

VIRGINIA COMMONWEALTH UNIVERSITY
DEPARTMENT OF POLITICAL SCIENCE & PUBLIC ADMINISTRATION
PADM 691 (Ref. #8064)
TOPICS IN PUBLIC ADMINISTRATION: TQM & GOVERNMENT ORGANIZATIONS,
Summer 1995

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M/W Rm. 401, 6-8:40 pm

COURSE DESCRIPTION: Total Quality Management (TQM) is a management approach that defines quality from the viewpoint of the customer and sets quality achievement as a strategic goal. TQM covers every aspect of a public, not-for-profit or private organization. TQM offers a set of simple but powerful analytical tools that can lead to dramatic improvements in quality and productivity. Based on the work of Deming, Juran, Crosby, and others, TQM has for several decades been widely used in Japan. TQM is now being applied in the United States, Europe, and throughout the world. As one of our textbooks suggests, "Quality management is helping local governments streamline operations, enhance services, improve customer relations, and achieve cost savings." TQM is equally applicable to manufacturing, service, government, education, or any other organization.

COURSE GOALS: The purpose of this course is for class participants to know the philosophies, tools, and techniques of TQM/Quality Management/Continuous Quality Improvement in order to promote and develop quality improvement processes within any organization. This course links the planning with the implementation of improvement programs. It is designed to develop management/leadership skills needed to generate commitment to the change process. The course is intended to develop and apply the quantitative/analytical skills related to TQM. At the end of this course, participants can expect to be able to describe, understand and implement the principles and methods of Total Quality Management/Quality Management/Continuous improvements. In addition you will be able to conduct research using the library's computerized databases, communicate using E-mail and through an electronic bulletin board, and conduct research using the Internet.

RESOURCES THAT WILL BE USED IN THIS COURSE

West, Jonathan, Quality Management: What Local Governments Need to Know
Hunt, V. Daniel, Quality in America: How to Implement A Competitive Quality Program
Melton, Kim I., Introduction to Statistics for Process Studies
Academy of Management, "A Total Quality Special Issue," The Academy of Management Review, Vol. 19, No. 3, July 1994

Other assorted articles will be provided by the professor. Class participants are urged to read the newspapers and magazines, as well as other current journals for relevant articles. Materials of importance should be brought to class for discussion. Participants should make themselves aware of the various journals of interest published by the professional associations and universities. Examples include:

Public Administration Review	Society
Public Policy	Sage Public Administration Abstracts
Administrative Science Quarterly	Personnel Journal
Policy Analysis	National Productivity Review
Public Interest	TQM Magazine
State Government	American Demographics
Public Management	The Futurist
Municipal Yearbook	Futures: The Journal of Planning and Forecasting
The Bureaucrat (now The Public Manager)	Journal of Policy Analysis and Management
Policy Studies Journal	Policy Review
Nation's Cities	International Journal of Public Administration
Industrial Relations	Journal for Quality and Participation
Public Productivity and Management Review	The Executive
Public Administration Quarterly	Executive Excellence
Future Survey Annual	Quality
Administration and Public Personnel Management	

I am sure that you find will the various computerized databases in the library, such as Psych Lit, Wils (a social science database), ERIC (an education database), NABS (newspaper abstracts), PAIS and ABIN (a business/management database), which are online, useful in carrying out your research. Discover the resources available in Government Documents section of the library as well. "Surf" the Internet to discover the wide variety of resources it contains.

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

PARTICIPANTS' RESPONSIBILITIES

You should be alert to the fact that fifteen (15) three-hour sessions are scheduled for this course during this term. The last session will be held during the examination session.

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 in the library during research for the three written assignments. Experience of previous classes leads me to expect that you will probably spend, at least, an average of 10-16 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.

ASSIGNMENTS (Your grade will be based on three written assignments):

Assignment I

Describe the major issues, concerns, and concepts involved in planning and implementing TQM in your specific function or activity. (I would think this assignment could be completed in about 8-12 double-spaced, typewritten pages). 25% of grade; Due Session V

Assignment II

A library research-based paper on one important aspect of Quality Management. (Probably will require 6-12 pages). 25% of grade; Due Session VIII

Assignment III

Development of a plan to implement TQM in your organization (15-25 pages). 50% of grade; Due Session XIV

A detailed description of each of these assignments can be found at the end of this syllabus.

ALL ASSIGNMENTS MUST BE TURNED IN NO LATER THAN ONE DAY AFTER 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 three written assignments should reflect graduate level work. That is, it must meet 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. These written efforts should reflect the writing style, tone and approach of such professionally-orientated journals as the Public Administration Review, Public Productivity Review, Budgeting and Financial Management and/or Public Personnel Management.

IN ADDITION EACH PARTICIPANT WILL BE EXPECTED TO READ THE CLASS ELECTRONIC BULLETIN BOARD BEFORE EACH CLASS SESSION AND TO POST AN ARTICLE AT LEAST ONCE EVERY WEEK.

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.

ANY WRITTEN ASSIGNMENT THAT, IN MY OPINION, DOES NOT REFLECT GRADUATE-LEVEL WRITING PERFORMANCE WILL BE RETURNED UNGRADED. THE REVISED SUBMISSION WILL BE CONSIDERED LATE.

At the end of this syllabus 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 shared useful resources and to discuss your potential responses to these assignments and to both offer and to receive assistance in using the computer mediated communication systems. However cheating, plagiarism, the facilitation of academic dishonesty, abuse of academic materials, stealing, or lying will be considered violations of the VCU Honor System.

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.

You should be aware of the conditions of the VCU's Grade Review Procedure (which can be obtained from the Graduate Office).

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."

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.

Please ask me about my office hours. 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. 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.

CLASS SCHEDULE

Session I

Intro. to course and to the concept of TQM (Video)

Objectives:

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

Readings:

Hunt, Chs. 1 & 2

West, pp. 1-2

Ehrenberg & Stupak, pp. 75-79

Hitchner, entire book review

Zemke, entire article

Session II

Introduction to the use of library databases and the Internet. Class will meet in the Cabell Library training room in front of the Reference Desk on the 1st Floor.

Objectives:

At the end of this session class participants will be able to conduct research using the library databases and the Internet. Participants will be able to use computer-mediated communication in order to enhance and enrich their educational experiences.

Readings:

"The Internet Is..."

"The Internet: One Public Agency's Early Use"

Session III

Different Philosophies and Approaches to TQM

Objectives:

At the end of this session class participants will be able to identify key contributors to Quality Management and be able to describe and contrast similarities and differences in their approaches and philosophies.

Readings:

Hunt, Ch. 3

"Three Gurus: One Message"

"Quality Gurus: The Men and Their Message"

"Dr. W. Edwards Deming: A Prophet with Belated Honor in His Own Country"

Session IV

TQM in Governmental Organizations

Objectives:

Class participants will be able to describe and discuss governmental experiences in attempting to implement Quality Improvement efforts.

Readings:

West, pp. 23-33, 187-236

Hunt, Ch. 5

Video: Excellence in the Public Sector

Session V

Laying the Foundation for TQM

Objectives:

At the end of this session class participants will have the knowledge and understanding necessary to assess the readiness of an organization for Quality Management, and to be able to identify the potential obstacles for the successful implementation of TQM in a public organization.

Readings:

West, pp. 37-60, 141-149

Hunt, Ch. 6

Forbes, "What Do You Do When Your Organization Isn't Ready for TQM?"

Dew, "The Critical Role of Auditing in Continuous Improvement"

Speaker: Ms. Nancy Roberts, Legislative Services

Session VI

Developing and Implementing The TQM Plan

Class participants will develop their own methodology for planning and implementing TQM and discuss it in class. These plans will also be used to analyze a case describing TQM in a not-for-profit environment.

Readings:

Hunt, Chs. 7-9

West, pp. 61-69

Session VII

Changing Organizational Culture/Team Building-Employee Empowerment

Objectives:

At the end of this session class participants will have the knowledge and understanding to create self-managed work teams and work environments that will permit the empowerment of workers.

Readings:

West, 73-89

Lawler, "Total Quality Management and Employee Involvement: Are They Compatible?"

Hitchner (book review), "A 'Novel' Approach to Teamwork"

Session VIII

Changing Organizational Culture/Design and Delivery of Effective Training

Topics will include:

1. The Critical Event Model of training design
2. Diagnosing employee performance problems
3. The role of learning styles in training design
4. The relationship between learning objectives and instructional strategy
5. The Contingency approach to training design

Objectives:

At the end of this session participants will be able to describe the steps in the design of a training program and be able to discuss the factors that must be taken into consideration in training design.

Readings:

Wooldridge, "Increasing Productivity of Public Sector Training"

Schuler & Huber, "Training and Development"

Wooldridge, "Increasing the Effectiveness of University/College Instruction: Integrating the Results of Learning Style Research Into Course Design and Delivery"

Wooldridge, "Selecting Appropriate Instructional Strategies for Teaching the Public Administration Curriculum"

West, pp. 90-102

Session IX

Changing Organizational Culture/Changing Organizational Structure/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:

Nadler and Tushman

Hofstede

Steers
(To be distributed)

Mid Course Evaluation

Session X

Changing Organizational Culture/Designing Effective Reward Systems

Key theories, issues and concepts in designing reward systems:

Formal Theories of Organizational Behavior:

- Classical Theory
- The Human Relations School
- Organizational Humanism
- The Contingency School

Cognitive Theories of Motivation:

- Equity Theory
- Expectancy/Valence Theory
- Goal Setting Theory

Objectives:

Participants will be able to describe and discuss the characteristics, assumptions and consequences for management of the four theories of organization behavior and 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.

Readings:

Steers & Black, "Designing Reward Systems"
(To be Distributed)

Session XI

Linking TQM and Traditional Organizational Theories

Objectives:

At the end of this session class participants will be able to describe the organizational theory foundations of the Quality Management movement, and be able to link specific aspects of the Quality Management plan to various theories of organizational behavior/theory.

Readings:

Academy of Management Review, July 1994 (entire issue)
Ehrenberg & Stupak

Sessions XII-XIV

Tools used in TQM

Objectives:

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

Session XII: Benchmarking, Cost of Quality Analysis, Process Decision Program (Shewhart/PDCA-PDSA) Chart, Pareto Charts, Cause and Effect (Fishbone, Ishikawa's) Charts

Session XIII: Check Sheets, Histograms, Scatter Plot, Graph/Control Charts, Stratification, Flow Charts

Session XIV: Affinity Diagrams, Interrelationship Diagram, Tree Diagram, Prioritization Matrix, Matrix Diagram, Activity Network Chart (PERT/CPM), Force Field Analysis, Work Distribution Charts, Proximity/Layout Analysis, Quality Function Deployment, Bar Charts, Concurrent Engineering, Design of Experiments

Readings:

Hunt, Ch. 10

Melton, entire book

West, pp. 103-130, 176-184

Corradi, "Is a Cost of Quality System for You?"

Baker, "In Pursuit of Benchmarking Excellence: The Texas Instruments Story"

Session XV

TQM AND EXPERT CHOICE AND EXPERT SYSTEMS

Objectives:

At the end of this session class participants will be aware of the various quality management awards and the criteria for winning them. Class participants will also be aware of how specific micro-computer applications and Expert Systems can assist in implementing Continuous Quality Improvement efforts.

Readings:

Hunt, Ch. 4

Other readings to be distributed