

**JOHNSON SHOYAMA GRADUATE SCHOOL OF PUBLIC POLICY
UNIVERSITY OF REGINA**

GSPP 808: LEADERSHIP, ETHICS AND DEMOCRACY IN PUBLIC SERVICE

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Term: Fall 2007
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Course description:

This course explores the leadership, ethical and democratic dimensions of administrative behaviour in the public service in its broadest sense. The rise of the contemporary administrative state has led to considerable deliberation over the proper role of public servants in bringing about administrative responsibility. The growth of bureaucratic power has troubling implications for democratic governance, leading to concerns regarding the legitimacy of bureaucratic authority and adequate protection of Canadian constitutional values. Yet traditional approaches to dealing with the growth of bureaucratic discretion such as the ideal of neutral competence of government officials, technical expertise, and a focus on process have troubling implications for the role and disposition of personal beliefs and freedoms, leading to an attenuation of reflective and ethical behaviour in public life.

Course Goals:

The goal of the course is to provide students of the Johnson-Shoyama School with an opportunity to reflect on the ethical dimensions of public management. Since there are few dimensions of public and non-profit management that do not have ethical issues inherent in them, there would appear to be endless opportunities for ethical reflection which will help in your development as a professional public servant.

Unlike some aspects of a traditional MPA education, the study of ethics in particular does not have one best answer. There is no test or formula that will tell you what the right thing to do is in every situation. Instead there is only one type of foundation for proper and ethical action and that is judgement. Developing sound judgement however requires experience and reflection on your experiences.

Calendar Description:

There is a growing interest in leadership, ethics and democracy within the profession of public administration. This course examines these three key concepts in the making of a professional public servant and connects them to the environment in which decisions are made in government.

Required Book:

- H. George Fredrickson and Richard K. Ghere *Ethics in Public Management*, New York: M.E.Sharpe, 2005.

Other Texts available in library

- Larry Terry, *Leadership of Public Bureaucracies: The Administrator as Conservator*
- Harold F. Gortner *Ethics for Public Managers*
- David A. Good *The Politics of Public Management* (University of Toronto Press, 2003)

The required text will be available for purchase in the University of Regina bookstore.

Other handouts of articles will be distributed during the semester to your email account, during class periods and will also be available on WebCT.

Evaluation:

There is a heavy reading load in this class and people will not be able to perform well if they do not attend classes on a regular basis. Baring any extenuating circumstances, more on one missed class will be considered excessive and will jeopardize your academic credit for the class.

The weight of the various components of the class is as follows:

Article summaries: 30%
Research paper : 60%
Participation : 10%

1) *Article summaries*

You will be required to submit and present in class summaries of three articles and be prepared to discuss them in class. These will be assigned by the instructor and will consist of 30% of the final mark.

2) *Research Paper*

Research papers should be between 15-20 double-spaced pages excluding end notes, bibliography and appendices. **Your research subject and a brief outline of how you will approach it are due in Class 3; your paper is due in Class 13.**

You will present your paper (c. 15 minutes) to the class as a whole during one of the last class sessions. Use Strunk and White or Turabian if you have questions about spelling, syntax, grammar, flow of logical presentation, etc.—all of which I will be paying attention to. Good

prose provides a transparent window on the author's meaning; sloppy prose brings the reader up short and makes him or her want to resist your argument. You don't want that from me—or from your boss, or your boss's boss when he or she reads your memos at work. Late papers will normally have their grade reduced one full grade.

See below for some acceptable topics, but note that *virtually any other analogous topic that you clear with me will work*. Remember that we are not interested in the topic except as it presents an ethical dilemma, i.e., a conflict of two or more important values. After laying out sufficient background facts to orient the reader about the issue, identify as many of the conflicting values as you can and then note the major policy alternatives, considering to what extent each would realize (or not realize) those values. Argue for your choice of the “best” policy alternative from an ethical standpoint, giving logical reasons and evidence and visibly using what you've learned in this course—and from other courses, books and experience as appropriate.

Lay out opposing positions as strongly as possible, noting the ethical arguments on those sides, before countering; pushing over “straw men” won't score much for you, no matter how much you think the other side is crazy. (In fact, if you think it is “obvious” that someone should do X on this topic, pick another one, because that means that you feel so strongly that you can't put yourself in the place of a reasonable person on the other side.)

If you determine that the state of the issue precludes a clearly better ethical choice, for reasons such as a current lack of evidence or practice with the issue, or its speed of evolution (for example, certain decisions in the regulation of biotechnology, where such a case might plausibly be made), note that and attempt to narrow the possibilities. Remember that for a public administrator, the best choice is not necessarily the “purest” of some type; it's the best choice that will actually work, because you'll sooner or later be held accountable for getting things done. While the following are acceptable topics, they are meant simply to give you an idea of the kind of topic to choose:

- Using information technology as an “office control device” is ethical (or unethical).
- There are serious ethical problems with using the Internet as a policy tool or political device in a democracy.
- Health care must (or must not) include universal care.
- The legalization of individually selected euthanasia is ethical (or unethical).
- Public ethical standards should be (or should not be) higher than in private ethics.
- Lying by public officials may be ethical in certain situations (or is never ethical).
- Capital punishment is ethical for certain crimes (or never ethical).
- It is ethical (or unethical) for marijuana to be legalized for general use.
- Is it ethical to leak information in certain circumstances (or never ethical).
- The private lives of public administrators (politicians) ought to (ought not to) be made public.
- Government employees should (or should not) have the right to strike.
- Limitations on political actions by public employees and members of some kinds of non-profit associations are (not) ethical.

NOTE: GRADES ON ALL WRITTEN ASSIGNMENTS will be based on both substance and format; in other words, I expect research papers to follow proper term paper format as spelled out in any of the standard references (writing manuals) such as Turabian, the American Psychological Association Handbook, MLA, or Secretary of State. **I will grade for spelling, syntax, grammar, the logical flow and structure of information, and etc.** You will not receive an A on any paper if it is written poorly (no matter how substantive the paper may be).

In preparing your term papers, you may need several consultations with me. A class break is not usually sufficient to assure all the proper feedback you will need for progress. Please set up an appointment with me when appropriate. For problems requiring a short response, please call me during my office hours or send me an e-mail. It is highly recommended that you try to identify term paper subject options in the first three weeks of class so that you can perform preliminary research necessary to support a coherent proposal.

Absence is a serious matter. Missing two or three classes can seriously hamper your performance. If you know you will miss several classes, it is probably wise not to take the course.

Seminar Schedule

1. Introduction to Ethics and Public Service

Text: Chapter 1 and 2

Gortner Chapter 1 and 2 “Ethics and Public Administration” “The Gordian Knot Still Tied: Ethical Dilemmas and the Public Manager”

2. The Role of Values

Text: Chapter 12 and 13

“A Strong Foundation: Report of the task force on public service values and ethics”

John W. Langford, “Acting on Values: An ethical dead end for public servants” *Canadian Public Administration* Volume 47 (Winter, 2004) 429-450.

D. B Dewar, “Public Service Values: How to Navigate in Rough Waters”, The Dewar Series, CCMD

Kenneth Kernaghan – “Ethics: Do they Provide a Core of Stability in a Changing World” Dewar Series, CCMD

3. Democracy and Public Administration

Text: Chapter 3 and 14

Gary Wamsley et, al “A Legitimate Role for Bureaucracy in Democratic Governance” in Larry Hill ed. *The State of Public Bureaucracy* (New York M.E. Sharpe, 1992), 59-86.

John P. Burke and Robert E. Cleary “Reconciling Public Administration and Democracy: The Role of the Responsible Administrator” *Public Administration Review* 49 (Mar-Apr, 1989), 180-186.

Kenneth J. Meier, “Bureaucracy and Democracy: The Case for More Bureaucracy and Less Democracy” *Public Administration Review* 57, No 3 (May-June, 1997), 193-199.

4. Ethic and Public Management

Text: Chapter 5

Dennis F. Thompson, “The Possibility of Administrative Ethics” *Public Administration Review* 45 (Sept-Oct, 1985), 555-561.

Linda DeLeon and Peter De Leon, *The Democratic Ethos and Public Management. Administration and Society*, Vol, 34, No. 2, May 2002. 229-250.

“Robert P. Gross, “A Distinct Public Administration Ethic” *Journal of Public Administration Research and Theory*, (1996) 4: 573-597.

5. Public Service and Citizenship

Text: Chapter 6

David K. Hart, *The Virtuous Citizen, the Honorable Bureaucrat and Public Administration*, *Public Administration Review* Vol 44, March 1984, 143-151.

Terry Cooper, “Citizenship and Professionalism in Public Administration” *Public Administration Review* Vol 44, March 1984, 143-151.

Ralph Chandler, “The Public Administrator as Representative Citizen: A new Role for a New Century,” *Public Administration Review* Vol 44. March 1984, 196-206.

Mohamad G. Alkadry, "Deliberative Discourse Between Citizens and Administrators: If citizens Talk, Will Administrators Listen?" *Administration and Society* Vol 35 No 2, May 2003 (184-209).

6. Ethic and the New Public Management

Text: Chapter 8 and 10

Larry Lynn, "Public Management" WebCt

Richard Chapman, Problems of Ethics in Public Sector Management" *Public Money and Managemenet* (January-March, 1998)

7. The Ethics of Whistle-blowing

H.R. Laframboise (1991) "Vile wretches and public heroes: the ethics of whistleblowing in government," *Canadian Public Administration*, 34:1 (Spring), 73-77.

Phillip Jos, et al, "In Praise of Difficult People: A portrait of the Committed Whistleblower" *Public Administration Review* vol 49 (Nov-Dec, 1989), 552-461.

Kenneth Kernaghan (1991) "Whistle-blowing in Canadian governments: ethical, political and managerial considerations," *Optimum: The Journal of Public Sector Management*, 22:1, 34-43.

John Grace, "The ethics of information management," *Canadian Public Administration*, 34:1 (Spring), 95-100.

Office of Values and Ethics. (2001) Policy on the Internal Disclosure of Information Concerning Wrongdoing in the Workplace. November.

8. Conflict of Interest

John W. Langford (1991) "Moonlighting and mobility," *Canadian Public Administration*, 34:1 (Spring), 62-72.

John W. Langford (1991) "Conflict of Interest: what the hell is it?" *Optimum: The Journal of Public Sector Management*, 22:1, 28-33.

9. Law and Ethics

Text: Chapter 11

J. Michael Martiez, "Law Versus Ethics: Reconciling Two concepts of Public Service Ethics" *Administration and Society* vol 29 No. 6. (January, 1998), 690-722.

10. Ethical Climate and Ethical Ideology

Text: Chapter 4

Ken Rasmussen, David Malloy and James Agarwal, "The Ethical Climate of Government and Non-Profit Organizations: Implications for Public-Private Partnerships" *Public Management Review* 5:1 (2003) 83-97.

11. Ethics and Leadership

Text: Chapter 5 and 6

Larry D. Terry Chapter 1 "Bureaucratic Leadership in a Democratic Republic and Chapter 2, "A Model of Administrative Conservatorship

Terence R. Mitchell, Williamdn G. Scott "Leadership Failures, the Distructing Public and the Prospects of the Administrative State" Public Administration Review 47(Nov-Dec, 1987), 445-452.

Robert Behn " What Right Do Public Managers Have to Lead? Public Administration Review 58 (May-June, 1998), 209-224.

Dennis Thompson, "Democratic Dirty Hands," *Political Ethics and Public Office*, pp. 11-39.

Presentations weeks 12 and 13.