

PADM624 – Ethics in Public Administration (Class #6346) – Fall 2022  
University of Louisville

Instructor: Dr. Patrick C. Exmeyer  
Office: 219 Urban Studies Institute  
Class Times: Wed. 5:30 – 8:15pm EST  
Class Location: 123 Urban Studies Institute

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[Additional Times by Appointment]

**Course Description:**

Analyzes and explains the role of ethics for the practice of public administration. The development of ethical codes is traced from moral and constitutional origins. This course includes case studies and explores legal constructs influencing systems of administrative ethics.

**Course Prerequisites/Co-requisites:**

Admission into the UPA/MPA Program or permission from the instructor.

**Course Goals:**

In this course, students will contemplate a variety of topics including norms, values and ethics; professional ethics; situation-based ethics; and individual and organizational ethics. By the end of the semester, you will be able to:

- Describe and apply the various ethical bases for decision making in the government and nonprofit sectors
- Evaluate the ethical role of governmental agencies and nonprofit organizations in our American society
- Assess and describe the ethical aspects of situations encountered by administrators
- Develop and apply your own personal decision-making framework based on an ethical continuum.

**Course Focus and Applicable Topics:**

This course focuses on exploring and critically examining the dynamics of ethical administration in both the public and non-profit sectors. In particular, the objective of this course is to foster a greater understanding of ethics in public and non-profit administration by probing both theoretical and actual instances of ethical dilemmas faced by administrators as well as the organizational conditions in which these ethical dilemmas unfold. These goals are accomplished through:

- Understanding the theoretical foundations of administrative ethics;
- Recognizing and synthesizing relationships between organizational theory/behavior and administrative ethics;
- Examining instances of ethical dilemmas faced by administrators based on actual events; and
- Understanding the application of both theoretical and practical knowledge relating to ethical decision-making in public and non-profit administration.

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**NASPAA Competencies:**

PADM 6682 seeks to address each of the five universal required competencies as outlined by the Network of Schools of Public Policy, Affairs, and Administration [NASPAA]:

- (i) Lead and manage in public governance;
- (ii) Participate in and contribute to the policy process;
- (iii) Analyze, synthesize, critically think, solve problems and make decisions;
- (iv) Articulate and apply a public service perspective; and
- (v) Communicate and interact productively with a diverse and changing workforce and citizenry.

**UPA Mission Statement:**

The University of Louisville Master of Public Administration (MPA) program is a dynamic, collaborative interdisciplinary degree program committed to preparing students for career success in the public and nonprofit sectors. The program content reflects the urban/metropolitan settings of the University as well as the focus of the Department of Urban and Public Affairs. We are committed to:

- Providing our pre-service and in-service students with a flexible program of study emphasizing critical thinking, evidence-based problem-solving and engaged service learning;
- Encouraging diversity and inclusiveness in the curriculum, in the classroom, and by engaging with the community we serve; and
- Advancing scholarship, competence, and professionalism in the program and through public service activities.

**Instructional Method and Course Delivery:**

As currently constructed, PADM 624 seeks to foster both an interactive and participatory environment exploring administrative ethics through in-person learning. However, the instructional method and course delivery format may be subject to change contingent upon health and safety protocols dictated by the University of Louisville, the city of Louisville, the State of Kentucky, or other recognized governmental agencies. Additional course content, aside from the required texts listed in this syllabus, will be provided via the PA624 page on Blackboard. If you are unfamiliar with Blackboard or have difficulty accessing course content, you are encouraged to contact UofL Information Technology Services:

**Belknap Campus:** Miller Information Technology Center, Rm. 109

**Phone:** (502) 852.7997

**Online Assistance:** [ITS Online Live Chat](#)

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**Course Materials:**

**Required Readings (can be purchased at the UofL bookstore or online)**

Adams, G., D. Balfour, & Nickels, A.E. (2019). *Unmasking Administrative Evil* (5<sup>th</sup> Ed.). New York, NY: Routledge. ISBN-13: 978-1138362093.

Bowman, J.S., & West, J.P. (2021). *Public Service Ethics: Individual and Institutional Responsibilities* (3<sup>rd</sup> Ed.). New York, NY: Routledge. ISBN-13: 978-1138578197.

O’Leary, R. (2019). *The Ethics of Dissent: Managing Guerrilla Government* (3<sup>rd</sup> Ed.). Washington, DC: CQ Press. ISBN-13: 978-1506346359.

\*Supplemental readings and materials may be posted online and available through Blackboard throughout the course. Should these materials be provided online as part of the course, the instructor will notify all students of their availability and application in the scope of the course.\*

\*Additionally, as writing assignments are part of the course requirements, all students are strongly encouraged to use an APA Manual (7<sup>th</sup> Ed.) for assignment formatting, course citation, and literary style. The APA Manual is available through most bookstores (including online retailers), as well as through online sources.\*

**Evaluation and Grade Assignment:**

**Grade Breakdown**

Final grades are assigned based on the average total of all the course assignments. Class engagement and LCS assignments are worth 40% cumulatively, the case study is worth 20%, and the Ethics Policy Manual Project is worth 40% of the final grade:

**A+** : 1,000-970 Pts., **A** : 969-930 Pts., **A-** : 929-900 Pts., **B+** : 899-870 Pts., **B** : 869-830 Pts., **B-** : 829-800; **C+** : 799-770 Pts.; **C** : 769-730 Pts.; **C-** : 729-700 Pts.; **D** : 699 – 600 Pts.; **F**: >599 Pts.

**Leadership and Content Synthesis (150 Points Possible / 15% of final grade):** Beginning with the third class session, students will be assigned the Leadership and Content Synthesis [LCS] role for each class session. The LCS role involves two components: a curated reference guide outline, and leading class session discussion for 20-30 minutes. Each component has an accompanying assignment guideline in Blackboard, though a brief description is provided below:

→**Reference Guide Outline + Discussion Lead (150 Points):** This component of the LCS role involves crafting an outline of key concepts, information, and ideas which can serve as a reference point for your peers. You are welcome to create a reference outline in any style which you believe to be effective (e.g. bulleted outline, paragraphs, etc.). Keep in mind that the outline is graded on the *content* of the outline rather than how it is formatted, so think crucially about what to include/exclude. Additional info is on Blackboard.

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This component also requires you to lead a brief (i.e. 20-30 minutes) discussion centered on the reading(s) with the rest of the class. A primary element of serving as discussion leader involves clearly explaining key concepts and information contained in the reading(s), responding to potential questions from your peer following your discussion lead, and illustrating how the reading can be applied in practical contexts.

**Characterization of Ethics in Popular Culture Analysis (150 Points):**

Despite the abstract nature of ethics, popular culture is replete with illustrations of the complexity and salience of ethical conditions related to the administration of government. This fall, students will examine and synthesize examples of how ethical (or unethical) conduct is depicted in a popular culture medium of their choosing. Additional details concerning this assignment can be found in the Assignment Guidelines folder in Blackboard.

**Engagement and Participation (100 Points / 10%):**

As students enrolled in an advanced degree program, it should go without saying that students are expected to complete assigned readings and to come to class sessions prepared. That noted, a wonderful aspect of graduate studies is that it represents a shift away from one-sided instruction (i.e. instructors lecturing to students) towards a mutual balance between students and instructors. As such, PADM 624 is less lecture-based and more discussion-focused. While part of each class session will involve summarization of readings (via the LCS role), the other part of class sessions will center on discussion and deeper exploration of concepts. Learning from both instructors and your peers involves engagement and participation. Part of this grade category involves attendance for each class session and engagement and participation in discussions. Importantly, please note that the engagement and participation aspect of this category is graded on the **quality** of your engagement rather than the **frequency** of your engagement.

**Case Study (200 Points / 20%):**

Students in the class will select a case study from *The Ethics of Dissent: Managing Guerrilla Government* text by Rosemary O’Leary. Each student will be responsible for researching, analyzing, and discussing the ethical ramifications of his or her case study. Additional details concerning this assignment can be found in the Assignment Guidelines folder in Blackboard.

**Organizational Ethics Training Project ( 400 Points / 40%):**

This fall, each student will be randomly assigned to a group to develop an ethics policy manual for a fictional state agency. Each group will have four (4) students. Throughout the course, groups will need to communicate and coordinate between members in order to develop a prototype ethics training material. More detailed guidelines will be posted on Blackboard during the first week of the course.

When you submit an assignment, your attached files should be in the **.doc or .docx** format (Microsoft Word). Submitting assignments in formats other than Word requires exporting the file into Word, which can be tedious. Please submit all assignments to me via e-mail at [patrick.exmeyer@louisville.edu](mailto:patrick.exmeyer@louisville.edu) using your UofL email account. **Pro-Tip:** Ask for a read receipt for emails with attachments! If you do not have this capability, you should blind copy the email to yourself. **I am not responsible for lost emails or assignments unless you have evidence**

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**that I have received your email.** Additionally, you will need to submit two of your assignments through SafeAssign via the Blackboard. You are required to cite all of the information used in your assignments using APA format. All assignments should follow the basic tenets of grammar, proper writing, syntax, and spelling. Points will be deducted if there are any writing errors and if the assignment does not include proper citations and a bibliography.

**Formatting:**

All assignments for this class will require APA formatting for submission, hence the requirement for an APA manual for this class. Additionally, the same format will be utilized across all assignments:

- Times New Roman Font – Size 12
- Double Spaced
- 1” Margins
- Cover Sheet containing:
  - Assignment Title
  - Your Name
  - UofL ID # (if applicable)
  - Due Date of Assignment
  - Course Name (PADM624 Ethics in Public Administration)
  - Instructor Name (Dr. Exmeyer)
- In-text citations and Reference Page listings using proper APA format.
- Charts, graphs, and figures should be included in appendices and do not count toward your page total for the assignment.
- Cover pages and reference pages do not count towards the page total for assignments.

**Graduate School Policies:**

In accordance with graduate school policy, you must earn a C or better to pass this course. Additional information concerning Graduate School Eligibility, student Withdraw from courses, and other topics concerning UofL Graduate School policies can be found in Article 6.6 of the UofL *Redbook*: (<https://louisville.edu/provost/redbook/contents.html>).

**Course Withdrawal:**

The last day to add/drop the course or withdraw from the course without a course grade is August 26<sup>th</sup>, 2022. The final day for course withdrawal noted ‘W’ is October 21<sup>st</sup>, 2022.

**Lateness on Assignments:**

As a proponent of timeliness, I encourage you to adopt the same habit! Assignments should be submitted by the day and time indicated either to me via e-mail or through SafeAssign on Blackboard. That said, I understand life happens! If you have an emergency and can’t submit the assignment on time, I strongly encourage you to contact me by e-mail to advise of this; otherwise, I will have no indication as to why an assignment was not submitted on time. Without such notice, a 10 percent penalty for each day the assignment is late will be imposed.

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**Academic Integrity:**

Integrity is paramount in both the workplace *and* classroom. As students accepted into a remarkable graduate program at an R1 Carnegie High-Research institution, you are asked to not only produce your best work, but also to do so in accordance with integrity. Academic Dishonesty (broadly referred to as “cheating” or “plagiarism”) is strictly prohibited. Students found guilty may receive a failing grade in the course and possible dismissal from their academic program. Expectations for student academic behavior are outlined in the UofL Code of Student Rights and Responsibilities, accessible through the Dean of Students website: <http://louisville.edu/dos/students/studentrightsandresponsibilities>.

**Students with Disabilities:**

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

**Title IX/Clery Act Notification:**

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

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

**Sexual Harassment:**

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

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**Statement on Diversity:**

The University of Louisville strives to foster and sustain an environment of inclusiveness that empowers us all to achieve our highest potential without fear of prejudice or bias. We commit ourselves to building an exemplary educational community that offers a nurturing and challenging intellectual climate, a respect for the spectrum of human diversity, and a genuine understanding of the many differences-including race, ethnicity, gender, gender identity/expression, sexual orientation, age, socioeconomic status, disability, religion, national origin or military status-that enrich a vibrant metropolitan research university. We expect every member of our academic family to embrace the underlying values of this vision and to demonstrate a strong commitment to attracting, retaining, and supporting students, faculty and staff who reflect the diversity of our larger society.

**UofL COVID-19 Protocols for Fall 2022:**

Effective May 2022, the University of Louisville no longer requires all university members (including students, faculty, and staff) to wear masks and/or other facial coverings in all public, indoor spaces. This noted, UofL Business Ops COVID Support recommends wearing masks indoors for areas indicated as high-level transmission by the CDC. With in-person (e.g. traditional) course delivery continuing for the Fall 2022 semester, this mode of course delivery is subject to University policy and contingent upon health and safety conditions both on campus and within the greater Louisville community. Please visit the UofL Novel Coronavirus response website to learn more: <https://louisville.edu/coronavirus>

**Technology Considerations and Course Delivery Contingency Plans:**

In accordance with UofL COVID-19 protocols and College of Arts & Sciences recommendations, students are strongly encouraged to familiarize themselves with technology applications for online and/or hybrid learning formats in the event of course delivery method changes during the Fall 2022 semester. Should students require alternative arrangements due to exigent circumstances (e.g. required quarantine, illness, and/or family-related matters such as child care issues), I strongly encourage you to contact me via email ([patrick.exmeyer@louisville.edu](mailto:patrick.exmeyer@louisville.edu)) as soon as possible to make necessary changes or arrangements to ensure continuation of your course experience.

As a Community of Care, all Cardinals are encouraged to follow public health guidelines and any regulations as published by the University. For Fall 2022, this includes:

1. Wearing of cloth/paper masks (covering nose and mouth) when in shared indoor spaces like classrooms, or when appropriate physical distancing cannot be maintained.
2. Staying home when sick: Any UofL community member experiencing fever, consistent dry cough, or other symptoms of contagious disease should remain at home until symptoms subside or advised that it is safe to return by a medical professional.
3. Practicing good hygiene and responsibility for one's own surrounding.
  - Cover sneezes and coughs
  - Wash hands frequently with soap and water when possible; use hand sanitizer when soap and water are not available
  - Wipe down frequently touched surfaces

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Faculty have the responsibility to help students meet these recommendations by:

1. Allowing for remote participation in class when necessary and practicable
2. Allowing students absent for reason of illness to make up missed work and not to penalize students for these absences
3. Not requiring doctor's notes for absences of less than the equivalent of two weeks of class. If the absences occur on the day of a scheduled assessment, the student may be asked to provide documentation for the absence.
4. Notifying physical plant when classrooms are not adequately stocked with cleaning supplies and arranging classroom furniture or seating charts to maximize physical distancing where possible.

**Class Session Contingency Plan(s):**

In the event of illness or other emergency resulting in disruption to regularly scheduled class sessions, the following actions may be considered:

- **Students:** Student anticipating absence due to illness, medical conditions, or other emergencies should contact the instructor at their earliest convenience to facilitate alternatives such as remote attendance and participation via Microsoft Teams for the class session missed or for acquiring any materials/information missed due to absence
- **Instructor:** Should the instructor anticipate absence due to illness, medical conditions, or other emergencies; notice will be sent to students concerning the status of class sessions no later than one hour prior to the beginning of the class session in question. Should a class session be cancelled due to unforeseen circumstances, alternatives (such as a remote class session held via Microsoft Teams or distribution of class session materials/information) will be relayed via email and Blackboard to students no later than one hour prior to the beginning of the class session in question.

**Course Evaluation:**

Students are *strongly encouraged* to complete the online course evaluation once the course evaluation module becomes available. Not only do honest and authentic evaluations reflect upon faculty capacity, but they also likewise provide critical information for refining, retaining, and improving the quality of the course!

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**Schedule of Classes and Assigned Readings:**

Date	Topical Content	Required Reading(s)
August 24 <sup>th</sup> , 2022	Introduction to PA624: Introduction, Syllabus Review, and Course Overview	<b>Bowman &amp; West</b> (2021): Chapter 1
August 31 <sup>st</sup> , 2022	The Value of Ethics in Organizational Settings	<b>Bowman &amp; West</b> (2021): Chapter 8  * <i>Houston &amp; Harding</i> (2013): Public Trust in Government Administrators
September 7 <sup>th</sup> , 2022	Ethics and Integrity in Government: Balancing Politics and Administration	<b>Bowman &amp; West</b> (2021): Chapters 11 & 14
September 14 <sup>th</sup> , 2022	Theoretical Frameworks for Individual Ethics	<b>Bowman &amp; West</b> (2021): Chapters 4 & 5
September 21 <sup>st</sup> , 2022	The Influence of Virtues on Individual Decision-Making	<b>Bowman &amp; West</b> (2021): Chapter 6
September 28 <sup>th</sup> , 2022	Exploring Tactical Resistance to Unethical Environments	<b>O’Leary</b> (2019). <i>The Ethics of Dissent: Managing Guerrilla Government</i> . [Entire Text]
October 5 <sup>th</sup> , 2022	The Role of Leadership in Addressing ‘Guerrilla Government’	* <b>Cook</b> (2020): A Regime Ethics Basis for Administrative Defiance of Presidential Directives  * <b>O’Leary</b> (2017). The Ethics of Dissent: Can President Trump Survive Guerrilla Government?

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Date	Topical Content	Required Reading(s)
October 12 <sup>th</sup> , 2022	Whistleblowing: Bombshells and Fallout <b>*Case Study Assignment Due*</b>	<b>Bowman &amp; West</b> (2021) – Chapter 10  * <i>Alford</i> (2007). Whistleblower Narratives: The Experience of Choiceless Choice.
October 19 <sup>th</sup> , 2022	The Breakdown of Ethical Norms: Examining the Concept of Administrative Evil	<b>Adams, Balfour, &amp; Nickels</b> (2019): pp. 1- 129
October 26 <sup>th</sup> , 2022	Dr. Koven (or): How I Learned to Stop Worrying About Administrative Evil and Accept Ethical Norm Breakdowns  <b>*Media Characterization of Ethics Assignment Due*</b>	<b>Adams, Balfour, &amp; Nichols</b> (2019): pp. 131-170.  * <i>Koven</i> (2011): Revisiting Administrative Evil: Is It Consistent with Principles of Administration? Does it Move the Discipline Forward?
November 2 <sup>nd</sup> , 2022	Civil Service Changes and the Impact of Employment At-Will Systems	<b>Bowman &amp; West</b> (2021) – Chapter 13  * <i>Nigro &amp; Kellough</i> (2000): Civil Service Reform in Georgia: Going to the Edge?  * <i>Brewer &amp; Kellough</i> (2016): Administrative Values and Public Personnel Management: Reflections on Civil Service Reform
November 9 <sup>th</sup> , 2022	Examining Ethics in State Personnel Policies	* <i>Siewert &amp; Udani</i> (2016): Do Ethics Measures Work at the Municipal Level?  *Kentucky Employee Guide to Executive Branch Code of Ethics (2019)
November 16 <sup>th</sup> , 2022	Controlling Corruption	<b>Bowman &amp; West</b> (2021): Chapter 9

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Date	Topical Content	Required Reading(s)
November 23 <sup>rd</sup> , 2022	<b>No Class Session – Thanksgiving Break</b>	
November 30 <sup>th</sup> , 2022	Good Governance and Public Trust: Do Politics Poison Ethical Governance?	<i>*Lewis &amp; Nesselroth (2014): Public Opinion on Government and Morality</i>
December 7 <sup>th</sup> , 2022	<b><u>**Ethics Training Project Due by 11:55pm EST**</u></b>	<b>[No Readings]</b>