

Advancing and Assessing Public Service Values in Professional Programs: The Case of the Hauptmann School's Master of Public Affairs Program

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ABSTRACT

The 21st century is a period of extraordinary change. This paper presents the case of the Master of Public Affairs (MPA) program as a values-based graduate professional degree program and argues that a values-based curriculum grounds students in public service values and provides key preparation as they assume their professional roles in changing times.¹ While during the 20th century many public administration scholars eschewed values in favor of positivism, as we discuss, history has demonstrated that values (expressed and unexpressed) in public organizations have real social and political consequences of profound significance.

The Master of Public Affairs (MPA) program, housed in the Hauptmann School for Public Affairs, incorporates the traditional values of the field of public administration while embracing the school's unique history. The values of democracy, common good, moral courage, human dignity, and leadership inspire trust in our democratic and social institutions. Drawing heavily on the World War II experiences of the founder of the MPA program, Dr. Jerzy Hauptmann, we recognize that these values are not only future oriented but timeless. HSPA integrates them into all aspects of the curriculum. These values are also reflected in the program's assessment measures, allowing graduates to demonstrate proficiency in these areas as they complete the program.

We are living in what has been described as exponential times. The accelerating rate of global change is prompting structural alterations in civic and social institutions, leading to increased uncertainty and even political unrest. These changes are fueled in part by a number of factors, including (but not limited to) technological advances, demographic shifts in developed and emerging economies, climate change (Stern, 2006), transitions from the industrial age to a knowledge-based economy (Drucker, 1994; Reich, 1992; Rifkin, 1996), and globalization (Friedman, 2005). Reich (2007) describes an outcome of these changes as the replacement of democratic capitalism with supercapitalism, where we as investors and consumers excelled while we as citizens were somewhat diminished. Going further, Fareed Zakaria (2008, p. 2) describes what we are experiencing as the “third great power shift of the modern era” from the United States to the rest of the world. As Newcomer (2007) points out, during times of global changes it is important to “clarify core values in public service” (p. 12).

Awareness of an array of accelerating convergence of factors may prompt individuals to see themselves with a future that is increasingly unscripted (DiPadova-Stocks & Kenworthy, 2009) and difficult to predict or even manage. Today, key conditions of the past are not assumed to be reliable. For example, an individual who takes what is long held as appropriate action (earning a graduate degree as a radiologist) to achieve a desired outcome (a lifelong medical career in radiology) may be detoured by dynamics beyond his or her control (medical radiological services being outsourced to countries in Asia). These unforeseeable dynamics may make this individual’s expected outcome of a career in radiology impossible.

As Richard Sennett (1998) explains:

The short-term, flexible time of the new capitalism seems to preclude making a sustained narrative out of one’s labors, and so a career. Yet to fail to wrest some sense of continuity and purpose out of these conditions would be literally to fail ourselves. (p. 122)

In response to these changing conditions, many educators have come to reconsider the relevance of typical majors and programs in today’s dynamic employment and career environment.

Along with experiencing the uncertainties of unscripted times, many individuals may also develop an accompanying decline of trust in institutions (Blind, 2007; Hetherington, 2005) especially in democracies around the world (Blind, 2007; Uslaner, 2002). Global growth, fragmented institutions, and the instability of capitalism challenge the foundations of social capital, including loyalty and trust (Sennett, 2006). While concerns about trust certainly are not new (Lipset & Schneider, 1983), when combined with relentless changes, the effects of decline in trust may well be exacerbated.

It is clear that successful navigation in times of uncertainty requires a common bond, shared sense of community, social capital (Putnam & Feldstein, 2003), and trust in institutions. Public administration and governance occur within societal contexts, adapting according to associated dynamics while adhering to basic public service values such as integrity, representativeness, efficiency, and due process of law, as well as others. These basic values guard against the misuse of authority by those in responsible positions of public trust. When these basic values are not honored, mistrust takes root and social capital is further weakened. Thus, it is during times of accelerating change that public service values provide the framework for government action as well as the foundation for civil society and social stability.

Since common values are the keystone of public trust and public life, schools of public affairs and public administration are well positioned to equip students with the necessary tools to navigate the ethical and moral realities of public service. To do this, values must be recognized as a legitimate part of an academic curriculum because values (acknowledged or not) drive decision-making and are manifested as social and political consequences.

A shortcoming of management education is that typically programs do not prepare students “to deal adequately with issues of authority that accompany the positions our graduates are being readied to assume” (DiPadova-Stocks, 2005, p. 348). Professional education’s focus on theory and practice reflects the acknowledged need for both academic knowledge and competence in professional practice, or application. Sullivan (2005) adds the value set of the “ethical-social values of professional identity” (p. 28), although with regard to public management, Macaulay and Lawton (2006) argue that professional competence may well be part of professional identity values, or virtue. That said, this ethical professional identity is the most critical for addressing trust issues as well as the most elusive in graduate professional education. Effective management education programs likely are best defined by having values at the heart of their academic curricula, if the goal is to graduate professionals who are prepared to manage the complexities of authority in public service in a changing global society.

The Hauptmann School for Public Affairs acknowledges and embraces the importance of values in an academic program. It seeks to graduate students who are prepared to serve as leaders who act ethically and with moral courage. The school’s values find expression in the vision statement and other clearly defined expectations. For the Hauptmann School, the obligation to prepare students to act for the common good is not limited to the school’s domestic borders. The MPA program has students from approximately 25 countries, including the United States. Therefore, the school has assumed an international obligation to help students develop the moral compass they will need to lead in a global context.

As part of its commitment to a values-centered education, the Hauptmann School has integrated values into a competency-based MPA program. The vision

statement, program competencies, and course-level core learning outcomes reflect the established values of the field of public service (legal, democratic, professional, and personal/ethical) as well as the unique heritage of the program. The Hauptmann School openly acknowledges the values that form the foundation of its program. As Robert Dahl stated in 1947, “The student of public administration cannot avoid a concern with ends. What he *ought* to avoid is the failure to make explicit the ends or values that form the groundwork of his doctrine” (1947, p. 3). Program assessment measures also indicate that students are gravitating toward the values-based elements of the program and demonstrate proficiency in these areas when they graduate.

Values-based programs in schools of public affairs are not unique, and many MPA faculty offer values-based courses.² A program’s espoused values may come from a number of sources such as a university’s religious affiliation. Like many small colleges, Park College (established in 1875) had religious roots; but now, as Park University, it is a private, nonprofit, nonsectarian institution that embraces people of all faiths. What makes the Hauptmann School’s MPA program distinctive is its curriculum, which reflects values derived from the experiences of the program founder—Dr. Jerzy Hauptmann, a native of Poland who, as a young man, served as a key participant in the Polish resistance to the Nazi Army. These public service values are historically grounded, tested in one of the most horrific eras of the 20th century.

THE NEED FOR VALUES IN PUBLIC AFFAIRS AND PUBLIC ADMINISTRATION EDUCATION

The long-standing tension between facts and values in the social sciences was addressed by Max Weber (Bennion, 1933; Miller, 1963) among others and remains a point of tension that has been expressed in public administration. The roots of the debate over whether public administration is a science or an art can be traced back to the earliest works in the field of public administration. For example, in Woodrow Wilson’s 1887 seminal work, *The Study of Administration*, he asserted that “there should be a science of administration which shall seek to straighten the paths of government, to make its business less unbusinesslike, to strengthen and purify its organization, and to crown its duties with dutifulness” (1887, p. 201). Wilson, like other theorists during the Classical period of public administration, was a reformer responding to the corruption in government during the 1840s through 1870s (Fry & Raadschelders, 2008). Science was central to the reformers’ efforts: “To the reformers, ‘science’ became a campaign banner. It promised middle-and upper-class city residents, who were alienated from machine politics, nonpartisanship and neutral expertise as the new foundations of governing” (Stivers, 2008, p. 54).

One of the most prominent adherents to the view that there should be a science of administration was Herbert Simon. In 1945, Simon asserted that “an administrative science, like any science, is concerned purely with factual statements.

There is no place for ethical assertions in the body of a science” (1945, p. 253). He argued:

To determine whether a proposition is correct, it must be compared directly with experience—with the facts—or it must lead by logical reasoning to other propositions that can be compared with experience. But factual propositions cannot be derived from ethical ones . . . since they assert “oughts” rather than facts. (1945, p. 46)

Simon’s position, however, did not go unchallenged by others in the discipline. In 1947 Robert Dahl advised that crafting a science of public administration is problematic because of the “frequent impossibility of excluding normative considerations from the problems of public administration” (1947, p. 1). Dahl’s skepticism was shared by Dwight Waldo, who stated in *The Administrative State* that “many administrative matters simply are not, by their nature, amenable to the methods of physical science” (1984, p. 178).

Decades later, the debate over the legitimacy of values in the social sciences and public administration has persisted. In the 1980s there was still a bias against normative judgments in the social sciences, and “many, if not most, researchers still feel there is something illegitimate about mixing value judgments with social science” (Keeley, 1983, p. 376). This bias against normative judgments is expressed in one’s choice of empirical research methods. Today, books and articles in the field of public administration in the United States show that “empirical research is overwhelmingly favored over questions of political theory, history, law, and so on,” and quantitative statistical research is favored over qualitative methods (Fry & Raadschelders, 2008, p. 350).

Despite the continued prominence of quantitative research, there is growing recognition that values have a place in the social sciences and in public administration education. The acknowledgment that values have a legitimate role in the social sciences is fueled, in part, by a renewed appreciation of the importance of values in public life. Barry Bozeman (2002) explains:

The notion of discovering essential public values seems somewhat out of place in theory environments which are dominated by postmodernism, relativism, or positivism; however, it is an approach that is completely consistent with liberal political philosophy and the philosophical cornerstones of the U.S. federal government’s framing documents. (p. 149)

Paula Gordon (2002) echoes Bozeman’s sentiments. Gordon (2002) identified the attacks on the United States on September 11, 2001, as a potential turning point for the role of values in public administration. She asserted that

“the increasing dominance of the values of value-neutral scientism has been at odds with the basic values present at the founding of the American experiment” (Gordon, 2002). However, she argued that the September 11 attacks “served to regalanize and reawaken this set of core values,” which include “the valuing of life, health, freedom, and caring and concern” (Gordon, 2002). More recently, President Barack Obama emphasized the necessity of core values during times of change. In a May 21, 2009, speech at the National Archives, President Obama proclaimed:

If we cannot stand for our core values, then we are not keeping faith with the documents that are enshrined in this hall.

The Framers who drafted the Constitution could not have foreseen the challenges that have unfolded over the last 222 years. But our Constitution has endured through secession and civil rights, through World War and Cold War, because it provides a foundation of principles that can be applied pragmatically; it provides a compass that can help us find our way.

At the international level, the United Nations has acknowledged the practical importance of values by linking the core values of integrity, professionalism, and respect for diversity to a set of core competencies and managerial competencies for the UN staff (United Nations, 1999). In 1999, UN Secretary-General Kofi Annan stated:

It is my hope that the competencies will provide us with a common language for talking, in concrete terms, about high performance and managerial excellence. I believe that a shared view of the standards we are striving to achieve will assist us in our continuing efforts to prepare the Organization to meet the challenges of the twenty-first century. (United Nations, 1999)

Perhaps the underlying reason for the renewed recognition of the importance of values may be that, as history has shown, values have consequences for individual human beings, organizations, communities, and government policies. B. Z. Posner argues that “values matter” since “values are at the core of who people are. They influence the choices they make, the people they trust, the appeals they respond to, and the way people invest their time and energy” (2009). Values, or a lack thereof, can have far-reaching implications. Posner explains the pervasive influence that values have on an organization: “Values provide the foundation for the purpose and goals of an enterprise. They silently give direction to the hundreds of decisions made at all levels of the organization every day” (2009).

The pervasive influence of values in public policy is evident in Bozeman's (2007) argument that public policy has been profoundly affected by the values of economic individualism and market efficiency. These values have led to the acceptance of the market failure model, which claims that the "the private sector is the best problem solver except in instances where market competition is flawed and prices are distorted" (Bozeman, 2007, p. 61). Clearly, economic approaches may not always be the appropriate answer to questions of governance and public value (Bozeman, 2002, 2007). Using the example of tobacco products, Bozeman explains that there are instances in which "the market is efficient *because* it fails to ensure public values" (2002, p. 157).

The costs of eschewing values in the private sector are evident in the Enron and WorldCom scandals, and in the global economic crisis that has been driven largely by greed (Lewis, 2010; Sorkin, 2009). Business schools and business students have responded with "more courses, new centers specializing in business ethics and, in the case of Harvard, student-led efforts to bring about a professional code of conduct" (Wayne, 2009).

Academic programs that prepare students for the private sector are not the only ones that must take responsibility for providing a values-based education. The public sector has also been plagued with scandals of its own (Minerals Management Service of the U.S. Department of the Interior, Abu Ghraib, and others). Thus Hugh Hecló asserts that "special care" must be given in the evaluation of institutions of law and government since the performance of these institutions "shape[s] the environment for sustaining or undermining the performance of all the other institutional orders in society" (2008, p. 154). Hecló acknowledges that both private and public sector institutions have earned the public's distrust because of scandals and negligence, but he cautions that we should "distrust, but value" (2008, p. 45). Despite the failings of institutions, Hecló asks us to "think and act institutionally" (2008, p. 45). Thinking institutionally involves thinking beyond one's self, and connecting to the values and purposes of an institution (Hecló, 2008). Recognizing that there are inherent dangers in thinking and acting institutionally, he acknowledges that "to think and act institutionally may be positive or negative depending on what ends are being served" (Hecló, 2008, p. 153). This observation adds salience to the need for value-based public affairs education, equipping graduates to build trustworthy institutions around the world.

History provides ample examples of organizations that have the hallmarks of being well managed, but produce devastating results for communities and for society when the goals are based on distorted values. Michael Keeley (1983) explains the consequences that resulted from embracing ill-conceived values in a goals-oriented, productive, and efficient system. Keeley describes how Albert Speer, Adolph Hitler's Minister for Armaments and War Production, created an organization that was a "considerable success in terms of organizational goal attainment"; however, "his error was to fashion an organization that devalued

individual human beings” (1983, p. 378). Adams and Balfour (2009) use a similar illustration in their book *Unmasking Administrative Evil*. They explain:

The destruction of the Jews became procedurally indistinguishable from any other modern organizational process. Great attention was given to precise definition, to detailed regulation, to compliance with the law, and to record keeping. In other words, the modern, technical-rational approach to public service was adhered to in every respect. (Adams & Balfour, 2009, p. 48)

Because values in the practice of public administration have real consequences for individuals and communities, schools of public administration and public affairs must ensure that graduates understand not only public administration theory and practice but also the importance of public service values. Our graduates work in public service and are charged with representing the best of our democracy and founding values. Maintaining a framework of values in public service becomes increasingly difficult during times of change when established values, along with governing authority, may be challenged (Uslaner, 2002); it is precisely at these times that core values are needed for continuity, stability, and community building.

THE NATURE OF VALUES AND PUBLIC SERVICE VALUES

Public administrators are charged with the task of “maintain[ing] values while meeting the need for change” (Cooper et al., 1998, p. 11). To address this challenge, public administrators must first determine which values are core values and which values are more peripheral. This assessment is especially difficult during periods of rapid transformation.

It is important that values serve as an anchor for society during times of change, yet remain fluid enough to allow progress to take place. Values researcher Milton Rokeach (1973) acknowledged that values must be both stable and malleable. For example, he highlighted the enduring quality of values by defining a value system as “an enduring organization of beliefs concerning preferable modes of conduct or end-states of existence along a continuum of relative importance” (Rokeach, 1973, p. 5). On the other hand, Rokeach also acknowledges the need for values to be dynamic. He explains:

If values were completely stable, individual and social change would be impossible. If values were completely unstable, continuity of human personality and society would be impossible. Any conception of human values, if it is to be fruitful, must be able to account for the enduring character of values as well as for their changing character. (Rokeach, 1973, pp. 5–6)

In the field of public administration, the tension between the ephemeral and enduring nature of values is reflected in two distinct perspectives on public value (Davis & West, 2009). One perspective, the generative perspective, “sees public value as being generated directly from deliberative processes in which principled public servants (elected and unelected) seek mandates for action” (Davis & West, 2009, p. 604); and “public value is constructed and unraveled through subjectivist interpretation and is thus ephemeral in nature” (Davis & West, 2009, p. 608). This approach is reflected in the works of Mark Moore and Gerry Stoker (Davis & West, 2009).

A second school of thought, the institutional perspective, attempts to define, order, and inventory public values that are manifest in institutions (Davis & West, 2009). This view stresses the enduring nature of public service values (Davis & West, 2009). The institutional approach draws on the work of Barry Bozeman, Torben Beck Jorgensen, and Kenneth Kernaghan (Davis & West, 2009). This article takes a decidedly more institutional approach to public values but acknowledges that there have been periods of marked changes in public service values as well as periods of stability.

Changes in public service values and public administration have frequently been associated with changes in politics. Zhiyong Lan and David Rosenbloom have argued that “historically major reorientations in American public administration have been associated with the rise of a dominant political faction, party, or movement embracing a relatively coherent ideology that viewed administrative reform as essential to the achievement of its political objectives” (1992, p. 535). They identify the Federalists, Jacksonians, Progressives, New Dealers, and the Civil Rights and Great Society movements as noteworthy examples of the connection between political change and new directions in public administration (Lan & Rosenbloom, 1992). These new directions in public administration have arguably influenced the core values expressed in professional public service. For example, in the early 1990s Lan and Rosenbloom (1992) identified the new values of cost-effectiveness, entrepreneurship, competition, quality, public choice, and personal responsibility as changes that may have occurred as a result of the market-based approach to public administration utilized by the Reagan and Bush administrations. However, major realignments such as the ones that took place as the result of the Reagan and Bush administrations in the late 1900s or the Progressives in the early 1900s are the exception rather than the norm. There is actually considerable stability in the public service values system. Past values influence the selection of future values (Davis & West, 2009).

The stability of values is evident in the public administration and public service value frameworks that have been developed by scholars, and there appears to be at least tacit agreement among practitioners and scholars on a set of contemporary public service values. For example, Kenneth Kernaghan (2003) defined four different categories of public-service values—ethical, democratic, professional,

and people—in his discussion of public administration values and their application in Australia, New Zealand, the United Kingdom, and Canada. Similarly, Lan and Rosenbloom (1992) outlined the core values of the “Public Administrative Clusters” of management, politics, and law in their assessment of the potential effects of market-based public administration in the early 1990s. Montgomery Van Wart (1996), in his evaluation of the American Society for Public Administration (ASPA) Code of Ethics, also identified five “value sets” that public administrators use in order to make decisions. These five include public interest, legal interest, personal interest, organizational interest, and professional interest. In 2007, Torben Beck Jorgensen and Barry Bozeman examined public administration literature between 1990 and 2003 in the United States, the United Kingdom, and Scandinavian countries in order to develop a universe of public values (Beck Jorgensen & Bozeman, 2007). More recently, the National Association of Schools of Public Affairs and Administration (NASPAA) has developed a set of public service values that include “pursuing the public interest with accountability and transparency; serving professionally with competence, efficiency, and objectivity; acting ethically so as to uphold the public trust; and demonstrating respect, equity, and fairness in dealings with citizens and fellow public servants” (2009, p. 2).

The five frameworks developed by these scholars have several commonalities. Some of the shared values include integrity, representativeness, effectiveness, efficiency, and due process of law, as well as many others. Based on these five typologies, there appears to be at least implicit agreement on the core values in the discipline of public administration and the field of public service. The values that appear in more than one of the five classification systems are summarized in Table 1 and have been placed into one of the four values categories: legal, democratic, professional, or personal/ethical; these categories do not necessarily align with those used in their original values frameworks. The similarities among the different values and their classification is a matter of interpretation, but the general consistency in public service values indicates that there may be some common ground that schools of public affairs and public administration can build upon when developing a values-based curriculum.

THE HAUPTMANN SCHOOL FOR PUBLIC AFFAIRS VALUES-CENTERED CURRICULUM

At the Hauptmann School for Public Affairs, values are at the center of the curriculum. The concepts of democracy, respect for the common good, substantive rights, acting with moral courage, advancing human dignity, and leadership are all fundamental features of the school’s vision statement:

The Hauptmann School for Public Affairs will serve the *common good* by graduating *leaders* who *exercise authority responsibly*, make *ethical decisions*, act with *moral courage*, and advance *human dignity* worldwide.

Table 1.
Consistency in Public Service Core Values

Legal	Democratic
Constitutional Integrity/ Constitution	Impartiality/Neutrality/ Objectivity
Due Process/Procedural Due Process	Openness/Transparency
Legality/Laws, Rules, Regulations/Rule of Law	Public Choice/ Collective Choice
Substantive Rights/Freedom of Speech/ Protection of Individual Rights	Representativeness
Professional	Personal/Ethical
Competence/Expertise	Accountability
Competition/Competitiveness	Acting ethically/ Ethical consciousness
Effectiveness/Productivity	Common Good
Efficiency/Productivity	Equity/Social Equity
Entrepreneurship/Businesslike Approach	Fairness/Equal Treatment
Innovation/Creativity	Honest
Professionalism/Clear & Specified Training	Humanity/Human Dignity
Quality	Integrity
	Loyalty
	Respect

The values expressed in the vision statement acknowledge that authority is fundamental to management and leadership positions in organizations and that this authority is heightened in public service positions, which are imbued with the authority of the State (see Table 2). Thus these values fit comfortably within the legal, democratic, professional, and personal/ethical values frameworks proposed by researchers and scholars in the field, while still capturing the uniqueness of the school's heritage. In essence, the vision statement embodies the core values of the discipline and reinforces basic human values while reflecting the extraordinary personal experiences and moral convictions of the program's founder, Dr. Jerzy Hauptmann.

Dr. Hauptmann's life story and his personal journey personified the values of moral courage and commitment to the common good. As a young man, Dr.

Table 2.

Hauptmann School for Public Affairs MPA Values and Framework

Legal

Substantive Rights

Democratic

Democracy

Common Good

Professional

Leadership (Not in Table 1)

Personal/Ethical

Courage (Not in Table 1)

Human Dignity

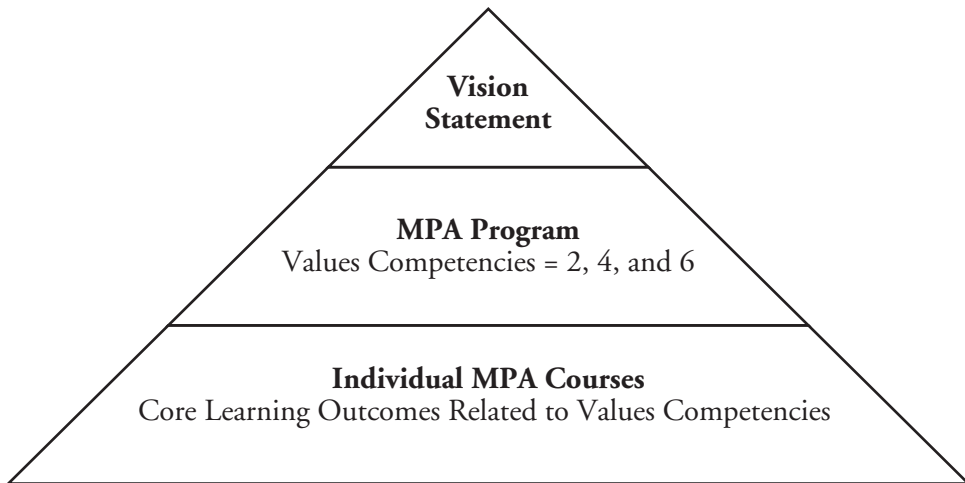
Hauptmann was a “sewer rat” leading the Polish resistance to the Nazi invasion of Warsaw. Poland was devastated during World War II, losing over 15% of its population under Nazi rule. Hauptmann, a devout Lutheran, served time in prison and concentration camps. He witnessed firsthand the consequences of unethical decision making, misuse of authority by government officials and others, immoral acts, and gross disregard for the common good and for human dignity. He also recognized the importance of ensuring that values were the hallmark of an academic curriculum. Often remarking that Adolph Hitler could not have acted without the cooperation of the educated and professional classes, including attorneys, politicians, educators, physicians, dentists, public administrators, and chemists, he always cautioned, “Don’t forget the chemists!”

Although Adolph Hitler, as a democratically elected leader, and his followers provide an extreme example of how power may be perverted, abuses of power are not limited to a few historical anomalies. “The propensity to abuse power and authority has been widely acknowledged and accepted through the ages (see, e.g., James Madison, 1788)” (DiPadova-Stocks, 2005, p. 348). Schools of public affairs help students understand the nature of authority through courses that address the complex issues of power and relationships. The Hauptmann School seeks to achieve this goal through a more normative approach by utilizing a competency-based program that purposefully integrates values into the curriculum.

As demonstrated in Figure 1, values are featured in the Hauptmann School curriculum at three different levels—in the Hauptmann School vision statement, at the MPA program level, and in the individual MPA courses. As stated previously, the program’s vision is to “serve the *common good* by graduating *leaders* who *exercise authority responsibly*, make *ethical decisions*, act with *moral courage*, and advance *human dignity* worldwide.” This statement expresses the core values of the program—common good, moral courage, leadership, and human dignity.

Figure 1.

Vision, MPA Program Competencies, and Core Learning Outcomes



Democracy and substantive rights are more indirectly implied, and are clearly part of the program's values. Each of these principles forms a part of the program's value system since each is "an enduring belief that a specific mode of conduct or end-state of existence is personally or socially preferable to an opposite or converse mode of conduct or end-state of existence" (Rokeach, 1973, p. 5).

At the program level, these values are articulated in three of the program's eight core competencies. The eight MPA competencies are listed here; competencies 2 (democracy and citizenship), 4 (ethical decision-making and authority), and 6 (leadership) are considered the values-based competencies and are marked with asterisks:

1. Analyze the theoretical and practical underpinnings, knowledge base, and complexities of public affairs (as defined by the Hauptmann School).
- 2.* Justify responsibilities of professionals as citizens in a free and democratic society, and in the world.
3. Demonstrate a working knowledge of different sectors of society, how organizations are similar and different across sectors, and the contradictory expectations of managers and leaders in organizations.
- 4.* Demonstrate knowledge of ethical theory and the challenges involved in ethical reasoning and decision making, and show commitment to obligations as professionals in positions of authority.
5. Integrate theory/conceptual knowledge with practice, so that practice tests theory and theory informs practice.

- 6.* Demonstrate development of key leadership skills, including interpersonal and cross-cultural communication and teamwork.
7. Explain fundamental epistemology, including the benefits and limitations of various research designs and statistical methods.
8. Demonstrate ability to use skeptical inquiry and analytical skills to assess information and research findings.

At the individual course level, the three values-based competencies help guide the core learning outcomes in the majority of the required core courses. Only two courses in the required core curriculum do not include values-related core learning outcomes. These two courses are quantitative and qualitative research courses, which have learning outcomes that measure student ability to apply specific research methods and writing techniques. The qualitative course does contain academic honesty content that is normative in nature, but a values-related core learning outcome has not yet been developed to reflect this content. The specific linkages among conventional public service values categories (legal, democratic, professional, personal/ethical), the Hauptmann School values, the MPA program core competencies, and the core learning outcomes for individual courses are outlined in Table 3.

Due to the importance of the values and core competencies in the MPA program, students are required to demonstrate proficiency in the MPA core competencies on both their written and oral comprehensive examinations at the end of their degree program. For example, the vision statement is addressed on the comprehensive exam. In addition, the program has linked all of the written comprehensive examination questions to specific competencies in order to assess student performance on the competencies and to ensure that most of the competencies are being addressed by the students in either the written or oral comprehensive examination.

All MPA students are also required to provide evidence of their proficiency on the competencies during their oral examination. Students prepare a 20-minute presentation that addresses at least three of the eight MPA core competencies during their oral examination. Each student is allowed to select the three competencies they wish to present. The student presentations are followed by a 60-minute question-and-answer period conducted by a three-person examination board comprised of faculty members as well as business, nonprofit, and government leaders from the Kansas City community. The examination board members evaluate the student's performance on each one of the competencies that they have selected by indicating if the student exceeded expectations, met expectations, or did not meet expectations.

It is important to note that the program does not use a detailed rubric to evaluate student performance on the oral examination. To meet the university's assessment criteria, evaluators are given a general set of guidelines to follow. The

Table 3.
HSPA Core Values, Competencies, and Core Learning Outcomes

Value	Competency and Related Core Course With Core Learning Outcomes
<p>Legal Substantive Rights</p>	<p>Competency 2: Justify the responsibilities of professionals as citizens in a free and democratic society and in the world.</p> <p>Core Learning Outcomes: Explain the complexity of public problems and issues attendant to attempts to remedy social, political, and economic problems, especially in a civil and elective system of governance (Introductory Public Affairs Literature Course). Communicate one’s views clearly and civilly, and offer substantiation for those views (Capstone Seminar). Demonstrate the ability to articulate and argue opposing sides of issues (Capstone Seminar). Differentiate between personal beliefs and sound public policy in a pluralistic society (Capstone Seminar). Articulate clearly one’s responsibilities as professionals in a free and democratic society and in the world (Capstone Seminar).</p>
<p>Democratic Democracy Common Good</p>	<p>Competency 2: Justify the responsibilities of professionals as citizens in a free and democratic society and in the world.</p> <p>Core Learning Outcomes: Explain the complexity of public problems and issues attendant to attempts to remedy social, political, and economic problems, especially in a civil and elective system of governance (Introductory Public Affairs Literature Course). Communicate one’s views clearly and civilly, and offer substantiation for those views (Capstone Seminar). Demonstrate the ability to articulate and argue opposing sides of issues (Capstone Seminar). Differentiate between personal beliefs and sound public policy in a pluralistic society (Capstone Seminar). Articulate clearly one’s responsibilities as professionals in a free and democratic society and in the world (Capstone Seminar).</p>

Table 3.
Continued

<p>Professional Leadership</p>	<p>Competency 6: Demonstrate development of key leadership skills, including interpersonal and cross-cultural communications and teamwork.</p> <p>Core Learning Outcomes:</p> <p>Identify one’s individual strengths and weaknesses as a managerial leader (Core Leadership & Organizations Course).</p> <p>Identify organizational effectiveness criteria and tie those criteria to specific leadership competencies (Core Leadership & Organizations Course).</p>
<p>Personal/Ethical</p>	
<p>Moral Courage Human Dignity</p>	<p>Competency 4: Demonstrate knowledge of ethical theory and the challenges involved in ethical reasoning and decision making, and show commitment to obligations as professionals in authority</p> <p>Core Learning Outcomes:</p> <p>Articulate clearly one’s responsibilities as professionals in a free and democratic society and in the world (Capstone Seminar).</p> <p>Examine issues based on ethical approaches and decision-making models (Core Ethics & Authority Course).</p> <p>Evaluate ethical dilemmas acknowledging multiple perspectives (Core Ethics & Authority Course.)</p> <p>Communicate ethical arguments with effectiveness and civility (Core Ethics & Authority Course.)</p>

more simplified process helps ensure an acceptable level of uniformity while allowing faculty, practitioners, and community leaders to participate in the review process. The oral examination board members are asked to use the following standards when making their determinations:

Exceeds Expectations

- The student's presentation is well organized and professional, containing no grammatical or typographical errors.
- The student's content knowledge is exceptional and demonstrates a thorough understanding of the subject matter encompassed by the competency.
- The student details how the MPA program has enabled him or her to master proficiency in the competency by citing specific material from classes in the MPA program.
- The student is able to explain how the theoretical and practical aspects of the competency are related, and the student is able to explain how the competency is related to his or her professional experience.
- The student is able to support his or her arguments clearly and logically throughout the presentation.

Meets Expectations

- The student's presentation is well organized but contains some grammatical and typographical errors.
- The student's content knowledge is acceptable and demonstrates an adequate understanding of the subject matter encompassed by the competency.
- The student demonstrates how the MPA program has enabled him or her to master a basic level of proficiency in the competency by identifying courses in the program associated with this competency.
- The student is able to explain how the theoretical and practical aspects of the competency are related, but does not provide examples related to his or her professional experience.
- The student is able to support his or her arguments clearly, but some points or arguments lack a logical basis.

Does Not Meet Expectations

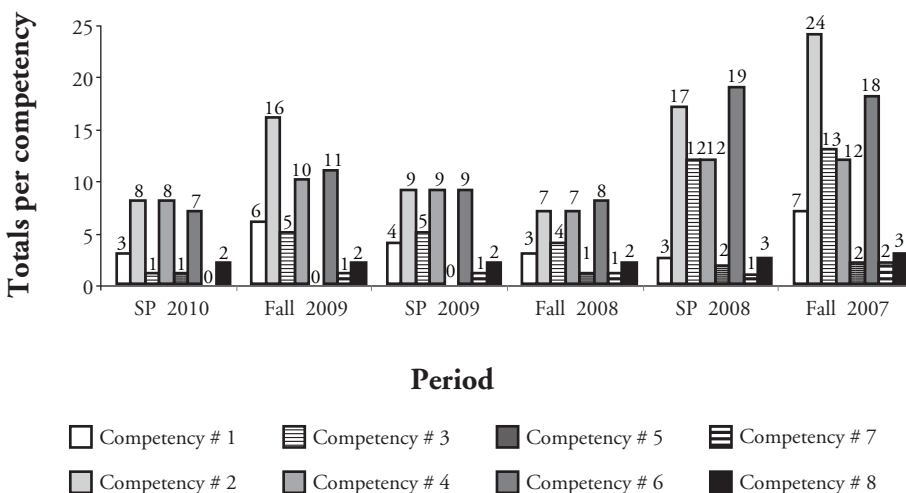
- The presentation is not clearly organized and/or the student has not followed the presentation instructions.
- The student demonstrates only superficial content knowledge and does not appear to understand the subject matter encompassed by the competency.
- The student is unable to identify courses or course content from the MPA program related to the competency.

- The student is not able to connect the theoretical and practical aspects of the competency.
- The student's arguments are unclear and do not have a logical basis.

A simple analysis in Figure 2 shows the number of times between 2007 and 2010 that students selected each of the eight competencies. The chart illustrates that of the eight competencies, competencies 2, 4, and 6 were selected with highest frequency. As discussed previously, these are the three competencies associated with the values of democracy and citizenship (competency 2), ethical decision-making and authority (competency 4), and leadership (competency 6). The students' self-selection of these three values-based competencies at least implies that they are comfortable with presenting the subject matter encompassed by each competency.³

In addition, students have performed well on these competencies. During the 2009–2010 academic year, 27 students took the oral examination. Eighty-eight percent of the students who selected competency 2 (democracy and citizenship) met or exceeded the expectations of the examining board members during the 2009–2010 oral comprehensive examinations, 94% of the students who selected competency 4 (ethical decision making and authority) met or exceeded expectations on this competency, and 100% of the students who selected competency 6 (leadership) either met or exceeded the expectations of their examination board

Figure 2.
Number of MPA Students Who Selected Each Competency on the Comprehensive Oral Examination, 2007–2010



Note. The chart represents 101 students who selected a total of 303 competencies.

members. In other words, not only were the students comfortable with these competencies, most of the students were also prepared for and capable of addressing the substantive aspects of each competency.

Beginning in the 2008–2009 academic year, the MPA program also began asking students to voluntarily complete an exit questionnaire to solicit feedback from students regarding their experience in the MPA program. The questionnaire is given to students after they complete their oral examination. As part of this questionnaire, students were asked to rate their current skill level and knowledge in seven areas that are related to the MPA program competencies based on a standard Likert Scale. Specifically, students are asked to designate their knowledge and skill level in seven areas as poor, below average, average, above average, or expert. The areas of democracy and citizenship, ethical theory and decision making, and leadership theory and practice are most closely related to the values-based competencies and are marked with asterisks:

- Public Affairs Theory
- Democracy and Citizenship*
- Ethical Theory and Decision Making*
- Leadership Theory and Practice*
- Management Theory and Practice
- Interpersonal and Cross-Cultural Communication
- Research Design, Including Qualitative and Quantitative Research

The student responses to the questionnaire in 2009–2010 indicated that students are relatively confident in their own knowledge and skill level in these values-based areas. Nineteen of the 27 students who graduated during the 2009–2010 academic year elected to complete the survey. Eighty-nine percent of the students rated themselves as above average or expert in the areas of democracy and citizenship, 95% rated themselves as above average or expert in the areas of ethical theory and decision making, and 89% of the students rated themselves as above average or expert in the areas of leadership theory and practice.

The data from the oral comprehensive examination results and the exit questionnaire illustrate that the Hauptmann School's MPA students express relative confidence in their knowledge and skills level on competencies that are related to core values. When given a choice, they more frequently select the values-based competencies, and they are performing well when tested on these competencies.

Knowledge alone, however, is not sufficient to ensure action. The methodology used by the program to assess student performance on the values-based competencies does not measure the extent to which students actually act as democratic leaders while they are in the program or after they leave the program, based on their understanding of values. Many of the students in the program are working pro-

professionals who may be acting as democratic leaders when they enter the program. The MPA program gives these students, as well as those with little professional experience, the opportunity to further develop as democratic leaders by both learning and applying the public service values the program espouses. As Robert Denhardt points out, “public administrators not only need to acquire knowledge about the field, they need to develop skills to affect change in the public sector” (Denhardt, 2001, p. 529). Students develop these skills through case studies and application exercises that require them to apply moral reasoning to current issues, examine how public policies affect the human dignity of society’s most vulnerable groups, and describe how they have acted with moral courage in their personal and professional lives. As with all programs, the Hauptmann School’s MPA program cannot guarantee that its students will act in accordance with its vision statement when they leave the program. However, it can assure that students are given the opportunity to learn and apply the program’s values while they are in the program. Graduates understand the values on which the program stands and know that the Hauptmann School considers these values to be paramount.

CONCLUSION

The accelerated and relentless changes of capitalism, globalization, and technology have made life more unpredictable, less stable, and unscripted as well as contributed to declining trust in institutions. In times of change, core values are needed to provide order and constancy to both personal life and professional institutions. In the field of public administration, values are essential since they serve as both a guidepost during times of change as well as a framework for action in public life. Public service values provide needed touchstones not only for the profession of public administration, but for citizenship in general and the professions in particular.

The concepts of democracy, respect for the common good, acting with moral courage, advancing human dignity, and leadership are integrated into all aspects of the Hauptmann School’s public affairs curriculum, providing a foundation to develop leaders who will shape the future for the common good. The data suggest that graduates of the Hauptmann School for Public Affairs MPA program are prepared to address the school’s values-based competencies. The overarching goal of the program is to ensure that MPA graduates are prepared to confront the ethical and moral challenges they will likely face during times of relentless change and use their authority wisely to make ethical decisions. While the Hauptmann School offers no guarantee as to the ethical standards students will uphold after they graduate, these standards are reinforced throughout the program; and it is clear that by the time they complete the MPA program, graduates know the expectations, standards, and public service values advanced by the Hauptmann School. Further, they are also equipped with the practical tools needed to navigate difficult situations, manage relationships, and deal effectively with issues of authority in organizations in the 21st century.

This case study affirms the efforts of all public affairs programs—and indeed, all professional programs—to be values based. Public service values, in particular, reflect universal human values that enhance any curriculum. This case demonstrates that such values, properly embedded in the program, are easily assessable as well as solidly embraced by students and faculty alike.

As educational program developers know, the design and implementation of a curricular philosophy is a lengthy and sometimes daunting progress. Crafting the program we describe here has taught us much about the needs of students, higher education, and our field. In our deliberations, the one overarching realization that fueled our efforts rested in our concern regarding the competence and responsibility with which our graduates conduct themselves in their professional careers. Publicized actions by educated leaders whose decisions cause harm to others and the community (broadly defined) not only brings negative attention to the institutions that confer their degrees, but erodes public confidence in and support of higher education. Thus we intentionally strengthened the values basis of our MPA program with the expectation that our graduates embrace public service values as part of their professional identity as well as the expectation that these values provide graduates guidance and stability as leaders in positions of authority over others.

Out of this experience, we have arrived at four key realizations that might be considered by any academic program desiring to introduce or reinforce values-based curricula:

1. Values must be present at all levels of the curriculum, and they must be part of the program's assessment process. It is not enough for values to be articulated in the program's vision statement.
2. A values-based curriculum coupled with an enforced academic honesty policy can be mutually reinforcing.
3. Public service values are relatively non-controversial to students, are quickly embraced, and are easily understood. In our experience, these values resonate well with students from many countries and vastly different cultures, finding relevance with our students regardless of age, national origin, or professional experience. Each student faces immense challenges in the future, a recognition that calls on us to prepare them for service in a very different and more volatile environment than the one for which most of us as educators were prepared. Public service values provide the common grounding of human action across geographic boundaries, technological change, and centuries of human history.
4. Values can be stated in such a way that they reflect a program's unique heritage and character, enhancing the established framework of the discipline.

Students describe instances of moral courage, identifying them in their readings and in their own lives and workplaces, along with explicating the complexities of such actions. Fortunately for our field of public affairs and administration, numerous outstanding public servants are meeting the challenges of our time against considerable odds. They can be found everywhere. Norma Ricucci's (1995) *Unsung Heroes: Federal Executives Making a Difference* and H. George Frederickson's (2005) *Public Administration with an Attitude* provide some examples of such extraordinary individuals. Programs can draw freely on many public officials, and perhaps on their graduates, for learning and inspiration.

The Hauptmann School is fortunate to hold up Dr. Jerzy Hauptmann as one stunning example of the embodiment of public service values. While still in his teens, Jerzy Hauptmann learned the importance of dealing with issues of authority as he found himself in one of the most dauntingly evil environments of the 20th century. He clearly recognized that he lived in extraordinarily unscripted times, as signified by his diary entry of September 1, 1939 (the date of the Nazi invasion of Poland), which reads: "Poland is no more" (English translation) and reflects the realization that his country, his world as he knew it, was forever changed. And indeed Poland was changed. With his experience in the Polish Resistance, Dr. Hauptmann seized forever the seriousness of fundamental public service values in the professions and in public life. Over four decades later, across the world, he translated these lessons into a Master of Public Affairs program, admonishing students that regardless of chosen profession, their responsibility is to work hard to make their country a better place and to serve their fellow human beings. Clearly, public service values, grounded in some of the most painful lessons of history, provide the commitment and point the way for a better world in the 21st century.

FOOTNOTES

- 1 This paper was previously prepared for presentation at the Annual Conference of the National Association of Schools of Public Affairs and Administration, Arlington, Virginia, October 15–17, 2009. Revised and expanded.
- 2 For an excellent example of the use of values frameworks in a public policy course, see Francine Sanders Romero, *Journal of Public Affairs Education*, 12(3) 347–360. In addition, it is noted that many MPA faculty embracing service learning as a teaching method do so because of the inherent values dimension of that pedagogy.
- 3 It is acknowledged that students' selection of the values competencies may be related to variables other than their perceived level of comfort with the coursework they have taken in the areas of democracy, citizenship, ethical decision making, and leadership. Since the values of the program are openly acknowledged, some students may decide to attend the program based on these values. It is plausible that some percentage of the students were already committed to these values before attending the program and chose the program for this reason. As a result, the program may not be the reason for their value perspective when they exit the program, since it may have simply

reinforced preexisting, long-held values. However, the anecdotal information and general feedback that we receive from students during initial advising sessions indicate that the percentage of students who select the program solely because of its emphasis on values is relatively small.

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