

COMMUNICATION TRAINING FOR GRADUATE STUDENTS
IN PUBLIC ADMINISTRATION

by

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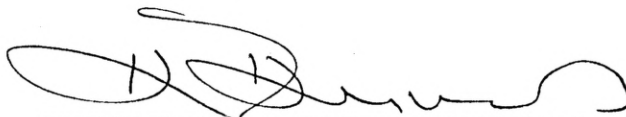
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ABSTRACT

The National Association of Schools of Public Affairs and Administration (NASPAA) includes in its suggested curriculum guide, the study of "communication theory and processes." Yet, a preliminary search of NASPAA member school course requirements and specialization areas revealed a scarcity of such training. In this study, the author explores the need for schools of public administration to offer communication training by correlating principles of democracy and communication, highlighting the important link between communication and the public service. Two cases of "communication failures" in the state of Montana are presented to further document the need for students of public administration to have a sound background in communication. To assess the current functioning of institutions of public administration, a survey was sent to 220 NASPAA member schools, which revealed that several programs offer no communication training to their students. In addition, a survey of 46 principal texts used in the field revealed that students are exposed to very little information about the theory and skills involved in communicating in the public sector. Among the recommendations for improvement of communication training for graduate students in public administration programs is a suggested curriculum guide for a communication specialization.

CHAPTER 1

INTRODUCTION

Communication is of primary importance in the United States today, which is reflected in the fact that at least one author has dubbed our era "the Communication Century."¹ We communicate with each other on a daily basis in our homes, schools and businesses about our feelings, wants and needs. Even young people are familiar with terms describing communication acts, terms such as feedback, collaboration, input and data. Simply put, we could not survive in the modern world without communicating with one another in some manner. Many people spend almost their entire waking hours engaged in speaking, listening and writing. Administrators and managers, especially, report spending large amounts of time communicating, anywhere from 85 to 99 percent of the time according to a recent study.²

What is communication? It is a seemingly simple concept, but in fact has been described in many different ways.³ Most theorists agree that communication involves some type of message exchange between two or more people. For purposes of this paper, the definition proposed by Tubbs and Moss will be utilized: "Human communication is the process of creating a meaning between two or more people."⁴

The concept of communication is extremely important for the continued functioning of a democracy. Our democratic system was founded by those who were seeking to make their government more responsible and responsive to the people. The use of communication was highly regarded by those founders, and was seen as an inherent component of a government for, by and of the people. "But what does 'by the people' mean? The early, hopeful answer was . . . all the people, deciding matters through discussion and debate."⁵ Thus, communication was seen as being at the core of democracy.

An outgrowth of this need for communicating our desires for our governance has been the adoption of an intricate representational system. This system is designed so that the citizenry can make their wants and needs known to those they elect to represent them. In turn, those who are elected are expected to communicate back to their constituency. Thus we have created channels to satisfy our need for free and open communication in our democratic society.

Another product of our democracy is the bureaucracy, which employs 2.8 million people at the federal level alone. We are served, in the executive branch, by a system of departments, agencies, and bureaus which are responsible for the daily functioning of government. Here, channels of communication are less clear, and our control over decisions made nearly nonexistent.

The task of providing competent individuals to manage and administer the various activities and programs in the executive branch has been assumed, in part, by schools offering graduate programs in public affairs and administration. These programs

purport to prepare students to function as effective and efficient public servants. Given the increasing importance of communication in our lives and for our government, should these institutions be teaching students the concepts and skills involved in communicating effectively? And if they should, to what degree?

This paper addresses these questions by determining the need for and the availability of courses and specializations in communication in schools having membership in the National Association of Schools of Public Affairs and Administration (NASPAA).

The paper is divided into five chapters. Following this introductory chapter is the second chapter which examines the need for training graduate students in communication. The third chapter presents two case studies which illustrate the occurrence of communication "failures" in the State of Montana. Chapter four assesses the current functioning and perceptions of schools of public affairs and administration in regard to their teaching of communication. Chapter five presents conclusions and recommendations.

NOTES

1. Frank E.X. Dance and Harold P. Zelko, Business and Professional Speech Communication. (New York: Holt, Rinehart and Winston, 1965), p. 3.
2. Ibid., p. 21.
3. Stephen W. Littlejohn, Theories of Human Communication. (Belmont, CA: Wadsworth Publishing, 1983), p. 7.
4. Stewart L. Tubbs and Sylvia Moss, Human Communication. (New York: Random House, 1983), p. 4.
5. Frederick C. Mosher, Democracy and the Public Service, 2nd Ed. (New York: Oxford University Press, 1982), p. 2.

CHAPTER 2

THE NEED FOR COMMUNICATION TRAINING

This chapter examines whether there exists a need for students to be trained in communication theory and skills in graduate schools of public affairs/administration. The first section defines the relationship between democracy and communication. The second section discusses the role of communication in the public sector, focusing on internal and external channels of communication. The final section is devoted to an investigation of the NASPAA curriculum guidelines to determine that organization's interest in whether communication is taught in its member institutions.

Democracy and Communication

Discussion has been said by some to be the essence of democracy.¹

Democracy, like communication, may be defined in various ways. The classical definition is ". . . government by the many . . . ,"² whereas a more modern definition consists of a series of postulates. One postulate concerns popular rule: "That all should govern in the sense that all should be involved in legislating, in deciding general policy, in applying laws and in governmental administration."³ Another postulate concerns the

notion of fraternity in democracy: "Respect for the worth of the individual . . . Decisions affecting the whole group should preferably be made by consensus."⁴

Regardless of specific definitions, most political theorists agree that participation is essential for democracy. Almond and Verba state that " . . . citizen competence and participation are at the heart of the definition of democracy."⁵ And inherent in the processes of acquiring competence and active participation is the use of communication.

Communication, then, plays a central role in a democracy for two major reasons. First, because public participation requires citizens to "create a meaning," whether verbally or in writing, with their government, and second, because in order to be competent to help decide on general policy, citizens must receive information from the government.

Almond and Verba note that in the United States, there is a high degree of citizen participation, and that the role of the participant is " . . . highly developed and widespread."⁶ To them, Americans subscribe to a "civic culture" in that they are " . . . not only oriented to political input, they are also oriented positively to the input structures and the input process."⁷ It is through communication that citizens are able to determine these processes and structures. If there is no communication, there is no information flow, and if there is no information flow, there can be no participation. Thus, communication is important to democracy in the United States.

In our democratic system, we communicate with, principally, the legislative and executive branches of government. Concerning the former, we elect officials to represent us at the local, state and federal levels. We may speak directly to these representatives, and thus are allowed indirect participation in decision-making. In addition, in some states like Montana, we have a system of direct popular participation through a system of initiative and referendum which allows us to further communicate with our government. The initiative process allows citizens to place an issue of interest on the ballot for a popular vote, providing the prescribed number of signatures are collected. On the other hand, the legislature may decide to refer an issue to the public for their decision, which is known as a referendum. In both cases, the public communicates with itself, with interest groups, and with the government. Information on the issues originates from all of these sources, and must be exchanged in as unbiased a manner as possible so that voters can decide for themselves on the issues. Communication between the public and the government allows the issues to be clearly and fairly presented to the public.

We may also communicate with the executive branch of government. The executive branch, or bureaucracy as it is sometimes referred to, is composed of the administrators, secretaries and functionaries who are responsible for carrying out the business of government on a daily basis. We communicate with the bureaucracy in a variety of ways, by calling to complain about a

particular program, or by receiving information on an issue from an agency.

In many ways, then, the concept of communication is important to us--for our democracy, and for our governance. The next section discusses the importance of communication within the public sector, and for public employees.

Communication in the Public Sector

. . . the concept of communication [is] 1) the primary means by which organizations . . . coordinate the activities of human and material resources internally, and 2) the primary means by which organizations respond and adapt to the external environment.⁸

Communication in public agencies flows in two major directions. An agency may communicate with itself and to other agencies, or the agency may communicate with its various publics. These two communication flows are labeled, respectively, internal and external communication. Government agencies utilize both internal and external communication channels in many ways to accomplish their goals.

Internally, agencies communicate in a variety of ways. They send and receive information to and from other agencies, and transfer messages within their own organizations. Departmental staff meetings, inter-agency memoranda and bureau-wide conferences are all examples of internal communication.

Internal communication is to an organization what the psychological/conceptual system is to the organism. It is what permits the organization to learn, to be aware of itself, to be intelligently adaptive⁹

Generally speaking, then, internal communication is the lifeblood of an organization, and is essential for an agency's continued functioning.

Internal communication is also crucial for an agency's success, if success is defined as providing good public service at minimal cost. For example, if two separate departments adopt similar programs, we would assume that they would communicate internally about coordinating their activities to eliminate excess overlap. If public employees are unskilled at internal communication, problems of inefficiency and coordination may result in costly expenditures. The public expects that their government is making an effort to provide good service, and that government is interested in devising well-designed communication systems. Agencies, then, should devise " . . . communication patterns between and among the members of that organization in such a way that the organization will function either more effectively or more efficiently."¹⁰

External communication in an organization is that information which flows from the organization to its environment, and from the environment to the organization. For a government agency, the "environment" is the citizenry.

When members of the bureaucracy transfer messages to the public about their activities, they are presenting "public information." For example, an agency may provide a brochure about their particular function, or may attempt to educate citizens on

a public problem through press releases. Many agencies employ a public information officer (PIO) to be their spokesperson in matters requiring external communication. PIO's must be careful to give an accurate and timely portrayal of their agencies' policies and positions, especially in matters affecting the public's safety and welfare. James Glosser of the Montana Department of Livestock describes a PIO as someone who can " . . . strip away the gobbledygook and take it [the information] to the person on the street."¹¹ So, public information is important for two reasons. It provides the public with information concerning the activities of government agencies, and provides information essential to public welfare, just as citizens also have the opportunity to communicate with the bureaucracy.

Access to public information is guaranteed (with some exceptions) under the Freedom of Information Act, and is one basis upon which citizens can make informed judgments about the functioning of their government. And if citizens do communicate with government, both the public and the bureaucracy can benefit. Van Meter illuminates these benefits, saying

. . . the involvement of citizens in the policy management process can help . . . by providing the governmental manager information on perceived performance of the operating departments, and the citizen the information needed to make realistic demands upon the government.¹²

All public agencies, then, communicate internally and externally to some extent depending on their function. As taxpayers, we would expect our public employees to be aware of and skilled at using these channels effectively and efficiently.

How are people trained to be effective and efficient public employees? Some attend graduate schools of public administration to receive such training. The next section discusses NASPAA's attitude on the importance of communication training for future public managers.

NASPAA Guidelines for Graduate Schools

Since universities are primarily responsible for advanced training in our society, they share [an] obligation to prepare a profession of public servants equipped to discharge . . . heavy responsibilities to the nation.¹³

Many universities in the United States are involved in preparing students to enter the public service through offering graduate programs in public affairs/administration. Students receiving MPA degrees may choose to seek employment in numerous areas of the public service, and at any level--local, state or federal.

The National Association of Schools of Public Affairs and Administration represents over 220 institutions offering the degree of Master of Public Affairs/Administration (MPA). In addition to conducting peer reviews, NASPAA provides assistance in curriculum development for member institutions. Does NASPAA then see any value in, or need for teaching communication in public administration programs? The answer to this question is yes, NASPAA recognizes the need for offering training in the knowledge and skills related to communication, as evidenced in its Guidelines and Standards for Professional Masters Degree Programs in Public Affairs/Public Administration.¹⁴

The Guidelines were developed in response to concerns of member institutions about standardizing curricula. In 1973, members adopted a resolution calling for " . . . development of guidelines for academic programs in the fields of public affairs and administration" ¹⁵ The Guidelines were then established

. . . to improve the quality of public affairs/public administration programs for the purpose of providing more completely trained managerial personnel for the public service." ¹⁶

The Guidelines state that the professional competence of a public manager should include knowledge, skills, values and behaviors, and that " . . . the content of each of these elements should be consciously integrated into professional degree programs" ¹⁷ In other words, NASPAA objectives are to provide a wholistic, as opposed to a theoretical, approach to the education of the public servant.

Table 1 below shows the subject areas NASPAA has deemed as important for students to be exposed to during their graduate study.

NASPAA lists communication under subject matter area C, "Individual/Group/Organizational Dynamics." Following in Table 2 is a listing of the "Knowledge" and "Skills" categories found under C. Points 1-c, and 2-a, b, d and e have been denoted to indicate their relationship to communication.

Table 1. Matrix of Professional Competencies of Graduates of
Public Affairs/Public Administration Programs

	<u>Subject Matter Areas</u>			
	Knowledge	Skills	Public Interest Values	Behavior
A. Political, Social & Economic Context	I-A-1	I-A-2	I-A-3	I-A-4
B. Analytical Tools: Quantitative and Non-Quantitative	I-B-1	I-B-2	I-B-3	I-B-4
C. Individual/Group/ Organizational Dynamics	I-C-1	I-C-2	I-C-3	I-C-4
D. Policy Analysis	I-D-1	I-D-2	I-D-3	I-D-4
E. Administrative/ Management Processes	I-E-1	I-E-2	I-E-3	I-E-4

Source: NASPAA Guidelines and Standards for Professional Masters
Degree Programs in Public Affairs/Public Administration,
p. 7.

Table 2. Subject Matter Area Outline, Including Outline of "Knowledge" and "Skills"

C. Individual/Group/Organizational Dynamics

1. Knowledge of:

- a. Individual and group behavior; e.g., individual motivation, dynamics of groups, modes of leadership, etc.
- b. Organization structure, process and dynamics; e.g., models, authority, development strategies, decision making, etc.
- * c. Communications theory and process.
- d. Professionalism and public service; e.g., evolution of public services, roles and standards of professions, characteristics of bureaucracies, etc.

2. Skills in:

- * a. Personal motivation and leadership.
- * b. Interpersonal and group relationships.
- c. Identification and analysis of political and organizational power.
- * d. Application of appropriate models of organization, leadership and decision making.
- * e. Coping with organizational stresses, limitations and change.

Source: NASPAA Guidelines and Standards for Professional Masters Degree Programs in Public Affairs/Public Administration, pp. 9-10.

The evidence in this chapter suggests that communication plays an integral role in the functioning of both democracy and the public service, and NASPAA recognizes the need for such training in its curriculum guidelines. The next chapter details case studies of problems which were created as a result of the ineffective use of communication in the State of Montana.

NOTES

1. J. Roland Pennock, Democratic Political Theory (Princeton, New Jersey: Princeton University Press, 1979), p. 5.
2. Ibid., p. 3.
3. Jack Lively, Democracy (New York: G.P. Putnam's Sons, 1977), p. 30.
4. Pennock, p. 5.
5. Gabriel A. Almond and Sidney Verba, The Civic Culture (Boston: Little, Brown and Company, 1965), p. 186.
6. Ibid., p. 313.
7. Ibid., p. 31.
8. Gary M. Richetto, Ronald L. Smith and Joseph P. Zima, "Organizational Behavior: An Approach to Human Communication," in Readings in Interpersonal and Organizational Communication, ed. Richard C. Huseman (Boston: Holbrook Press, 1977), p. 3.
9. Lee Thayer, Communication and Communication Systems (Homewood, IL: Irwin, 1968), p. 20.
10. Ibid., p. 18.
11. Personal Interview with James Glosser, Montana Department of Livestock, 4 March, 1983.
12. Elena Van Meter, "Citizen Participation in the Policy Management Process," PAR (Special Issue, December, 1975), p. 805.
13. President's Report, Harvard University, "The Role of the University in Educating Students for Careers in Public Service," PAR, 35, No. 4 (July/August 1975), p. 403.
14. NASPAA Guidelines and Standards for Professional Masters Degree Programs in Public Affairs/Public Administration, (Washington, D.C.: National Association of Schools of Public Affairs and Administration, 1974).
15. Ibid., p. 28.

16. Ibid., p. 3.

17. Ibid., p. 5.

CHAPTER 3

THE "CASE" FOR PROVIDING COMMUNICATION TRAINING

The need for providing communication training for public servants becomes evident when problems result from the ineffective use or handling of communication in the public sector. In this chapter, two case studies are presented which reveal communication "failures" in the State of Montana. While these two cases may not be typical or representative of the functioning at the state level, they do illustrate the importance of communication between agencies and the public, and among the agencies at various levels of government.

The first case, involving Montana's initiative process, illustrates the importance of external communication, i.e., communication which flows from the government to the public. In order to make choices concerning initiatives which are placed on the ballot, voters must have information upon which to base their decisions. If voters do not receive unbiased and clear public information on the issues (as they did not in this case), then the purpose of the initiative process may be subverted completely.

The second case, involving a chemical spill which occurred in Montana, reveals the effects of poor internal (intra- and inter-agency) communication on the public at large. Whenever a

disaster occurs, a government's communication system is tested in terms of effectiveness and efficiency in handling the problem. In the PCB case, the sheer number of agencies involved led to errors in communication which resulted in mass public confusion about the severity and location of the problem.

Montana's Initiative Process--Power to the People?

The uncertainties of our era intensify the need for information and understanding of both day-to-day events and the policies and plans of our government.¹

The ability of the bureaucracy to render unbiased and clear information becomes supremely important when the question of financing state government is posed. For the most part, decisions on taxation in the State of Montana are made by the legislature. Recently, however, as discussed by Wessel, Montana citizens have begun to utilize their initiative process either to nullify the decisions already made by the legislature or to usurp the legislative decision-making process.² In particular, Wessel focuses on three initiatives: property tax relief, brought before voters in 1976; the spending ceiling, 1976; and tax indexing, on the ballot in 1980.³

Wessel discusses several dysfunctions in relation to the initiative process regarding these issues, one of which she terms "The Public Information Gap."⁴ It is her contention that voters, indulging in the initiative process, are suffering from a dearth of information on the issues, which may result in their voting in

fiscal policy at cross-purposes with itself. For example, in discussing tax-indexing, Wessel relates how the public was left in a precarious position in relation to property taxes:

Would indexing reduce the revenue available and thus kill the property tax relief voters had approved four years earlier? Or did the voters think they might retain both? These issues were never addressed.⁵

Some of the various agencies and departments in State government are consistently engaged in making information available to the public. Whether a secretary in the Governor's office mails out a letter, or the head of the Legislative Fiscal Analyst's Office (LFA) is interviewed by a news reporter, information is being transferred from the bureaucracy to the public. The public, in turn, depends on this information to ascertain whether their tax dollars are being spent wisely, or their favorite programs being adequately funded. Indeed, taxpayers depend on public information to determine how they should be taxed. To the extent possible then, members of the bureaucracy have a duty to accurately inform the public for the public's benefit concerning fiscal policy.

After all, one measure of rational decision making is the opportunity to assess complete and objective information in an attempt to choose among several fiscal alternatives. Now that citizens are far more involved in that process than ever before, the lack of such information for general consumption leads to . . . [a] . . . dysfunction in the initiative process.⁶

This "dysfunction" comes in two forms, according to Wessel. First, is the lack of information of any kind available to the public. Even though voters may have access to a primary source

of information, the media, at times there is little for them to extract from that source. For example, Great Falls residents were able to read only four articles in the Tribune in 1976 in relation to the spending ceiling prior to the election. That initiative was defeated. Another source of information is the "Voters Information Pamphlet," prepared by the office of the Secretary of State. Apart from these two sources, the general public does not have access to much information on the issues, and certainly not as much as any legislator might, prompting Wessel to claim,

. . . while voters were being asked to make decisions as complex as any faced by their elected legislators, they had much less information than any legislator would have expected in similar circumstances⁷

Other sources of information include reports which are prepared by the LFA, the Department of Revenue and the Office of Budget and Program Planning. However, these reports are not widely distributed.

For the most part, these reports are compiled to meet legislative and executive information requests. They are not generally available to the public, nor do they receive much press coverage.⁸

Thus, there seems to be a significant lack of information available to the public on at least these initiatives. On the other hand, whatever little information is available is plagued by bias. For example, of the twenty-four stories carried by the Tribune on tax indexing in 1980, twenty of them were " . . . devoted to soliciting opinions from one or both sides of the issue."⁹ This

fact prompted Wessel to submit that any available information only reflected the views of the proponents and opponents of the issue, and that " . . . the small amount of information available was principally limited to the political rhetoric generated by opposing sides," as opposed to the need for objective, neutral and professional information.¹⁰ She continues on to say that the stories, although given appropriate placement in the Tribune, simply failed to give voters an unbiased view of tax-indexing. No projections were made concerning either the long-term effects of the initiative, or its effect on established fiscal policy.

The voter pamphlet issued before the 1976 election was seemingly of no help either. Although " . . . the information was prepared by the proponents and opponents People still had no way of evaluating the numbers placed before them."¹¹ Thus, the voter pamphlet contained the same information, generally, as carried by the press.

What then are the answers to scanty and biased public information? Who is responsible? One element of government which clearly can make a difference in informational outputs is the bureaucracy. Wessel comments that some of the problems with the initiatives " . . . revolved around the general lack of information on fiscal issues from any source in state government"¹² This leads to several questions pertaining to the role of the bureaucracy in the process, but these questions will not be addressed in this paper. In any case, public servants ought to be trained to serve

not only their agencies, but the public as well. However, they ought not to serve their agencies at the expense of providing correct and timely information to the taxpayer. Thus, more attention should be given to the importance of an agency's external communication.

To be sure, Wessel does not state that the public information gap is the only major problem confronting voters as they pursue the initiative process. It is vital to consider, however, in light of the increasing usage of the process, to arm voters with the tools for making effective decisions.

The problem of providing good public information is widespread, and probably occurs at all levels of government. If facts are reported incorrectly, or deleted, the public cannot be served well.

Van Meter, in discussing citizen participation, echoes Wessel's ideas in her discussion of the importance of effective communication patterns between the bureaucracy and the public.

In order for citizens to be able to participate intelligently in the policy-management process, they need access to all the information which the policy manager uses in making a decision.¹³

This communication is not a simple PR job, but is an important concept in representative democracy. The agency not only needs to tell the public what it is doing, but also has the necessity of cultivating its clients for support when budget time comes.

Van Meter is cognizant of the difficulties which can ensue after

a public information gap has been created, when she observed that:

. . . gaps in knowledge of the other side's level of information, and assumptions which are not clarified can end with the citizens feeling that the bureaucrats are . . . uncaring, and the bureaucrats believing the citizens are obstinate and stupid.¹⁴

Van Meter adds that citizen participation in policy management is essential for good government, and that state and local governments should plan for working with citizens.

State and local governments need help in creating an effective system for citizen participation . . . staff . . . needs help in working with citizens groups. In all cases, information handling and the flow of information must be improved.¹⁵

Thus, Wessel and Van Meter are active proponents for placing increased importance on effective external communication of public information. Failure to do so can only serve to alienate the citizenry from the bureaucracy and from much needed information.

Problems involving external communication were also very prevalent during the recent PCB emergency. In addition, there were internal problems which affected the outcome of the PCB episode.

The PCB Episode--Clearer Communication for Better Living

The PCB episode . . . is a good example of the need for clear communication between many facets of government because there were so many agencies involved¹⁶

At no time is communication more important, and flaws in communication systems more evident, than during a crisis situation involving the safety of the public. The preferred method for

handling any crisis is prevention, but in the event of an accident, government must be prepared to react in an efficient and effective manner. This case study concerns an incident involving the toxic substance polychlorinated biphenyl, or PCB.

In 1979, a chemical disaster occurred in Billings, Montana, which had an eventual impact on much of the western United States. A transformer filled with toxic PCB ruptured near the water supply for the Pierce Packing Company. Two hundred gallons of PCB leaked into the water system and contaminated almost two million pounds of meat meal used in the manufacture of animal feed. The feed was then distributed to nineteen states, Canada and Japan. Producers in Montana alone lost nearly \$4 million and three departments of the state government (Agriculture, Livestock, and Health and Environmental Sciences) spent over \$100,000 in the investigation and cleanup of the problem.¹⁷ As Gordon McOmber, then Director of Agriculture, stated, "Montana took a whipping, one that's not going to be forgotten for a long time."¹⁸

The "whipping" was not just financial in nature. Problems emerged concerning protocol during an emergency situation. For example, in the Department of Agriculture, employees became confused about what action to take because laws " . . . were not written with this kind of problem in mind."¹⁹ And although for the most part state and federal cooperation was good, at one point a Congressional hearing prompted the removal of some key federal officers " . . . at a very crucial time during the investigation."²⁰

One of the major problems, however, involved the communication among the several agencies involved, and between levels of government. Ironically, the PCB incident occurred just a few months prior to a seminar on toxic wastes held in Helena in 1980. During his opening remarks, former Governor Thomas Judge discussed the importance of effective communication during an emergency situation.

We also realized that a multitude of local, state, federal and even international agencies must respond to such a crisis. We recognized the critical need for better communication and coordination within departments and at all levels of government.²¹

Rarely in any major crisis are only one or two agencies affected. For example, during the Endrin scare in 1982, a host of agencies were involved in determining the effects the pesticide had on wildlife and humans. The USDA, FDA, Departments of Agriculture, Livestock, Health, and county extensions were only some of the agencies called on for expertise in the matter.²² Each time another agency is called in on a crisis, the potential for internal communication problems is increased. And in the opinion of James Glosser of the Department of Livestock, most of the problems in the PCB case involved the state-federal relationship. He remarked that "Where I don't think our communication was good was with our federal counterparts The bigger you get, the greater the chances for miscommunication."²³

For example, state agencies were not briefed about the contamination until a week after their federal counterparts were aware of the situation.

State agencies having legislative responsibilities for protecting public health were not provided with crucial information about the problem other than what agency staff were able to garner from sensationalized media accounts.²⁴

Glosser also described how the presence of two levels of government confused the anxious public:

Since each federal and state agency had its own individual program [for dealing with PCB] . . . the development of communication lines became a problem. This was especially true for the producers who became understandably confused as to which agency they were supposed to deal with.²⁵

Producers were unsure whether to follow guidelines given to them by state or federal agencies. Concern for the safety of their livestock led producers to request so much information from state agencies that "available resources became overwhelmed."²⁶

Even a trained and well-meaning public servant will not be able to serve the public if the entire communication system is poorly designed.

Agencies must also communicate and coordinate their efforts within themselves, as well as with other organizations. According to Gary Gingery of the Department of Agriculture, many agencies have a problem of "disinformation," where during a crisis situation like the PCB incident an employee who is unfamiliar with the problem will leak incorrect information to the press.²⁷ And, Gingery says, " . . . once the disinformation gets out, then its really hard to correct that impression."²⁸

At least some state agencies are aware of the necessity for intra-agency communication, as the following comment by the Department of Health indicates:

Due to its broad spectrum of activities, programs and responsibilities, many units of Health . . . can be expected to respond to an emergency such as the PCB incident. Internal coordination, communication and cooperation among the more than 20 divisions, bureaus and units are critical to successfully meeting public health emergencies.²⁹

What specific communication problems did the state agencies face during the PCB episode? Several major problems were mentioned by the agencies involved, including:

- Initial lack of coordination and communication between federal agencies and between the two levels . . . , federal and state, resulting in confusion and lack of direction;

- lack of immediately available information as to the actual health risk of PCB; . . .

- lack of organized, concerned, coordinated public information effort; . . . [etc.]

State agencies were not notified by federal agencies of the problem until it had already been identified by the press This situation, coupled with the lack of information about the actual health effects resulting from PCB contamination, combined to create a situation wherein state agencies were helpless as they attempted to delineate fact from rumor and to inform Montanans about the contamination.³⁰

The information available on the PCB problem (as well as the Endrin problem) suggests that although for the most part communication was satisfactory between agencies (at least at the state level), there was room for improvement. During the Toxic Waste Seminar, several suggestions for improving government response to emergencies were offered. A "Media Relations Panel" helped foster understanding and improved relations between the agencies and the press. One recommendation the panel had was to include a "media coordinator" in an emergency response team. The

coordinator's duties would include the abilities to " . . . develop educational tools, control spokesmen during the episode, [and] keep contact and communication at all levels of the agencies."³¹

The "Emergency Response Panel" at the seminar gave a similar recommendation, and added that a position like the "media coordinator" be established at the federal level, so that a communication network would be established between levels of government. One panelist stated:

Before this seminar adjourns it is hoped that serious consideration be given to identifying at least one person from each state and province who would be part of a regional communication network.³²

The clear and correct transference of messages, and the knowledge of effective message systems, is not only essential during an emergency. Public servants on a day-to-day basis ought to be knowledgeable about both communication theory and skills in order to provide good service to taxpayers. But clearly, disaster situations bring to light the necessity for planning of communication systems and for utilizing communication skills on an intra- and interagency basis.

It is evident from the case studies presented here that communication problems exist in government. And because these problems exist, public servants must be prepared to solve them, and work to eliminate their occurrence. The following chapter concerns the issue of preparation, and assesses the amount and kinds of communication training available to graduate students in public administration programs.

NOTES

1. Frank Dance and Harold Zelco, Business and Professional Speech Communication (New York, Chicago: Holt, 1965), p. 17.
2. Marilyn Wessel, "Budgeting by the Ballot," Professional paper, Montana State University, 1982.
3. A description of these three initiatives is as follows:
Property tax relief--would give Montana citizens a property tax break on owner-occupied residential property (passed); spending ceiling--a constitutional initiative to limit state spending to \$375 million, and phase out federal funds to Montana (failed); tax indexing--proposed that tax brackets, exemptions, standard deductions and minimum filing requirements be adjusted each year to prevent tax increases (passed).
4. Wessel, op. cit., p. 18.
5. Ibid., p. 24.
6. Ibid., p. 17.
7. Ibid., p. 18.
8. Ibid., p. 28.
9. Ibid., p. 19.
10. Ibid., p. 18.
11. Ibid., p. 22.
12. Ibid., p. 25.
13. Elena Van Meter, "Citizen Participation in the Policy Management Process," PAR (Special Issue, December, 1975), p. 811.
14. Ibid., p. 808.
15. Ibid., p. 809.
16. Glosser, op. cit.

17. Toxic Substances vs. Public Health, Proceedings of a Conference on the Problems of Chemical Disasters, 19-20 March, 1980 (Helena, Montana), p. 136.
18. Ibid., p. 136.
19. Ibid., p. 137.
20. Ibid.
21. Ibid., p. 11.
22. Personal interview with Gary Gingery, Department of Agriculture, 4 March, 1983.
23. Glosser, op. cit.
24. "The 1979 PCB Contamination Incident at Billings, Montana," Position Report, Departments of Agriculture, Livestock and Health and Environmental Sciences, n.p., n.d., p. 24.
25. Toxic Substances vs. Public Health, op. cit., p. 151.
26. Position Report, op. cit., p. 25.
27. Gingery, op. cit.
28. Ibid.
29. Position Report, op. cit., p. 11.
30. Ibid., pp. 23-24.
31. Toxic Substances vs. Public Health, op. cit., p. 167.
32. Ibid., p. 109.

CHAPTER 4

COMMUNICATION TRAINING FOR PUBLIC ADMINISTRATION GRADUATES

To ascertain the amount and kinds of communication training available to graduate students in public administration, three sources were consulted. First, the NASPAA program directory was consulted in a preliminary study of this subject, to determine the interest level of schools of public administration in providing communication specializations (minors, options). Next, NASPAA member institutions were surveyed via questionnaire about what they offer in terms of courses and specializations in communication.* Finally, a survey of major texts used in the teaching of public administration courses was undertaken to assess their content regarding communication principles and processes.

Survey of NASPAA Directory

The NASPAA Directory is a biennial publication, and for this study the 1982 edition was utilized. The study was completed during preliminary research. Each school was analyzed in terms of what information was listed under the heading of "Public Affairs/

*The NASPAA Directory lists only 211 schools, while the NASPAA mailing list includes 220 institutions.

Administration graduate students can apply four or more courses toward the public affairs/administration degree from the following areas."¹

Of the 211 schools listed in the Directory, 54 did not specify any information about minor fields of study. Thirteen institutions stated that nearly any field of concentration would be acceptable with the advisor's consent.

Of the remaining 144 schools, Montana State University (MSU) is listed as the sole institution providing training in "Organizational Communication and Public Information." However, two other schools offer closely related specializations; San Diego State offers "Telecommunication and Film," and Southwest Texas State has a minor in "Government Information Systems."

Survey of NASPAA Member Institutions

Procedure

What is generally being offered to students of public administration across the nation in terms of communication? The author was interested in finding the answer to this question and in determining whether NASPAA member schools were following NASPAA's suggested curriculum guidelines for "Individual/Group/Organizational Dynamics."

The author also wanted to determine if any schools had adopted specializations in communication and/or public information since the publishing of the NASPAA Directory. In addition, she was interested in seeing how NASPAA schools viewed the skills one might

gain from such a specialization. Accordingly, a survey was conducted that would permit correlation of data about the individual schools with their responses about the availability and value of communication courses and/or specializations.

The survey was designed to assess each school's functioning in five areas. The areas were (1) general program information, (2) availability of instruction in communication, (3) values held concerning the importance of a specialization in communication, (4) importance of specific areas of study (e.g., mass communication) in a specialization, and (5) general information on status of the institution in relation to the peer review process. Respondents were also asked to include information on courses/specializations available at their respective schools.

A four-page questionnaire was constructed and sent to 220 schools of public affairs/administration, with information about the survey and instructions for its return entered at the top of the first page (see Appendix A). Communication/public information was defined for the respondents as "any course which addresses either theoretically or technically the transferring of messages from one source to another."

Results

Of the 220 questionnaires sent out, 54% (120) were returned. Of the 120 surveys returned, 19 were disqualified for two major reasons: either (1) the program had been discontinued, or (2) the program offered only an undergraduate degree in public affairs/

administration. One respondent wrote to say all of the requested information was available in the NASPAA program guidebook. Thus, the sample consisted of 101 schools, and in the great majority of cases, answers were provided by the person to whom the survey was addressed (generally heads of programs), thus providing authenticity. Only one survey was answered by an administrative assistant.

General Information. The average number of students in the 101 programs is 103, and the mean number of FTE faculty is 7.6. The mean number of years the programs have existed is 12. The largest percentage of all MPA programs surveyed are housed in departments of political science, 44% (44), and a majority of graduates are employed by local governments, 58% (57).

The most instructive statistics in the survey, however, are the result of question two, involving the actual availability of any kind of instruction in public information and/or communication (pi/c). Fifty-two percent (51) of the respondents answered "yes," and 48% (47) answered "no." Of those who answered "no," only 5% (5) plan to offer instruction in communication in the future. Of those who answered "yes," 16% (8) devote an entire core course to pi/c, 41% (21) give communication some emphasis in a required course, 18% (9) allow students the option to take communication as an elective in a different department, and 25% (13) offer a specialization or minor in communication.

The percentage of students involved in a communication specialization varies widely, from 2% to 50%. The specializations are offered in various departments, including (1) same department as major, (2) speech department, (3) telecommunications department, (4) public affairs division, and (5) offered interdisciplinarily. The number of courses required to attain the minor also varies widely, from two to five. Respondents did not offer information on whether these courses are offered on a quarter or semester basis.

Values Pertaining to a Specialization. The survey results showed that in general the respondents feel that a specialization in communication has some value. The responses to six questions (3a-f) on a Likert scale of seven (one being the least valuable, seven being most valuable), ranged from 4.5 to 5.8, with a mean of 4.9. Interpersonal skills were rated highest in importance (3b), at 5.8. (See Appendix A)

Two respondents added to the list of values for communication options, and nine argued against its value, for a number of reasons. Some of those reasons were: "I see great value to 'communication,' but none coming from courses so labeled." "No specialized curriculum needed--skills should be developed thru [sic] all courses." "Our communications department teaches no graduate courses." "These are skills we expect students to develop as undergrads or during internship." "We assume a well educated BA or BS can speak clearly."

Curriculum. Some respondents did not feel question four, concerning areas of study which might be included in the teaching of a specialization, merited any response, while others were emphatic about which courses should be included in a specialization. The largest percentage of "yes" votes went to "report writing," 78% (79), followed by "interpersonal and group communication," 70% (71), "organizational communication," 67% (68), "communication in government," 58% (59), and "communication in management," 57% (58). Only 18% (19) of the respondents felt "research methods in communication" would be appropriate for such an option. Six respondents either added to the list or commented upon it. Some of the additions were "memo writing," "agenda setting," and "listening, interview techniques, leadership."

Status of Institution Regarding Peer Review. Over half of the respondents' programs had been subjected to peer review, 56% (57). Two schools are currently under review. Eight of the respondents commented upon their review in terms of how they were rated regarding the teaching of communication, but 49 either did not receive comments or were disinclined to relate them. Some comments that were given included, "Deemed more than sufficient," "Wasn't required at that time," "Found our coverage adequate," "N/A."

Of those who have not been reviewed, 36% (36) are planning to undergo a review at some point in the future, while 64% (64) are not. One respondent claims the process is "too expensive."

Finally, of those 36% who are planning a peer review, 38 people responded with comments on how much weight they would give to communication theory and processes. The responses were quite varied; some gave numerical weights, "5%," "10%," "20%," others offered short phrases, "Very little," "A great deal," "Average," "Not sure." Still another commented at length:

Having served on the NASPAA Peer Review Committee from its inception . . . , I support a reasonably well-planned and designed component devoted to communication I place considerable weight on required communication content in an MPA program.

Survey of Major Texts

Textbooks are essential in the teaching of many subjects, and the subject of communication offers no exception to this rule. If students of public administration are to become effective communicators, they ought to have different resources from which to draw, including textbooks, lectures, and personal experience. Obviously, that information which is not available cannot be learned. To further assess the availability of instruction in communication, a content analysis of major texts in public administration was undertaken. The list of texts studied was obtained through a survey, published in 1978, of the teaching practices of 52 schools of public administration, entitled Teaching Public Administration in the United States.² The teaching practices survey contained information about different areas normally taught in MPA programs, including "Budgeting," "Introduction to Public Administration," and "Management." The author chose to investigate

texts listed in the two areas which would most likely contain information on communication; the introductory courses, and the organizational theory courses (see Appendices B and C).

Each text was analyzed in the following manner: (1) the table of contents was scanned to reveal chapter(s) relevant to communication. The word "communication," or a closely related term, i.e., "information," had to be in the chapter heading to be counted. The length of the chapter and the text were also noted. (2) The index was scanned to determine whether key concepts were present at some place in the text. The key words were "communication," "information," "public information," "interpersonal," "conflict," and "public relations." If a key word was present, a notation was made. (3) If a text had a chapter on communication, the material was scanned to determine whether its content was theoretical in nature, skill oriented, or both.

The following tables offer a summary of the content analysis. Of the 77 texts listed in the survey, 46 were surveyed; 31 could not be obtained, given the time frame of the research.

Table 3. Analysis of Major Texts Used in Courses Like "Introduction to Public Administration"

<u>Table of Contents</u>	
-Number of texts surveyed (See Appendix B)	30
-Mean number of pages	322
-Texts with chapters on communication	6 (20%)
-Mean number of pages	21
<u>Index</u>	
<u>Key Word</u>	<u>Number of Texts</u>
a Communication	10
b Information	11
c Public Information	1
d Interpersonal	0
e Conflict	11
f Public Relations	3
<u>Content</u>	
-Theory-based	6
-Skill-based	1*

*One text, both theory- and skill-based.

Table 4. Analysis of Major Texts Used in Courses Like
"Organizational Theory"

<u>Table of Contents</u>	
-Total number of texts (See Appendix C)	16
-Mean number of pages	321
-Total texts with chapter(s) on communication	1 (6%)
-Mean number of pages	18
-Texts solely about communication*	1
-Mean number of pages	83

Index

<u>Key Word</u>	<u>Number of Texts</u>
a Communication	8
b Information	6
c Public Information	0
d Interpersonal	2
e Conflict	10
f Public Relations	0

Content

-Theory-based	1
-Skill-based	0

*This particular text is primarily concerned with communication between management and subordinates, and its inclusion as a "text with chapter(s) on communication" would unfairly skew the results of the study.

Thus, it is obvious that the major texts as of 1978 give scant attention to this subject. Keeping this in view, some conclusions were drawn, and four recommendations are presented in the following chapter.

NOTES

1. The 1982 Directory of Programs in Public Affairs and Administration (Washington, D.C.: National Association of Schools of Public Affairs and Administration, 1982), p. 4.
2. Jennifer Lantrip, Ed., Teaching Public Administration in the United States (Virginia Commonwealth University: Public Administration Laboratory, 1978), n.p.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

It is contended here that the most significant factor accounting for the total behavior of the organization is its communication system, and that the dynamics of the organization can best be understood by understanding its system of communication.¹

The preceding chapters have dealt with determining the need for training in communication, and assessing the functioning of schools of public administration with regard to their teaching of communication to graduate students. Conclusions drawn from an analysis of the previous chapters and some recommendations follow.

Conclusions

From the arguments and evidence presented up to this point, three assertions can be made. First, we ought to place an emphasis on learning about communication because it is important for the functioning of democracy. Second, we ought to be teaching in graduate schools of public administration communication theory and processes, which are necessary for successful public management. Third, to make civil servants adept at solving "real world" problems, in addition to theory they must also be trained in communication skills.

Chapter two discussed the role communication plays in a democracy. Communication is important because it is necessary for public participation, which is at the heart of democracy. "Democracy is at bottom an agreement to hold civilized discussion of issues that count"2 In addition, public sector employees must deal with communication on a daily basis. They must give and receive information to and from the public, as well as coordinate activities within their agencies and with other agencies. Finally, NASPAA suggests that "communication theory and processes" be included in organizational theory courses adopted by schools of public administration. Probably most schools are cognizant of the need for communication training, but only some place importance on it. For example, the program which is headed by a former member of the NASPAA Peer Review Committee requires a course in verbal and written communication.

Chapter three then showed the importance of efficient and effective communication in "real world" situations where communication failures can result in poor public service. From this chapter, it is clear that managerial and administrative positions require the understanding and use of communication. Ray Falsioni, who has been a consultant to the federal government for over ten years, also sees communication as a priority for public managers. "Managers, at least at the federal level, ought to have both interpersonal skills . . . and a theoretical understanding of communication."3

It can be concluded, however, from Chapter 4, that the teaching of communication receives low priority in many schools of public administration, and is in fact nonexistent in some. Data from the questionnaire indicate that nearly half (48%) of the 101 institutions surveyed do not offer or require any instruction in communication. This statistic is alarming in light of the arguments for teaching communication that have been expressed previously.

Knowledge of any subject is gained in part through the use of textbooks. However, using the texts surveyed in Chapter 4, students would have a difficult, if not impossible time getting a grasp of either the theory or the skills involved in communicating in the public sector. Many of the texts list no references to communication. NASPAA suggests that communication be taught under the auspices of organizational theory, but only two of the sixteen texts surveyed in that area had chapters dealing with communication.

Only one institution, per the NASPAA Directory, offers a specialization entitled "Organizational Communication and Public Information." However, twelve other schools in the survey in Chapter 4 claim to have a communication specialization. Three of these twelve schools actually offer a "Telecommunication and Film" option, which shows a lack of agreement about what a communication specialization is. But more important, since the Directory was published, some schools have seen the need to provide such a specialization. A substantial majority, however, do not offer a specialization even though they have access to a

communication department, and see value in a communication specialization.

Recommendations

In light of the conclusions above, four recommendations are made here. First, that the subject area of communication be given some emphasis in at least one course. This alternative might be attractive to any institution operating under the constraints of time, money, strict core requirements, or access to a communication department. An "emphasis" would ideally be a series of lectures on the topic given during the quarter or semester, as opposed to one lecture given. Institutions might also consider designing an entire core course around communication, as some schools (eight in the survey) have done. Those schools having access to a communication department might consider co-designing a course to suit each department's needs.

The second recommendation is that students be given ample opportunity to practice communication skills in the classroom. For example, interpersonal skills might be enhanced through role playing. Formal oral presentations could help develop a student's public speaking abilities. Writing assignments might be designed to improve a student's writing abilities, especially in the area of report writing. The survey respondents chose report writing as the number one value in a specialization, which shows they see a need for its development in graduate students. Like any other skills, communication skills must be practiced or face atrophy.

The third recommendation is that instructors ought to make careful choices concerning textbooks for their classes, making sure to include readings about and references to communication issues. Unfortunately, the scarcity of material on communication in government makes this a formidable, but not impossible, task.⁴

Finally, institutions might consider, where possible, making available a specialization in communication for their students. For example, Montana State University (MSU) offers an option titled "Organizational Communication and Public Information" (OC/PI). Following is the list of courses that comprise the specialization. Students at MSU, which is on the quarter system, must take a total of at least 15 credits in the minor area. The starred course, Organizational Communication, is required. Students then choose three or more others from the list.

Organizational Communication and Public Information

<u>Rubric</u>	<u>Credits</u>	<u>Title</u>
SpCm 405	4	Organizational Communication**
SpCm 525	4	Theories of Group Communication
SpCm 415	4	Theories of Public Relations Communication
SpCm 417	4	Persuasion
SpCm 318	4	Interpersonal Communication
SpCm 323	4	Mass Communication
SpCm 433	4	Communication Theory
SpCm 520	4	Theory Building in Speech Communication
SpCm 530	4	Theories of Mass Communication
Soc 420	4	Social Processes
Soc 425	4	Social Research
Soc 424	4	Political Sociology
Psy 321	4	Behavior Change
Psy 404	4	Motivation and Learning
Psy 434	4	Environmental Psychology

Organizational Communication and Public Information (continued)

<u>Rubric</u>	<u>Credits</u>	<u>Title</u>
F&TV 412	3	F.C.C. Regulations
BuMK 460	4	Marketing Management
BuMK 421	3	Organizational Theory for Business
F&TV 340	3	Broadcast Management, Programming Sales
Psy 530	4	General Social Systems
Soc 401	4	Social Psychology

Any university contemplating the adoption of a communication option is advised to consider requiring four courses from among the following areas:

Organizational Communication
 Interpersonal/Small Group Communication
 Organizational Behavior/Psychology
 Public Administration and Media Relations
 Technical/Report Writing
 Negotiation
 Public Address
 Survey Research/Assessment⁵

Students choosing courses from these areas would either add to their knowledge of, or receive a background in the field of communication. Survey respondents and experts in communication agreed that each of these areas has value for public managers.

In the survey of NASPAA member schools, a few respondents indicated their unwillingness to offer a specialization without having access to a graduate program in communication. Again, the experience of MSU is of interest in that there is a symbiotic relationship between the departments of Speech Communication and Political Science. Although the Speech Communication department does not have a master's program, they do offer some graduate level courses, which are recommended to and attended by public

administration students in the OC/PI option. And, the Speech Communication department also hires public administration students as teaching assistants. Wherever a communication department does exist, a collaborative relationship could easily be established.

Those institutions which have no access to communications departments and no specialists in communication within the MPA program will understandably feel some difficulty in offering a communication specialty. However, in some cases, an interdisciplinary approach may prove workable, depending on the student's career objective. For example, a student may choose courses in departments offering classes which are communication-oriented (i.e., sociology, psychology, journalism, film and television, management departments).

Thus, it is conceivable that without great difficulty, communication options could be developed to make public administration programs more meaningful.

NOTES

1. Eugene Walton, "A Study of Organizational Communication Systems," in Readings in Public Administration, Ed. Maurice E. O'Donnell (New York: Houghton Mifflin, 1966), p. 104.
2. Clinton Rossiter, "The Democratic Process," in Goals for Americans (Spectrum, Prentice-Hall, 1960), p. 72.
3. Telephone interview with Ray Falsioni, Professor of Organizational Communication, University of Maryland, 22 April, 1983.
4. A modest attempt is being made to rectify this situation. See Ray Falsioni, Communication in the Government Service, scheduled for publication by Scott, Forsman and Company.
5. List compiled using survey data (see survey, Chapter 4, 4.a-m), and using the recommendations of Ray Falsioni and Rod Hart, of the University of Maryland and the University of Texas at Austin, respectively.

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APPENDICES

APPENDIX A

QUESTIONNAIRE

TO:

Code #

FROM: Julie A. Davies, Adjunct Instructor

February 15, 1983

The following questionnaire concerns the availability of communication courses and program specializations in your MPA program. The results of this survey will be included in a research paper I am preparing for two departments here at MSU, and your participation would be greatly appreciated. Please answer the following questions as accurately as possible and then return the questionnaire and requested materials in the enclosed stamped, self addressed envelope as soon as possible.

For the purposes of this survey, communication/public information is defined as "any course which addresses either theoretically or technically the transferring of messages from one source to another."

1. Please provide the following information about your program:

a. the name of your institution _____

b. the number of students in your MPA program in AY 82-83

c. the number of FTE faculty in your MPA program _____

d. the number of years your MPA program has been in existence

e. Your title _____

f. Which department houses your MPA program

1. 44% political science
2. 22% public administration
3. 4% business
4. 30% other--please specify _____

2. Does your MPA program offer or require instruction in communication and/or public information?

52% Yes

48% No

If NO, are you planning to offer such instruction in the future?

95% No

5% Yes

If YES, what do you offer at the present time?

a. 16% an entire core (required) course is devoted to public information/communication

b. 41% public information/communication receives an emphasis in a core (required) course.

c. 25% public information/communication (or similar program title) may be taken as a program specialization, option, or minor in a students' program.

d. 18% elective

1. What percentage of students elect this specialization?

2. In what department is the specialization based?

3. How many courses must a student take to fulfill the requirements for the specialization? 1-0, 2-1, 3-3, 4-2, 5-4

Please attach a copy of the catalog descriptions of the courses and program specialization requirements concerned with public information/communication at your institution.

3. Regardless of whether you offer a specialization or not, what values do you see for such an option? please mark an X on the point of the scale that matches your assessment, with 1 being the LEAST valuable, and 7 being the MOST valuable.

a. basic communication theory and principles are important to effective public service

1 2 3 4 5 6 7

4.9

b. good interpersonal communication skills (i.e., listening, speaking) are important to effective job performance and public service

-----							5.8
1	2	3	4	5	6	7	

c. technical communication skills are necessary to prepare students for careers in public information, public relations and personnel services

-----							4.9
1	2	3	4	5	6	7	

d. communication training provides skills for effectively communicating government issues to the public

-----							4.5
1	2	3	4	5	6	7	

e. communication training provides skills for effectively communicating with other agencies, departments and bureaus

-----							4.6
1	2	3	4	5	6	7	

f. communication training provides tools for dealing with the media as they relate to government

-----							4.5
1	2	3	4	5	6	7	

g. Others--please specify 6 replies

h. I see no value--please explain 5 replies

4. Regardless of whether you offer specialization in public information/communication, what areas of study do you feel should be included in such a curriculum. Check all that apply. [Note: Numbers in left hand column indicate ranking.]

- 1 a. 78% report writing
- 11 b. 30% telecommunications
- 7 c. 54% data processing
- 3 d. 67% organizational communication
- 6 e. 54% public relations communication
- 10 f. 30% mass communication

- 9 g. 70% interpersonal and group communication
- 12 h. 37% general communication theory and principles
- 5 i. 18% research methods in communication
- 4 j. 57% communication in management
- 8 k. 58% communication in government
- 13 l. 53% public speaking
- m. 6% Other--please specify _____
5. Has your program been subjected to a NASPAA peer review?
- 56% Yes 44% No

If YES, did you receive any specific comments pertaining to "communications theory and processes" as listed in your NASPAA STANDARDS AND GUIDELINES? Nature of those comments 49-No; 8 Yes

If NO, are you planning on such a review? 36% Yes 64% No

If you are, how much weight would you give to "communication theory and processes" within the Individual/Group/Organization Dynamics subject matter area of the program matrix as listed in your NASPAA STANDARDS AND GUIDELINES? 63 - no answer; 38 - answer

Thank you very much for completing this survey. If you would like to see an abstract of the results of the study, please mark the space below.

Schools marking c, question 2 (Offer a specialization)

MSU
University of Missouri-Kansas City
San Diego State
Bowling Green
Middle Tennessee State
Drake
Kentucky State

Tennessee
University of Alabama,
Birmingham
Nova University
University of Wisconsin,
Madison
George Washington
Lyndon B. Johnson

APPENDIX B

MAJOR TEXTS USED IN INTRODUCTION
TO PUBLIC ADMINISTRATION COURSES

- Altshuler, Alan, and Thomas, Norman C. (eds.). Politics of the Federal Bureaucracy. 1977.
- Berkley, George E. The Craft of Public Administration. 1975.
- Cayer, N. Joseph. Public Personnel in the United States. 1975.
- Downs, Anthony. Inside Bureaucracy. 1967.
- Fritsher, Lee. Smoking and Politics. 1975.
- Golembiewski, R., Gibson, F., and Cornog, G. Public Administration: Readings in Institutions, Processes, Behavior and Policy. 1976.
- Henry, Nicholas. Public Administration and Public Affairs. 1975.
- Kramer, Fred A. Dynamics of Public Bureaucracy: An Introduction to Public Administration. 1977.
- Krislov, Samuel. Representative Bureaucracy. 1974.
- Lindblom, Charles. The Intelligence of Democracy. 1965.
- McCurdy, Howard C. Public Administration: A Synthesis. 1977.
- McGregor, Douglas. The Human Side of Enterprise. 1960.
- Morrow, William. Public Administration: Politics and the Political System. 1975.
- Mosher, Frederick C. Democracy and the Public Service. 1968.
- Mosher, Frederick C. American Public Administration: Past, Present and Future. 1975.
- Mouzelis, Nicos P. Organization and Bureaucracy: An Analysis of Modern Theories. 1967.

- Nigro, Felix A., and Nigro, Lloyd G. Modern Public Administration. 1977.
- Ostrom, Vincent. The Intellectual Crisis in American Public Administration. 1974.
- Ott, David J., and Ott, Attiat F. Federal Budget Policy. 1977.
- Redford, Emmette. Democracy in the Administrative State. 1969.
- Rourke, Francis E. Bureaucracy, Politics and Public Policy. 1976.
- Schein, Edgar H. Organizational Psychology. 1972.
- Sharkansky, Ira. Public Administration: Policy Making in Government Agencies. 1975.
- Simon, Herbert. Administrative Behavior. 1976.
- Starling, Grover. Managing the Public Sector. 1977.
- Stillman, Richard J. (ed.) Public Administration: Concepts and Cases. 1976.
- Uveges, Joseph. The Dimensions of Public Administration. 1975.
- Waldo, Dwight. Public Administration in a Time of Turbulence. 1971.
- Wamsley, Gary L., and Zohl, Mayer N. The Political Economy of Public Organizations: A Critique and Approach to the Study of Public Administration. 1973.
- Wildavsky, Aaron. The Politics of the Budgetary Process. 1974.

APPENDIX C

MAJOR TEXTS USED IN ORGANIZATION THEORY COURSES

- Barnard, Chester I. Functions of the Executive. 1938, 1968.
- Bendix, Reinhard. Work and Authority in Industry: Ideologies of Man in the Course of Industrialization. 1974.
- Caiden, Gerald E. The Dynamics of Public Administration: Guidelines to Current Transformations in Theory and Practice. 1971.
- Filley, Alan C., House, Robert J., and Kerr, Steven. Managerial Process and Organizational Behavior. 1976.
- Galbraith, J.R. Organization Design. 1977.
- Gawthrop, Louis C. Bureaucratic Behavior in the Executive Branch. 1964.
- Hampton, David R., et al. Organization Behavior and the Practice of Management. 1974.
- Hersey, Paul, and Blanchard, Ken. Management of Organizational Behavior. 1975.
- Hummel, Ralph P. The Bureaucratic Experience. 1977.
- Jun, Jong S., and Storm, William B., eds. Tomorrow's Organizations: Challenges and Strategies. 1973.
- Kaufman, Herbert. Administrative Feedback: Monitoring Subordinates' Behavior. 1973.
- Mouzelis, Nicos P. Organization and Bureaucracy: An Analysis of Modern Theories. 1968.
- Perrow, Charles. Complex Organizations. 1972.
- Schein, E.H. Organizational Psychology. 1972.
- Thompson, James D. Organizations in Action. 1967.
- Thompson, Victor A. Bureaucracy and the Modern World. 1976.