"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

Public Administration Theory provides an examination of historical and contemporary public administration theories and paradigms. This course emphasizes the practical significance of such theories for both macro and micro issues in public administration.

**GOALS OF THE COURSE**

You will know, comprehend and be able to apply relevant theories and concepts to design and work in effective, efficient, ethical, and equitable high performance public and nonprofit organizations (HPO's). Topics that will be examined and used in this course include the content and process theories of motivation; theories of organization and job design; emerging theories such as the new public administration, public choice theory, critical theory, feminist theory, and post modernism; and important organizational concepts such as conflict management, organizational communication, valuing diversity, team building, and self-managed work teams.

**SPECIAL RESOURCES THAT WILL BE USED IN THIS COURSE**

*Texts (all available in the VCU bookstore):*


**On reserve:**

Steers, Richard, *Organizational Effectiveness*. This is a valuable resource that is now out of print. Two copies are on reserve in the library. We (you) have the author's permission to duplicate whatever sections you want.

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

<table>
<thead>
<tr>
<th>Public Administration Review</th>
<th>American Demographics</th>
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<tr>
<td>Public Policy</td>
<td>The Futurist</td>
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<tr>
<td>The American Political Science Review</td>
<td>Futures: The Journal of Planning and Forecasting</td>
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<tr>
<td>Policy Sciences</td>
<td>Journal of Policy Analysis and Management</td>
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<tr>
<td>Administrative Science Quarterly</td>
<td>Organizational Dynamics</td>
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<tr>
<td>Policy Analysis</td>
<td>Sloan Management Review</td>
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<td>Public Interest</td>
<td>The Academy of Management Review</td>
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<td>State Government</td>
<td>The Academy of Management Journal</td>
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<td>Public Management</td>
<td>The Academy of Management Proceedings</td>
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<tr>
<td>Municipal Yearbook</td>
<td>Journal of Applied Psychology</td>
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<tr>
<td>American Economic Review</td>
<td>American Sociological Review</td>
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<tr>
<td>The Public Manager</td>
<td>Journal of Organizational Behavior</td>
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<td>The Bureaucrat</td>
<td>Groups and Organizational Studies</td>
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<td>Policy Studies Journal</td>
<td>Journal of Management</td>
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<td>Nation's Cities</td>
<td>Monthly Labor Review</td>
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<td>Industrial Relations</td>
<td>Training and Development Journal</td>
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<tr>
<td>Public Productivity and Management Review</td>
<td>Human Resource Management</td>
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<td>Public Administration Quarterly</td>
<td>Management Review</td>
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<tr>
<td>Future Survey Annual</td>
<td>Journal of Management History</td>
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<td>Administration and Society</td>
<td>Administrative Theory &amp; Praxis</td>
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<td>Public Personnel Management</td>
<td>Review of Public Personnel Administration</td>
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<tr>
<td>Personnel Journal</td>
<td>Sage Public Administration Abstracts</td>
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*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. This is scheduled for Saturday, February 1, from 10 am until noon. It will be held in the library computer training room, on the 3rd floor of Cabell. Since space is limited, please call the POS-PAD Office at 828-1575 to reserve a space.

**PARTICIPANTS' RESPONSIBILITIES**

You should be alert to the fact that fifteen (15) three hours sessions are scheduled for this course during this term. The last session will be held during the examination week. All of these sessions are equally important to achieving the educational objectives of this course. If for any reason (weather or professional trips on my behalf) a session must be postponed, this session will be made up. Since I know I have at least one conference and one accreditation site visit that will require my absence on Thursdays, one of our first responsibilities will be to identify times to make up those two sessions.

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.

Unexcused violation of this attendance policy before the mid-point of the class will result in a student being administratively withdrawn. If this policy is violated after the withdrawal deadline, a failing grade will be issued. An excused absent can be discussed, in advance, with us.

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

There will be four (4) written graded assignments:

Assignment I
Case Analysis on Theories Used in Public Administration (approximately 15-20 double-spaced pages); due Session V; 20% of grade

Assignment II
Case Analysis on Theories Used in Public Administration (approximately 15-25 double spaced pages); due Session VII; 20% of grade

Assignment III
Paper on Public Administration Theory (approximately 15-20 double-spaced pages); assigned topics will be distributed in class Session XI and may be exchanged; due Session XIV; 25% of grade

Assignment IV
Part 1: Team Assignment (approximately 10 double-spaced pages); due Session XI
Part 2: Analysis of Team Assignment (approximately 15 double-spaced pages); due Session XVI
Both parts make up 35% of grade

Detailed descriptions of the assignments will be provided the first night the assignment is discussed. ALL ASSIGNMENTS EXCEPT FOR ASSIGNMENT #4 Part 2 MUST BE TURNED IN NO LATER THAN NOON ON THE MONDAY AFTER THE SESSION INDICATED. ASSIGNMENT #4 Part 2, MUST BE TURNED IN THE NIGHT OF THE LAST CLASS. Late papers will be penalized. If you plan on attaching your paper to an e-mail message, be sure to deliver a hard copy to my office by the end of day Monday. 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 four written assignments should reflect graduate 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.

It is expected that each assignment will use books, research articles and electronic sources as reference materials. These written efforts should reflect the writing style, tone and approach of such professionally-orientated journals as the Public Administration Review, Public Productivity & Management Review, The Academy of Management Review, and/or Public Personnel Management.

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 ungraded and the revised submission will be considered late.

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 VCU e-mail login is to be used, as is your VCU e-mail password. 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), 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. Unless written approval from me for an extension is granted,
all incompletes must be satisfied within 30 days of the end of the semester. 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.

Special Notes:

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 possible 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 3-4:30 pm on Mondays, 2:30-3:30 on Tuesdays, and from 3-4:30 and 5:30-6:45 on Thursdays. 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.
COURSE OVERVIEW AND SCHEDULE

SESSION I, 1/16/03
INTRODUCTION TO THE COURSE-OVERVIEW OF COURSE CONTENT AND REQUIREMENTS-BASIC TERMS IN THE STUDY OF PUBLIC ADMINISTRATION THEORIES-ATTRIBUTES OF HIGH-PERFORMING PUBLIC ORGANIZATIONS

SESSION II, 1/23/03
THEORIES OF ORGANIZATIONAL BEHAVIOR-CLASSICAL THEORIES, THE HUMAN RELATION SCHOOL-ORGANIZATIONAL HUMANISM AND THE CONTINGENCY APPROACH
Assignment #1, Due Session V

SESSIONS III, 1/30/03
THEORIES OF ORGANIZATIONAL BEHAVIOR: THEORIES OF MOTIVATION-EQUITY-EXPECTANCY AND GOAL-SETTING THEORIES.

SESSION IV, 2/6/03
THEORIES OF ORGANIZATIONAL BEHAVIOR-THEORIES OF ORGANIZATIONAL DESIGN
Assignment #2, Due Session VII

SESSION V
CATCH UP AND REVIEW

SESSION VI
THEORIES OF ORGANIZATIONAL BEHAVIORAL: THEORIES OF DIVERSITY

SESSION VII
CRITICAL THINKING, POST MODERNISM AND HERMENEUTIC
Assignment #3, Due Session XIV

SESSION VIII
NEW PUBLIC ADMINISTRATION AND PUBLIC CHOICE THEORY

SESSION IX
FEMINIST THEORY

SESSION X
TECHNOLOGY AND ORGANIZATIONAL PROCESSES PROCEDURES

SESSION XI
RELIGION AND ORGANIZATIONAL BEHAVIOR
(Assignment 3 topics distributed)
SESSION XII, 4/11/02
THEORIES OF ORGANIZATIONAL BEHAVIOR CONFLICT MANAGEMENT

SESSION XIII, 4/18/02
THEORIES OF ORGANIZATIONAL BEHAVIOR COMMUNICATION

SESSION XIV, 4/25/02
THEORIES OF ORGANIZATIONAL BEHAVIOR TEAMING

SESSION XV, 5/2/02
SELF-MANAGED WORK TEAMS-EMPLOYEE EMPOWERMENT

SESSION XVI, 5/8/02
EVOLUTION OF PUBLIC ADMINISTRATION THEORIES
SESSION I
INTRODUCTION TO THE COURSE-OVERVIEW OF COURSE CONTENT AND REQUIREMENTS-BASIC TERMS IN THE STUDY OF PUBLIC ADMINISTRATION THEORIES-ATTRIBUTES OF HIGH-PERFORMING PUBLIC ORGANIZATIONS

Objectives:

At the end of this session, participants will know and comprehend the general outline of this course and the course requirements. In addition, participants will know the definition of some basic terms used in public administration theories. Participants will be able to describe and discuss the attributes of high-performing public organizations.

Readings:

Wooldridge: “Attributes of High Performance Organizations.” Found on Blackboard under Course Documents; Assorted handouts

SESSION II
THEORIES OF ORGANIZATIONAL BEHAVIOR-CLASSICAL THEORIES- THE HUMAN RELATION SCHOOL-ORGANIZATIONAL HUMANISM AND THE CONTINGENCY APPROACH

Formal Theories of Organization
The Human Relations School
Organizational Humanism
The Contingency School

Objectives:

By the end of Session II, participants will also 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. Participants will be able to apply these theories in diagnosing organizational behavior.

Readings:

Wooldridge: “Attributes of High Performance Organizations” starting on p. 3; assorted handouts
Steers & Black: Chaps. 1-5
Adler: Chaps: 1 and 2, pp. 174-179
Denhardt: Chaps. 3-4, pp. 106-125

SESSIONS III
THEORIES OF ORGANIZATIONAL BEHAVIOR: THEORIES OF MOTIVATION-EQUITY-EXPECTANCY AND GOAL-SETTING THEORIES
Equity Theory
Expectancy/Valence Theory
Goal Setting Theory

Objectives:

At the end of this session, 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 theories and describe their contributions. Participants will be able to apply these theories in diagnosing organizational behavior.

Readings:

Steers & Black: Chaps. 6-7
Adler: Chap. 2, pp. 179-182
Wooldridge: “Motivation” on Blackboard

SESSION IV
THEORIES OF ORGANIZATIONAL BEHAVIOR- THEORIES OF ORGANIZATIONAL AND JOB DESIGN

Organization structure
Elements of organizational structure
Definitions of organizational effectiveness
Linkage between structure and effectiveness
Approaches to organizational design: mechanistic vs. organic

Objectives:

Participants will be able to define the elements of an organization's structure and relate these elements to the various definitions of organizational effectiveness.

Readings:

Steers & Black: Chaps. 9-11

SESSION V
CATCH UP AND REVIEW

SESSION VI
THEORIES OF ORGANIZATIONAL BEHAVIORAL: THEORIES OF DIVERSITY
Readings:

Wooldridge, et al: “Increased diversity of the workforce: Opportunities for research in public and non-profit organizations,” located on Blackboard under Course Documents
Adler: Chps. 2 & 4
Video: “Valuing Diversity”
Case Exercise

Objectives:

At the end of this session, participants will be able to describe many of the important “identity groups” in the increased diversity of the workforce and be able to discuss why a knowledge of and competencies in responding adequately to workforce diversity is vital for today’s managers.

SESSION VI
CRITICAL THINKING, POST MODERNISM AND HERMENEUTIC

Objectives:

At the end of this session, participants will be able to describe the characteristics of each of these approaches to public administration, identify its major contributors and its implications for public management.

Readings:

Denhardt: Chap. 7

SESSION VII
NEW PUBLIC ADMINISTRATION AND PUBLIC CHOICE THEORY

New Public Administration
Public Choice Theory

Objectives:

At the end of this session, participants will be able to describe the characteristics of each of these approaches to public administration, identify its major contributors and its implications for public management.

Readings:

Denhardt: pp. 125-135, Chaps. 6 & 7
SESSION IX
FEMINIST THEORY

Objectives:

At the end of this session, participants will be able to describe the characteristics of each of the feminist theories and be able to apply them to public administration, identify its major contributors and its implications for public management.

Readings (full text available online):


Other reading: Hutchinson & Condit: “The Emperor’s New Clothes…”

Guest lecturer

SESSION X
TECHNOLOGY AND ORGANIZATIONAL PROCESSES AND PROCEDURES

Objectives:

Readings (full text available online):


“Face-to-face versus computer-mediated communication: a synthesis of the experimental literature.” (includes appendix) Prashant Bordia. The Journal of Business Communication, Jan 1997 v34 n1 p99 (22)


“Gender differences in the perception and use of E-mail: an extension to the technology acceptance model.” David Gefen, Detmar W. Straub. MIS Quarterly, Dec 1997 v21 n4 p389(12)

“Why faculty members use e-mail: the role of individual differences in channel choice.” Barbara D. Minsky, Daniel B. Marin. The Journal of Business Communication, April 1999 v36 i2 p194(2)


“Theory and practice: implications for the implementation of communication technology in organizations.” Sandra L. Herndon. The Journal of Business Communication, Jan 1997 v34 n1 p121(9)


“Preferences for electronic mail in organizational communication tasks.” Christopher B. Sullivan. The Journal of Business Communication, Jan 1995 v32 n1 p49(16)

Other readings:


Huber, G. “Towards a Theory of Advanced Information Technology”

SESSION XI
RELIGION AND ORGANIZATIONAL BEHAVIOR

Objectives:

Readings (full text available online):


The Greening of Protestant Thought. (Review) Ralph Clark Chandler. Public Administration Review March 1999 v59, i2 p179(1)


SESSION XII
THEORIES OF ORGANIZATIONAL BEHAVIORAL: CONFLICT MANAGEMENT

Objectives:

At the end of this session, class participants will be able to describe and discuss the various causes of group conflict, the stages of conflict and strategies for responding adequately to group conflict.

Reading:

Steers & Black: Chaps. 15-16
Adler: Chap. 7
Schmidt & Tannenbaum: "The Management of Differences"
Video: “Conflict Management”
Conflict Management Style Diagnostic Instrument

SESSION XIII
THEORIES OF ORGANIZATIONAL BEHAVIORAL: ORGANIZATIONAL COMMUNICATION
Objectives:

At the end of this session, participants will be able to define key terms in organizational communication and describe a basic model of interpersonal communication. They will be able to describe and comprehend the types of interpersonal communication, major influences on such communication and the significance of the direction of communication. They will comprehend barriers to and be able to apply strategies to improve the effectiveness of organizational communication.

Reading:
Steers & Black: Chap. 13
Adler: Chap. 3

Video

SESSION XIV
THEORIES OF ORGANIZATIONAL BEHAVIORAL: TEAMING

Reading:
Steers & Black: Chaps. 8, 12, 14
Adler: Chaps. 4 & 5
Videos: “The Team Approach” and “Team Building”
Handouts

SESSION XV
SELF-MANAGED WORK TEAMS-EMPLOYEE EMPOWERMENT

Readings:

Miscellaneous handouts
Video: “Self-Directed Work Teams: Getting It Done.”


SESSION XVI
EVOLUTION OF PUBLIC ADMINISTRATION THEORIES

The Intellectual Heritage: Marx, Weber and Freud
The Political Heritage: Wilson, Goodnow, Willoughby, Gulick, Appleby and Waldo
Objectives:

At the end of this session, participants will be able to describe and discuss the contribution of each of the above named scholars to the development of theories of public administration.

Readings:
Denhardt: Chaps. 1, 2 & 8