

PPD 667
PUBLIC ETHICS

SCHOOL OF POLICY, PLANNING, AND DEVELOPMENT
UNIVERSITY OF SOUTHERN CALIFORNIA

June 3-6 and July 8-11, 2010
9:00 am – 5:00 pm
RGL 219

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Focus of the Course

This course will examine the ethical dimensions of the political role, the public administrative role and the involvement of both of these roles in the public policy process. The central concern of the course will be the public administrator, but administrative ethics is more fruitfully considered in relationship to the politician and the making of policy. We will identify and reflect upon the obligations of the elected official and the administrator. We will address the ethical dilemmas confronted by each in their distinct functions, as well as in those responsibilities that overlap, the public policy process being the major area in which the administrator and politician find their roles converging. Having confronted these dilemmas we will consider appropriate ethical norms and principles for these roles.

Learning Style

Since the course is designed in a seminar-like manner it should be clear that participation in an active collegial learning process will be expected. The instructor will lecture from time to time in order to provide needed conceptual background, or to assist in integrating the material. However, it is assumed that adult learners will take responsibility for preparing for class, advancing their own ideas and engaging both the instructor and the members of the seminar in discussion of the issues. Needless to say, attendance is expected at all class sessions. It should also be understood that the professional experience of the seminar participants is an essential ingredient in the kind of learning process we will undertake. The sharing of insights,

ideas and working hypotheses, which have emerged from practical experience, will be encouraged.

Books

Terry L. Cooper, The Responsible Administrator: An Approach to Ethics for the Administrative Role, 5th ed. San Francisco: Jossey-Bass, 2006. Earlier editions will not suffice.

The Ethics of Legislative Life. Hastings-on-Hudson, New York: The Hastings Center, 1985. This will be available at the USC Bookstore on the 3rd floor as a custom reader.

William K. Frankena, Ethics, 2nd edition, Englewood Cliffs, NJ: Prentice Hall, 1973.

NOTE: This book is for general use in becoming familiar with some key philosophical concepts. Detailed comprehension is not expected or required.

Articles

In addition to the books listed above, a number of articles are included in the assigned readings. These will be available for purchase as a custom reader through the USC Bookstore Custom Publishing Department. The articles in this reader include classic pieces dealing with the various aspects of our course by distinguished authors whose work commanded the attention of scholars in the field.

I will be distributing current articles in class for later reading or highlighting in class.

Assignments

There will be three types of assignments for the course which are designed to contribute to the learning process in different ways:

1. Ethical Self-Analysis - This is a paper of approximately five pages in length which will be **due June 3**, the first day of class. After reading Frankena, Ethics, you should attempt in this paper to identify which of the various perspectives in ethical theory come closest to your own. For example, are your own views more similar to teleological (oriented to consequences) or deontological (oriented to duty) approaches (Frankena, pp. 12-60)? Try to provide illustrations from your own professional experience. After you have identified which of these broad perspectives is most similar to your own, then attempt to indicate which of the more specific points of view within that perspective represent your thinking. Which of the various forms of teleology or deontology can you support, or how do you combine them? Also, insofar as you are able to do so, indicate your reasons for identifying with that particular position. Beyond this initial examination of your views on deontology and teleology undertake the same kind of self-reflection with any of the other ethical perspectives and concepts treated in the remainder of the book that seem related to your own thinking. For example: Does virtue seem like a useful concept? Which ethical principles do you view as most fundamental?

This paper is not intended to be a polished philosophical statement. There are no right or wrong answers to the questions raised above. Rather this paper is for the purpose of establishing an **initial** point of contact between yourself and abstract theory. Also, we will use these papers in a class session as a way of getting acquainted with each

other's assumptions and perspectives. If you have not had course work in philosophy you may find this assignment challenging; just do the best you are able to do and do not panic if you are unable to apply some of Frankena's concepts.

2. Critiques of Reading Assignments - Each student will be responsible for preparing and presenting **one oral** critique of particular reading assignments, or combinations of reading assignments. These oral presentations should be approximately 5-10 minutes in length and **should be designed to stimulate discussion of the issues.** They are not intended to be summaries or reports of the readings. **It may be helpful to prepare a written list of questions or issues as a handout or PowerPoint to help focus the discussion.** The emphasis should be on raising questions, identifying points that need clarification, presenting alternative points of view, and drawing out the implications of the articles for practice. In cases where two or more articles are grouped together you should attempt to identify similarities and differences, underlying themes and common assumptions. The sign-up sheet for these critiques will be circulated in class on the first day.

3. Case Analysis - This assignment involves a paper of approximately 15 pages, **due on the last day of class (July 11)**, in which you analyze a real ethical dilemma related to public administration ethics. This may be either a dilemma that you have experienced personally, or one confronted by someone whom you know who works in government. If the latter, then you will need to conduct at least one thorough interview with the person involved. In either case you may change names and incidental facts to protect the identities of persons or organizations.

The paper should include the following:

- a. Brief description of the dilemma, including pertinent factual background information.
- b. Identification of all conceivable alternatives for resolving the dilemma.
- c. Probable positive and negative consequences of each alternative.
- d. Selection of one alternative on the basis of an explicit ethical principle, or set of principles, and the probable consequences.
- e. Justification for adopting that particular principle.
- f. Describe the characteristics of the organization involved that would encourage or impede the implementation of your chose alternative.
- g. Discuss the changes that would be necessary to make the organization more supportive of this alternative.
- h. Describe a management strategy to accomplish these changes.

***In doing items e-h you should draw upon the literature of the course as appropriate to illuminate, explain, and justify your responses.**

These papers will be presented in class during the second half of the course. The guidelines for the paper and will be discussed in class.

Due Dates:

1. Ethical Self-Analysis – June 3
2. Oral Critique - at time assigned for class
Discussion
3. Case Analysis paper - Last day of class—July 11

Grading

Grading for the course will be based generally on the following relative weights, although consideration will be given to the trend of performance:

Seminar participation	25%
Ethical self-analysis	20%
Oral critique	15%
Case analysis	25%
Case presentation	<u>15%</u>
Total	100%

Class Schedule

***I will provide a list of readings each day for the next day to allow flexibility in our schedule. However, the expectation is that you have read and studied the materials for each half of the course before the first day of each half. It is helpful to make a few notes on each reading when you complete it to help with recall when we take it up for discussion.**

First Half of Course—June 3-6

I. Ethical Concepts and Theories

Readings:

- Text Frankena, William. *Ethics*. 2nd Edition. Englewood Cliffs: Prentice-Hall, 1973. (This book is to be read for general familiarity with concepts.)
- A French, Peter A. "The Use of Moral Theories." In *Ethics in Government*, by Peter A. French, Ch. 3. Englewood Cliffs: Prentice-Hall, 1983.
- B Moore, Mark H. "Realms of Obligation and Virtue." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 3-31. Cambridge: Harvard University Press, 1981.
- C Brady, F. Neil. "Feeling and Understanding: A Moral Psychology for Public Servants." *Southern Review of Public Administration* 7, no. 2 (1983): 220-240.
- D Lilla, Mark T. "Ethos, "Ethics," and Public Service." *Public Interest*, no. 63 (1981): 3-17.
- E Brown, Peter G. "Assessing Officials." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 289-305. Cambridge: Harvard University Press, 1981.

Text Chapter 2. Cooper, Terry L. *The Responsible Administrator : An Approach to Ethics for the Administrative Role.* 5th Edition. San Francisco: Jossey-Bass, 2006.

F Whitbeck, Caroline. "Ethics as Design: Doing Justice to Moral Problems." *The Hastings Center Report* 26, no. 3 (1996): 9-16.

G Pinker, Steven. "The Moral Instinct." *The New York Times Magazine*, January 13, 2008: 1-17.

II. A. Administrative Ethics

H Cooper, Terry L. "The Emergence of Administrative Ethics as a Field of Study in the United States." In *Handbook of Administrative Ethics*, by Terry L. Cooper, 1-36. New York: Marcel Dekker, 2001.

I Menzel, Donald C., and Kathleen J. Carson. "A Review and Assessment of Empirical Research on Public Administration Ethics." *Public Integrity*, Summer 1999: 239-264.

Text Chapters 3-10. Cooper, Terry L. *The Responsible Administrator : An Approach to Ethics for the Administrative Role.* 5th Edition. San Francisco: Jossey-Bass, 2006.

J Yates, Douglas T. "Hard Choices: Justifying Bureaucratic Decisions." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 32-51. Cambridge: Harvard University Press, 1981.

K Goodin, Robert E., and Peter Wilenski. "Beyond Efficiency: The Logical Underpinnings of Administrative Principles." *Public Administration Review* 44, no. 6 (1984).

L Hart, David K. "Social Equity, Justice, and the Equitable Administrator." *Public Administration Review* 34, no. 1 (1974): 3-11.

M Richardson, William D., and Lloyd G. Nigro. "Administrative Ethics and Founding Thought: Constitutional Correctives, Honor, and Education." *Public Administration Review*, 47, no. 5 (1987): 367-376.

N Cooper, Terry L. "Hierarchy, Virtue, and the Practice of Public Administration: A Perspective for Normative Ethics ." *Public Administration Review* 47, no. 4 (1987): 320-328.

Handout Selections from:

Exemplary Public Administrators : Character and Leadership in Government, by Terry L. Cooper and N. Dale Wright. San Francisco: Jossey-Bass, 1992. **To be distributed in class**

Hart, "The Moral Exemplar in an Organizational Society"

Cooper & Doig, "Austin Tobin and Robert Moses: Power, Progress, and Individual Dignity"

Stivers, "Beverlee Myers: Power, Virtue, and Womanhood in Public Administration"

Bowman, "C. Everett Koop: Political Prudence and Political Integrity"

Cooper, "Reflecting on Exemplars of Virtue"

O White, Richard D. "Public Ethics, Moral Development, and the Enduring Legacy of Lawrence Kohlberg." *Public Integrity*, Spring 1999: 121-134.

Second Half of Course—July 8-11

II B. Administrative Ethics (continued)

P Cooper, Terry L., and Luther Gulick. "Citizenship and Professionalism in Public Administration." *Public Administration Review* 44 (1984): 143-151.

Q Hart, David K. "The Virtuous Citizen, the Honorable Bureaucrat, and "Public" Administration." *Public Administration Review* 44 (1984): 111-120.

R Spence, Larry D. "Moral Judgment and Bureaucracy." In *Moral Development and Politics*, by Richard W. Wilson and Gordon J. Schochet, 137-171. New York: Praeger, 1980.

S Sabini, John, and Maury Silver. "On Destroying the Innocent with a Clear Conscience: A Sociopsychology of the Holocaust." In *Moralities of Everyday Life*, by John Sabini and Maury Silver, 55-87. Oxford: Oxford University Press, 1982.

T Sabini, John, and Maury Silver. "Moral Reproach." In *Moralities of Everyday Life*, by John Sabini and Maury Silver, 35-53. Oxford: Oxford University Press, 1982.

U Bok, Sissela. "Blowing the Whistle." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 204-220. Cambridge: Harvard University Press, 1981.

- V Jos, Philip H., Mark E. Tompkins, and Steven W. Hays. "In Praise of Difficult People: A Portrait of the Committed Whistleblower." *Public Administration Review* 49, no. 6 (1989): 552-561.
- W Truelson, Judith A. "Whistleblower Protection and the Judiciary." In *Handbook of Administrative Ethics*, by Terry L. Cooper, 407-427. New York: Marcel Dekker, 2001.
- X Arnold, Jerry L. "Preface to: "Personal Integrity and Accountability." *Accounting Horizons* 7, no. 1 (1993): 56-57.
&
Boisjoly, Roger M. "Personal Integrity and Accountability." *Accounting Horizons* 7, no. 1 (1993): 59-69.

III. Political Ethics

- Reader The Hastings Center. *The Ethics of Legislative Life*. Report, Hudson: The Hastings Center, 1985.
- Y Fleishman, Joel L. "Self-Interest and Political Integrity." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 52-92. Cambridge: Harvard University Press, 1981.
- Z Thompson, Dennis F. "Private Life and Public Office." *Public Integrity*, Spring 2001: 163-180.
- 1 Thompson, Dennis F. "Moral Responsibility and the New York City Fiscal Crisis." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 266-285. Cambridge: Harvard University Press, 1981.
- 2 Chapter 12. Bok, Sissela. *Lying: Moral Choice in Public and Private Life*. New York: Vintage Books, 1979.
- 3 Chapter 1. Bok, Sissela. *Lying: Moral Choice in Public and Private Life*. New York: Vintage Books, 1979.
- 4 French, Peter A. "The Executed (Elected) Legislator." In *Ethics in Government*, by Peter A. French, Ch. 7. Englewood Cliffs: Prentice-Hall, 1983.
- 5 Grunebaum, James O. "What Ought the Representative Represent?" In *Ethical Issues in Government*, by Norman E. Bowie, 54-67. Philadelphia: Temple University Press, 1981.

- 6 French, Peter A. "Dirty Hands." In *Ethics in Government*, by Peter A. French, Ch. 2. Englewood Cliffs: Prentice-Hall, 1983.
- 7 Newbold, Stephanie R. "Statesmanship and Ethics: The Case of Thomas Jefferson's Dirty Hands." *Public Administration Review* 65, no. 6 (2005): 669-677.

IV. Policy Ethics

- 8 Warwick, Donald P. "The Ethics of Administrative Discretion." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 93-127. Cambridge: Harvard University Press, 1981.
- 9 Wolf, Charles. "Ethics and Policy Analysis." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 131-141. Cambridge: Harvard University Press, 1981.
- 10 Price, David E. "Assessing Policy: Conceptual Points of Departure." In *Public Duties: The Moral Obligations of Government Officials*, by Joel L. Fleishman, Lance Liebman and Mark H. Moore, 142-172. Cambridge: Harvard University Press, 1981.
- 11 Amy, Douglas J. "Why Policy Analysis and Ethics Are Incompatible." *Journal of Policy Analysis and Management* 3, no. 4 (1984): 573-591.

Grading scales

Seminar Participation—25%

A = 22.5-25

B = 20-22.4

C = 17.5-19.9

D = 15-17.4

F = Below 15

Ethical Self-Analysis—20%

A = 18-20

B = 16-17.9

C = 14-15.9

D = 12-13.9

F = Below 12

Oral Critique—15%

A = 13.5-15

B = 12-13.4

C = 10.5-11.9

D = 9-10.4

F = Below 9

Case analysis—25%

A = 22.5-25

B = 20-22.4

C = 17.5-19.9

D = 15-17.4

F = Below 15

Case presentation—15%

A = 13.5-15

B = 12-13.4

C = 10.5-11.9

D = 9-10.4

F = Below 9