

PAD 6434: Leadership and Ethics in Public Agencies

University of Florida

Fall 2022

Instructor:	Cristian Pérez Muñoz
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Office	Anderson 334
Class Hours	Tuesdays, Period 5 - 7 (11:45 AM - 2:45 PM)
Classroom	TUR2306
Office Hours	Mondays (10 am–1 pm) <i>(by appointment)</i>

Course Description

This course aims to provide students with a solid foundation in the normative dimensions of public administration. We will study the ethical implications of the management of public bureaucracies. Some questions will guide us: How can ethical behavior in public service be promoted? What are the moral grounds of administrative authority? How can that authority be misused and abused? What is an ethical code, and how it can be designed and executed? How should we define administrative responsibility? What are the pros and cons of using external and internal control procedures? Is there anything wrong with administrative discretion? What are the normative challenges associated with whistle-blowing?

Course Objectives:

- Recognize the normative dimensions and implications of public administration
- Apply analytical tools to analyze and study the normative issues associated with the administration of public bureaucracies
- Learn about the alternative instruments and strategies to deal with ethical dilemmas in the administration of public agencies

Course Requirements

This course will have three instances of evaluation. Students will be evaluated based on their participation in class, three presentations, and a final paper (6000-8000 words long, single spaced). The characteristics of each instance of evaluation are explained below.

1. **Participation:** Students are expected to come to class with the readings completed and prepared for discussion. This is a seminar course in which each student is expected to participate actively. Absence will adversely affect your participation grade. Participation will represent 30% of the final grade.
2. **Class presentations:** Each student is expected to orally present a summary of three of the assigned readings for this course. These 20-minute presentations will be distributed and scheduled during the first day of class. Presentations will represent 30 % of the final grade (10 % each)
3. **Final paper:** The final paper will have to be 6000-8000 words long (single spaced, times new Roman 12 or equivalent). The academic paper should analyze one of the normative problems discussed in class, identify alternatives views to address that problem, and evaluate potential solutions. Further details of how to write this assignment will be given to you in class and on the course website. This item will represent the 40 % of the final grade.
Final paper is due on Friday 04/22

Grade Distribution:

Class participation	30%
Class presentations	30%
Final Paper	40%

Letter Grade Distribution:

>= 94	A	74 - 76	C
90 - 93	A-	70 - 73	C-
87- 89	B+	67 - 69	D+
84 - 86	B	64 - 66	D
80 - 83	B-	60 - 63	D-
77 - 79	C+	<61	F

Course Policies¹

Class Modality

This class will be offered on campus. You will be notified in advance in case we need to move the class to an online setting. However, this will be only in exceptional circumstances (i.e. a global pandemic).

During Class

Unless I explicitly declare so, nothing I say in this class will be my personal opinion on the topics covered. Instead, I will focus on presenting different points of view on the topics discussed. When issuing a subjective opinion on a given issue, students will hear me say something along the lines of "I personally believe," "according to how I see this issue," and so on. In any case, my personal opinions will be announced and infrequent.

I have carefully chosen a manageable number of readings and references that come from academic sources. These viewpoints have been discussed and debated within political science or other academic disciplines and have been collectively judged by experts in that field to be well-argued and rigorous.

While I have chosen a wide range of viewpoints to present to you, it would be impossible to show all viewpoints on all issues. The debate in class will help us to identify, address and evaluate any alternative perspective on the topics covered in class.

We are a diverse group of people, and every one of us has a different opinions. It is crucial to treat your instructor and classmates with respect and kindness during class meetings and activities. For more information on netiquette guidelines, see the [UF Netiquette Guide for Online Courses](#).

Disclaimer

The syllabus is a statement of intent. Please note that the schedule of activities and procedures in this course are subject to change due to unforeseen circumstances. Any change in the syllabus will be communicated to all students in the class. Changes will be posted on Canvas and announced in class.

Education during COVID-19*

In response to COVID-19, the following recommendations are in place to maintain your learning environment, to enhance the safety of our in-classroom interactions, and to further the health and safety of ourselves, our neighbors, and our loved ones.

- If you are not vaccinated, get vaccinated. Vaccines are readily available and have been demonstrated to be safe and effective against the COVID-19 virus. Visit [one.uf](#) for screening and testing and vaccination opportunities.
- If you are sick, stay home. Please call your primary care provider if you are ill and need immediate care or the UF Student Health Care Center at 352-392-1161 to be evaluated.

¹The items with an asterisk(*) are textually copied from [UF Policy on Course Syllabi](#).

- Course materials will be provided to you with an excused absence, and you will be given a reasonable amount of time to make up work.

Attendance Policy*

Attendance at all lectures is mandatory and will be registered. A penalty of one point will be subtracted from the final grade for each unexcused absence. Late work is not accepted. Exceptions include documented illness, legal, or civic/university duty situations. If you miss an assignment and have a valid excuse, please email me within the same week to evaluate the situation and eventually arrange a makeup. "The requirements for class attendance and make-up exams, assignments, and other work in this course are consistent with university policies". [Click here to read the university attendance policies.](#)"

Recording*

Students are allowed to record video or audio of class lectures. However, the purposes for which these recordings may be used are strictly controlled. The only allowable purposes are (1) for personal educational use, (2) in connection with a complaint to the university, or (3) as evidence in, or in preparation for, a criminal or civil proceeding. All other purposes are prohibited. Specifically, students may not publish recorded lectures without the written consent of the instructor.

A "class lecture" is an educational presentation intended to inform or teach enrolled students about a particular subject, including any instructor-led discussions that form part of the presentation, and delivered by any instructor hired or appointed by the University, or by a guest instructor, as part of a University of Florida course. A class lecture does not include lab sessions, student presentations, clinical presentations such as patient history, academic exercises involving solely student participation, assessments (quizzes, tests, exams), field trips, private conversations between students in the class or between a student and the faculty or lecturer during a class session.

Publication without permission of the instructor is prohibited. To "publish" means to share, transmit, circulate, distribute, or provide access to a recording, regardless of format or medium, to another person (or persons), including but not limited to another student within the same class section. Additionally, a recording, or transcript of a recording, is considered published if it is posted on or uploaded to, in whole or in part, any media platform, including but not limited to social media, book, magazine, newspaper, leaflet, or third party note/tutoring services. A student who publishes a recording without written consent may be subject to a civil cause of action instituted by a person injured by the publication and/or discipline under UF Regulation 4.040 Student Honor Code and Student Conduct Code.

Student Privacy*

There are federal laws protecting your privacy with regards to grades earned in courses and on individual assignments. For more information, please see the Notification to Students of FERPA Rights.

Software Use*

All faculty, staff, and students of the University are required and expected to obey the laws and legal agreements governing software use. Failure to do so can lead to monetary damages and/or criminal penalties for the individual violator. Because such violations are also against University policies and rules, disciplinary action will be taken as appropriate. We, the members of the University of Florida community, pledge to uphold ourselves and our peers to the highest standards of honesty and integrity.

Grading Policy*

This course is consistent with current UF grading policies for assigning grade points. For detailed information, visit this [link](#).

Academic Integrity and Honesty*

UF students are bound by The Honor Pledge which states, We, the members of the University of Florida community, pledge to hold ourselves and our peers to the highest standards of honor and integrity by abiding by the Honor Code. On all work submitted for credit by students at the University of Florida, the following pledge is either required or implied: On my honor, I have neither given nor received unauthorized aid in doing this assignment. The Honor Code specifies a number of behaviors that are in violation of this code and the possible sanctions. [Click here to read the Honor Code](#). Furthermore, you are obligated to report any condition that facilitates academic misconduct to appropriate personnel. If you have any questions or concerns, please consult with the instructor or TAs in this class.

Accommodations for Disabilities*

Students with disabilities who experience learning barriers and would like to request academic accommodations should connect with the disability Resource Center. [Click here to get started with the Disability Resource Center](#). It is important for students to share their accommodation letter with their instructor and discuss their access needs, as early as possible in the semester.

Online Course Evaluation*

Students are expected to provide professional and respectful feedback on the quality of instruction in this course by completing course evaluations online via GatorEvals. [Click here for guidance on how to give feedback in a professional and respectful manner](#). Students will be notified when the evaluation period opens, and can complete evaluations through the email they receive from GatorEvals, in their Canvas course menu under GatorEvals, or via ufl.bluera.com/ufl/. Summaries of course evaluation results are available to students here.

Technical Support*

E-learning technical support: Contact the [UF Computing Help Desk](#) at 352-392-4357 or via e-mail at helpdesk@ufl.edu.

Health and Wellness*

- U Matter, We Care: If you or someone you know is in distress, please contact umatter@ufl.edu, 352-392-1575, or visit [U Matter, We Care](#) website to refer or report a concern and a team member will reach out to the student in distress.
- Counseling and Wellness Center: Visit the [Counseling and Wellness Center website](#) or call 352-392-1575 for information on crisis services as well as non-crisis services.
- Student Health Care Center: Call 352-392-1161 for 24/7 information to help you find the care you need, or [visit the Student Health Care Center](#) website.
- University Police Department: [Visit UF Police Department website](#) or call 352-392-1111 (or 9-1-1 for emergencies).
- UF Health Shands Emergency Room / Trauma Center: For immediate medical care call 352-733-0111 or go to the emergency room at 1515 SW Archer Road, Gainesville, FL 32608; [Visit the UF Health Emergency Room and Trauma Center website](#).

Course Outline

Readings: All the required readings are available in **Canvas**. The following are some recommended readings that can further your understanding on some of the topics we will address in class.

- Heath, Joseph. 2020. *The Machinery of Government*. Oxford University Press.
- Cooper, Terry L. 2012. *The Responsible Administrator: An Approach to Ethics for the Administrative Role*, 6th edition, Jossey-Bass, San Francisco, CA.
- Rohr, John. 1989. *Ethics for Bureaucrats*, New York: Marcel Dekker
- Lewis, Carol W. and Stuart C. Gilman. 2005. *The ethics challenge in public service: A problem-solving guide*. John Wiley and Sons.
- Cooper, Terry. 2019. *Handbook of Administrative Ethics*. CRC Press.
- Applbaum, Arthur Isak. 2020. *Ethics for Adversaries*. Princeton University Press.
- Driver, Julia. 2006. *Ethics: The Fundamentals*. John Wiley & Sons.
- Johnson, C. E. 2009 . *Meeting the Ethical Challenges of Leadership*. Third Edition. Thousand Oaks, CA: Sage.
- Thompson, Dennis F. 2005. *Restoring responsibility: ethics in government, business, and health-care*. Cambridge University Press.

Week	Content/Reading assignments
Week 1 (08/30)	<ul style="list-style-type: none"> • Introduction: Philosophical Perspectives in Administrative Ethics <ul style="list-style-type: none"> – Stephen Bailey. “Ethics and the Public Service”. <i>Public Administration Review</i>. (Dec 1964). – Thompson, Dennis F. 1985. “The possibility of administrative ethics.” <i>Public administration Review</i> : 555-561. – Cooper, Terry. 2004. “Big questions in administrative ethics...” <i>Public Administration Review</i> 64(4), pp. 395-40 – Marc Holzer (2022) The Future of Public Administration, <i>Public Integrity</i>, 24:1,

<p>Week 2 (09/06)</p>	<ul style="list-style-type: none"> • General Frameworks <ul style="list-style-type: none"> – Heath, Joseph. 2020. "A general Framework for the Ethics of Public Administration", in <i>The Machinery of Government</i> (pp. 46-93) – Buchanan, Allen. 1996. "Toward a Theory of the Ethics of Bureaucratic Organizations," <i>Business Ethics Quarterly</i> 6 (1996): 419–440; – Stewart, Debra W. "Managing competing claims: An ethical framework for human resource decision making." <i>Public Administration Review</i> (1984): 14-22. – Stivers, Camilla. 1991. "Toward a feminist perspective in public administration theory." <i>Women and Politics</i> 10.4 (1991): 49-65.
<p>Week 3 (09/13)</p>	<ul style="list-style-type: none"> • Administrative Responsibility (I) <ul style="list-style-type: none"> – Friedlich, Carl. 1940. "Public policy and the nature of administrative responsibility." <i>Public policy</i> 1 (1940): 1-20. – Finer, Herman. 1941. "Administrative responsibility in democratic government." <i>Public Administration Review</i> 1.4 (1941): 335-350. – Wakefield, Susan. "Ethics and the Public Service: A Case for Individual Responsibility". <i>Public Administration Review</i>. Nov-Dec 1976. – Gilbert, Charles E. 1959. "The framework of administrative responsibility." <i>The Journal of Politics</i> 21.3 (1959): 373-407.
<p>Week 4 (09/20)</p>	<ul style="list-style-type: none"> • Administrative Responsibility (II) <ul style="list-style-type: none"> – Cooper, Terry. 2006 "Administrative Responsibility: the key to Administrative Ethics" In, <i>The Responsible Administrator</i>. pp. 80-105. – Cooper, Terry. 2006 "Conflicts of Responsibility: The Ethical Dilemma" In, <i>The Responsible Administrator</i>. pp. 106-143. – Bryer, Thomas A. "Toward a relevant agenda for a responsive public administration." <i>Journal of Public Administration Research and Theory</i> 17.3 (2007): 479-500.

Week	Content/Reading assignments
Week 5 (09/27)	<ul style="list-style-type: none"> • Discretionality <ul style="list-style-type: none"> – Heath, Joseph. 2020. "Administrative Discretion and the Rule of Law" (254-299) – Goodin, Robert E. 1986. "Welfare, rights and discretion." <i>Oxford Journal of Legal Studies</i>, Vol. 6, No. 2 (Summer, 1986), pp. 232-261 – Molander, Anders, Harald Grimen, and Erik Oddvar Eriksen. "Professional discretion and accountability in the welfare state." <i>Journal of Applied Philosophy</i> 29.3 (2012): 214–230. – Thompson, Dennis F. 1980. "Moral responsibility of public officials: The problem of many hands." <i>American Political Science Review</i> 74.4 (1980): 905-916. • Administrative evils <ul style="list-style-type: none"> – Adams, Guy B., and Danny L. Balfour. 2014. <i>Unmasking administrative evil</i>. Routledge. (Chapter 1) – O’Leary, Rosemary. 2019. <i>The ethics of dissent: Managing guerrilla government</i>. Cq Press, 2019. (Chapter 1) – Dubnick, Melvin J et al. 2000. "Spirited dialogue: The case for administrative evil: A critique". <i>Public Administration Review</i>. (September/October 2000). – Morgan, Douglas F. "Varieties of administrative abuse: Some reflections on ethics and discretion." <i>Administration and Society</i> 19 (3): 267-284.
Week 6 (10/04)	<ul style="list-style-type: none"> • Discretionality <ul style="list-style-type: none"> – Heath, Joseph. 2020. "Administrative Discretion and the Rule of Law" (254-299) – Goodin, Robert E. 1986. "Welfare, rights and discretion." <i>Oxford Journal of Legal Studies</i>, Vol. 6, No. 2 (Summer, 1986), pp. 232-261 – Molander, Anders, Harald Grimen, and Erik Oddvar Eriksen. "Professional discretion and accountability in the welfare state." <i>Journal of Applied Philosophy</i> 29.3 (2012): 214–230. – Thompson, Dennis F. 1980. "Moral responsibility of public officials: The problem of many hands." <i>American Political Science Review</i> 74.4 (1980): 905-916. • Administrative evils <ul style="list-style-type: none"> – Adams, Guy B., and Danny L. Balfour. 2014. <i>Unmasking administrative evil</i>. Routledge. (Chapter 1) – O’Leary, Rosemary. 2019. <i>The ethics of dissent: Managing guerrilla government</i>. Cq Press, 2019. (Chapter 1) – Dubnick, Melvin J et al. 2000. "Spirited dialogue: The case for administrative evil: A critique". <i>Public Administration Review</i>. (September/October 2000). – Morgan, Douglas F. "Varieties of administrative abuse: Some reflections on ethics and discretion." <i>Administration and Society</i> 19 (3): 267-284.
Week 7 (10/11)	<ul style="list-style-type: none"> • Corruption <ul style="list-style-type: none"> – Ceva, Emanuela, and Maria Paola Ferretti. "Political corruption." <i>Philosophy Compass</i> 12.12 (2017): e12461. – Thompson, Dennis F. "Theories of institutional corruption." <i>Annual Review of Political Science</i> 21 (2018): 495-513. – Caiden, Naomi., and Gerald E J. Caiden. 1977. "Administrative corruption." <i>Public Administration Review</i> 37.3 (1977): 301-309. – Ferretti, Maria Paola. "A taxonomy of institutional corruption." <i>Social Philosophy and Policy</i> 35.2 (2018): 242-263.

Week	Content/Reading assignments
Week 8 (10/18)	<ul style="list-style-type: none"> • External Controls: Codes of Ethics <ul style="list-style-type: none"> – Chandler, Ralph Clark . 1983. "The Problem of Moral Reasoning in American Public Administration: The Case for a Code of Ethics". <i>Public Administration Review</i>. (Jan-Feb 1983). – Blake, Richard et al. "The Nature and Scope of State Government Ethics Codes". <i>Public Productivity and Management Review</i>. (June 1998). – Kernaghan, Kenneth (1997). "Towards a public-service code of conduct and beyond", <i>Canadian Public Administration</i> 40(1), pp. 40-54. – Huddleston, Mark W., and Joseph C. Sands. "Enforcing administrative ethics." <i>The Annals of the American Academy of Political and Social Science</i> 537.1 (1995): 139-149
Week 9 (11/01)	<ul style="list-style-type: none"> • Internal Controls: Ethics Education <ul style="list-style-type: none"> – Kernaghan, Kenneth. 2003. "Integrating values into Public Service: the values statement as centerpiece." <i>Public Administration Review</i> 63(6), pp. 711-19. – Roberts, Robert. "The rise of compliance-based ethics management: Implications for organizational ethics." <i>Public Integrity</i> 11.3 (2009): 261-278. – Rohr, John A. 1976. "The study of ethics in the PA curriculum." <i>Public Administration Review</i>: 398-406. – Mayer, Richard T., and Michael M. Harmon. "Teaching moral education in public administration." <i>Southern Review of Public Administration</i> (1982): 217-226.
Week 10 (11/08)	<ul style="list-style-type: none"> • Leadership <ul style="list-style-type: none"> – Northouse, Peter G. 2021. <i>Leadership: Theory and practice</i>. Sage publications. (Chapter 1) – Bass, Bernard M., and Paul Steidlmeier. 1999. "Ethics, character, and authentic transformational leadership behavior." <i>The Leadership Quarterly</i> 10 (2): 181-217. – Fahad Shakeel, Peter Mathieu Kruyen and Sandra Van Thiel. 2019. "Ethical Leadership as Process: A Conceptual Proposition", <i>Public Integrity</i>, 21:6, 613-624 – Brown, Michael E., and Linda K. Treviño. 2006. "Ethical leadership: A review and future directions." <i>The Leadership Quarterly</i> 17 (6): 595-616

Week	Content/Reading assignments
Week 11 (11/15)	<ul style="list-style-type: none"> • Whistleblowing <ul style="list-style-type: none"> – Bouville, Mathieu. "Whistle-blowing and morality." <i>Journal of business ethics</i> 81.3 (2008): 579-585. – Delmas, Candice. "The ethics of government whistleblowing." <i>Social Theory and Practice</i> (2015): 77-105. – Bocchiola, Michele. 2020. "The Distinctiveness of Whistleblowing." <i>The Journal of Value Inquiry</i> (2020): 1-20. – Ceva, Emanuela, and Michele Bocchiola. 2019. "Theories of whistleblowing." <i>Philosophy Compass</i>: e12642.
Week 12 (11/22)	<ul style="list-style-type: none"> • Integrity <ul style="list-style-type: none"> – Huberts, Leo WJC. 2018. "Integrity: What it is and Why it is Important." <i>Public Integrity</i> 20.sup1 (2018): S18-S32. – Kirby, Nikolas. 2021. "An 'institution-first' conception of public integrity." <i>British Journal of Political Science</i> 51.4 (2021): 1620-1635. – Hoekstra, Alain and Muel Kaptein. 2021. The Integrity of Integrity Programs: Toward a Normative Framework, <i>Public Integrity</i>, 23:2, 129-141
Week	Content/Reading assignments
Week 13 (11/29)	<ul style="list-style-type: none"> • Administrative Ethics in the World <ul style="list-style-type: none"> – De Vries, Michiel S. "Can you afford honesty? A comparative analysis of ethos and ethics in local government." <i>Administration and Society</i> 34.3 (2002): 309-334. – Kolthoff, Emile, Rodney Erakovich, and Karin Lasthuizen. "Comparative analysis of ethical leadership and ethical culture in local government: The USA, The Netherlands, Montenegro and Serbia." <i>International Journal of Public Sector Management</i> 23.7 (2010): 596-612. – Lui, Terry T., and Terry L. Cooper. "Values in flux: Administrative ethics and the Hong Kong public servant." <i>Administration and Society</i> 29.3 (1997): 301-324.
Week 14 (12/06)	<ul style="list-style-type: none"> • Summary of the course <ul style="list-style-type: none"> – No assigned readings