

**PADM 600
Foundations of PA
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OVERARCHING OBJECTIVE

The Network of Schools of Public Policy, Affairs and Administration (NASPAA) is the national accrediting body for MPA programs. As an accredited program, we have to demonstrate that our MPA graduates have five universal competencies identified by NASPAA. They are:

1. Lead and manage in public governance;
2. Participate in and contribute to the public policy process;
3. Analyze, synthesize, think creatively, solve problems and make decisions;
4. Articulate and apply public service perspectives; and
5. Communicate and interact productively with a diverse and changing workforce and citizenry

The courses that comprise your MPA program support these competencies. Some courses are directly linked to a particular competency. This course supports multiple competencies, but it addresses the third and fourth by encouraging you to take the long view of government priorities and public administration challenges. Understanding the genesis of the field and how it has changed over time encourages creative analysis and synthesis. King Solomon opined that there is “nothing new under the sun.” Those who understand the history of public administration rarely make the mistake of assuming a problem (or a solution) is new. Creativity in problem solving is enhanced by a contextual understanding of the problem. While problems present themselves in new forms and solutions are amended from prior versions, one thing remains constant in public administration over time. The public service perspective will be evident in every topic we discuss, from the founding to modern practice, and it will orient your thinking and practice as well.

Public administration professors are committed to supporting all five universal competencies even as we identify the primary ones for our course. The way we approach this material will demonstrate our commitment to the universal competencies and reinforce the public service values that distinguish our training from other programs.

INTRODUCTION

As your introduction to the master’s program, this course will help you confirm your identity as a professional public administrator by understanding how the field emerged and developed over time. Some of the same questions that challenged the pioneers of public administration

still perplex us. For example, how does politics influence how we practice administration? Other questions emerged as government expanded in response to public demand for more services. For example, what is the best way to manage complex bureaucracies? As with all important questions, there will be multiple answers depending on time, place and perspective. We will use time and place to develop perspective.

I have a personal perspective on the foundations of public administration. It informed my selection of material and the organization of the course. In general, I believe that public administration changes with prevailing attitudes toward government and that these attitudes are shaped by historical events. You will have an opportunity to read (or ignore) a journal article I wrote asserting this idea. Other public administration scholars disagree, preferring to think there was a more orderly theoretical progression to modern practice.

I have not discerned anything like an orderly progression of theory or practice in my thirty years as a public administration scholar. Unlike the natural sciences, where new discoveries build on old ones until there is a scientific revolution (see Thomas Kuhn) that pushes the field forward in a leap, public administration inches forward, learning as much from its mistakes as its successes. Occasionally it lurches, asserting a new paradigm, but the new paradigm tends to fade as events and public opinion make different demands on the field.

There were foundational scholars in public administration theory and their work is often considered a “classic.” These works are our public administration family tree and every person who receives an MPA (from an accredited institution) will have read them (or read about them) in their first class. But what makes certain works classics?

My criteria was formed by asking, “If you locked 100 public administration scholars in a room and held them until they produced a list of the fifty most important works in public administration, what would they agree on?” Unable to find a hundred willing scholars, I produced my own list and narrowed it down by bickering with Dr. Rollins. We like to do this kind of thing after we get off the golf course.

The greatest limitation was my commitment that the reading volume be reasonable and the reading themselves be accessible. When a classic was a book rather than an article, I provided a summary of the book, chapter or article in contemporary language. For example, Max Weber’s seminal chapter on bureaucracy in *Economy and Society* (1922) does not translate well from German. Most journal articles are the author’s originals, though I sometimes provided a summary written by a contemporary author explaining the impact of the original work.

The content is arranged chronologically and the authors placed in historical context. I will provide some overview of the historical context in a short video introduction to each segment and will spotlight some authors, offering tidbits about their personal and professional lives. You

will quickly discern that certain questions dominated certain historical periods in the development of public administration. A colleague of mine offered a great summary of the evolution of public administration by integrating the question with the time period. Here it is:

- The Politics/Administration Dichotomy (1887 – 1926)
- Principles of Public Administration (1927 – 1937)
- The Challenge (1938 – 1950)
- The Crisis of Identity (1950 – 1970)
- Public Administration as Political Science (1950 -1970)
- Public Administration as Management (1950 – 1970)
- Public Administration as Public Administration (1970 – Present)

You might want to refer back to this summary as you consider broad themes for your synthesis papers.

PLAN FOR THE COURSE

I have arranged the course into seven modules covering the history and theory of public administration from its founding to modern day. Each module contains readings, short videos, and a written assignment in the form of a three point synthesis essay. Guidance for constructing a good three point essay can be found under the “Synthesis Essay” menu tab on the website.

A synthesis essay connects a theme or thesis (your idea or argument) to evidence from sources (in this case, the assigned readings) with either similar or dissimilar ideas. Synthesis occurs when you go beyond understanding, applying or analyzing what you have read. It happens when you make an informed judgment about the material and develop a case to support your judgment, much as a lawyer would in a courtroom. Bloom’s Taxonomy of learning objectives identifies synthesis as a one of the highest levels of learning and the most desirable for the graduate school setting.

For your first synthesis essay, I will provide you with my notes from the readings to help you identify themes for your paper. I like to take notes while I am reading because I find it difficult to recall the author’s main points, especially when reading multiple articles. I encourage you to do the same because it allows you to look at your notes (rather than all the articles) when planning your paper. If you would like to share your plan for the paper with me prior to writing, please email me your thesis and your three arguments. I will respond quickly. If you are having trouble developing a thesis, please email me for a time when we can meet on Teams to discuss an idea that you have not yet fully developed.

We will meet as a class on selected Tuesdays evenings following the completion of the assigned module. Dr. Rollins will facilitate the discussion and I will join in person or electronically. Because you will have submitted your synthesis essays prior to the meeting, you will be prepared to share your ideas with other students and enjoy a spirited discussion of the readings and their contribution to the discipline of public administration. Discussion meetings are not structured and we may wander off topic on a regular basis. The point of the meeting is to balance your reading and writing with active learning, which involves sharing ideas in a dynamic environment. Active learning requires active listening. Good public administrators are active listeners.

We will meet on August 23 to get acquainted and discuss the plan for the course. An abbreviated course schedule for each week of the semester follows. A detailed course schedule with readings listed can be downloaded from the course website. You may want to note the Tuesday evenings (5:30-7:00) when we will meet for discussion on your calendars. Dr. Rollins and I will be available after the class discussion session to talk further about any topic, either individually or with a group.

PROFESSOR RESPONSIBILITIES

1. Expectations will be unambiguous, including the basis of evaluation.
2. Assignments will be graded and returned within 24 hours of due date/time.
3. Reading materials will be accessible and carefully selected. The quantity of reading will be reasonable and appropriate for a graduate class.
4. Communication is the first priority. I will respond to emails from your UofL account (louisville.edu) within four hours on weekdays and within 24 hours on weekends.
5. Communications will be characterized by professionalism and courtesy. All who participate in the academic endeavor should be confident that they are welcome and respected.

STUDENT RESPONSIBILITIES

1. Create a reading schedule and stick to it. A good schedule might be one article (with notes) a day. You cannot produce a good synthesis essay if you compress your reading and writing into two hours on Sunday night.
2. Approach class discussion meetings with confidence and enthusiasm. Let the discussion go where it goes and contribute to it productively.
3. Plan ahead. Assignment deadlines appear on your course schedule and are built into Blackboard so that you receive electronic reminders as the deadline approaches. No extensions are granted except for demonstrated emergencies.

4. Consult me as needed. I am available to video conference with you the same business day (Monday-Friday) that you contact me (Microsoft Teams). I will cheerfully arrange as much time as necessary to resolve any difficulties you are encountering.
5. Academic integrity is paramount. Because the readings are mainly original works, you can easily find essays on them online. Plan for deadlines so that you are never tempted to use another person's work. Anything you find won't be a synthesis essay, anyway.

OFFICE HOURS

Daytime office hours simply don't work for in-service learners. I will respond to your email within four hours on weekdays and 24 hours on weekends. We can arrange an online meeting (Microsoft Teams) the same business day or within on day on weekends. Microsoft Teams is part of your student software package. Instructions for using Teams appears on the Blackboard website menu. For matters that are not time sensitive, we can chat after our class discussion meetings.

TEXTS

I was guided by four public administration books when planning this course.

- Shafritz, Jay M. and Albert C. Hyde. *Classics of Public Administration*.
- Stillman II, Richard J. *Preface to Public Administration: A Search for Themes and Direction*.
- Fry, Brian R. and Jos C. N. Raadschelders. *Mastering Public Administration: From Max Weber to Dwight Waldo*.
- Balla, Steven J., Martin Lodge and Edward Page. *The Oxford Handbook of Classics in Public Policy and Administration*.

You do not need to purchase these books. *All the content you need is provided in each Blackboard learning module.* I listed the books because they helped me answer four questions about each module:

1. Who? (Fry)
2. What? (Balla, et al.)
3. When? (Shafritz)
4. Why do they endure? (Stillman)

ASSIGNMENTS

There are seven synthesis essays and six discussion sessions. The essays will be graded on a 100 possible points basis (see detailed rubric) and averaged for your final essay grade. Your final essay grade average will be 75% of your final grade. There is no final exam. A link to submit

your essay will appear in each of the eight chronological learning modules in Blackboard. Please note that your last synthesis is due on the last day of classes, December 4, at midnight.

The remaining 25% of your final grade will be your attendance and participation in the discussion sessions. There is no rubric for your discussion sessions. Just be there, ready to listen actively and participate. If circumstances prevent you from joining the class in person, please watch your email inbox for a link to join the discussion electronically.

All your essay submissions must be done via Blackboard. I will provide extensive feedback in the Blackboard platform and all essays and feedback will be retained until the end of the semester. That allows both of us to look back on suggestions I made on prior essays and apply them to future essays. My comments on your essays stay available for both of us to review and discuss at any time.

Blackboard also date and time stamps every submission and lets you verify that your essay was successfully uploaded. That is important because I have a “no extensions” policy. I would like to say two things about that policy. First, it is a recognized standard for distance learning classes. Even though this course is what we call a hybrid, or a combination of the online and in-class format, it has a significant online component. Research demonstrates that the greatest threat to success in online learning is disengagement. In order to meet the Quality Standards criteria for excellence in online teaching (look it up), deadlines should be consistent and immutable. The consistent part is that an essay is due every other Sunday night at midnight. The immutable is that I only grant extensions for real emergencies. Note that under “professor responsibilities” I pledge to return every paper, with extensive feedback, within 24 hours of the due date/time. That means that I must grade every paper by midnight on the following Monday. I would never impose a deadline on you that I am not willing to be held accountable to.

Blackboard won't allow me to view documents written in software other than Microsoft Word (i.e., GoogleDocs or Page). If you prefer to use different software, please save your essays in portable document format (PDF). Blackboard can handle a PDF just fine.

As a student, you are entitled to a free copy of Word and other Microsoft software (including Microsoft Teams). To get the software you need, go to [Microsoft Office 265 Pro Plus for Students](#). If you encounter any difficulty with Blackboard, go to [Blackboard — University of Louisville Delphi Center for Teaching and Learning](#) for support. They do an incredible job. Of course, if your question concerns access to content or location of content on Blackboard, email me. I can quickly solve your problem.

For your privacy and security, *only* your official UofL email account will be used for email communication. I will respond promptly to your emails from your UofL account. I will not

respond to your emails from sweetpea@gmail.com. Please check your UofL email at least once a day.

GRADING

Your final grade will be calculated as follows:

Letter Grade	Number Grade
A	90-100
B+	86-89
B	80-85
C+	76-79
C	70-75

Your essay average (75%) and class discussion average (25%) will be combined to determine your number grade. As a graduate student, you don't even want to think about what happens below 70.

UNIVERSITY GUIDELINES AND POLICIES

Inclement Weather

The University will notify you of any closures or delays by text message (if you sign up for UofL Alerts), by email on your university email account and by an announcement on the UofL home page. Delays rarely affect evening sessions, but closures mean that the evening session is cancelled. If weather conditions deteriorate during the afternoon, Dr. Rollins may decide that the benefit of a discussion session is less than the danger associated with travel. In that case, he will post an announcement on the Blackboard home page and send that announcement to you via your UofL email account. Please check your email frequently when inclement weather is forecast.

Distance Education

The University of Louisville is committed to complying with all requirements regarding the operation of online education within states and U.S. territories. This policy addresses the Department of Education regulations concerning the regular and substantive interaction requirements for online and remote courses. University online and remote courses must be designed to facilitate regular and substantive interaction between instructors and students. The University requires instructors teaching online and remote courses to have regular and substantive interaction with the students enrolled in those courses.

Individuals should report violations of this policy to appropriate University leadership, including but not limited to, the Delphi Center for Teaching and Learning, the University Integrity and Compliance at compliance@louisville.edu, or the [University's Compliance and Ethics Hotline](#).

Title IX/Clery Act Notification

Sexual misconduct (including sexual harassment, sexual assault, and any other nonconsensual behavior of a sexual nature) and sex discrimination violate University policies. Students experiencing such behavior may obtain confidential support from the PEACC Program (852-2663), Counseling Center (852-6585), and Campus Health Services (852-6479). To report sexual misconduct or sex discrimination, contact the Dean of Students (852-5787) or University of Louisville Police (852-6111).

Disclosure to **University faculty or instructors** of sexual misconduct, domestic violence, dating violence, or sex discrimination occurring on campus, in a University-sponsored program, or involving a campus visitor or University student or employee (whether current or former) is **not confidential** under Title IX. Faculty and instructors must forward such reports, including names and circumstances, to the University's Title IX officer. For more information, see the Sexual Misconduct Resource Guide (<http://louisville.edu/hr/employeerelations/sexual-misconduct-brochure>).

Students with Disabilities

The University of Louisville is committed to providing access to programs and services for qualified students with disabilities. If you are a student with a disability and require accommodation to participate and complete requirements for this class, notify me immediately and contact the Disability Resource Center (Stevenson Hall, 502-852-6938, <http://louisville.edu/disability>) for verification of eligibility and determination of specific accommodations.

Academic Dishonesty

Academic dishonesty is prohibited at the University of Louisville. It is a serious offense because it diminishes the quality of scholarship, makes accurate evaluation of student progress impossible, and defrauds those in society who must ultimately depend upon the knowledge and integrity of the institution and its students and faculty.

Religious Holy Days and Observances

Federal law and university policy prohibit discrimination on the basis of religious belief. It is the policy of the University of Louisville to accommodate students, faculty, and staff who observe religious work-restricted holy days.

Faculty are obliged to accommodate students' request(s) for adjustments in course work on the grounds of religious observance, provided that the student(s) make such request(s) in writing during the first two (2) weeks of term.

Statement on Diversity

The University of Louisville strives to foster and sustain an environment of inclusiveness that empowers us all to achieve our highest potential without fear of prejudice or bias.

We commit ourselves to building an exemplary educational community that offers a nurturing and challenging intellectual climate, a respect for the spectrum of human diversity, and a genuine understanding of the many differences-including race, ethnicity, gender, gender identity/expression, sexual orientation, age, socioeconomic status, disability, religion, national origin or military status-that enrich a vibrant metropolitan research university.

We expect every member of our academic family to embrace the underlying values of this vision and to demonstrate a strong commitment to attracting, retaining and supporting students, faculty and staff who reflect the diversity of our larger society.

Basic Needs

Any student who has difficulty accessing sufficient food, lacks a stable place to live, or faces any other hardship that may affect their performance in this class, should contact the Dean of Students Office at 502.852.5787 or <http://louisville.edu/dos>. Also, look for resources marked Basic Needs in UofLConcernCenter. For more information, visit: <https://louisville.concerncenter.com>.

Students with Disabilities

The University of Louisville is committed to equal opportunity and challenge for all academically qualified students and does not discriminate on the basis of disability. If you are a student with a disability and require accommodation to participate and complete requirements for this class, notify me immediately and contact the Disability Resource Center (Stevenson Hall, 852-6938) for verification of eligibility and determination of specific accommodations.

Sexual Harassment

The University of Louisville strives to maintain the campus free of all forms of illegal discrimination as a place of work and study for faculty, staff, and students. Sexual harassment is unacceptable and unlawful conduct and will not be tolerated in the workplace and the educational environment. Unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature constitute sexual harassment, even when carried out through computers or other electronic communications systems. Students and Instructors are protected from Sexual Harassment according to the Affirmative Action policy, the Student Code of Conduct, and the UofL Computer Account Usage Agreement. Anyone experiencing sexual harassment should refer to the links above and/or contact the PEACC Program at 852.2663 and an advocate will explain your choices. This is a free and confidential service.

COURSE SCHEDULE

Week Of	Module	Essay Due Dates/Times	Class Discussion
22-Aug	Welcome	Read/View Syllabus and Module Content	8/23 at 5:30pm
29-Aug	Early Voices		
5-Sep	Early Voices	Early Voices essay due 9/12 at midnight	
12-Sep	New Deal		9/11 at 5:30pm
19-Sep	New Deal	New Deal essay due 9/26 at midnight	
26-Sep	Mid-Century		9/25 at 5:30pm
3-Oct	Mid-Century	Mid-Century essay due 10/10 at midnight	
10-Oct	Reform Years		10/9 at 5:30pm
17-Oct	Reform Years	Reform Years essay due 10-24 at midnight	
24-Oct	Reinventing Government		10/23 at 5:30pm
31-Oct	Reinventing Government	ReGo essay due 11/7 at midnight	
7-Nov	New Public Management		11/6 at 5:30pm
14-Nov	New Public Management	NPM essay due 11-21 at midnight	
21-Nov	New Public Governance	Thanksgiving	
28-Nov	New Public Governance	NPG essay due 12/4 at midnight	11/29 at 5:30pm