION IV
HISTORY OF AMERICAN PUBLIC ADMINISTRATION AND THE AMERICAN
SOCIETY FOR PUBLIC ADMINISTRATION

Milestones in the History of U.S. Public Administration
The American Society for Public Administration

Objectives:
At the end of this session, class participants will be able to identify and discuss important milestones in the history of public administration in the United States, and in the American Society for Public Administrators (ASPA).

Readings:

Shafritz & Russell: Chs. 3 & 4
Pugh: "ASPA's History: Prologue," *Public Administration Review,* Vol. 45 (July/August, 1985)
Video

SESSIONS V-VIII
THE ECOLOGY OF TODAY'S PUBLIC ADMINISTRATOR

Assignment I--Due Session XII

Objectives:
By the end of Session VIII, participants will be able to describe the factors in the environment of today's public administrator and analyze the influence of these factors on the behavior of public administrators.

Readings:

Shafritz & Russell: Ch. 2
Wooldridge et al: "Increased Diversity of the Workforce," located on Blackboard under Course Documents
Wooldridge & Wester, "The Turbulent Environment of Public Personnel Administration," available online through InfoTrac
Jackson & Schuler, Appendix A
Handout
Guest Speaker
Small Group Work

SESSION IX
HIGH PERFORMING PUBLIC ORGANIZATIONS: CHACTERISTICS AND ATTRIBUTES

Objective:

At the end of this session, participants will be able to describe and discuss the characteristics of a high performing organization, and the principles of an entrepreneurial government.

Readings:

Wooldridge: "Attributes of High Performance Organizations," located on Blackboard under course documents

SESSION X
HIGH PERFORMING PUBLIC ORGANIZATIONS: CHARACTERISTICS AND ATTRIBUTES, ALTERNATIVE SERVICE DELIVERY STRATEGIES

Objective:
At the end of this session, participants will be able to describe and discuss the characteristics of a high performing organization, and the principles of an entrepreneurial government. Moreover, participants will be able to describe and discuss the concepts involved with "privatization" and the alternative service delivery strategies, and be able to analyze when such strategies are preferable.

Readings:

Shafritz & Russell: Ch. 7
Wooldridge, Menefee & Amagoh: "Using Theory to Inform Practice: Predicting the Success of Privatization Efforts Through an Understanding of Public Choice Theory," located on Blackboard under course documents
Handouts from the instructor

SESSION XI
STRATEGIES FOR ACHIEVING HIGH PERFORMING PUBLIC ORGANIZATIONS: CONTINUOUS QUALITY IMPROVEMENT (TQM/CQI)

Objectives:
At the end of this session, class participants will be able to describe and understand key issues and concepts in Total Quality Management/Quality Management/Continuous Quality Improvement.

Readings:

Handouts

SESSIONS XII-XIII
STRATEGIES FOR ACHIEVING HIGH PERFORMING PUBLIC ORGANIZATIONS:
TOOLS USED IN CONTINUOUS QUALITY IMPROVEMENT (TQM/CQI)

Objectives:
At the end of these sessions class participants will be able to use the following TQM tools
in diagnosing and generating solutions to barriers to meeting customers' expectations:

Benchmarking
Process Decision Program (Shewhart/PDCA-PDSA) Chart
Pareto Charts
Cause and Effect (Fishbone, Ishikawa's) Charts
Flow charts

Readings:

Miscellaneous handouts to be supplied by instructor

SESSION XIV
MID-TERM EXAMINATION

Last week to withdraw from class

SESSION XV
NO CLASS

SESSIONS XVI-XVII
ROLES AND RESPONSIBILITIES OF LOCAL GOVERNMENTS

Objectives:
At the end of these sessions participants will be able to describe and contrast the roles and
limitations of local governments in the U.S. intergovernmental system in general, and
Virginia in particular.

Readings:

Wikstrom
Bureau of the Census
Guest Speaker

SESSIONS XIII-XX
SCOPE OF PUBLIC ADMINISTRATION: GOVERNMENTAL FINANCIAL
MANAGEMENT

Objectives:
At the end of these sessions, participants will be able to describe the elements of a public budgeting and financial management system and discuss how it contributes to a high performing organization. Participants will be able to defend the need for integrating budgeting, accounting and auditing systems.

Readings:

GFOA: Elements of a Financial Management System
Shafritz and Russell: Chs. 12 & 13
Wooldridge: "Towards the Development of an Integrated Financial Management
        System."

SESSION XXI-XXIII
SCOPE OF PUBLIC ADMINISTRATION: ORGANIZATIONAL THEORY AND
BEHAVIOR

Theories of Organizational Behavior
Classical Theories of Organization:
        The Human Relations School
        Organizational Humanism
        The Contingency School

Theories of Motivation
        Equity Theory
        Expectancy/Valence Theory
        Goal Setting Theory

Objectives:
At the end of these sessions, participants will be able to describe and discuss the characteristics, assumptions and consequences for management, of the four theories of organizations behavior listed above. Participants will also be able to identify key contributors to the above listed theories and describe their contributions.

Also, at the end of these sessions participants will be able to describe and discuss the characteristics, assumptions and consequences for management of the three theories of motivation listed above. Participants will also be able to identify key contributors to the above listed theory and describe their contributions.

Readings:

Shafritz & Russell: Chs. 5 & 6
Wooldridge: "Attributes of HPOs" starting on p. 3. Blackboard

Suggested supplemental readings on reserve PAD 601:
Pugh & Hickson (chapters beginning on the following pages: 194, 11, 101, 106, 115, 125, 169, 177, 183, 189, 199, 204, 210, 218).
Ambrose, M.L and Kulik, C. T., "Old Friends, new faces: motivation research in the 1990s," Journal of Management, v25, i3, 1999, pp. 231 (fulltext available online with InfoTrac)

SESSIONS XXIV-XXVI
SCOPE OF PUBLIC ADMINISTRATION: HUMAN RESOURCE MANAGEMENT

Objectives:
At the end of this session, participants will be able to describe the elements of a Human Resource Management system and discuss how they contribute to a high performance organization. Participants will be able to make comparisons of various types of personnel selection systems and describe how they impact upon public decision making.

Readings:

Shafritz & Russell: Chs. 9 & 10

SESSIONS XXVII & XXIX
ETHICS AND VALUES IN PUBLIC ADMINISTRATION

The five E's of public administration values
Changing values in the public sector
The ethics of a responsible public administrator

Objectives:
Participants will be able to describe each of the five E's and define key terms important to their meaning. Participants will also be able to predict how the behavior of public administrators would change by an adherence to each of these specific concepts.

Participants will also be able to analyze situations that public administrators face and assess what behavior is most appropriate.

Readings:

Shafritz & Russell: Chs. 11 & 14
Frederickson: Chs. 5 & 7

FINAL COURSE EVALUATION