

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

IN THIS ISSUE

From the Chair	1
An Ethtalk Discussion	3
Section News	4
Teaching Public Service Ethics	5
ET International	19
Contact Information	22
The Last Word	23

FROM THE CHAIR

ORGANIZATION STRUCTURE AND CULTURE STRIKE AGAIN!

Terry L. Cooper



In the Autumn 2003 issue of Ethics Today, I discussed the space shuttle Columbia's disastrous break-up on re-entry into the Earth's atmosphere in that year and related it to the explosion of the Challenger in 1986. My intention there was to call attention to the similar role played by problems of organization structure and culture, and the conduct of executive leadership in each of those tragic cases. And now we have another horrific case of an organization run amuck in the unfolding stories of the U.S. military prison in Iraq called Abu Ghraib.

Reading through the Final Report of the Independent Panel to Review DoD Detention Operations issued in August of this year, it is clear once again that organizational factors played a large role in the inhumane and depraved conduct of some of the guards in Abu Ghraib and other detention facilities under our military control. Responsibilities for oversight by superior officers were not carried out consistently. Once again executives and managers failed to establish and maintain responsibility for the structure and culture of organizations they were charged to lead and control. Rules and guidelines for interrogation adopted for one time and place, the prisons in Guantanamo, were allowed to "migrate" to other facilities in very different places such as Abu Ghraib. Instructions took on the kind of ambiguity that allows the worst of human impulses under extreme conditions to surface. Women and men in our military were inappropriately assigned to duties for which they had not been trained and given little support and supervision in extraordinarily difficult circumstances.



Ethics Today

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ETHICS SECTION

Ethics Today is the newsletter of the ASPA Section on Ethics. Following is a list of Executive Committee (ExComm) members and Officers for the Section.

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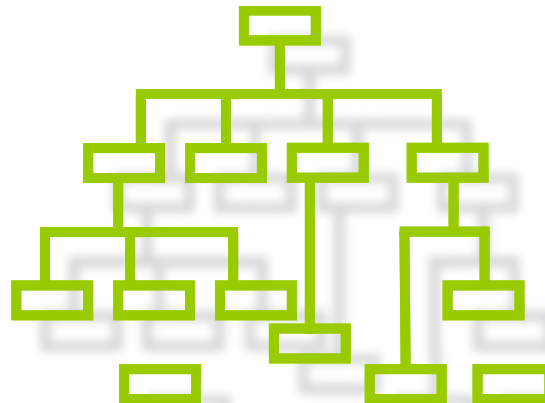
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In the recent July/August issue of *Public Administration Review*, in the course of discussing some of the big questions in the study of administrative ethics, I asked how we might design organizations whose structure and culture might better support ethical decisions and conduct. In my judgment, the abominations that were allowed to go on at Abu Ghraib call out to us once again to consider how we might bring our best thinking and knowledge of organization structure and culture to bear on more intentionally designing organizations that encourage and support ethical conduct.

¹ U.S. Department of Defense, Independent Panel to Review DoD Detention Operations, August 24, 2004. Available online at: <http://www.defenselink.mil/news/Aug2004/0824finalreport.pdf>

² "Big Questions in Administrative Ethics: A Need for Focused, Collaborative Effort," *Public Administration Review*, 64, no. 4, 400.



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WHY IS A COUNCIL/MANGER GOVERNMENT BETTER?

By James Heichelbech

A recent request for information about the council/manager form of city government on the Section listserv generated a lively discussion. At first glance, the question seemed relatively straightforward, if somewhat loaded:

“Why is the council/manager form of city government a better business like approach to running a city than a council/mayor form?”

The responses that followed went above and beyond simply providing some references to include in a bibliography. We found out just how complicated this question really is and learned that public administration is indeed as complex as we always claim. A quick response from Dan Williams helped us begin unpacking the issues beneath the surface:

“The answer is, it isn’t. The council/manager form of government deliberately disguises the fact that a non-elective official wields extensive discretionary power and claims not to. In other words, it is an essentially political device, not a business model. This feature can be found throughout the history of the council/manager implementation and is suppressed through the myth of the politics/administration dichotomy.”

If the question wasn’t enough to stir some emotion, this response certainly was. In the course of the conversation that followed, we received answers to a number of important questions about the city/manager form of government. We thought it would be nice to capture the experience by including a few excerpts in this issue of *Ethics Today*.

“Council/Manager” continued on page 10.

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

SECTION NEWS

The Ethics Section web site is now merged with the Ethics Knowledge Community web site at:

<http://www.aspanet.org/ethicscommunity/>

Members of the Section are invited to examine the web site and offer suggestions for improvement.

Do you have news or an ethical issue you would like to raise to the general membership? Want to let the ASPA ethics community know about an event? Need ethics-related contributions for a journal or conference? Send your comments and requests to:

Ethics Today

James Heichelbech, Editor
jheichelbech@comcast.net

MEMBER NEWS

Mylon Winn has accepted a position as Chair of the Department of Public Administration at the Nelson Mandela School of Public Policy and Urban Affairs at Southern University in Baton Rouge, Louisiana.

Rob Bittick presented two papers in London, England at the Academy of Business Administration's 2004 International Conference. The papers were entitled, "Social Equity and Property Rights: Bringing Locke Back into the Debate," and "Institutional Credibility: Connecting Ethical Public Administration with a Nation's Institutional Environment." He also chaired the first panel called "Public Administration Debates." These papers will be published in conference proceedings.



Ethics Today

Volume 7, Number 1

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One of the goals of the Ethics Section newsletter is to facilitate communication among members. As ethics becomes more integrated into the daily lives of academics and practitioners, it becomes even more important to share with one another what we know. This is particularly true when it comes to training and teaching. To that end, a request was made for articles describing experiences with training or teaching public sector ethics. If you have found a tried and true approach to teaching ethics or have just started teaching and would like some feedback, please feel free to share with the Section by contacting the editor of Ethics Today (jheichelbech@comcast.net).

TEACHING PUBLIC SERVICE ETHICS

By Margaret Stout

In light of the PA Times October supplement on education, it's a good time for those of us in the Ethics Section to revisit the ways in which we teach public service ethics, and share with one another what works and what doesn't work. This past summer I had the opportunity to prepare and teach a course in public service ethics to a group of adult students from the public sector who were coming to the end of their bachelor's degrees, many of whom planned to move on to an MPA program. (Will someone remind me not to teach ethics in a five-week time frame again?!)



The learning objectives for the course were:

1. To explore and better understand one's own core values and ethical standards.
2. To more fully comprehend the need for ethics in a democratic society, as well as the challenges democracy poses.
3. To recognize the special role those in public service perform, and the resulting ethical standards to which they are held.
4. To learn decision-making models for ethical dilemmas in public service.
5. To demonstrate an ability to grapple with tough ethical issues, relying on the knowledge gained through the other four learning objectives.

In terms of the learning approach, I used select readings and even short quotes in the syllabus to offer diverse perspectives without demanding more than about 125 pages per session. While I found it challenging to lighten the reading load from what I would do with an MPA cohort, I found the choices of more "why to" and less "how to" be productive. Writing assignments included personal narrative, scholarly essays, and academic research approaches. Class activities included a moderate amount of lecture, small group discussions and exercises, large group discussions and exercises, and film interpretation. To encourage dialogue during lectures, I simply asked that students to select one quote from the assigned readings that struck them as poignant in some way, and to be prepared to share their reflections with the class. I noticed that this increased personal interest in the topics being covered during the lecture, and worked

"Teaching" continued on page 15

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

CALL FOR BOOK REVIEWS

PUBLIC INTEGRITY

Public Integrity is looking for book reviews. Read a good book lately? Something of interest to our readership? For example, a book about health care, politics, education, defense, corruption, environment, leadership, budgeting, or accountability? We are looking for anything that has a connection with values, ethics, or morals. Please submit your reviews! We are especially interested in books having a 2003 or 2004 copyright date. We publish both single book reviews, as well as essays of three or more books (some of which might have earlier copyright dates). Please share your reviews or proposals to do reviews! You can reach me at rws@clemson.edu. Please, share your insights with others by writing a book review for *Public Integrity*! Submission guidelines are below. We look forward to hearing from you!

PUBLIC INTEGRITY GUIDELINES

Single book reviews should be about 1,300 - 1,700 words. Book reviews should begin with one or two paragraphs summarizing the main points of the book. Then, the main body of the review should focus on matters of the book that deal with ethics, values, or morals. Reference to ethics, values, morals should be made explicit. The review should close with implications for public administration practice and, optionally, implications for scholarship. Please try to write the review with a practitioner audience in mind.

Public Integrity also publishes book review essays of 3-4 books with a common theme. Review essays typically are 2,500 - 3,500 words. After a brief introduction to the importance or new developments of the common subject matter, the review essay should be divided into sections with headings that discuss different issues relevant to ethics, values, or morals. For example, a book review essay on the theme of community-building might have these two sections: the meaning of community; and government and the public interest. Thus, book review essays do NOT sequentially discuss the different books. As with single reviews, the essay should close with implications for public administration practice and, optionally, implications for scholarship. The review should be accessible to a practitioner audience.

Please contact the book review editor if you have any questions:

Dr. Robert Smith, Director
Master of Public Administration Program
Department of Political Science
Clemson University
230 E. Brackett Hall
Clemson, SC 29634
E-Mail: rws@clemson.edu
Phone: 864/656-3550
Fax: 864/656-0691

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

HAVE I
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In addition to ASPA national and chapter membership, which includes 12 issues of *PA Times*, 6 issues of *Public Administration Review*, reduced conference rates, discounts on publication, and access to web site resources, Ethics Section members also receive a subscription to *Public Integrity* and have access to the Section listserv, *ethstalk*, where members engage in meaningful discussions and share critical information about ethical issues in the public sector.





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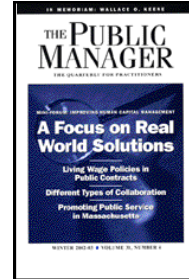
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Minnesota (31)

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Mississippi (91)

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Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

Q: What is the council-manager form of government?

A: The council-manager form is the system of local government that combines the strong political leadership of elected officials in the form of a governing body, with the strong managerial experience of an appointed local government manager. The governing body, commonly known as the council, may also be referred to as the commission or the board. The council-manager form establishes a representative system where all power is concentrated in the elected council and where the council hires a professionally trained manager to oversee the delivery of public services. ICMA

Q: Where does the mayor or chairperson of the governing body fit in?

A: Mayors or chairpersons in council-manager communities are key political leaders and policy developers and their duties, responsibilities, and authorities depend on the organization's charter. In council-manager communities, typically the mayor or chairperson presides at council meetings, serves as a spokesperson for the community, facilitates communication and understanding between elected and appointed officials, assists the council in setting goals and advocating policy decisions, and serves as a promoter and defender of the community. In addition, the mayor or chairperson serves as a key representative in intergovernmental relations. The mayor or chairperson, council, and manager constitute a policy-development and management team. ICMA



“Council/Manager” Continued From Page 3

What is the council/manager form of city government?

Providing useful guidance, Michelle Poche responded by sharing some information about the Council-Manager form of government. Along with an attached PDF, she directed us to the ICMA website (www.icma.org) where we could find a library of related documents (A few of those answers are included here in the blue boxes on the left).

Jim Svava also shared some important details about the history of the council/manager form of government.

“The founders of the council-manager plan expected the manager to play a substantial role in policy formation. They also expected active oversight of administrative practices by the council. In the commentary on the 1915 model charter, the writers indicated that the council and manager ‘are not two antagonistic elements, each seeking to enlarge its sphere of action at the expense of the other. They are not even independent powers in the government, each working in a distinct field, performing its appropriate acts, and having for these purposes an authority of its own. On the contrary, they are two parts of the same mechanism, or we may liken them to two elements in one chemical compound whose combined qualities give the character to the substance. In a sense, they take part jointly in every act performed.’”

What does it mean to say that the city/council form of government is a business like approach?

Others provided some insight into how this form of city government is business-like. Robert Goss explained that,

“It is like a business model because under the council-manager plan the council itself serves as a type of “board of directors” in setting broad policies while the professional manager carries them out efficiently. It is simply another example of the politics-administration dichotomy.”

Ethics Today

Volume 7, Number 1

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Q: What is the council's function?

A: The council is the legislative body; its members are the community's decision makers. Power is centralized in the elected council, which approves the budget and determines the tax rate, for example. The council also focuses on the community's goals, major projects, and such long-term considerations as community growth, land use development, capital improvement plans, capital financing, and strategic planning. The council hires a professional manager to carry out the administrative responsibilities and supervises the manager's performance. ICMA

Q: What is the manager's function?

A: The manager is hired to serve the council and the community and to bring to the local government the benefits of training and experience in administering local government projects and programs on behalf of the governing body. The manager prepares a budget for the council's consideration; recruits, hires, and supervises the government's staff; serves as the council's chief adviser; and carries out the council's policies. Council members and citizens count on the manager to provide complete and objective information, the pros and cons of alternatives, and long-term consequences. ICMA

Q: Do managers participate in local politics?

A: All managers who belong to ICMA are bound by its Code of Ethics, which states that every member of the Association shall refrain from all political activities that undermine public confidence in professional administrators and refrain from participation in the election of members of the employing legislative body. ICMA

What political role has the city/council form of government played?

Although facts and history are important for those of us who are just trying to figure out the public administration landscape, it was exciting to watch as the simple question, "what is the council/manager form of city government," was replaced by the more difficult task of figuring out what the council/manager form of government *really* is.

"I don't believe the policy/administrative dichotomy is as strong as people want to portray it. It is a myth. It is also a myth in the private sector as well. Our leadership model, the public model, is one of shared ownership and shared leadership."
Tom Gardner

This part of the conversation grew from Dan Williams' description of this form of government as "an essentially political device, not a business model." Allen Stout responded to Williams' assertion that the council/manager form of government is a "disguise... suppressed through the myth of the politics/administration dichotomy."

"If we accept that the politics/administration dichotomy is a myth (a claim that I believe is broadly noncontroversial), then I fail to see how an administrator's ability to wield 'extensive discretionary power' constitutes a deliberate disguise. Are city managers generally claiming that they have no discretion? And, who is doing the suppressing?"

One of the great parts of being involved in ASPA is that unlike many academically-oriented associations, our members are out in the world. Rather than merely adding to the intellectual debate about the issue, Terry Cooper provided an excellent example of how managers do indeed disguise their discretionary power.

"A decade ago I was invited to spend a weekend with 50 or so city managers. My part of the program was to lay out

Ethics Today

Volume 7 Number 1

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Q: Does the manager participate in policy determination?

A: The manager makes policy recommendations to the council, but the council may or may not adopt them and may modify the recommendations. The manager is bound by whatever action the council takes. ICMA

my ideas about public administrators as fiduciary citizens, a concept I began developing in the early 1980s and then presented in more complete form in one of my books, *An Ethic of Citizenship for Public Administration*."

"As I talked about administrative discretion the howl went up from around the room rejecting the notion that they had any real power or discretion. They insisted that they were just servants of the city council and lived very tenuous lives ("3 votes out of 5 and I am out of a job...") I engaged them around this dispute at length, but gained only very reluctant admission that they are more than neutral technical managers. However, that evening around the fireplace in the lodge, and after a few drinks, they began telling the usual war stories about how they put one over on the council in various ways. There were stories about manipulating the agenda, preparing reports in the 'right way,' and how they worked privately with members of the council to secure their votes for a particular measure."

"I listened to these stories for a long time that evening and then pointed out to them that the experiences they had just enjoyed sharing and laughing about proved my point much better than I could have ever done as an academic. They had been admitting their power and discretion in the policy process and enjoying it considerably. The room became very quiet and people started drifting off to their rooms. I guess I spoiled their evening by confronting them with their own admissions of power."

With this example, Cooper believes he has an answer to Stout's question and helps us understand what Williams meant when he said that the council/manager form of government is a "disguise." Cooper's interpretation is concrete and to the point, focusing on our responsibilities with respect to such a disguise.

"I deeply believe the perpetuation of the politics-administration dichotomy and the refusal to admit discretion and policy making power is just a convenient mask we should not allow to remain unchallenged whether it is being advanced by the reinventing crowd or by practitioners like city managers."

"I agree that the myth is still with us. The reinventing government literature does try to perpetuate the myth, but that does not make it any more of a reality – just another reluctance to face reality as established in the literature and admitted by city managers and other practitioners in their more candid moments. In my judgment, the myth is perpetuated by city managers and other practitioners as a convenient way of avoiding having to admit that they do exercise significant discretion and therefore policy making power. It is a kind of mask for the power they exercise."

Howard Whitton shared some thoughts about why these managers might react in this way.

"When Terry recounts how his group said that they didn't 'really' exercise discretionary power, (etc) , I suspect that their 'really' may be a pointer to some level of recognition by them that the discretion they were in fact exercising was not legitimate, but was, on some view, necessary."

"This is I think a general view, at least in Australia: in a survey I conducted among state officials in 1991

Ethics Today

Volume 7 Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

and again in 1996, I asked the respondents to indicate the extent to which they agreed with the proposition (somewhat short-handed here, as): 'Governments make policy: public servants just implement it.' Over 90% agreed or agreed strongly, in both surveys, though their everyday practice (which I was able to observe as a civil servant in the same system over several years) strongly suggested otherwise."

Whitton offered an explanation based on this data, revealing something about why the politics/administration dichotomy persists and what it means to managers.

"It seemed to at the time that the respondents were understanding the proposition as essentially normative (such as 'Governments (should) make policy and public servants (really should) just implement it'). There was no doubt that they saw themselves as apolitical technocrats, generally loyal to the government of the day, and generally obedient to the law, but with a fair degree of professional discretion to 'help the Minister/Council make things work.' But in fact they were quick to admit among themselves that their Minister 'needed help.'"

"My experience with city managers suggests they are generally practical utilitarians who are willing to stretch their discretionary policy making role when it seems to lead to good results as they define 'good': efficient and effective programs and services run without regard to political factors."

Jeremy Plant

"A form of government does not make decisions; people with the responsibility for decisions make decisions."

Raymond Cox

Is the council/manager form ethically better?

As with many of the discussions on Ethtalk, we gained ground rather quickly, getting a sense of what the issues are and how to think about the question. In this case, the question turned out to be more complex than perhaps was intended, but the conversation allowed us to get down to the more pressing question – is this *better* form of government?

There are, of course, two different questions. Is the council/manager form of government in its ideal form better? Is the council/manager form of government as it actually works better?

Raymond Cox helped bring the discussion into perspective by reminding us that "ethics is essentially about decision-making...a task only an individual can undertake."

Jim Nordin added to this a clarification of the underlying issue for individuals who are making a good-faith effort to make decisions appropriately.

"In public service, the balance between influence based on expertise (the manager) and the public will (the council) is always tenuous, and should be. It is largely the responsibility of the manager to provide the thoughtful balance that is necessary - clearly an ethical issue."

Ethics Today

Volume 7 Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

CALL FOR PAPERS

State and Local Government Review From "Quiet Crisis" to "Perfect Storm": Civil Service Reform

State and Local Government Review invites scholars to submit articles on human resource reforms and government employment practices, with special attention to issues of at-will employment. The symposium seeks to commission approximately eight articles (research and commentary) from various disciplinary perspectives, notably economics, political science, public administration, history, sociology, law and/or public policy. A mix of case studies, legal analyses, empirical research, and normative essays is sought.

Topics of particular interest include:

1. At-Will Employment
2. Changing Labor-Management Relations
3. Employee Rights
4. Developments at City/County, State and Federal Levels

Articles should be approximately 20 double-spaced, typewritten pages plus notes, reference and exhibits. Proposals should include title, description of approach, and linkage to symposium theme. Co-editors suggested that proposals will be selected by September/October, completed papers will be due by March 2005, and co-editors' suggested revisions and author turnaround will be done by June 2005.

Decisions to commission authors will be made by the guest editors, James S. Bowman (Florida State University) and Jonathan P. West (University of Miami), in consultation with the editor of *SLGR*. Articles will be refereed by anonymous reviewers, and they will be expected to meet standards of scholarly excellence. The co-editors will make final judgments regarding suitability for publication in the journal. It is anticipated that a book project expanding on the symposium will include additional papers. A style guide for the journal is available on the *SLGR* website: www.cviog.uga.edu/slgr/submission.html

Proposals should be sent by e-mail attachment in Word format to each of the co-editors at jbowmand@garnet.acns.fsu.edu and jwest@miami.edu. Questions should be directed to the co-editors.

Although the conversation ended with various participants admitting that the issues were too complex to resolve through Ethtalk, what we really saw was that this issue comes down to some standard controversies in public sector ethics. To what extent should managers exercise discretion? To what extent should expertise guide policy? Do we have empirical evidence to support claims about what managers are doing and how they view their responsibilities? This discussion, much like others on Ethtalk, helped us by improving our understanding of how all of these questions matter.

The full discussion that appeared on Ethtalk can be found at http://aspaonline.org/mailman/listinfo/ethtalk_aspaonline.org.

Ethics Today

Volume 7 Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

“Teaching” Continued From Page 5

best when allowed to emerge during the lecture and discussion, rather than going linearly through the readings or round-robin with the group. As always, small group discussion formats and exercises were particularly enjoyed, while covering difficult material (due to the short time frame of the course) via lectures was dreaded.

In terms of the philosophical perspective of the content, there are many ways to approach public service ethics, including at minimum normative and administrative views. As anticipated, the students believed that our exploration of ethics would focus primarily on incidents of unethical or corrupt behavior in the public sector, and rational or technical ways to prevent such behavior through management techniques. For that purpose, I offered Carol Lewis' book, *The Ethics Challenge in Public Service: A Problem-Solving Guide* (Lewis, 1991) as an excellent resource (because she offers normative underpinnings as appropriate to the technique being discussed). However, I framed the majority of the course from the perspective that the most common ethical challenges are not based on moral issues, and even those which appear to be black and white are not constant through time and place. Thus, like Terry Cooper (Cooper, 1991, 1998), we began with the assumption that public servants in the United States are first and foremost, citizens in a democratic process within a postmodern condition where values conflict and ethical dilemmas abound. All that is happening before they are

employees within a public bureaucratic hierarchy that serves a political system that is primarily representative and sometimes more participative. If for no other reason than administrative discretion, we agreed to consider ethics as an individual, rather than an organizational, administrative, or judicial responsibility.

We began by exploring and better understanding our own core values and ethical standards, for which we found Kouzes & Posner's *Leadership Challenge* very valuable (Kouzes & Posner, 2002). Once we had created a “master list” of our values, we considered where they came from, and found some developed in personal life, others in organizational life, and still others so embedded in our culture that we couldn't identify a specific source, and they were shared by virtually everyone in the cohort. Using this values list as a source, the class wrote a personal credo and wrote reflective essays on one of the films assigned: *Scent of a Woman*, *A Few Good Men*, or *Swordfish*. The resulting essays and group discussions were thoughtful and surprising to many of the students.

With the help of Rushworth Kidder (Kidder, 1995), we discovered that in a democracy with the level of pluralism that exists in the United States, it is not always as simple as “right” versus “wrong,” but competing and different “rights.”

We continued with how ethical dilemmas present themselves to all of us in both our personal and professional lives on a regular basis. With the help of Rushworth Kidder (Kidder, 1995), we discovered that in a democracy with the level of pluralism that exists in the United States, it is not always as simple as “right” versus “wrong,” but competing and different “rights.” Using readings from a variety of scholars, we explored why, for public service professionals in particular, ethics

Ethics Today

Volume 7 Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

carries with it added dimensions because we are, in essence, responsible for implementing important aspects of democracy (Box, 1998; Dahl, 1998; Frederickson & Frederickson, 1995; Frederickson & Hart, 2001; Gawthrop, 1998; King & Stivers, 1998). To be aware of and sensitive to the ethical dimensions of decisions will help us to uphold that public trust.

Moving fully into the specific normative perspective of citizenship and participative democracy, we explored why it is that technical expertise needs to be in service to the democratic process, rather than dictating both process and outcomes—the old adage of experts on tap, not on top. While Box's citizen governance model framed this discussion, important readings from others supported the premise (Cooper, 2001; R. B. Denhardt & Denhardt, 2000). I framed all of this discussion within a basic public administration timeline, which seemed to help the group position themselves within philosophical views and their historical roots.

From there, we moved on to the typical tools we use to uphold democratic values and professional accountability: accountability to these expectations is enforced by codes of ethics, organizational rules, law, ethics officers, and cultural climates (Huddleston & Sands, 1995). However, with the grounding we had in the individual and citizenship aspects of ethics, we had a strong foundation for skepticism about the efficacy of these tools—they must be aligned with and acceptable at the individual level to work well (Cooper, 1998; K. G. Denhardt, 1988).

To better understand some of the core components of codes of ethics in the public sector, I assigned concept papers (short literature review format) on:

- Accountability

- Administrative Discretion
- Citizenship
- Compliance
- Corruption
- Ethics
- Integrity
- Professionalism
- Public Interest (versus Self Interest)
- Responsibility
- Values

Finally, in preparation of analyzing case studies, we entered into a discussion of decision-making models for ethical dilemmas in public service. Kidder's method provided the most accessible model for these students (Kidder, 1995). His ethical analysis process is simple, understandable, and outside of the context of specific disciplines or professions. However, it does not specifically direct an individual to consider organizational and cultural values, and case analyses resulted primarily in essays that focused on personal values. Therefore, I used Box's framework for citizen governance to construct a case analysis procedure that focused specifically the democratic and organizational values he identifies, which of course, were present on the class' master list.

As always, the course received mixed reviews, from excellent to terrible. (I'm not a follower of grade inflation to ensure that employees receive full tuition reimbursement, but then, that's an ethical issue...) Many of the students reported seeing their responsibilities in the public sector in a very different light. They truly had never considered themselves as "keepers of democracy" or as holders of power in terms of administrative discretion. If these are the only notions they took away from this course, I am pleased.

Ethics Today

Volume 7 Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

"It helped remind me what my public service job is and what is expected of me."

"Ethics have an important role in government/public service. New models for public administration continue to be created. My beliefs were strengthened. I have theory to apply to current practices and more tools to analyze actions."

"For any given situation, there may be many, many valid ways of thinking. The introspective nature of many classes has made me more comfortable with myself."

"[The most valuable concepts received from the course were] ethics application in workplace and models to guide decision making process."

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Margaret Stout is a fourth year doctoral student in Public Administration at Arizona State University. Her teaching interests include Public Service Ethics, Public and Nonprofit Administrative Theory, Public Policy Theory and Analysis, Community Development, and Deliberative/Discursive Governance. She anticipates that her dissertation will consider the impact of fiscalization and democratization on land use policy and decision making practices, as well as social and economic outcomes.

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

THE PA TIMES EDITORIAL CALENDAR

A Note From the Ethics Section Communications Director, Rod Erakovich

The PA Times provides an excellent opportunity for Ethics Section members to publish ethics-related articles. Consider a topic and let me know at roderakovish@comcast.net that you would like to provide an article for PA Times. It is another way to illustrate the active membership of the Ethics Section, its dedication to ethics in public service and the expression of our Section and individual commitments. I look forward to hearing from all Ethics Section members!

DECEMBER

The Politics and Policies of Multiculturalism in a Socially Conservative Era
Advertising/Article Deadline: **November 15, 2004**

Ethics Today *International*

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

Frances Burke, Editor
mgmtethics@hotmail.com

“Exploring the Benefits to Policy Analysis
that Accrue Through the Fledgling ‘Science’ of
Complex Systems.”

6/22-24/2005

Cork, Ireland. Workshop on Complexity and
Policy Analysis.

Co-sponsored by: The University College Cork
Department of Government ETHOS Project; The
Institute for the Study of Coherence and Emergence; and
Penn State – Harrisburg with the Assistance of ECHO
conferences.

All paper submissions will be considered for publication
in the International Journal Emergence, Complexity and
Organization.

Extended abstracts of 1000 words to be submitted
to Dr. Kurt Richardson by November 30, 2004
kurt@kurtrichardson.com

“Ethics of New Information Technologies”

7/17-19/2005

University of Twente, Enschede,
The Netherlands

Sixth International Conference on Computer
Ethics: Philosophical Enquiry. Association for
Practical and Professional Ethics

Topics of interest are:

New surveillance technologies and new technologies for
security and privacy; New uses of information technology
in education; Models for the ethical assessment of new
and future information technologies.

Abstracts between 1200 and 1400 words (references
included) and submitted via email as embedded plain
text or an attachment in RTF or WORD 6 format by
November 1, 2004

See conference website cepe2005.utwente.nl

“Convivence in Organizations and Society:
Living together in Organizations and Society”

5/12-15/2005

Istanbul Turkey XI 1th Congress of the European
Association of Work and Organizational
Psychology.

Submissions via email to Prof. Dr. Handan Kepir
Sinangil@boun.edu.tr

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Ethics Today International

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

"Rapid Changes in Global Economy continually challenge World Leadership."

1/6-9/2005

Honolulu Hawaii, USA. 4th International Business and Economy Conference.

Sponsored by: San Francisco State University, USA; Seoul National University, South Korea; University of New Mexico, USA; University of Hawaii, Manoa, USA; Iona College, USA; Korean Marketing Association, S. Korea; and Aarhus School of Business, Denmark.

Topics of interest include:

International issues concerning business law, taxation, management styles;
Ethics, social responsibility and concerns for the environment;
Management philosophy, culture and education;
Impact and operation of international agencies and international legislation;

Submissions via email to Program Chair Dr. John Manley jmanley@iona.edu

INTERNATIONAL SOCIAL SCIENCE REVIEW

The *International Social Science Review*, the official refereed journal of Pi Gamma Mu International Honor Society in Social Science published on a biannual basis, invites submissions of manuscripts in history, political science, sociology, anthropology, economics, international relations, criminal justice, social work, psychology, social philosophy, history of education, and cultural geography. Articles must be based on original research, well written, and not exceed twenty-five pages in length (including notes/references and written in Times Roman 12 font).

Reference formatting and style must conform with *Chicago Manual of Style*. Authors interested in publishing in the ISSR are asked to submit three hard copies and a disk copy of the manuscript (3.5" diskette using Microsoft Word 2000) along with contact information (Phone number, mailing address, email address) and a brief biography to:

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Ethics Today *International*

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004



International Conference
Ethics and Integrity of Governance:
A Transatlantic Dialogue
Leuven (Belgium), 2-5 June 2005

Organised by:
*Study Group on Ethics and Integrity of Governance of the
European Group of Public Administration (EGPA)*
and
*Section on Ethics of the American Society of Public
Administration (ASPA)*



Hosted by:
Public Management Institute of the Katholieke Universiteit Leuven (KUL)

The conference takes place in the beautiful medieval city of Leuven, a traditional university city about 20 minutes from Brussels. Jointly organised by a European and American network on public sector ethics, the conference aims to strengthen co-operation among European and US scholars on the topic. All relevant aspects of administrative ethics will be discussed and particular attention will be given to the similarities and differences, both in theory and practice, between Europe, the US and other parts of the world. This comparative angle is expressed in two keynote speeches by John Rohr and Jeremy Pope.

At the core of the conference will be five workshops. These will be jointly chaired by an American and a European convenor and will consist of an internationally mixed audience of participants. The conference is open to all interested, but participants will be expected to subscribe to one workshop and be expected to participate actively in the sessions of that workshop. Participants are also strongly encouraged to prepare a paper. At least one edited volume is expected from the papers presented at this conference.

Conference workshops:

- Concepts and theories
- The ethical administrator
- Integrity and ethics management
- New developments and the ethics of governance
- The dark side of ethics

Workshop chairs include Frank Anechiarico, Evan Berman, Geert Bouckaert, Mark Bovens, Richard Chapman, Terry Cooper, Alan Doig, Mel Dubnick, Leo Huberts, Alan Lawton, Montgomery Van Wart and others. Organising committee: Nathalie Behnke, Terry Cooper, Mel Dubnick, Annie Hondeghem, Leo Huberts, Carole L. Jurkiewicz, Emile Kolthoff, Jeroen Maesschalck, Don Menzel, Terry Rhodes.

A conference website with a call for papers, all practical information and suggestions for excursions (Brussels, Bruges, Paris, London, Amsterdam,...) can be found at: <http://www.publicmanagement.be/ethics>

For more information, contact Jeroen Maesschalck at jeroen.maesschalck@soc.kuleuven.ac.be

Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

CONTACT INFORMATION

As the Ethics Section has grown, the number of members who become actively involved has also grown. To make it easier to contact people, we will now provide a consolidated list of email addresses for ExComm members, ET Board members and everyone else who would like to be contacted. If you would like to have your email address added, removed or corrected, please contact James Heichelbech (jheichelbech@comcast.net).

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Ethics Today

Volume 7, Number 1

Newsletter of the ASPA Section on Ethics

Fall 2004

ETHICS TODAY

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Have an ethical issue you would like to raise to the general membership? Want to let the ASPA ethics community know about an event? Need ethics-related contributions for a journal or conference? Send your comments and requests to:

Ethics Today
James Heichelbech, Editor
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THE LAST WORD

WHO DO YOU SERVE? WHO SERVES YOU?

One of the challenges that I have found in my first two issues of *Ethics Today* is that people who work on ethics tend to think big – they look for big answers to big questions. But practitioners know, and academics need to keep in mind, that the secret to the good life is found in the little things. How does that saying go? “For want of a nail, the kingdom was lost.”

The discussion on Ethtalk lately has been focused the difficulties with whistleblowing and several comments have expressed concern about discarding loyalty too quickly. I would like to take this opportunity to remind all who hold positions of power, however modest that power might be, that we must always be careful about what we demand of those who look to us for guidance.

I have a helpful example from my time as an administrative assistant in a teacher education program. Teacher education and certification can be a painful experience for young college students who have yet to experience their fair share of requirements and paperwork. My job was to facilitate placement of student teachers within very specific guidelines provided by the state Department of Education, built around legislation and the policies of the current governor. One day, a student complained about these requirements, and I responded, “well, write a letter to the Governor.” Having overheard my response, the Director of the student teaching placement office reprimanded me. Was I disloyal? Did my suggestion appear to generative dissent with respect to policies that I was supposed to support?

As it turns out, questions of loyalty became a thread throughout my work in that particular office. Most of my co-workers would never think to empower those who are served by the public sector – they simply do what they are told and hope to keep their jobs until retirement. It was pretty clear to me at the time that the Director was wrong to reprimand me for encouraging the student to act as a citizen, rather than a mere subject.

When we talk about loyalty in the context of whistle-blowing, we tend to think about those above us, focused on our dilemmas and worrying about our jobs. But the higher one rises in the hierarchy, paying attention to the dynamics of loyalty below us becomes more important. We must always be focused on the dilemmas we create for others.

James Heichelbech, Editor