

ETHICS AS A PROGRAM OF STUDY REQUIREMENT IN
PUBLIC ADMINISTRATION GRADUATE PROGRAMS

DISSERTATION

Presented in Partial Fulfillment of the Requirements for
the Degree of Doctor of Philosophy in
Leadership and Education in
the Adrian Dominican School of Education of
Barry University

By

Charles D. Scurr, B.A., M.A.

Barry University

2018

Area of Specialization: Higher Education Administration

ProQuest Number: 13424824

All rights reserved

INFORMATION TO ALL USERS

The quality of this reproduction is dependent upon the quality of the copy submitted.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if material had to be removed, a note will indicate the deletion.



ProQuest 13424824

Published by ProQuest LLC (2018). Copyright of the Dissertation is held by the Author.

All rights reserved.

This work is protected against unauthorized copying under Title 17, United States Code
Microform Edition © ProQuest LLC.

ProQuest LLC.
789 East Eisenhower Parkway
P.O. Box 1346
Ann Arbor, MI 48106 – 1346

ETHICS AS A PROGRAM OF STUDY REQUIREMENT IN
PUBLIC ADMINISTRATION GRADUATE PROGRAMS

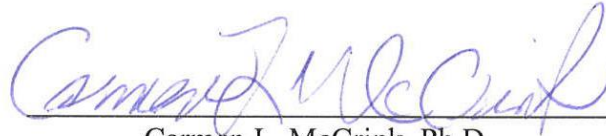
DISSERTATION

By

Charles D. Scurr

2018

APPROVED BY:



Carmen L. McCrink, Ph.D.
Chairperson, Dissertation Committee



Ruth A. Ban, Ph.D.
Methodologist, Dissertation Committee



Heidi Whitford, Ph.D.
Member, Dissertation Committee



Jill B. Farrell, Ed.D.
Dean, Adrian Dominican School of Education

Copyright © 2018 by Charles D. Scurr
All Rights Reserved

Abstract

Ethics, and its application in academe and society, is a subject of tremendous importance. Ethics education and courses of study are the foundations for developing ethical public servants, educators, researchers, and leaders. Ethics, while universally recognized as important, is not universally integrated into college curricula, few colleges take a comprehensive approach to ethics and most institutions do not attempt to coordinate or integrate the ethical lessons their students may be learning. The purpose of this qualitative case study was to examine ethics as a course of study requirement in public administration graduate programs. The overarching research question was: “How do public administration graduate programs incorporate ethics education into their MPA and PhD programs?” This study examined four universities that are taking differing approaches to ethics education, two that used a stand-alone approach and two that embedded ethics across the curriculum. The study found that there was strong nominal support stated for the importance of ethics as a course of study requirement. The second, and perhaps most significant finding was that, despite this strong nominal support, ethics education significantly declined at the MPA level at three of the four universities studied and at all of the universities using an embedded approach to ethics education. Additionally ethics education at the PhD level was now focused solely on research ethics, and universities that previously required and/or included administrative ethics had eliminated it. The study also found that there was unclear and/or inconsistent curriculum alignment at two of the four universities studied and that there was a lack of agreement between program administrators and ethics faculty at all universities that used an embedded approach. Finally, the study found that there was a lack of a

clear or consistent theoretical foundation underpinning the teaching of ethics as a course of study. There are a number of implications for future research, the foremost is determining if the apparent decline in ethics education at the MPA level, and specifically at universities using an embedded approach, is more widespread than at the three programs studied and if this situation warrants the attention of public administration educators and accreditors.

Acknowledgments

This has been a long journey, but one well worth taking. My quest actually began many years ago when I completed my Master's degree at the University of Chicago and I made a pledge, now accomplished, that I would complete my PhD. Now that my career in active public administration has come to a close my encore career as a public administration educator and scholar can continue.

I want to acknowledge and thank my many colleagues, cohorts, co-workers and friends that have helped me along the way. A special note of thanks to my professors and colleagues who inspired and challenged me, and to my Dissertation Committee and Chair for staying the course and helping make this dissertation a success.

A final note of heartfelt thanks and love to my family, and particularly my wife, life partner and soulmate. Their support and encouragement made all the difference. I'm glad I wasn't the first.

Dedication

To my wife, partner and soulmate -
who made all the difference -
and to my family, especially my father and mother,
who helped make me who I am, and to my sons and the generations that follow
along the path of Excellence, Integrity, Inclusion & Perseverance.

Table of Contents

	Page
Signature Page.....	ii
Copyright Page.....	iii
Abstract.....	iv
Acknowledgments.....	vi
Dedication.....	vii
Chapters	
I. THE PROBLEM.....	1
Introduction.....	1
Background of the Problem.....	3
Statement of the Problem.....	5
Theoretical Framework.....	6
Philosophical Assumptions.....	8
Research Questions.....	9
Significance of the Study.....	10
Researcher's Reflection.....	10
Definition of Terms.....	12
Limitations and Delimitations of the Study.....	14
Chapter Summary.....	14
II. REVIEW OF THE LITERATURE.....	16
Introduction.....	16
Keyword Search.....	17
Ethics and Its Relevance in the 21 st Century.....	18

	Ethics and Trust in Government	18
	Ethics and Corruption	20
	Impact of Corruption on Ethics Codes, Training and Education.....	22
	Ethics and Leadership	24
	Ethics as a Discipline in Higher Education Curricula.....	26
	Integration of Ethics Education into the College Curriculum	26
	Approaches to Ethics Education	27
	Lessons from Other Fields	31
	Ethical Competence.....	34
	Public Administration Programs and Ethics Education in the United States....	36
	Overview and Accreditation	36
	Ethics Education at the Bachelor's and Master's Levels.....	37
	Ethics Education at the Doctoral Level	42
	Chapter Summary.....	43
III.	METHODOLOGY	45
	Introduction	45
	Research Questions	46
	Research Paradigm and Theoretical Perspective.....	47
	Qualitative Research Tradition: The Case Study	48
	Research Methodology.....	50
	Selection of Cases for the Research.....	50
	Selection of Participants	53
	Gaining Entry into the Research Programs.....	54
	Procedures to Protect the Rights of Participants.....	55
	Data Sources	56
	Data Collection Procedures.....	57
	Data Analysis Procedures	60
	Validity, Reliability and Transferability Considerations	61
	Limitations of the Study.....	63
	Chapter Summary.....	63
IV.	RESULTS	65

Introduction	65
Research Questions	66
Summary of Institutions and Participants	66
Classification of Data	68
Presentation of the Findings/Summary	69
Research Questions and Emergent Themes	71
Research Question 1: How do public administration graduate programs incorporate ethics education into their graduate programs?	71
Research Question 2: How and why was the approach to teaching ethics chosen and implemented throughout the program history?	80
Research Question 3: What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?	84
Research Question 4: How is the efficacy of the approach perceived?	88
Research Question 5: How do stakeholders view the impact of the ethics-teaching model and is there consistency between program administrators and faculty?	96
Chapter Summary	98
V. DISCUSSION	100
Summary of the Study	101
Discussion of the Findings	103
Conclusions	117
Implications for Future Research and Recommendations	119
Chapter Summary	120
References	123
Appendix A: Sample Letter to Chair/Gatekeeper	142
Appendix B: Informed Consent Form	143
Appendix C: Interview Protocol for PhD Program Administrators	144
Appendix D: Interview Protocol for MPA Program Administrators	145

Appendix E: Interview Protocol for MPA and PhD Ethics Faculty	146
Appendix F: Graduate Program Assessment Summary Form	147
Appendix G: Program Review and Assessment Matrix	149

CHAPTER I

THE PROBLEM

“To educate a person in the mind but not in morals is to educate a menace to society.”

Theodore Roosevelt

“No responsibility of government is more fundamental than the responsibility for maintaining the highest standards of ethical behavior by those who conduct the public business”

John F. Kennedy

Introduction

Ethics, and its application in academe and society, is a subject of tremendous importance. This is particularly true in the field of public administration where professionals are entrusted with ensuring the public good and welfare (Kennedy and Malatesta, 2010; Volker, 2011). Ethics education and courses of study are the foundations for developing ethical public servants, educators, researchers, and leaders (Bowman and Menzel, 1998; Cooper and Menzel, 2013; West and Berman, 2006). Public trust in government, however, remains at historic lows (Pew Research Center, 2014).

Ethics, while universally recognized as important, is not universally integrated into college curricula (Bowman and Menzel, 1998; Cooper and Menzel, 2013; Griffith, Domenech Rodriguez, and Anderson, 2014; Reamer, 2013; Sanders and Hoffman, 2010; You, Warchal, and Ruiz, 2011). Research indicates that few colleges take a comprehensive approach to ethics and that most institutions do not attempt to coordinate or integrate the ethical lessons their students may be learning (Matchett, 2008). At the doctoral level in public administration, there is no common core curriculum (Brewer, Facer III, O'Toole, and Douglas, 1998). Ethics as an area of

faculty interest is in the lowest quadrant of areas of specialization (Adams, 2006). Ethics education is often treated as the stepchild of the field that generally receives fragmented attention that lacks a coherent and integrated approach (Cooper, 2012).

There are two primary approaches to providing ethics education – required stand-alone courses, or embedded material within courses (Blanthorne, Kovar, and Fisher, 2007; Bowman and Menzel, 1998; Frank, Ofobike, and Gradisher, 2010; Griffith, Domenech Rodriguez, and Anderson, 2014; Jurkiewicz, 2013; Sanders and Hoffman, 2010; Tello, Swanson, Floyd, and Caldwell, 2013; Willey, Mansfield, and Sherman, 2012; You, Warchal, and Ruiz, 2011). A case study methodology examined universities that have utilized different approaches in their implementation of ethics as a course of study requirement at the graduate level. Specifically, a case study approach based on an attempt to analyze a multiple bounded phenomena (Bloomberg and Volpe, 2012; Yin, 2014), was used. This study examined four universities that have taken differing approaches to ethics as a course of study requirement. Two programs were selected that required a stand-alone ethics courses in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels.

The purpose of this study was to examine ethics as a course of study requirement in public administration graduate programs. These programs were studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the theoretical foundation for the ethics education provided, and how it was incorporated into the curriculum, why the universities used different approaches, and the perceived efficacy of the approach. The study also examined the consistency of perceptions concerning ethics education from two different perspectives: faculty administrators of the program; and faculty involved in the teaching of ethics.

Background of the Problem

Ethics is an essential part of the mission of the public sector. Over 20 years ago the National Commission on the Public Service, also known as the Volker Commission, called for “a public service able to cope with complexity and also able to maintain the highest ethical standards” (Volker, 2011, p. 83). This theme of trust in government remains vitally important (Bowman & Menzel, 1998; Center for Democracy and Governance, 1999; Cooper & Menzel, 2013; Dobel, 1998; Gannett & Rector, 2015; Hoekstra & Kaptein, 2013; Kennedy & Malatesta, 2010; West & Berman, 2006). Leading authors in the field such as Bowman (1998, 2013, 2015), Cooper (2012, 2013), Menzel (2007, 2015, 2017), Svava (1997, 2012, 2015), and West (1998, 2004, 2006, 2013, 2015) emphasize how important it is for the citizenry to trust their government. Periods where the government seems inept or when corruption affects more than merely the political system, it can undermine all of the institutions of the society (Gannett & Rector). Statistics presented by the United States Department of Justice are staggering and clearly lend credence to the widely held belief that corruption is at epidemic levels in the United States. In 2012, a total of 1,078 officials were charged with public corruption, an additional 1,060 were convicted and 455 are awaiting trial (Public Integrity Section, Criminal Division, United States Department of Justice, 2013). The Pew Research Center has been researching the level of trust in government since the 1960^s. Their research indicates that public trust in government is at record lows, dropping from a historic high of over 80% in the 1960^s to less than 24% today (Pew Research Center, 2014).

Public administration is focused on the implementation of government policy as well as upon educational programs that study this implementation and prepares students for working in

the governmental and non-profit sectors (Encyclopedia Britannica, 2016). The field of public administration in higher education takes a variety of shapes and forms depending upon the university in which the program is housed. Many programs are free standing, whereas others are part of a larger program or school such as political science. There are 280 public administration programs of which 175 are accredited by the Network of Schools of Public Policy, Affairs and Administration (NASPAA, 2013). The concept of ethics is intertwined with the concept of public service values within the NASPAA Accreditation Standards (NASPAA, 2009).

Doctoral programs are not accredited by NASPAA but are accredited by the individual academic institutions that undergo review and accreditation by one of the regional higher education bodies such as the Southern Association of Colleges and Schools (SACS). There are currently 77 public administration doctoral programs in the United States (NASPAA, 2013). There is, however, little commonality in the doctoral programs beyond the types of degrees offered and there is no common core in public administration doctoral education: “Overall, it appears that public administration – at least in its doctoral education design – is more a ‘holding company’ or organizing theme of study than a coherent academic discipline” (Brewer, Facer III, O’Toole, & Douglas, 1998, p. 127).

Ethics education, while discussed frequently, has been the subject of limited academic research (Bowman & Menzel, 1998; Bowman & West 2013; Brown, 2010; Frederickson & Ghore, 2013; Griffith, Domenech, Rodriguez, & Anderson, 2014; Menzel, 1998). Ethics education at universities accredited by NASPAA differs significantly in approach and technique. There is very limited academic research on the efficacy of those programs (Bowman & Menzel; Langlois & Lapointe, 2010; Lau, 2010). Menzel (2015), in a meta-analysis of published research that included three separate studies spanning three decades, concludes that the lack of research

on the effectiveness of ethics training and education remains a major gap. This finding is in spite of the continued pertinence of ethics as a topic of major concern and interest (Bowman & West, 2015).

Statement of the Problem

The lack of ethics resulting in corruption is epidemic (Public Integrity Section, Criminal Division, United States Department of Justice, 2013). Corruption, simply stated, is the dishonest or fraudulent use of power for personal gain (Gannett & Rector, 2015). There has been a great deal of research and emphasis on ethics and ethics violations, but there has been limited research on ethics education and its effectiveness (Bowman & Menzel, 1998; Bowman & West 2013; Brown, 2010; Frederickson & Ghore, 2013; Griffith, Domenech Rodriguez, & Anderson, 2014; Menzel, 1998). The inclusion of ethics and public service values are required for accreditation of MPA level public administration programs, but there are no specific standards delineated (NASPAA, 2009; Cooper, 2012). At the doctoral level, ethics education is neither required nor prioritized, and there is no common core in public administration doctoral education (Brewer, Facer III, O'Toole, & Douglas, 1998). Ethics as a primary area of focus and interest is not prevalent among public administration PhD faculty (Adams, 2006). Few universities make any explicit attempt to understand and coordinate ethics education (Matchett, 2008). Leading scholar Terry Cooper concludes: "Administrative ethics is still treated like a stepchild of the field (2012, p. ix)."

This scenario presents a significant problem for the field of public administration higher education. If ethics and ethics education are so important, why is it not a priority in public administration higher education, and why are there no standards, generally accepted best practices or approaches to ethics education? This study will seek to provide insight into this

apparent disconnect by examining ethics as a program of study requirement at the MPA and PhD level.

Theoretical Framework

Ethics education and training have historically focused on moral awareness, moral reasoning, and adherence to rules and regulations (Van Montfort, Beck, & Twinjnstra, 2013). The classical models include results-based utilitarian ethics, rule-based duty ethics, and virtue-based character ethics (Bowman & West, 2013). The adherence to rules and regulations is most typically associated with contemporary in-service training programs. Menzel (2009) regards this compliance type education and training – what the rules are and how to stay out of trouble – as an expedient, low road approach. Moral awareness and moral reasoning are generally a focal point of higher education with the goal of providing students, as future professionals and leaders, with the foundation to think critically, reason morally, and act ethically (Bowman & Menzel, 1998; West & Berman, 2006). The goal of ethics education in public administration is to develop moral reasoning (Brown, 2010), moral character (Knott, 2012), and ethical competence (Bowman & West).

The theoretical framework that aligns closely with this ethics education paradigm is Kohlberg's theory of moral reasoning (Kohlberg, 1981, 1984). Kohlberg's theory has three levels with six stages of moral development. The first level, the Preconventional Level, focuses on a punishment-obedience orientation. The second level, the Conventional Level, focuses on maintaining the expectations of the family, group, or nation and on understanding the intrinsic value and benefit of following established rules, essentially a law and order orientation. The third and highest level, the Postconventional Level, represents the transition to higher-level

thinking and moral development and ultimately focuses on universal ethical principles (Kohlberg, 1973).

Kohlberg's theory posits the same hierarchy as articulated by numerous public administration ethics educators, transitioning from rules and regulation adherence (Menzel, 2009) to ethical competence (Bowman & West, 2013). The Kohlberg theory and concepts of higher order thinking and moral reasoning are found extensively in the public administration literature and are often described as ethical competence (Bowman & Menzel, 1998; Bowman & West, 2013; Cooper, 2013). The concepts of moral reasoning (Brown, 2010) and moral character (Knott, 2012) are all part of the transformational learning experience (Tello, Swanson, Floyd, & Caldwell, 2013), which leads to ethical competence (Bowman & West). The three levels found in Kohlberg's theory align with the "Ethics Triangle" approach developed by Svara, and is used extensively in public administration education. The approach includes consideration of the three elements of the triangle. The first element is the results of the action (consequentialism). The second element is the pertinent rules of the situation (duty ethics), and the third element is the personal integrity and character elements of the action (virtue ethics) (Svara, 2012).

Contemporary scholars of public administration education have explicitly incorporated Kohlberg's theory (Bowman & West, 2015; Cooper, 2012; Cooper & Menzel, 2013; Jacobs, 2013; Jurkiewicz, 2013). Jurkiewicz notes: "Kohlberg's stage theory of moral development and ethical reasoning provides a foundation for addressing the components of ethical competence in public service" (p. 134). Jacobs goes on to define a successful outcome of public administration ethics instruction: "Success will evidence itself as students invoke Kohlberg's theory to the levels of ethical leadership exhibited" (p. 125).

The field of business accounting ethics education has also incorporated Kohlberg's theory: "To successfully teach ethics, professors need an organizing paradigm and Kohlberg's model of moral reasoning seems well suited to this task" (Frank, Ofobike, & Gradisher, 2010). Reinstein, Moehrle & Reynolds-Moehrle (2006) adapted Kohlberg's theory to a framework that has close parallels to the field of public administration, which includes the transition from the lowest level of punishment avoidance to the highest level of following self-chosen ideological principles and belief in the ideal.

In the field of business education experts have consistently used Kohlberg's theories to develop business education ethics courses and programs (Waples, Antes, Murphy, Connelly, & Mumford, 2009). The basic theory for a majority of studies on accounting ethics is cognitive moral development and Kohlberg's theory (Ellis, 2013). Moral education programs have succeeded in producing substantial gains in moral reasoning (Trevino, 1992). The appeal to student's moral identity can strengthen their moral judgment more than rules-based ethics training (Neesham & Gu, 2015).

Philosophical Assumptions

This study was conceptualized within the qualitative tradition of the case study (Bloomberg & Volpe, 2012; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). The case study tradition is well documented in the literature. Bloomberg and Volpe describe the case study as: "an intensive description and analysis of a bounded social phenomenon (or multiple bounded social phenomena)... such as a program" (Bloomberg & Volpe, p. 31). Lapan, Quartaroli, & Reimer (2012) describe the case study as an investigative approach that can be used to describe complex phenomena, such as programs, in ways that can lead to new and deeper understandings. Yin (2014) is particularly insightful into the rationale for the case study and multiple case

studies: “How and why questions are more exploratory and likely lend to the use of a case study ... as the preferred research method” (Yin, p. 10). He goes on to discuss the notion that case studies can cover multiple cases and can then be used as a tool to draw cross-case conclusions.

Lapan, Quartaroli and Reimer (2012) further note that case study research is an investigative approach that can fully explore and analyze complex issues and programs in ways that can unearth new and deeper understanding. Creswell, et al. (2007) indicates that the research question is well suited to developing an in-depth understanding about how different cases provide insight into an issue a multiple-case approach. In more recent work, Creswell (2014) note that case studies are used in many fields where the researcher develops an in-depth analysis of a case or a program.

Research Questions

There are five research questions in this case study. The research questions follow the form described by Creswell (2014).

The primary (overarching) research question guiding this inquiry was:

- How do public administration graduate programs incorporate ethics education into their MPA and PhD programs?

The sub-questions for this study were:

- How and why was the approach to teaching ethics chosen and implemented throughout the program history?
- What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?
- How was the efficacy of the approach perceived?

- How do stakeholders view the impact of the ethics-teaching model on their professional development and was there consistency between program administrators and faculty?

Significance of the Study

The significance of this study is found in its potential to enlighten and inform the discourse within the field of public administration education regarding ethics education. This study may provide thick and rich data that will inform educators and scholars of ethics education and provide insight into the need for ethics education at the graduate level. It may also provide information about the perceived benefits, or lack thereof, of stand-alone course offerings as well as insight concerning best practices in the teaching of ethics. It may also provide information about the consistency, or lack thereof, of the perceived need for and effectiveness of ethics education from the administration, faculty, and student perspectives. To the extent that the findings may be transferable beyond the two cases studied, it may provide insight for other public administration MPA and PhD programs, and potentially to ethics education programs in other disciplines. Ideally, the study may potentially lead to a resurgence of interest in, and inclusion of, ethics as a course of study requirement. It may also provide insight into the interface of MPA level and PhD level ethics education.

The primary intended audiences for this study are MPA and PhD programs in public administration. The secondary intended audiences are ethics educators and program administrators in other fields such as business and social work.

Researcher's Reflection

The fields of ethics and ethical government, and its antithesis, unethical and corrupt government, have been long-standing passions and areas of interest for the researcher. The researcher is a seasoned public administrator who has had the honor of holding CEO and senior

management positions at the municipal, county, state university, and federal levels. He has seen first-hand the impact of unethical and corrupt government and the negative impacts it has on the process and product of governing. He has also seen and led organizations that transformed into models of good governance. He is guided by his personal and professional philosophy of *Excellence, Integrity, and Inclusion*.

The genesis for the research questions formed years ago when the researcher was simultaneously “in the arena” of public administration as a city manager, and teaching as an adjunct professor of public administration. The need for ethical leaders and public servants was manifest. However, there was a paucity of interest in, or focus on, the teaching of ethics to students. The researcher was chagrined to learn that, during a period of extreme public corruption, the only course on ethics at the public university where the researcher taught was removed as a required core course in the MPA program. In subsequent inquiry into PhD programs, it was evident that ethics was not even included in the curriculum, or, if it was, it was listed in the course catalog but rarely, if ever, actually offered.

This total disconnect was both troubling and intriguing. If ethics and good government are so important, why is it not being taught as a priority in public administration higher education? This disconnect was viewed as particularly acute at the graduate level, where students will go on to be leaders in the field of public administration either as government leaders, university researchers, or college faculty. If these leaders are not educated about and grounded in ethics, how will that knowledge and commitment to ethics ever be realized by the organizations they lead, the research they conduct, or the aspiring students they teach?

Definition of Terms

The following list contains brief definitions of recurring terms, as well as accepted acronyms, which are used in this study.

American Society for Public Administration (ASPA). ASPA, established in 1939, is the largest professional association for individuals who work, teach, or research in the field of public administration. It currently has approximately 7,500 members (American Society for Public Administration, 2015).

Corruption. The dishonest or fraudulent use of power for personal gain (Gannett & Rector, 2015).

Embedded Courses (a.k.a. Ethics across the Curriculum). This approach to the teaching of ethics embeds or includes materials on ethics in the curriculum of other courses.

Ethics. “Ethics might be defined as the way values are practiced ... It is both a process of inquiry and a code of conduct.” (Bowman & West, 2015, p. 46).

Ethical Competence. Ethical competence encompasses the complete spectrum of ethics including: a commitment to high standards of personal and professional behavior; knowledge of applicable ethics codes, rules, and regulations; ethical reasoning skills; the ability to identify and act upon ethical principles; and a commitment to implementing and promoting ethics within organizations (Menzel, 2015).

International City/County Management Association (ICMA). ICMA, established in 1914, is the world’s premier local government management association. The current membership is approximately 9,200 (International City/County Management Association, 2015).

Master of Public Administration (MPA) and Master of Public Policy (MPP). The two primary programs offered in the field of public administration at the master's level are the Master of Public Administration (MPA) and the Master of Public Policy (MPP). The MPA degree is the professional degree for students seeking a career in the public or non-profit sector. The programs develop the skills used by managers in managing and implementing programs and policies. Specializations include public management, urban affairs, non-profit management, human resource management, financial management, and others. The MPP degree emphasizes analyzing and evaluating information to solve policy problems and graduates work with qualitative and quantitative data to evaluate and develop solutions to public problems. Specializations include the full range of public policy areas such as environment, education, as well as health and economic development (NASPAA, 2016). For convenience purposes in this study the term MPA will be used to describe both programs.

Network of Schools of Public Policy, Affairs, and Administration (NASPPA). NASPAA is the membership organization of graduate programs in public policy, public affairs, public administration, and public and nonprofit management. It currently comprises 300 member educational institutions throughout the world. It is the accrediting body for MPA degree programs in the field. Prior to 2012, NASPAA was known as the National Association of Schools of Public Affairs and Administration. The acronym of NASPAA was retained (NASPAA, 2013).

Stand-Alone Courses. This approach to ethics education includes a separate course on ethics. Variations include courses that include ethics in conjunction with another topic, such as diversity. Courses range from one-credit seminars to full three credit courses.

Limitations and Delimitations of the Study

There are a number of limitations and delimitations for this study. The first limitation is inherent in a case study. This research is bounded by four cases and the results may not be transferable beyond those cases. The second limitation is that the data analysis and findings of the research are dependent on the information provided by the participants. The richness of this data may be affected by their willingness to participate, time available to participate, forthrightness, honesty and completeness. The third limitation is that students were not interviewed.

This study is delimited to the four graduate programs studied. It is restricted to programs in the United States and to administrators and faculty involved in the teaching and/or research of ethics and to the total number of participants.

Chapter Summary

This chapter described the problem and the purpose of this case study inquiry. The purpose of this study was to examine ethics as a course of study requirement in public administration graduate programs. The theoretical framework and philosophical assumptions for the study were described. This study was conceptualized within the qualitative tradition of the case study (Bloomberg & Volpe, 2012; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). The theoretical framework for the research was Kohlberg's theory of moral reasoning (Kohlberg, 1981, 1984).

The research questions and significance of the study were discussed. The programs will be studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the reasons that universities employed different approaches, and the perceived efficacy of the approach used by the university. The study will

also examine the consistency of perceptions concerning ethics education from different perspectives – administrators of the program, and faculty involved in the teaching of ethics. This study may provide rich and thick data that will inform educators and scholars concerning ethics education, and may provide insight into the perceived need for ethics education at the graduate level. It may also provide information about the perceived benefits, or lack thereof, of stand-alone course offerings, and insight regarding best practices. It may also provide information about the perceived effectiveness of ethics education from the administration and faculty. Finally, the researcher shared reflections describing his longstanding interest in the topic. The chapter concluded with a section on definition of terms and a brief discussion of the delimitations of the study.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

This chapter includes a review of the literature related to ethics education in public administration graduate programs. Ethics, and its application in academe and society, is a subject of vital importance. In the public sector this is particularly true owing to the fact that public administrators hold positions of great importance and power where the trust of the public is essential (Kennedy & Malatesta, 2010; Volker, 2011). Ethics education and courses of study are the foundations for developing ethical public servants, educators, researchers, and leaders (Bowman & Menzel, 1998; Bowman, West, & Beck, 2015, Cooper & Menzel, 2013; Svara, 2015, West & Berman, 2006).

Ethics education, while discussed frequently, has been the subject of limited academic research (Bowman & Menzel, 1998; Bowman & West 2013; Brown, 2010; Frederickson & Ghere, 2013; Griffith, Domenech Rodriguez, & Anderson, 2014; Menzel, 1998; Sanders & Hoffman, 2010; Reamer, 2013; You, Warchal, & Ruiz, 2011). Ethics education at universities accredited by the Network of Schools of Public Policy, Affairs, and Administration (NASPAA) differ significantly in approach and technique. (Bowman & Menzel, 1998; Cooper & Menzel, 2013). There is very limited academic research on the efficacy of those programs (Bowman & Menzel, 1998; Langlois & Lapointe, 2010; Lau, 2010).

The purpose of the study will be to explore ethics as a program of study requirement in public administration graduate programs. The area of study will be Master of Public Administration (MPA) and Doctor of Philosophy (PhD) programs in the United States. The literature review is divided into five sections: Ethics and its relevance in the 21st Century; ethics

and leadership; ethics as a discipline in higher education curricula; ethical competence; and public administration programs, and ethics education in the United States.

Keyword Search

In preparation for a review of the literature, an extensive keyword search was conducted. Initially, the keyword search was for articles in books and peer reviewed journals from 2010 to the present. The number of relevant articles, however, demonstrated that there had not been a substantial amount of research on the topic. The search time-frame was, therefore, expanded to materials from 2005 to the present. Additionally, the researcher expanded the search parameters beyond public administration to include other fields, such as education, business, and social work.

The researcher also performed a detailed issue-by-issue review of every article in three specific peer reviewed journals from the period 2010 to the present. This was accomplished in order to triangulate the keyword search and to help ensure that no significant articles had been inadvertently overlooked. The three journals reviewed are the primary journals in the field dealing with public administration education and include: *Public Administration Review*; *Public Integrity*; and *The Journal of Public Affairs Education*.

The following keywords were used. It should be noted that many of the keywords were used in various combinations:

- Ethics, ethics education, ethics training;
- Public administration ethics, ethics education, ethics training;
- Public administration, MPA, MPA programs, ethics, ethics education, ethics training;
- Public administration, doctoral, PhD, ethics, ethics education, ethics training;

- Public affairs ethics, ethics education, ethics training;
- Public affairs, MPA, MPA programs, ethics, ethics education, ethics training;
- Public affairs, doctoral, PhD, ethics, ethics education, ethics training;
- Public policy, ethics, ethics education, ethics training;
- Public policy, MPP, MPA programs, ethics, ethics education, ethics training;
- Public policy, doctoral, PhD, ethics, ethics education, ethics training;
- ASPA, ethics, education, codes, training;
- NASPAA, ethics, education, codes, training;
- Corruption, training, education, indexes; and
- Ethics education theory, Kohlberg's Theory of Moral Reasoning, and cognitive moral development.

Ethics and Its Relevance in the 21st Century

Ethics and Trust in Government

The development of ethical theory and ethos dates back to Plato and Aristotle. From the earliest years of Greek society, ethics has been as essential aspect of governance and the Athenian Oath is thought to be the first ethics code (Meine & Dunn, 2013). The study of ethics in the field of public administration dates from the founding of the profession 100 years ago (Streib & Rivera, 2010).

Trust in government is critical to the proper functioning of society (Bowman & Menzel, 1998; Cooper & Menzel, 2013; Center for Democracy and Governance, 1999; Dobel, 1998; Gannett & Rector, 2015; Hoekstra & Kaptein, Winter 2013; Kennedy & Malatesta, 2010; West & Berman, 2006). Trust is essential for citizens to have faith in their government (Cooper & Menzel, 2013; Menzel, 2007). Periods where the government seems inept or corrupt affect more

than simply the political system; they can undermine all of the institutions of the society. Corruption reduces trust in government and erodes social cohesion (Gannett & Rector). It undermines justice and economic development and destroys public trust in governments and their leaders (Transparency International, 2014). It can lead to a decline in citizens' willingness to comply with laws and, ultimately, diminish the effectiveness of the public sector (Hoekstra & Kaptein). The Pew Research Center (2014), which compiles data about public trust in government, notes that trust is at historic lows since data was collected in 1960. Trust in government has plunged from over 80% in the 1960's to less than 24% today. Public trust in government in 2014 is lower than during the Watergate scandal of the 1970's.

Ethics is an essential part of the mission of the public sector. Over 20 years ago the National Commission on the Public Service, also known as the Volker Commission, called for "a public service able to cope with complexity and also able to maintain the highest ethical standards" (Volker, 2011, p. 83). This theme of trust in government remains vitally important today but public servants do not possess adequate ethical competence (Jacobs, 2014) even though local government executives rate it as extremely important and the most essential skill for success (Cooper & Menzel, 2013). Ethics is viewed as a central factor in the periodic swings noted by Arthur Schlesinger between "Public Purpose Eras" and "Private Interest Eras" (Bowman & West, 2015). Ethical competency is one of the three core public service professional competencies identified by Bowman, West, and Beck (2015).

The importance of ethical government is also understood by the judicial system. The Nineteenth Statewide Grand Jury of the State of Florida (2010) asserted that the people must have faith in their elected officials in order for government to function. The work of government has become increasingly more complex and as society has grown and so have many of the

functions of government. The Statewide Grand Jury concluded that government must be based on shared trust and integrity (Supreme Court of Florida, 2011).

Ethics and Corruption

Corruption, simply stated, is the dishonest or fraudulent use of power for personal gain (Gannett & Rector, 2015). While corruption is an ages-old phenomenon, the scientific study of corruption is a relatively new development. This is credited to a growing worldwide perception that the elimination or mitigation of corruption is central to good governance (Trykker, 2010). Corruption is an international phenomenon; throughout the world, corruption undermines the legitimacy of government and democratic values such as trust (Transparency International, 2014). It also results in undermining critical economic development (Center for Democracy and Governance, 1999). Reducing corruption is viewed as a top priority in both developing and developed countries (Gannett & Rector).

The United States has a mature democracy with robust legal and judicial systems. The Transparency International *Corruption Perception Index 2014*, however, ranks the United States as the 17th least corrupt country out of 174 nations surveyed. The United States is perceived as more corrupt than many other industrialized nations including Denmark, New Zealand, Canada, Australia, Germany, the United Kingdom, and Japan (Transparency International, 2014).

The Public Integrity Section of the United States Department of Justice, pursuant to Section 603 of the Ethics in Government Act of 1978, is charged with reporting to Congress on corruption on an annual basis. The statistics presented in the report are staggering, and clearly lend credence to the widely held belief that corruption is at epidemic levels in the United States. In 2012, a total of 1,078 officials were charged with public corruption, an additional 1,060 were convicted, and 455 were awaiting trial (Public Integrity Section, Criminal Division, United

States Department of Justice, 2013). These statistics only reflect federal corruption cases, not those investigated and prosecuted by state and local authorities.

Corruption affects state and local governments as well. The State of Florida, for example, led the nation in Federal public corruption charges from 2000-2010 (Wilcox & Krassner, 2012). A Florida Supreme Court Statewide Grand Jury found that the three Florida Districts of the U.S. Attorney's Office districts had more public corruption conviction cases than any other state's combined district totals. Florida led the next closest state, New York, by over an eight % margin (Nineteenth Statewide Grand Jury, 2010). The Grand Jury was direct in its conclusion: "We, the members of the Nineteenth Statewide Grand Jury, find that public corruption continues to be an issue of great importance in all aspects of government, politics, and business throughout the State" (Nineteenth Statewide Grand Jury, 2010, p. 3). Florida scored an F in the category of ethics enforcement agencies as ranked by the State Integrity Investigation (Wilcox & Krassner, 2012).

Florida is not alone in believing that it is the center of corruption. A study by the University of Illinois (2102) highlights that four out of the last seven Governors of Illinois have been convicted of corruption. In the period from 1973-2012, one-third of all City Alderman in the City of Chicago were convicted of corruption (Simpson, et al., 2012). The State Integrity Investigation reported that in the overall rankings no state received an A ranking, and only five states received an overall B ranking. Nineteen states, including Florida, received an overall C ranking. At the bottom of the spectrum, eighteen states received an overall D ranking, and eight states received an overall F ranking (State Integrity Investigation, 2015).

Impact of Corruption on Ethics Codes, Training, and Education

Interest in ethics continues to grow. In the public sector, it has been fueled by political corruption cases (Bowman & West, 2013; West & Berman, 2004). Notable instances of public sector fraud and corruption have contributed to a sense of urgency about ethics (Hoekstra & Kaptein, 2013). In the private sector, interest has grown due to major scandals such as the Enron case (Willey, Mansfield, & Sherman, 2012). In extreme private sector cases, corruption scandals have even led to bankruptcy of the company involved (Hoekstra & Kaptein).

The National Commission on the Public Service found that the renewed interest in government accountability is becoming increasingly caustic (Volker, 2011). Chair Volker went on to observe that nothing in American political life is more common than complaints about government, but in the increasingly toxic world of American politics, this has changed from a healthy skepticism to a corrosive cynicism. There is also a renewed sense of urgency in the public realm concerning a return to ethical principles. The International City and County Management Association (ICMA) concluded: “The current upswing in ethical awareness implies that at some point these values must have been partially lost, deemphasized, or called into question...Indeed, the role of ethics as a personal, team, and organizational orientation is increasingly acknowledged” (West & Berman, 2006, p. xii). Ethics and ethics education continue to be both pertinent and critically important (Bowman & West, 2015)

The importance placed on codes of ethics has also increased as demonstrated by the proliferation of ethics codes. Meine & Dunn (2013) catalogued over 2,000 ethics codes in 27 categories. They are quick to note, however, that quantity does not equate to quality, and that many of these codes may be window dressing to serve as symbolic gestures. Lau (2010) notes

that business codes of ethics have become an increasingly important part of global business, and many businesses now view ethical behavior as essential to long-term sustainable success.

The two principal professional organizations in the field of public administration are the American Society for Public Administration (ASPA) and the International City/County Management Association (ICMA). In an indication of the increased importance of up to date and relevant codes of ethics, both organizations have adopted new codes of ethics within the last year. ICMA has had formal codes of ethics since 1924. The ICMA Code was most recently amended and updated by the membership in April 2015 (International City/County Management Association, 2015). The ICMA Code includes 12 basic tenets, each accompanied by implementation guidelines. ICMA has set up a formal ethics complaint and adjudication process that can lead to public censure and a membership bar. The efficacy of this enforcement mechanism is limited, however, because ICMA membership is voluntary and is not a licensure requirement.

ASPA adopted its first code of ethics in 1984, and the membership most recently approved a new code in March 2014 (American Society for Public Administration, 2015). The ASPA Code of Ethics has eight broad principles, accompanied by more specific practice guidelines. ASPA has just established an Ethics and Standards Implementation Committee that may develop an enforcement role in the future.

There are renewed efforts to incorporate the ASPA Code of Ethics into public administration education. Jacobs (2014) noted that public administration educators have taken note of the new ASPA Code of Ethics and have attempted to develop a rubric and process for integrating it into the MPA curriculum. Jacobs developed a three-step process for ethics

curriculum development, one that incorporates substantive instruction, assessment, and continuous improvement.

Ethics and Leadership

Ethics is an integral and essential feature of contemporary leadership theory (Heres & Lasthuizen, 2013). Ethics has long been viewed as central to leadership in promoting ethical conduct in organizations (Brown, 2010). Ethics is embedded in transformational leadership theory. The literature concerned with transformational leadership is linked to virtue, moral character, and to the major themes of the modern Western ethical agenda (Bass & Steidlmeier, 1999). Transformational leadership is concerned with ethics and values, and is a process that changes and transforms people and organizations. Transformational leaders attempt to move their followers to higher standards of moral responsibility (Bennis, 2007). Authentic transformational leaders positively raise the moral identity and moral emotions of their followers (Zhu, Avolio, Riggio, & Sosik, 2011).

Ethics is also integral to Emotional Intelligence Theory. The development of an ethical organization and culture is an essential component of the ideal vision. It is fundamental to creating sustainable change and building an emotionally intelligent organization (Goleman, Boyatzis, & McKee, 2002). Ethics is ultimately rooted in the soul of an organization (Bolman, 2003). The role of the leader in the context of organizational culture is similarly well established. Leaders play a significant role in establishing a culture of ethics within an organization, something that is accomplished through leadership behavior and the implementation of programs, systems, structures, and cultural forms (Yukl, 2010).

The “true” ethics of the leader is also a very important factor. Palmer (2009) identifies three levels of ethical leadership. The first is at the level of the individual morality of the leader.

The second is the means of leadership and the third is the level of ethical leadership. Other recent literature also highlights the importance of the ethical grounding of the leader. Lager (2010) confirms that the development of an ethical culture must include truly ethical leadership. The ability of a leader to influence the culture of an organization has been studied extensively. Yukl (2010) posits that the leader's influence varies, depending on the developmental stage of the organization, and that cultural change is much more difficult in mature organizations. The total commitment of the leader is viewed as essential for an organization to develop a truly ethical culture. Simply imposing a set of theoretical guidelines or rules is not effective. Organizations must move beyond a compliance mentality into an ethical leadership mentality (Lager). Restated, organizations must shift from a culture of compliance to a culture of integrity (Verhezen, 2010).

Ethical leadership is essential to the development of an ethical organization (Bowman & West, 2015). Leaders of ethical organizations are expected to represent, communicate and role model ethical behavior and standards (Ardichvili, Mitchell, & Jondle, 2010). The importance of the ethical frame of the leader cannot be overstated. Ethical behavior of the leader is central to the creation and sustaining of an ethical culture within the organization (Meyers, 2004). The importance of the leader is summarized well by Gini:

“The ethics of leadership – whether they are good or bad, positive or negative – affect the ethos of the workplace and thereby help to form the ethical choices and decisions of the workers in the workplace. Leaders help to set the tone, develop the vision, and shape the behavior of all those involved in organizational life” (2010, p.346).

The impact of an unethical, or toxic leader, is equally important to an organization but in a negative perspective. History is replete with infamous toxic leaders who have led their organizations and nations to disaster (Lipman-Blumen, 2010). These leaders can foment envy, greed, hate and conflict rather than harmony, altruism, and cooperation (Bass & Steidlmeier,

1999). Recent literature is beginning to draw a link between the personal moral lives of leaders and their moral behavior as leaders of an organization. Palmer posits that leadership failures may stem in part from a moral failure of leadership (Palmer, 2009). Leadership and ethics are two of the three components of the competency triangle of public service professionals (Bowman, West, & Beck, 2015).

The ability of leaders to remain ethically grounded, particularly in the political realm, is very difficult. The tension between moral aspirations and the demands of the political process create a significant conflict between ethics and political leadership. Political leaders, by virtue of the public nature of their roles, are often unable to develop normal ethical prudence and choose to adopt instead a hybrid form of what Dobel (1998) terms “political ethical prudence”. The concept of transparency as a component of ethical leadership is an increasingly important issue. Ball (2009) traces the roots of this focus on transparency back to the aftermath of the Watergate scandals of the 1970^s. The demands of the public for more information and openness in government have steadily accelerated since then with a series of major legislative initiatives including the Freedom of Information Act, the Sunshine in Government Act, the Presidential Records Act, and the Whistleblower Protection Act (Ball, 2009).

Ethics as a Discipline in Higher Education Curricula

Integration of Ethics Education into the College Curriculum

Ethics, while universally recognized as important, is not universally integrated into college curricula, and research indicates that few colleges take a comprehensive approach to ethics and do not attempt to coordinate or integrate the ethical lessons their students may be learning (Bowman & Menzel, 1998; Cooper & Menzel, 2013; Matchett, 2008). Only a handful of institutions make any explicit attempt to understand and coordinate ethics education. The majority offer a host of courses “in which neither the value commitments assumed by the general

course discipline nor any ethical issues related to specific course subject matter are ever explicitly discussed” (Matchett, p. 26). Syllabi have no consistent pedagogy and do not include consistent content (Cooper & Menzel, 2013; Frank, Ofobike, & Gradisher, 2010; Griffith, Domenech Rodriguez, & Anderson, 2014; Sanders & Hoffman, 2010; Williams & Elson, 2010).

The need for ethics education carries far beyond the college experience. Professional organizations, such as the ASPA, have long accepted the notion that a long-term proactive approach to ethics education and competence is necessary (Dunn & Meine, 2010). Ethics education in MPA programs in public administration can play an important role in addressing unethical conduct of public administrators (Jacobs, 2014). Ethics education is an essential component of the education process that is critical to the development of college students into future ethical leaders. Ethical competencies are critical regardless of the field of study or profession (Lau, 2010). In the public sector ethics mold the aspirations and roles of managers, and help define core values and beliefs that direct managerial action. Ethical managers in public administration have ‘The Ethics Edge’ (West & Berman, 2006).

Approaches to Ethics Education

Ethics education has traditionally been based on a positivist rational decision-making model (Bowman & West, 2013). Education and training have historically focused on moral awareness, moral reasoning, and adherence to rules and regulations (Van Montfort, Beck, & Twinjnstra, 2013). Classical models used included results based utilitarian ethics, rule-based duty ethics, and virtue-based character ethics (Bowman & West).

The adherence to rules and regulations is most typically associated with contemporary in-service training programs. Menzel (2009) regards this compliance type education and training – what the rules are and how to stay out of trouble – as an expedient low road approach. A focus

upon implementing ethics by only promulgating stricter regulations may have the reverse intended effect of increasing misbehavior by developing greater ingenuity in circumventing standards (Jacobs, 2014). This path tends to be semi-legalistic with a focus on rule adherence and focusing on the codes of ethics or administrative rules of behavior can become ends in themselves (Menzel, 2017).

The primary goals of public administration ethics education programs are to: foster ethical conduct in public service; develop awareness of ethical issues; and to cultivate an attitude of moral obligation and personal responsibility in pursuing a career in public service (Bowman & Menzel, 1998). Moral awareness and moral reasoning are generally a focal point of higher education, with ethical decision-making and moral development viewed as central to the deontological and teleological approach to ethics (Menzel, 2005). These emphases provide students, as future professionals and leaders, with the foundation to think critically, reason morally, and act ethically (Bowman & Menzel; West & Berman, 2006). This focus on higher levels of thinking is consistent with the theoretical perspective included in Kohlberg's theory of moral reasoning (Kohlberg, 1981, 1984).

Bowman and West (2013) report that there is an emerging shift in ethics education away from the traditional rational decision-making approach to a subjectivist psychologically based behavioral ethics approach. This shift in approach focuses on an understanding of psychological factors that lead to unethical behavior. It is not enough to understand abstract philosophical concepts of right and wrong. It is essential to understand psychological realism and how individuals react to, rationalize real-time, real-world situations, and make ethical or unethical decisions (Bowman & West). Ethical competence is increasingly being viewed as a concept that is best understood in the subjectivist context of the individual who exhibits it, not in the context

of adherence to rules (De Schrijver & Maesschalck, 2013). In order to improve ethics education, educators must better understand aspects of human nature (Lampe, 2012).

There continues to be significant debate within academia in terms of providing stand-alone ethics courses or integrating ethics components into regular courses. Accreditation bodies have allowed individual institutions to select the teaching approach to be employed (Bowman & Menzel, 1998; Sanders & Hoffman, 2010; Tello, Swanson, Floyd, & Caldwell, 2013; Willey, Mansfield, & Sherman, 2012). While both approaches are used, there are great concerns regarding the efficacy and effectiveness of non-stand-alone approaches (Bowman & Menzel; Cooper & Menzel, 2013; Jurkiewicz, 2013; Tello, Swanson, Floyd, & Caldwell). The integration approaches rely on instructors with varying levels of training and motivation in the teaching of ethics (Tello, Swanson, Floyd, & Caldwell). While the integration approach is overwhelmingly preferred in disciplines such as accounting, accounting educators acknowledge that the amount of time spent on ethics is low and that they are generally not comfortable with or versed in the material (Kidwell, Fisher, Braun, & Swanson, 2013).

The concerns with the integration approach are summarized well by Kidwell, Fisher, Braun and Swanson, (2013, p. 46): “The problem with integration is that, without an underlying foundation in the common body of knowledge of ethics, the discussion of ethics seldom moves beyond a surface treatment of the issue.” They go on to posit that a stand-alone course is central to providing students with the tools necessary for higher-level thinking. Their concept is that sound pedagogy involves doing both stand-alone and integrative methodologies, with the stand-alone course used as a fulcrum or cornerstone for integrating ethics into other courses.

The efficacy of stand-alone ethics courses is supported by recent research. Curzer, Sattier, DuPree, and Smith-Genthos (2014) found that education students who had taken a stand-

alone ethics class improved significantly as compared with non-ethics students in both moral theory choice and moral reasoning. The research of May, Luth, and Schworer (2014) found that business students who had taken a stand-alone business ethics course experienced significant positive increases in the areas of moral efficacy, moral courage, and moral meaningfulness as opposed to students who did not take an ethics course. This research is supported by Lau (2010): “Students with ethical education show a higher awareness of ethical awareness and moral issues” (p. 572). His study of business school ethics education compared students who did not take a stand-alone ethics course (control group) with students who had completed a stand-alone ethics course (treatment group). His research concluded that students in the control group were significantly more inclined to pay a bribe, with a statistically significant correlation of $<.005$. Students in the treatment group had higher levels of personal integrity, with a statistically significant correlation of $<.005$ as well. In contrast, researchers in the field of social work have not had conclusive results. A comparative research study of three social work programs yielded inconclusive results with only increases in one measure, moral judgment, being clearly greater in a stand-alone approach (Sanders & Hoffman, 2010).

The research of Blanthorne, Kovar, and Fisher (2007) sought to understand accounting ethics education from the perspective of accounting faculty. The results indicate that only 26% of accounting faculty supports a stand-alone course within the accounting curriculum. However, 47.5% support a stand-alone course within the business curriculum, and 77.4% support a stand-alone course that features ethics in conjunction with corporate responsibility. A total of 79.4% of those surveyed felt ethics should be included in every course, and only 24% responded that current ethics instruction is sufficient (Blanthorne, Kovar, & Fisher, 2007). A separate study viewed ethics education from the perspective of the graduate accounting students. It reported

that students favor a separate ethics-only accounting course by a two-to-one ratio (Williams & Elson, 2010).

Contemporary scholars in public administration contend that ethics education, properly taught, is effective (Cooper & Menzel, 2013). Research by Jurkiewicz (2013) concluded that ethics education through established methodologies has been shown to be effective. She goes on to note that the persistent questioning of the efficacy of ethics education is rooted primarily in the ineffective methodologies most often used to teach it, which typically involve tucking it in to a case study within a class on another topic taught by a professor with no expertise in ethics. Jurkiewicz concluded that the most effective approach to an effective ethics education includes both a required core curriculum course taught by a professor with expertise in ethics, in combination with integrating ethics within other courses in class segments developed by an ethics expert. Bowman and West (2015, p. 30) conclude that the teaching of ethics is readily attainable and important: “Ethical analysis can be learned as readily as other forms of policy analysis. As in policy analysis, conceptual tools to examine the ethical dimension of decisions is needed.”

Lessons from Other Fields

In the field of business, Willey, Mansfield and Sherman (2012) researched the history of business ethics education and found that the first undergraduate business school, the Wharton School at the University of Pennsylvania, had examined the relationship between ethics and commerce, but it was not until the 1970’s that the terminology “business ethics” was used. The business scandals of the 1980’s, including Enron, WorldCom, and Arthur Anderson, provided great impetus to increasing the role of business ethics education (Willey, Mansfield, & Sherman, 2012; Ardichvili, Mitchell, & Jondle, 2010).

The Association to Advance Collegiate Schools of Business (AACSB) established a requirement in 1980 that ethics be included in the curriculum (Willey, Mansfield, & Sherman, 2012). However, they allowed broad flexibility for individual schools to fashion curricula. As a result, less than one-third of business schools offer a stand-alone ethics course, and fewer include it as a requirement (Tello, Swanson, Floyd, & Caldwell, 2013). A meta-analysis of business school ethics education found that current programs had a minimal impact on increasing outcomes related to ethical perceptions, ethical behavior, or ethical awareness (Waples, Antes, Murphy, Connelly, & Mumford, 2009). Continued scandals and the resultant public and academic outcry led the AACSB to issue a report challenging business schools to view ethics education as central to their responsibility (Willey, Mansfield, & Sherman). This has led to increases in ethics education within business schools. The focus has shifted from a rules-based approach to a transformational learning model (Tello, Swanson, Floyd, & Caldwell, 2013). Promoting students' critical thinking and moral development is central to this endeavor. The Carnegie Foundation for the Advancement of Teaching called for a fully integrated approach to develop ethically grounded professional judgment (Willey, Mansfield, & Sherman, 2012).

The accounting profession within the business field has utilized Kohlberg's theory of moral reasoning as the foundation for ethics education (Frank, Ofobike, & Gradisher, 2010). The theory, adapted for the accounting profession by Reinstein, Moehrle and Reynolds-Moehrle (2006), includes the evolution from the lowest level of punishment avoidance to the highest level of following self-chosen ideological principles and belief in the ideal. Recent research indicates that some programs in accounting business ethics have been found to increase moral efficacy, moral meaningfulness, and moral courage (May, Luth, & Schwoerer, 2014).

The American Psychological Association guidelines for accreditation require that students be trained in professional conduct, ethics, and law. However, there is less guidance regarding how the training should occur or what should be covered (Griffith, Domenech Rodriguez, & Anderson, 2014). There is no consensus as to how or where ethics should be taught (You, Warchal, & Ruiz, 2011). Psychology doctoral students are typically only exposed to a single graduate level course late in their careers (Griffith, Domenech Rodriguez, & Anderson). An analysis of syllabi suggests that there is no consistent pedagogy or content (Griffith, Domenech Rodriguez, & Anderson; You, Warchal, & Ruiz).

Ethics education is viewed as particularly important in the field of scientific research, where unethical conduct may have disastrous consequences for both the scientific community and society at large (Mumford, Steele, & Watts, 2015). A meta-analysis of responsible conduct of research (RCR) programs found a wide variety of approaches ranging from self-paced online material to longer periods of face-to-face instruction based on realistic exercises and cases. There has been sporadic evaluation of the effectiveness of these programs and available research indicates that there is substantial variability in effectiveness. The limited data indicate that the most effective programs were longer in duration and had substantial instructor-student interaction (Mumford, Steele, & Watts).

Ethical competence in social work has evolved significantly since the first half-century of the field when previous formal ethics education and codes of ethics did not exist (Reamer, 2013). Over the past 50 years, the field of social work has developed a tradition of integrating ethics into social work education. Accredited programs must integrate values and principles of ethical decision-making (Council on Social Work Education, 2003). Social work programs have used a variety of approaches to teaching ethics including infusion of ethics content, required discreet

courses, and a mixed-methods model using both approaches (Reamer). The National Association of Social Workers (NASW) has served as an influential model in an attempt to codify ethical competence with many state licensing boards now using the NASW Code of Ethics to define ethical competence, as well as to promulgate and enforce ethical standards (Reamer, 2013).

Ethical Competence

“The pursuit of ethical competence is a lifelong process that is replete with challenges, trapdoors, and, all too often, roads not taken” (Cooper & Menzel, 2013, p. 3). The field of public administration ethics education has increasingly focused on the concept of ethical competence (Cooper & Menzel). Public administration education must equip students in public administration with ethical virtues, ethical capital, and ethical competence (Jacobs, 2014). This focus on higher level thinking aligns with Kohlberg’s theory of moral reasoning (Jurkiewicz, 2013; De Schrijver & Maesschalck, 2013). It is also in response to and aligned with the movement of NASPAA accreditation standards toward core competencies, with ethics being seen as a core competency (Cooper & Menzel). Ethical competence is viewed as central to the professionalism of the field of public administration (Plant, 2013). A survey of local government executives found that ethical competence was seen as extremely important to success by 80% of local government executives, and that no other skill came close to the value placed on ethics (Cooper & Menzel). Jurkiewicz notes that public-sector competence is rooted in ethical competence.

Public administration scholars have been actively engaged in finding a generally accepted definition of ethical competence. Menzel (2010) has developed a six-point definition: the ability to perceive ethical problems; the possession of ethical analysis skills; a knowledge of ethical

theories; an understanding of how organization design encourages or impedes ethical decision-making and conduct; the strength of character to act on one's ethical conclusions; and the holding of positive attitudes toward the importance of ethical conduct (Menzel & Cooper, 2013). A more pragmatic approach has been developed by the Svara "Ethics Triangle, which includes the results of the action (consequentialism), the pertinent rules of the situation (duty ethics) and the personal integrity and character elements of the action (virtue ethics) (Svara, 1997). International scholars have developed a hybrid definition and conceptual framework that applies the development of knowledge, skills, attitudes, and abilities (KSA's) across four levels: rules and standards; moral sensitivity; moral reasoning; and moral motivation and character. De Schrijver and Maesschalck (2013) developed a measurement tool for ethical competence using an eight-cell matrix. Heres and Lasthuizen (2013) cite the common denominator of knowledge, skills, attitudes, and abilities that enable an individual to deal with ethical and moral challenges. Leadership and ethics are two of the three components of the competency triangle of public service professionals (Bowman, West, & Beck, 2015)

These contemporary conceptualizations of ethical competence all use Kohlberg's theory of moral reasoning as their theoretical base. Menzel (2013) traces the cognitive moral development embodied in ethical competence directly to Kohlberg. The three points of the Svara (1997) ethics triangle and the four levels of the De Schrijver and Maesschalck (2013) cells equate to Kohlberg's levels and stages (Kohlberg, 1973). Jurkiewicz directly attributes Kohlberg: "Kohlberg's stage theory of moral development and ethical reasoning provides a foundation for addressing the components of ethical competence in public service and, thus, what an ethics course in an MPA program might wisely entail" (p. 134).

Ethical competence is essential for public administrators to be able to provide the ethical leadership necessary to advance the public interest, and ethical competence and ethical leadership are mutually reinforcing (Cooper & Menzel, 2013). Ethical competence, however, is a necessary but not sufficient aspect of ethical leadership. In other words, an individual can be ethically competent without being an ethical leader, but one cannot be an ethical leader without being ethically competent. The benefits of ethical leadership are significant. It deters counterproductive behavior, unethical acts, fraud, and the misuse of funds while reinforcing employee effort, productivity, initiative, altruism, and optimism (Heres & Lasthuizen, 2013).

Ethics and ethical competence are integral and essential features of contemporary leadership theory. It is embedded in transformational leadership theory (Bass & Steidlmeier, 1999; Bennis, 2007). Authentic transformational leaders positively raise the moral identity and moral emotions of their followers (Zhu, Avolio, Riggio, & Sosik, 2011). It is integral to creating sustainable change and building an emotionally intelligent organization (Goleman, Boyatzis, & McKee, 2002). Ethical behavior of leaders is central to creating and sustaining an ethical culture within an organization (Meyers, 2004) and leaders of ethical organizations are expected to represent, communicate, and model ethical behavior (Ardichvili, Mitchell, & Jondle, 2010; Bowman & West, 2015).

Public Administration Programs and Ethics Education in the United States

Overview and Accreditation

The field of public administration is focused on the implementation of government policy as well as an academic discipline that studies this implementation and prepares students for working in the governmental and non-profit sectors (Encyclopedia Britannica, 2016). Public administration has been described in many different ways. A particularly well-reasoned

definition was developed by Rosenbloom and Goldman (1980), “Public administration is the use of managerial, political, and legal theories and processes to fulfill legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole or for some segments of it” (p. 6).

The field of public administration higher education takes a variety of shapes and forms depending upon the university where the program is housed. There are currently over 260 public administration degree programs in the United States. These programs consist of independent programs (90), programs combined with another area such as international studies (52), programs embedded in political science (45), programs linked to a policy area such as public health (30), and programs developed jointly with political science (13) (Raadschelders, 2011).

The Network of Schools of Public Policy, Affairs, and Administration is the accrediting organization for the field of public administration. NASPAA was recognized by the Commission on Peer Review and Accreditation (COPRA) and the Council on Higher Education Accreditation in 1977 (Commission on Peer Review Accreditation, 2014). NASPAA accreditation is awarded at the bachelor’s and master’s levels. NASPAA has a total of 280 member institutions of which NASPAA has accredited 175 programs. (NASPAA, 2013). Doctoral programs are not accredited by NASPAA, but are authorized by the individual academic institutions that undergo review and accreditation by one of the regional higher education bodies such as the Southern Association of Colleges and Schools (SACS). There are currently 77 public administration doctoral programs in the United States (NASPAA, 2013).

Ethics Education at the Master’s Level

NASPAA, as noted earlier, is the accreditation body in the field of public administration higher education. NASPAA has developed procedures that establish four preconditions for

academic review and a set of seven standards for accreditation. The four preconditions include program eligibility, public service values, primary focus, and course of study. The seven standards include managing the program strategically, matching governance with the mission, matching operations with the mission, faculty performance, serving students, student learning, and matching communications with the mission (NASPAA, 2009). The concept of ethics is intertwined with the concept of public service values within the NASPAA Accreditation Standards (“the standards”). The term ethics is used once in the four preconditions and once in the standards. The term public service value is used multiple times in each section (NASPAA, 2009). There are, however, no specific requirements or methods of instruction in the standards (Cooper, 2012).

At the master’s level, the two primary programs offered are the Master of Public Administration (MPA) and the Master of Public Policy (MPP). The MPA degree is the professional degree for students seeking a career in the public or non-profit sector. The programs develop the skills used by managers in managing and implementing programs and policies. Specializations include public management, urban affairs, non-profit management, human resource management, financial management, and others. The MPP degree emphasizes analyzing and evaluating information to solve policy problems and graduates work with qualitative and quantitative data to evaluate and develop solutions to public problems. Specializations include the full range of public policy areas such as environment, education, as well as health and economic development (NASPAA, 2016). For convenience purposes in this study the term MPA will be used to describe both programs.

There are, as noted earlier, two primary approaches to ethics education. The first approach mandates stand-alone courses. The second approach involves embedding ethics

material in regular courses. Sixty percent (60%) of bachelor's and MPA public administration programs offer a stand-alone course, whereas forty percent (40%) teach ethics across the curriculum (Bowman & Menzel, 1998). The large majorities of schools teaching ethics across the curriculum do not have any formal ethics program or rubric, but rather rely on individual instructors to incorporate the material into their courses. This reliance on instructor initiative and skill is viewed as one of the largest curricular gaps in graduate schools of public administration (Walton, Steams, & Crespy, 1997). Ethics education remains controversial because there is little agreement on what to teach and how to teach it (Menzel, 2007).

Ethics courses are taught by both full-time and adjunct faculty, with full-time faculty teaching fifty three percent (53%) of courses. Seventy percent (70%) of instructors had practitioner experience (Bowman & Menzel, 1998). Most public administration ethics instructors reported belonging to more than one professional organization, and report being very familiar with the American Society for Public Administration (ASPA) code of ethics (Bowman & Menzel). They rank honesty and integrity as the two highest values for public administrators (Molina & McKeown, 2010).

The primary goals of public administration ethics education programs are to foster ethical conduct in public service, develop awareness of ethical issues, and cultivate an attitude of moral obligation and personal responsibility in pursuing a career in public service. Moral reasoning is the primary conceptual approach used by ethics instructors (Bowman & Menzel, 1998). Small group discussion, case studies, and decision-making scenarios are the primary technical approaches used (Bowman & Menzel). Case studies are widely used in other education fields and are a preferred approach by many in public administration (Menzel, 2009). The use of codes of ethics in teaching public administration has historically been overlooked. Codes of ethics are

viewed as real, concrete, and will be the focus of students' compliance upon graduation and entering the professional world (Plant, 1998). There are renewed efforts to incorporate the ASPA Code of Ethics across the MPA curriculum. Jacobs (2014), notes that there is a renewed effort to intentionally and explicitly incorporate and infuse the ASPA Code of Ethics throughout the MPA curriculum. He reports that a three-step process had been proposed for curriculum development that incorporates substantive instruction, assessment, and continuous improvement. Contemporary researchers conclude that effective models for ethics education are available (Cooper & Menzel, 2013). Jurkiewicz (2013) concludes that the most effective ethics education has four primary attributes. First, it includes both theory and case study over a full semester. Second, it is a core course taught by a professor with expertise in ethics. Third, it must teach higher level reasoning and analytical thinking following Kohlberg's theory. Finally, in addition to a specific core course, effective ethics education must also be integrated into other courses, such as budgeting and governance, in modules designed by ethics experts. Bowman and West (2015, p. 30) assert that "Ethical analysis can be learned as readily as other forms of policy analysis."

Leaders in the field of public administration recognize the need for improved ethics training and education. The former President of NASPAA, Jack Knott (2012), views the development of programs that instill public service values and moral character as essential in the changing context of public service education. It is viewed by renowned statesman Arthur Schlesinger as key to maintaining eras of public purpose in contrast to eras of private interest (Bowman & West, 2015). The most innovative and successful programs are developing new integrative techniques into ethics education. This includes the Rhode Island Project that combines stand-alone coursework with community-based workshops (Killilea, Pasquerella, &

Vocino, 1998). The University of Utah has developed an ethics matrix to ensure that relevant material is presented across the curriculum (Nelson & Van Hook, 1998). The University of Denver is integrating ethics, business, law, and public policy (Wittmer, Holcolmb, Hutton, & Nelson, 1998). The Georgia Institute of Technology is attempting to develop a required ethics course to include into their entire curriculum university-wide (Dhooge, 2011). Dhooge reports that university officials cite three rationales for this approach. The first is that ethics is relevant; ethics is not a purely philosophical topic but one that students will immediately confront when they enter the real world, especially in an international setting. The second is that ethical compliance is not legal compliance; ethical considerations are far broader than legal considerations. Third, ethics provide value opportunities.

The efficacy of ethics education is unclear. There is no question that ethics educators believe they are making a difference, with 70% responding affirmatively. However, only 43% of MPA graduates surveyed responded that their graduate ethics educational experience had helped them when faced with an ethical dilemma. (Menzel, 2007). Contemporary scholars note that the persistence of questioning the efficacy of ethics education is rooted not in the effectiveness of proven approaches, but in the fact that the methodologies most often used to teach ethics are ineffective (Jurkiewicz, 2013). Ethical analysis and reasoning is viewed by leading scholars as a conceptual tool that can be learned as readily as any other form of policy analysis (Bowman & West, 2015). The concern of leading scholars in the field is crystallized by Terry Cooper, Professor Emeritus at the University of Southern California as follows:

“Although it seems that the time devoted to the study of ethics in graduate courses in public administration is growing, there is still no clear consensus that every MPA curriculum should include a required, freestanding course on the subject. NASPAA has required only that ethics be treated in the MPA curriculum, and in many MPA programs accredited by NASPAA, ethics is handled as a subtopic within other core areas of the curriculum. This means that ethics generally receives fragmentary attention, with a

session here and a module there in various courses. Thus it often lacks the kind of coherent and integrated treatment thought necessary for the core topics in the field, such as public finance, public policy, human resource management, and quantitative methods. Administrative ethics is still treated like a stepchild of the field” (2012, p. vii).

Ethics Education at the Doctoral Level

Doctoral education in public administration has followed the approach of a number of other fields. Doctoral education programs offer two different degrees, the Doctor of Public Administration (DPA), and the Doctor of Philosophy (PhD). The DPA was perceived as an extension of the MPA degree of Public Administration (MPA) and was geared toward practitioners. The PhD program was more research-oriented and designed for academics and practitioners. The PhD program is the favored approach at the top universities, with all of the top-ten-rated schools offering a PhD (Adams, 2006).

There is, however, little commonality in the doctoral programs beyond the types of degrees offered. Research indicates that there is no common core in public administration doctoral education, indicative of the difficulty and divergence in defining public administration as a field (Brewer, Facer III, O'Toole, & Douglas, 1998). They report that this has resulted in no common core curriculum: “Overall, it appears that public administration – at least in its doctoral education design – is more a ‘holding company’ or organizing theme of study than a coherent academic discipline” (p.127).

Ethics, as a primary area of focus and interest, is not prevalent among public administration doctoral faculty. Faculty specialization is heavily weighted toward international issues, social policy, economics, environment, public management, budget, finance, and public health. In contrast, ethics and leadership are in the lowest quadrant of areas of specialization (Adams, 2006).

The variety of approaches to ethics education as a program of study requirement in public administration PhD programs is validated by a review of the top 25 programs as ranked by the National Academy of Sciences (Committee on an Assessment of Research Doctorate Programs, 2011). The admission requirements, core course requirements, program offerings, and as necessary individual course syllabi, were reviewed from information publicly available from official electronic sources. The programs reviewed ranged from a very strong emphasis on ethics education as a course of study requirement, to programs that have no apparent emphasis or requirement for ethics as a course of study requirement. An example of a very strong emphasis on ethics education as a course of study requirement appeared to be found at a major urban university. That program required a stand-alone ethics course at the MPA level as an admissions requirement. It also required a stand-alone course at the PhD level if a MPA level stand-alone course had not been completed. An example of a program where there is no apparent emphasis or requirement for ethics education as a course of study requirement was found at another major urban university. That program does not have any specific ethics education requirement for admission into the PhD program. Ethics as a course of study is not included in the PhD core curriculum. There are no stand-alone PhD course offerings. A MPA level course is offered as an elective. A student matriculating through the MPA and PhD programs could complete the entire course of study without taking an ethics course.

Chapter Summary

Ethics, ethics education, and ethics training are subjects of tremendous importance. This is particularly true in the field of public administration, where professionals are entrusted with ensuring the public good and welfare (Kennedy & Malatesta, 2010). Ethics education and

courses of study are the foundations for developing ethical public servants, educators, researchers, and leaders (Bowman & Menzel, 1998; Jacobs, 2014).

The literature indicates that, while there has been a great deal of research and emphasis on ethics and ethics violations, there has been limited research on ethics education and its effectiveness (Bowman & Menzel, 1998; Bowman & West, 2013; Brown, 2010; Frederickson & Ghere, 2013). The inclusion of ethics and public service values are required for accreditation of public administration programs at the bachelor's degree and MPA degree level. However, there are no specific standards specified (NASPAA, 2009, Cooper, 2012) The approaches used by different universities vary widely, and include both stand-alone and embedded course offerings (Bowman & Menzel, 1998; Bowman & West, 2013; Sanders & Hoffman, 2010; Tello, Swanson, Floyd, & Caldwell, 2013; and Willey, Mansfield, & Sherman, 2012). The literature indicates that ethics education is neither required nor prioritized at the doctoral level, and there is no common core in public administration doctoral education (Brewer, Facer III, O'Toole, & Douglas, 1998). Ethics as a primary area of focus and interest is not prevalent among public administration doctoral faculty (Adams, 2006).

A review of the literature suggests that there is the need for additional research into public administration ethics education at the graduate level. This study will examine four universities that are taking differing approaches to ethics as a course of study requirement. Two programs required a stand-alone ethics courses in the core curriculum at the MPA level and also require a stand-alone course at the PhD level or include an explicit ethics component in a course in the PhD core curriculum. Two programs used an embedded approach at the MPA and PhD levels.

CHAPTER III

METHODOLOGY

Introduction

A case study methodology was utilized for this research. The case study method is relevant in developing an in-depth analysis of a program (Creswell, Hanson, Clark Plano, & Morales, 2007; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). It is used when the main research questions are how and why, the researcher does not control the environment, and the focus of the study is a contemporary phenomenon (Yin). Furthermore, the case study tradition is used to analyze a bounded social phenomena or a bounded system such as a program (Creswell, Hanson, Clark Plano, & Morales). In this case, the researcher will be conducting a multiple case study (Bloomberg & Volpe, 2012; Yin; Lapan, Quartaroli, & Reimer).

This study examined four universities that are taking differing approaches to ethics as a course of study requirement. Two programs were selected that required a stand-alone ethics courses in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels. The programs that utilized the two different approaches were selected by a purposeful sample (Bloomberg & Volpe, 2012; Creswell, 2014; Yin, 2014). A purposeful sample will lend more strength to the research data because the cases are selected by how much can be learned from them (Lapan, Quartaroli, & Reimer, 2012), and, as such, the cases identified will most likely illuminate the research questions and will be purposefully selected because they offer contrasting situations (Yin). The programs were also selected from the top 25 programs as ranked by the National Academy of Sciences, in order to strengthen the study (National Research Council of the National Acadmies,

Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of Research Doctorate Programs, 2011).

The data for this study came from multiple sources, strengthening the construct validity of the research (Yin, 2014). The initial source of data was focused on multiple sources of contemporary and archival electronic as well as written materials and documents. This includes program information, course syllabi, faculty profiles, publications, news articles, as well as other material, available through the public domain.

The second type of data was interview data. The interview data collection procedures were specific and detailed. An interview protocol, based on the literature review and research as described by Creswell (2014) and Yin (2014), was applied. The interviewer conducted interviews with program administrators, and faculty involved in the teaching or the scholarly research of ethics.

Data analysis was accomplished through multi-level coding as described by Saldaña (2013), and Bloomberg and Volpe (2012). Interview responses went through an initial first-level coding. As themes emerge second and possibly third-level coding was conducted. NVivo software was utilized for the organization of data.

Research Questions

There are five research questions in this case study. The research questions follow the form described by Creswell (2014).

The primary (overarching) research question guiding this inquiry was:

- How do public administration graduate programs incorporate ethics education into their MPA and PhD programs?

The sub-questions for this study were:

- How and why was the approach to teaching ethics chosen and implemented throughout the program history?
- What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?
- How was the efficacy of the approach perceived?
- How do stakeholders view the impact of the ethics-teaching model on their professional development and was there consistency between program administrators and faculty?

Research Paradigm and Theoretical Perspective

Qualitative research is grounded in an essentially constructive philosophical position and is focused and concerned with how issues are experienced, interpreted, and understood in a particular context at a specific point in time (Bloomberg & Volpe, 2012). It is an approach well suited for understanding and exploring the meaning individuals and groups ascribe to social problems (Creswell, 2014). Qualitative inquiry is suited to promoting a deep understanding of phenomena and is more likely to illicit rich data and explanation than a quantitative approach (Bloomberg & Volpe).

Fraenkel, Wallen, & Hyun (2012) highlight a series of major characteristics of qualitative research that enlighten its applicability to this study. This includes the inductive nature of qualitative research and its immersion in the details of the data to discover important categories, dimensions, and relationships. It also has a holistic perspective and looks at the whole phenomena as a complex system that is not readily understood by a few discreet variables and linear cause-effective relationships. Qualitative research also focuses on context sensitivity, which places findings in a social, historical, and temporal context (Fraenkel, Wallen, & Hyuan).

This study sought to develop a deep understanding about why different graduate programs used different approaches to ethics as a course of study requirement. A qualitative research approach will elicit information on how ethics education is interpreted and understood in the modern context and how individuals involved in graduate programs describe the need for ethics education. It will hopefully promote a deep understanding of the phenomena of ethics as a course of study requirement. A qualitative approach will enable the researcher to take a holistic approach to the research question and potentially discover important dimensions of this issue in a contemporary context.

The theoretical perspective for the study was Kohlberg's theory of moral reasoning (Kohlberg, 1981, 1984). The Kohlberg theory of higher order thinking and moral reasoning is found extensively in the public administration literature and is often described as ethical competence (Bowman & Menzel, 1998; Bowman & West, 2013; Cooper & Menzel, 2013). Moral reasoning (Brown, 2010) and moral character (Knott, 2012) are all part of the transformational learning experience (Tello, Swanson, Floyd, & Caldwell, 2013), which can lead to ethical competence (Bowman & West). Kohlberg's theory provides a foundation of ethical competence in public administration (Jurkiewicz, 2013).

Qualitative Research Tradition: The Case Study

The approach most suited for this research is the case study, and more specifically the researcher will be conducting a multiple case study (Bloomberg & Volpe, 2012; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). The case study tradition is well documented in the literature. Bloomberg and Volpe describe the case study as "an intensive description and analysis of a bounded social phenomenon (or multiple bounded social phenomena)... such as a program" (Bloomberg & Volpe, p. 31).

Lapan, Quartaroli, and Riemer (2012) describe the case study as an investigative approach that can be used to describe complex phenomena such as programs in ways that can lead to new and deeper understanding. They go on to describe multiple case studies and multiple site case studies as usually designed for purposes of comparison and sometimes referred to as comparative case studies (Lapan, Quartaroli, & Reimer).

Yin (2014) is particularly insightful into the rationale for the case study and multiple case study. He states, “How and why questions are more exploratory and likely lend to the use of a case study... as the preferred research method” (Yin, p. 10). He goes on to discuss that case studies can cover multiple cases and can then be used as a tool to draw cross-case conclusions. Yin cites several specific two-case studies that are particularly relevant to this research. The first was a study conducted by Chaskin (2001), which used two cases studies to analyze two different approaches to the capacity building of neighborhood organizations. The two cases were purposefully selected because they offered contrasting situations. The second was an education accountability study conducted by Elmore, Abelmann, and Fuhrman (1997). This study contrasted two different approaches to school educational accountability.

Lapan, Quartaroli, and Reimer (2012) note that case study research is an investigative approach that can fully explore and analyze complex issues and programs in ways that can unearth new and deeper understanding. Fraenkel, Wallen, and Hyun (2012) proffer the idea that multiple-case studies are often considered more compelling than single case studies and are more likely to provide valid generalizations. The case study tradition, as described by Creswell, Hanson, Clark, Plano, and Morales (2007), indicates that this study, where the research question is about developing an in-depth understanding about how different cases provide insight into an issue, is well suited to the multiple case study approach. In more recent work, Creswell (2014)

noted that case studies are used in many fields where the researcher develops an in-depth analysis of a case or a program. Lapan, Quartaroli, and Reimer also found that multiple case studies are usually designed for purposes of comparison and are sometimes referred to as comparative case studies. Yin (2014) specifically notes that in the field of public administration multiple case studies are often referred to as comparative case studies.

Research Methodology

Selection of Cases for the Research

The first step in this process was to select the programs for the study. Two programs were selected that required a stand-alone ethics courses in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels.

The programs were selected by a purposeful sample. Fraenkel, Wallen, and Hyun (2012) define a purposeful sample as “a non-random sample selected because prior knowledge suggests it is representative or because those selected have the needed information” (p. G-7). Creswell (2014) posits that purposeful sampling is a fundamental concept of qualitative research: “The idea behind qualitative research is to purposefully select participants or sites that will best help the researcher understand the problem and the research question” (p. 189). The researcher often purposefully selects multiple cases to illustrate different perspectives (Creswell, Hanson, Clark Plano, & Morales, 2007).

Yin (2014) highlighted the benefits of using multiple cases and purposeful sampling: “When you have the choice (and resources) multiple-case designs may be preferred over single-case designs” (p. 63). Cases can be purposefully selected because they offer contrasting situations and this design may strengthen the research findings (Yin). Purposeful sampling lends strength to the case study because the sources are selected by how much can be learned from

them (Lapan, Quartaroli, & Reimer, 2012). With its purposeful sample, Patton (2002) notes that the use of purposeful sampling is one of the greatest illustrative examples of the difference between quantitative research and its statistical probability sampling, and qualitative research. It can lead to information rich cases where the researcher can learn a great deal of central importance to the purpose of the research (Patton). The logic of this type of sampling lies in selecting information-rich cases that will yield insight and understanding (Bloomberg & Volpe, 2012). Bloomberg and Volpe go on to note that selecting a case or cases requires that the researcher establish a rationale for the purposeful sampling strategy. In this study, the researcher will employ criterion sampling and critical case sampling.

The researcher followed the following steps to select the programs:

- The top 25 public administration programs were identified using the rankings of the National Academy of Sciences (National Research Council of the National Academies, Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of Research Doctorate Programs, 2011).
- The researcher then undertook a review of publicly available material from a series of the top 25 programs. The researcher downloaded and analyzed the following materials, as available, from these programs:
 - MPA and PhD program information, recruitment materials and brochures;
 - Graduate School Handbooks;
 - Admission documents, including admission requirements, admission forms and applications;
 - Core curriculum;
 - Course descriptions;

- Course syllabi;
 - Faculty profiles and biographies; and
 - Other relevant and available documents.
- The researcher then undertook a methodical review of the data sources and grouped the programs into two categories. Group A programs required a stand-alone ethics courses in the core curriculum at the MPA and/or PhD level. Group B programs used an embedded approach at the MPA and PhD levels.
 - The researcher utilized a deductive qualitative content analysis technique in reviewing the data sources (Finfgeld-Connett, 2014). Research indicated that the categorization process is straightforward for some universities and requires more in-depth analysis for others. Several Group A programs highlight ethics as a course of study requirement. One program, for example, has a required core course, *Ethics and Public Administration*. It is not as straightforward in other Group A programs and it is only through a review of core course descriptions and syllabi that it is evident that ethics is specifically included. An example would be a required core course where the description and syllabus for the course state the course has an emphasis on ethics.

A review of core course material, including course descriptions and syllabi, was necessary in order to place a program in Group B. It should be noted that there are some programs where detailed information and syllabi are not readily available online. These programs were been categorized and will not be pursued unless access to a sufficient number of programs cannot be achieved.

- The researcher used critical case sampling to select two programs from each category. This technique, as described by Bloomberg and Volpe (2012), can be used if a case emerges that can provide dramatic information that will enlighten and inform the study. This method will be considered if the research reveals a program that is of such a unique, comprehensive, and compelling nature, in its approach to ethics as a program of study requirement, that it should be included in order to strengthen the study by providing necessary and beneficial thick and rich information. In order to facilitate the identification of possible critical cases, research will be accomplished into programs that have distinguished faculty in the field of ethics research and/or are well known in the field for emphasizing ethics education.
- The researcher completed a Graduate Program Assessment Form for each university program (Attachment I). The researcher also completed a Program Assessment Matrix (Attachment J). All documents were catalogued and retained.
- Once a number of programs have been categorized, the researcher attempted to gain access to two programs from each group. If access were not available, the researcher would then select other programs from the applicable groups until the minimum numbers of programs have agreed to participate in the research.

Selection of Participants

Once the programs have been selected, the next step was to determine the individuals within each program to be interviewed. In order to provide multiple perspectives and illumination on the research questions, and in order to provide thick and rich description, it will be important to interview two types of individuals: faculty administrators of the MPA and PhD

programs; and faculty involved in the teaching of ethics in the MPA and/or PhD programs. The researcher proposed to conduct four to eight interviews at each of the institutions.

The first group comprised faculty administrators of the program. This group included one or two of the top administrators of the program; ideally, the chair of the department, and the directors of the MPA and PhD programs. These individuals will provide the institutional and administrative perspective on the research questions.

The second group were faculty members involved in the teaching of an ethics course at the university at the MPA and/or PhD level. These individuals provided a more specific academic and methodological perspective and their perceptions and opinions may not be bound by issues, such as budget constraints, that would normally concern program administrators. It was interesting to see how consistent these faculty members are with program administrators. It was hoped that a minimum of two faculty members could be identified from each program. In the Group A program the process was reasonably easy and individuals were selected by reviewing curriculum teaching assignments, reviewing faculty vitae, and inquiring which faculty could provide meaningful insight into the research questions. The selection of individuals in the Group B program was more challenging. If faculty members were not readily identifiable, it was necessary to try to determine if any faculty members have been involved in the teaching of ethics at other universities, or if they were involved in scholarly research on ethics or ethics education, or were involved with any of the ethics groups of professional organizations such as ASPA.

Gaining Entry into the Research Programs

The researcher contacted each university in writing in order to gain approval and access for the study. The case study protocol discussed by Yin (2014) was used for the initial contact with the university. This protocol included a formal letter of introduction outlining the purpose

of the research, methodology, participants and the IRB protocols and procedures that would be in place to protect the rights of participants. The process continued until two appropriate programs were confirmed. A sample letter requesting permission for the research is included as Appendix A.

Procedures to Protect the Rights of Participants

It is essential to establish safeguards that will protect the rights of participants (Bloomberg & Volpe, 2012). The review and approval of the research design by the Institutional Review Board (IRB) is a central component of ensuring the rights of participants. In the United States, all universities and colleges are required to have their research projects approved by an IRB (Lapan, Quartaroli, & Reimer, 2012). The National Commission for the Protection of Human Subjects of Biomedical and Behavioral Research established three principles to guide ethics protection: beneficence, respect, and justice (Lapan, Quartaroli, & Reimer). The safeguarding of participants' rights includes: informed consent; protecting participants from harm; and insuring confidentiality (Bloomberg & Volpe). Yin (2014) notes that in 2003 the National Research Council provided additional operational criteria including: informed consent; protection from harm; privacy and confidentiality; special precautions for vulnerable groups; and equitable selection of subjects.

Administrators and faculty were invited to participate in the research by a letter from the Chair of the program or other designated gatekeeper. A sample letter was forwarded to administrators and faculty (Appendix A). Participants will be required to sign an informed consent form (Appendix B). A form similar to that developed by Bloomberg and Volpe (2012) will be used. The form is quite extensive and includes an introduction of the research, risks, and benefits of the study, a statement, and discussion of data storage and confidentiality and a brief

description of how the results will be used. It also includes a very detailed listing of the participants' rights including whom to contact at Barry University should there be any questions or concerns (Bloomberg & Volpe). This standard form includes the major features identified by Creswell (2014). Creswell also highlights the importance of not pressuring participants into signing the form, the need to respect the norms of the culture of the research site, and the importance of being aware of potential power imbalances. This last insight could be important due to the power imbalance between university faculty and students and the imperative to have students believe that their anonymity will be protected so that their interviews will be honest and complete. A sample informed consent form is included as Appendix B.

Data Sources

Creswell (2014) identifies four broad categories of data in qualitative research: observations; interviews; documents; and audio-visual materials. Documents and interviews are most relevant to this study. The researcher, of course, remained observant during the visits to the universities but this was not perceived to be as relevant as for other forms of qualitative research such as ethnography. The researcher was also be cognizant of the potential for audio-visual materials, but this was not expected to be relevant unless there was some type of significant issue or initiative at the university that would impact this study.

The first primary source of data for this study came from documents. These types of data included multiple sources of contemporary as well as archival electronic and written materials. The researcher undertook a review of publicly available material from a series of the top 25 programs. The researcher downloaded and analyzed the following materials, as available, from these programs: Program information, recruitment materials and brochures; PhD/Graduate School Handbooks; Admission documents, including admission requirements, admission forms

and applications; core curriculum; course descriptions; course syllabi; faculty profiles and biographies; and other relevant and available documents. All data were catalogued and preserved electronically or in hard copy form. The collection and use of data from multiple sources is one of Yin's (2014) Principles of Data Collection. It is also essential in order to obtain an in-depth understanding of the phenomenon under study (Bloomberg & Volpe, 2012). Finally, multiple sources of data are central to triangulation of the study and the validity and trustworthiness of the findings (Lapan, Quartaroli, & Reimer, 2012).

The second primary source of data was interview data. The interview data collection procedures were specific and detailed. An interview protocol was used based on the literature review and research as described by Creswell (2014), Yin (2014), Bloomberg and Volpe (2012) and Lapan, Quartaroli, and Reimer (2012). Different protocols were used for each interview group – faculty, administrators, and faculty involved in the teaching of ethics. The protocols, while retaining the central theme, were customized to reflect the different perspectives of each group. The protocols, with interview questions included, are presented in Appendix C – E.

Data Collection Procedures

The collection of document data focused on contemporary and archival electronic and written materials. The researcher analyzed the top 25 programs, as ranked by the National Academy of Sciences (National Research Council of the National Academies, Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of Research Doctorate Programs, 2011). The researcher accessed the following information, as it was available and necessary for each institution: program handbooks; program admission requirements; program course offerings; course syllabi; and other available material including program brochures and program descriptions.

The second primary source of data was gathered through the interview process. Detailed interview protocols were used as described by Creswell (2014), Yin (2014), Bloomberg and Volpe (2012) and Lapan, Quartaroli, and Reimer (2012). Once access to the university was granted and a gatekeeper identified, the Chair/Gatekeeper was requested to forward the participation letter to administrators and faculty potentially participating in the study. A sample of the letter to be forwarded to administrators and faculty is included as Appendix A. Once an individual agreed to be interviewed, a formal consent form was obtained and the interview was scheduled. The interviews were intended to be 45-60 minutes in length. The researcher planned to travel to the individual universities in order to conduct as many interviews as possible in person. Interviews that could not be completed during the site visit were scheduled via teleconference technology such as Skype. Time was provided for follow-up interviews as necessary.

An in-depth semi-structured open-ended interview protocol was utilized. The interview was designed to last no more than one hour. This approach is recognized as appropriate to developing thick and rich data (Creswell, Hanson, Clark Plano, & Morales, 2007). A formal interview protocol was developed. Creswell (2014) provides significant detail for data recording procedures and interview protocols. He recommends initially developing an observational protocol that includes portraits of participants, reconstruction of dialogue, documentation of the physical setting, and reflective notes. The reflective notes could be written at any point during the process to note any intuitions, ideas, and/or perceptions the researcher may have. This approach is consistent with Yin's case study protocol that includes an overview of the case study, data collections procedures, data collections questions, and guide for the case study report (Yin, 2014).

The researcher developed a written protocol for conducting the interview following the seven components identified by Creswell (2014):

- Heading – Date, time, place and interview participants;
- Standard instructions for the researcher (interviewer) to follow;
- Questions – An icebreaker question followed by 5-7 questions that are subsections of the research question. The last question should also be an inquiry for whom the interviewee thinks the interviewer should contact to learn additional information;
- Follow-up probes for each question;
- Spaces between questions of sufficient time for the interviewee to add additional information; and
- A final thank-you.

A sample Interview Protocol is included as Appendix E.

Bloomberg and Volpe (2012) note the importance of the interview questions and their direct correlation to the research questions. Lapan, Quartaroli, and Reimer (2012) concur in their description of the main research questions and follow-up questions. They also recommend that the researcher reaffirm permission to record the interview. All interviews were tape recorded, conducted, and transcribed by the researcher using a digital recorder. Depending upon availability of participants, interviews will be conducted in person or through teleconferencing using technology such as Skype. The researcher maintained a formal log of all interviews. Data will be kept for a minimum of five years in compliance with Barry University's IRB guidelines.

Different interview protocols were used for each interview group - administrators, and faculty. The interview protocols, while retaining a central theme, were customized to reflect the

different perspectives of each group. The protocols with interview questions are presented in Appendices C - E.

Data Analysis Procedures

Babbie (2008) notes that engaging in qualitative research studies using techniques, such as in-depth interviewing, will produce a growing mass of data and that the key process in analyzing this research data is coding, which he defines as classifying and categorizing individual pieces of data coupled with a retrieval system. Creswell (2014) highlights that qualitative data can be so dense and rich that it will be necessary to winnow the data, a process of focusing on important and relevant data. Saldaña defines a code in qualitative research as “most often a word or short phrase that symbolically assigns a summative, salient, essence-capturing, and/or evocative attribute for a portion of language-based or visual data” (Saldaña, 2013, p. 3). He observes that coding is heuristic and is only the initial step toward analysis and interpretation of the data.

Bloomberg and Volpe (2012) and Yin (2014) highlight the importance of developing an analytic approach to data analysis and coding. The vast array of data has to be reduced to what is most important and relevant to the study. One of the most important aspects of qualitative research is to understand that the analytic process is an interweaving of inductive and deductive thinking (Bloomberg & Volpe). Yin describes four analytic strategies including relying on theoretical propositions, working the data from the ground up, developing a case description, and examining plausible rival descriptions. Working with the data from the ground up is the most appropriate strategy for this research. The cross-case synthesis developed by Yin appears to be the most appropriate analytic strategy for this case study with two institutions.

The researcher adhered to the data management strategies outlined by Bloomberg and Volpe (2012). These specifically included transcribing interviews verbatim as soon as possible, ensuring that all information is complete and legible, and includes full documentation such as dates and labels on all documents. The researcher transcribed the interviews.

A systematic process was needed for data analysis. The researcher followed the process outlined by Creswell (2014) that includes:

- Step 1 – Organize and prepare the data;
- Step 2 – Read and examine all the data;
- Step 3 – Initiate the coding of the data;
- Step 4 – Use the coding process to generate, categories and themes for analysis;
- Step 5 – Advance the themes; and
- Step 6 – Interpret the findings and results.

The researcher used a multi-level coding process described by Saldaña (2013). His research highlights the fact that that coding is heuristic and is an exploratory problem solving technique that is not bound by pre-determined formulas. He further describes coding as an iterative and cyclical process consisting of first and second cycle coding and by third and fourth cycle coding as necessary (Saldaña). The process of coding will elicit themes and categories that will undergo constant identification, reworking, and categorization as they are reduced to what is most important and are transformed to elicit themes and patterns (Bloomberg & Volpe, 2012). NVivo software will be used for detailed coding and management of data.

Validity, Reliability and Transferability Considerations

The researcher used the definitions, strategies and procedures described by Creswell (2014) and augmented by Yin (2014), Bloomberg and Volpe (2012) and Lapan, Quartaroli, and

Reimer (2012). Contemporary researchers such as Bloomberg and Volpe note that there is some movement away from traditional terms such as validity and reliability and the replacing of them with terms such as credibility and dependability under the rubric of trustworthiness. Semantics aside, the approaches are consistent and the Creswell definitions will be used for this study. Creswell identifies seven validity strategies: triangulation; member checking; use of thick and rich description to convey findings; identification and clarification of possible researcher bias; presentation of negative or discrepant information; spending prolonged time in the field; use of peer debriefing; and the possible use of an external auditor.

Yin (2014) expands on the validity strategy by further defining construct validity, internal validity and external validity. Of particular note is his emphasis on the use of a case study protocol and maintenance of a chain of evidence to support construct validity. Lapan, Quartaroli, and Reimer (2012) placed emphasis on triangulation and external review.

Reliability is the demonstration that the operations of the study – such as data collection or coding – can be repeated with the same results (Yin, 2014). Central to this effort is the use of a case study protocol and development of a case study database. The researcher will also employ strategies suggested by Creswell (2014) including checking transcripts for accuracy and completeness, and to ensure that there is no drift in coding.

Case studies are likely to strive for transferability or generalizable findings or lessons learned. That is one of the goals of this study using Yin's concept of analytic generalization (Yin, 2014). There is some discussion regarding terminology as some researchers posit that generalizability is not the goal; rather is transferability, described as how and in what ways understanding and knowledge can be applied to similar contexts and settings. The underlying concepts are similar in describing how well the study has made it possible for readers to decide if

it is applicable (Bloomberg & Volpe, 2012). Lapan, Quartaroli, and Reimer (2012) discuss the issue in the context of whether the report contains enough detail, or thick description, wherein a reader can determine the extent to which the findings might be generalized or transferred from the case studied to their organization (Lapan, Quartaroli, & Reimer, 2012). The transferability of the findings will be strengthened by the use of top-ranked PhD programs for the study. It may be transferable to other highly ranked programs and may also be transferable in an instructive and aspirational manner to non-highly-ranked programs.

Limitations of the Study

Three limitations are acknowledged for this study. The first is the limitation inherent in a case study. This research is bounded by two cases and the results may not be transferable beyond those two cases. Second, the data analysis and findings of the research are dependent on the information provided by the participants. The richness of this data may be affected by participants' willingness to take part in the study, time available to participate, forthrightness, honesty, and completeness. The third is that students were not interviewed.

Chapter Summary

This research utilized a case study methodology, which is relevant in developing an in-depth analysis of a program (Creswell, Hanson, Clark Plano, & Morales, 2007; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). In this case, the researcher conducted a multiple case study (Bloomberg & Volpe, 2012; Yin; Lapan, Quartaroli, & Reimer).

This investigation examined four universities that are taking differing approaches to ethics as a course of study requirement. Two programs were selected that required a stand-alone ethics course in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels.

The data for this study came from multiple sources, strengthening the construct validity of the research (Yin, 2014). The initial sources of data were focused on multiple sources of contemporary and archival electronic as well as written materials and documents. This cache of materials included program information, course syllabi, faculty profiles, publications, and news articles available through the public domain (Yin). The second type of data was interview data. The interview data collection procedures were specific and detailed. An interview protocol was used that was based on the literature review and research as described by Creswell (2014) and Yin (2014). The interviewer conducted interviews with program administrators, and faculty involved in the teaching or scholarly research of ethics.

Data analysis was accomplished through multi-level coding as described by Saldaña (2013), Bloomberg, and Volpe (2012). Interview responses went through an initial first-level coding. As themes emerged, second and possibly third-level coding was considered. NVivo software was utilized for the organization of data.

CHAPTER IV

RESULTS

Introduction

The purpose of this qualitative case study was to examine ethics as a course of study requirement in public administration graduate programs. These programs were studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the theoretical foundation for the ethics education provided, how it was incorporated into the curriculum, why the universities used different approaches, and the perceived efficacy of those approaches. The study also examined the consistency of perceptions concerning ethics education from the perspectives of faculty administrators of the program and faculty involved in the teaching of ethics.

This research utilized a case study methodology. The case study method is relevant in developing an in-depth analysis of a program (Creswell, Hanson, Clark Plano, & Morales, 2007; Lapan, Quartaroli, & Reimer, 2012; Yin, 2014). It is used when the main research questions are how and why, the researcher does not control the environment, and the focus of the study is a contemporary phenomenon (Yin).

This study examined four universities that are taking different approaches to ethics as a course of study requirement. Two programs were selected that required a stand-alone ethics course in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels.

The results are presented as follows, first, the research questions will be restated. Second, an overview of the institutions and participants that were the subject of the study will be

provided. Third, a discussion of the classification of the data will be presented. Fourth, the findings will be presented organized by research question. The chapter ends with a summary.

Research Questions

There are five research questions in this case study. The research questions follow the format as described by Creswell (2014).

The primary (overarching) research question guiding this inquiry was:

- How do public administration graduate programs incorporate ethics education into their MPA and PhD programs?

The sub-questions for this study were:

- How and why was the approach to teaching ethics chosen and implemented throughout the program history?
- What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?
- How was the efficacy of the approach perceived?
- How do stakeholders view the impact of the ethics-teaching model and was there consistency between program administrators and faculty?

Summary of Institutions and Participants

The institutions were selected using purposeful sampling. A purposeful sample is defined by Fraenkel, Wallen, and Hyun (2012) as “a non-random sample selected because prior knowledge suggests it is representative or because those selected have the needed information” (p. G-7). The top 25 public administration programs were identified using the rankings of the National Academies of Science (National Research Council of the National Academies, Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of

Research Doctorate Programs, 2011). The researcher then undertook a review of publicly available material utilizing a deductive qualitative content analysis technique in reviewing the data sources (Finfgeld-Connett, 2014). These data sources included a broad range of documents including program and school brochures, program descriptions, course catalogues, course syllabi, administrator and faculty profiles and faculty publications. The researcher completed a methodical review of these data sources and grouped the programs into two categories: Group A programs required a stand-alone ethics course in the core curriculum at the MPA level and/or at the PhD level; and Group B programs used an embedded approach at the MPA and PhD levels. After completing a Graduate Program Assessment Summary Form (Appendix F) and a Program Review and Assessment Matrix (Appendix G) for each university, the researcher used critical case sampling to select two programs from each category (Bloomberg & Volpe, 2012).

The four universities selected are part of the top 25 universities that offer public administration programs. They are in four different states and in different parts of the country. One university is a leading university in the northeast whereas the second is a top-ranked program located in the midwest. The third university is a leading southeast program and the last university is a large urban area program. In order to protect the confidentiality of the institutions, they will be identified as U1, U2, U3, and U4. In order to facilitate an understanding of the themes of the research U1 will also be referred to as Blue University, U2 as Green University, U3 as Red University, and U4 as Gold University.

Once the programs were selected, the researcher identified individuals to be interviewed within each program. In order to provide multiple perspectives and illumination on the research questions, and in order to provide thick and rich description, the researcher interviewed administrators of the MPA and PhD programs and faculty involved in the teaching of ethics in

the MPA and/or PhD programs. In order to protect the confidentiality of the participants, they will only be identified by category. For example, the first administrator would be identified as A1 followed by A2, and so forth. Faculty that were interviewed were identified as F1, F2, and so on.

The researcher was successful in interviewing the key program administrator(s) and the key ethics faculty member(s) at each university. The level of access granted differed significantly at different universities. The researcher observed that access was more difficult to obtain from several universities where ethics as a program of study requirement appears to have declined. The interviews were conducted in-person and via telephone. Participants interviewed via telephone were offered Skype as an alternative, but declined. The interviews lasted from one-half hour to over one hour.

The researcher also had discussions with five scholars in the field of ethics education in public administration. This opportunity presented itself when the researcher attended the Annual Conference of the American Society for Public Administration. These discussions were used for background and context purposes.

Classification of Data

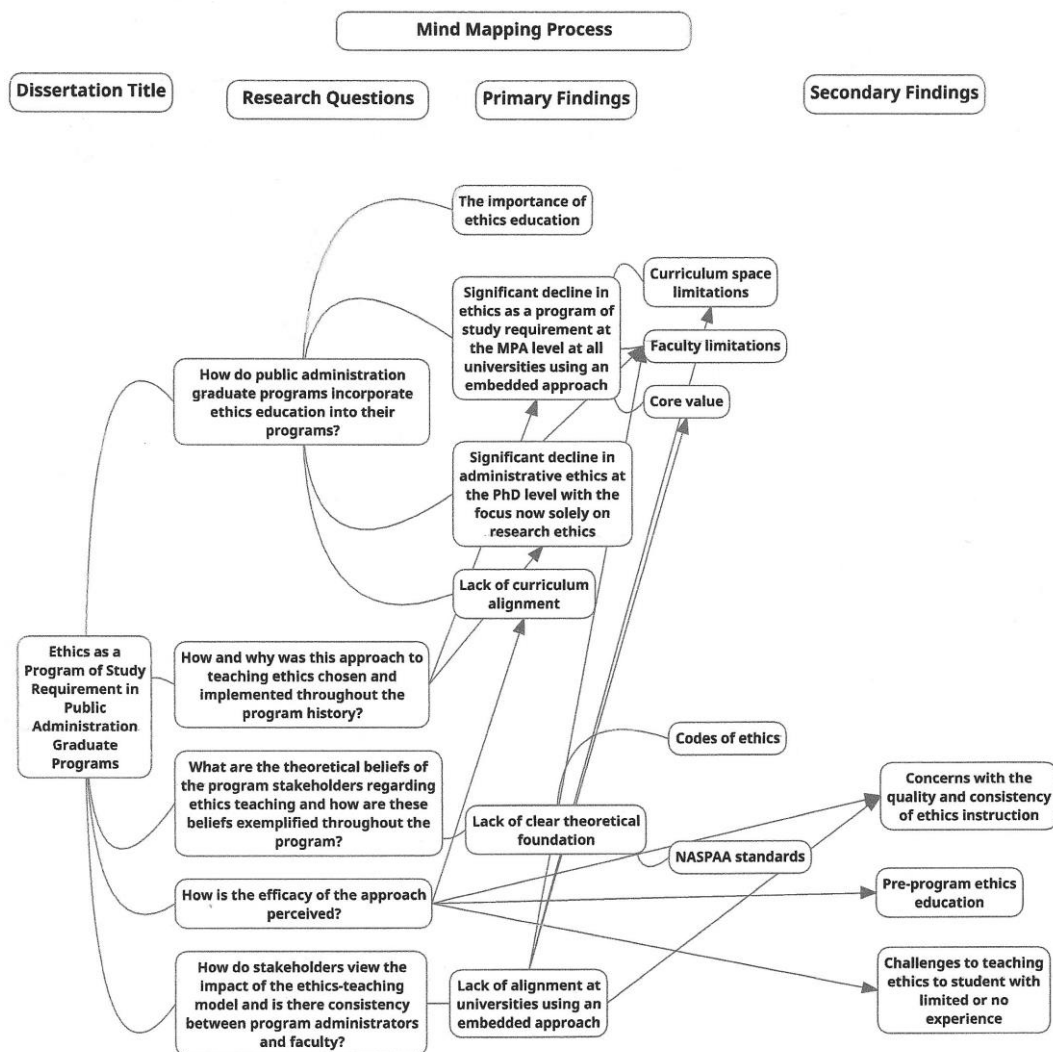
NVivo coding was used to support analyzing the research questions with structural coding as described by Saldana (2013). Eight primary codes were utilized. A ninth code, “Noteworthy”, was used by the researcher to flag comments that seemed particularly important and germane. A summary of the research questions and NVivo codes supporting the question are summarized below:

Research Question	NVivo Codes
Research Question 1: “How do public administration graduate programs incorporate ethics education into their MPA and PhD programs?”	1. Approach to Ethics Education 2. Importance of Ethics 3. Change in Approach 4. PhD Approach 5. Curriculum Alignment
Research Question 2: “How and why was the approach to teaching ethics chosen and implemented throughout the program history?”	1. Approach to Ethics Education 2. Importance of Ethics 3. Reason for Approach 4. Change in Approach
Research Question 3: “What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?”	1. Theoretical Perspective 2. Administrator/Faculty Alignment
Research Question 4: “How is the efficacy of the program perceived?”	1. Efficacy of Approach 2. Quality of Instruction 3. Approach to Ethics Education 4. Reason for Approach
Research Question 5: “How do stakeholders view the impact of the ethics-teaching model and is there consistency between program administrators and faculty?”	1. Administrator/Faculty Alignment 2. Curriculum Alignment 3. Student Alignment 4. Importance of Ethics 5. Change in Approach

The distribution of responses is summarized below:

Code	Sources	References
MPA Approach to Ethics Education	10	35
Changes in Approach	7	16
Curriculum Alignment	7	11
Doctoral Approach	6	9
Efficacy of Approach	8	23
Importance of Ethics	9	28
Noteworthy	10	58
Quality of Instruction	7	13
Reason for Approach	7	13
Administrator/Faculty Alignment	6	10
Student Alignment	9	21
Theoretical Perspective	9	18

The researcher also utilized a mind mapping process to facilitate the analysis of the data and identification of emerging themes. This is presented below:



Presentation of the Findings/Summary

The research has yielded six primary findings. The first is that there was strong nominal support stated for the importance of ethics as a course of study requirement. The second and potentially most significant finding is that, despite this strong nominal support, ethics as a course of study requirement significantly declined at the MPA level at three of the four universities studied and at all of the universities using an embedded approach to ethics education. The third finding is that ethics as a course of study requirement at the PhD level was now focused on

research ethics, and universities that previously required and/or included administrative ethics had eliminated it. The fourth is that there was unclear and/or inconsistent curriculum alignment at two of the four universities studied. The fifth finding is that there was a lack of agreement between program administrators and ethics faculty, in reference to the approach to ethics education utilized and the efficacy of the approach, at all universities that were using an embedded approach. The sixth and last finding is that there was a lack of a clear or consistent theoretical foundation underpinning the teaching of ethics as a course of study.

Research Questions and Emergent Themes

Research Question 1: How do public administration graduate programs incorporate ethics education into their graduate programs?

The researcher sought to understand the approach to ethics education used at the four universities. To a certain extent, all of the questions posed were in support of this overarching research question. Those most directly aligned with this research question included the question that was asked of all participants: “What do you think the role of ethics education is in public administration, generally speaking, and specifically, what do you think the role is at the MPA and/or PhD level?” (Appendices C - E). A second question was also asked of all participants: “What approach does this program take concerning ethics education at the MPA and/or PhD levels and are you aware of the history as to how and why this approach was selected?” (Appendices C - E).

The findings that are relevant to this research question are subdivided into five themes: the importance of ethics education; the approach utilized at the MPA level; the approach utilized at the PhD level; changes in the approach; and the curriculum alignment of the stated approach with the curriculum offered.

Research Question1/Theme 1: The Importance of Ethics Education

The research demonstrates that there was consensus, with one notable exception, about the importance of ethics education at all universities and between administrators and faculty at those universities. There was, however, divergence between administrators and faculty as to whether the programs are placing sufficient emphasis on the importance of ethics education.

From the administrator perspective, A1 at Blue University stated the following: “It’s extremely important, we have values that are coming from a professional organization, and public service to serve the public and that brings a lot of ethical issues, ethical concerns, critical accountability, with the transparency, corruption issues.” This was affirmed by a second Blue University administrator who stated: “I don’t see how you can teach a program about public service and public administration without having some element of teaching ethics within it. You can’t have public without ethics.” The third administrator at Blue University affirmed:

Ethics education is pretty important because we are preparing individuals to be leaders in the field, managers, and decision-makers and I think that one of the things individuals confront in that role, or most challenging thing in that role is ethical dilemmas.

The administrator at Green University highlighted the importance of ethics education succinctly: “I think it’s essential.” The most comprehensive response came from the administrator at Gold University as quoted below:

I think it’s a necessary requirement for public management in the 21st century whether, it’s in management or administration at the local, Federal, state or nonprofit levels of governance. I would say that one of the areas that is really important when you think about education and our ethics in public administration is to ensure that we are teaching our future public administrators the importance of the law and the importance of maintaining constitutional competence, individual rights of citizens, and the people that civil servants serve in their capacity as administrators and to really underscore the connection of how what you do in the context of your job can directly affect the individual lives of the citizens we serve.

The one exception to this consensus was found at Red University. In response to the question about the role of ethics education at the masters and doctoral level the administrator

stated: “Ah (pause), you know (pause), I don’t know... you know (pause), I mean there are faculty (pause), I mean (pause), I assume that we all try to convey the idea of ethical behavior through our course.” The administrator went on to state: “I don’t think we make it a primary focus in this program.”

The faculty perspective was universally consistent on the importance of ethics education, with particular importance placed by faculty who had had professional careers in public service.

The ethics faculty at Red University commented:

Because I teach the initial class and also have a practitioner background as well, I have also been very impressed with the importance of covering ethics so I have increasingly made my classes more and more about ethics. Right now it (ethics) makes up about a third of my time in teaching the introductory class, however, many faculty did not feel that their programs valued the importance of ethics education ... The more I am in the field and the longer I look around about what’s going on - they need to have more. I’m concerned that folks need to understand the basics about bribery and conflict of interest and those kinds of very rooted things as opposed to the more complicated. I want them to get to the more complicated questions of competing public values and how you think about those values but I’ve also backed up a lot and talked about these are the basic things and you don’t do these things.

The imperative of an ethically grounded and focused learning environment as an essential skill was highlighted by the faculty at Gold University:

I think the more we help our students to understand and to become aware of the importance of being ethical then they have that as a measure for the damage that can be done by being unethical because, as you know I’m sure as a practitioner being involved in the public sector, that a small unethical act can reach millions of people in a second especially now that we have all this new technology. You can create significant harm to so many and I try to promote that awareness... If you start to do research on public sector corruption you will be overwhelmed in the amount of material that is out there public sector corruption, which tells you that something needs to be done to turn that around. It’s embarrassing for me as a public administrator and an academic in public administration. I think this happens other people to say they are really not proud to say I work in the public sector. It’s embarrassing. I was looking at a study by the national nonprofit survey on ethics, the most recent one is 2007, and they have a list of the perceptions across the sectors. We can see the public service are really not high up there in terms of their ethical conduct and that is really a source of embarrassment, even for those that are thinking about careers in the public sector - that’s a deterrent.

The shift of public administration away from a values-based to a managerial transaction base was noted by the faculty at Blue University:

Well, my personal opinion is that what we have done is we are really in, and we did it too, I will tell you that public administration has really taken what you would really call managerialism. They are really focusing on being managers, not that much on being leaders, not that much on making the ethical decisions and being the moral leader of your organization.

Research Question 1/Theme 2: Approach to Ethics Education and Changes to the Approach to Ethics Education at the Masters Level

The four universities were selected using a purposive sample, in order to ensure there were two universities that used an embedded approach and two universities that used a stand-alone approach. The researcher used publicly available information such as program catalogues and course descriptions to categorize the universities. The two universities that were selected because publicly available information indicated that they used an embedded approach - Blue and Green Universities - continued to use an embedded approach. One university that was selected because publicly available information indicated that they used a stand-alone approach, Gold University, continued to use a stand-alone approach. One university, Red University, that had been selected because the available information indicated that they were using a stand-alone approach, had changed their approach from stand-alone to embedded. This change, rather than detracting from the study, has strengthened the study and its conclusions in that it provided a “real time” case example of the circumstances that led a university to significantly alter its approach to ethics education.

The director of the school at Blue University confirmed the use of an embedded approach: “We decided instead of having a separate ethics class we would have a section in every class we teach.” A senior administrator at Blue University confirmed the following: “We do not have a separate course in ethics... at the MPA level we include ethics discussions in each

of our core courses.” The continuation of the stand-alone course at Gold University was confirmed by the program director: “We have in our core curriculum a required ethics class that every MPA student takes.” These statements were validated by a review of the Graduate School Catalogues and individual course syllabi.

The researcher found that one university, Red University, made a significant change in its approach. The change in approach, as noted above, was unexpected but very significant. The 2013/2014 Graduate School Catalogue included a stand-alone ethics course as a core curriculum option, and also as an elective course in the MPA program. This was in stark contrast to the 2017/2018 requirements. In 2017/2018, at the MPA level, a stand-alone ethics course was no longer offered either as a core curriculum option or as an elective in the Graduate School Catalogue. This change is discussed in more detail in the next section in the context of the PhD program at Red University.

The researcher also found that the two programs that utilized an embedded approach, Blue University and Green University, have significantly reduced their ethics curriculum offerings. Specifically, Blue University has removed the ethics elective from the curriculum. The program administrator confirmed, “We used to have an ethics course and we don’t have it anymore.” This was validated by examining the Course Catalogue.

The situation at Green University was more nuanced. Green has multiple campuses. At the main campus the ethics elective, while remaining in the course catalogue, was no longer offered. The ethics faculty confirmed, “There is not a course called ethics that is required of students. There was an elective course... (which has) not been offered on a regular basis.” A review of the schedule of classes for the previous several years confirms this statement. At the second largest campus, there was not an ethics elective in the curriculum.

These changes are summarized below:

University	Changes in MPA Ethics Education
Blue University	<ul style="list-style-type: none"> • Embedded approach • Ethics elective removed from curriculum
Green University	<ul style="list-style-type: none"> • Embedded approach • Ethics elective, while still listed in catalogue, no longer taught
Red University	<ul style="list-style-type: none"> • Previous stand-alone with ethics as a core curriculum option • Change to embedded approach • Ethics eliminated as a core curriculum option • Ethics elective removed from curriculum
Gold University	<ul style="list-style-type: none"> • Stand-alone approach • Program and course offerings unchanged

Research Question 1/Themes 3 and 4: Approach to Ethics Education and Changes in the Approach to Ethics Education at the PhD Level

The research indicates that ethics at the PhD level is now focused almost exclusively on research ethics. Administrative ethics as a course of study at the PhD level was previously required at two of the programs, but was no longer required or offered at those universities. Blue University previously had a stand-alone required PhD level ethics course. The PhD administrator confirmed its removal: “We used to have an ethics course and we don’t have it anymore.” The ethics faculty reaffirmed this change: “It has gone from a stand-alone course to embedded in the PA doctoral program... they had a social justice course. . . they had an ethics course... they merged the two together.” The program administrator at Blue University further explained the shift away from administrative ethics to social justice:

I think it is probably within the courses but I don’t know that there is a unit on ethics or anything like that... I don’t know that I use the word ethics in that course. Everything that I am teaching them about how public affairs works has an element within it related to equity, equality, how people are supported, how people are treated fairly within the public system, or not, and how we try to generate that within the public and nonprofit realm. So that for me it is an element of ethics within public affairs.

The focus on research ethics was further explained by the PhD administrator at Blue University:

What is interesting at the PhD level is that we probably have a more organized emphasis on ethics when it comes to research than we do have in the content of our courses. It is required to get IRB certification you have to pass the exam about ethical research and so students get a strong grounding in the ethics of research. Ethics as something within the public realm is less clear in terms of the content of courses.

The most dramatic change occurred at Red University, where the program shifted from requiring a stand-alone ethics course as a prerequisite for admission into the PhD program, to no longer requiring it, or even offering ethics as an elective. At the PhD level, any reference to a stand-alone ethics course as a pre-requisite for admission to the PhD program, or offering ethics as an elective, was eliminated from the 2017/2018 Graduate Catalogue. This change in approach was confirmed by a faculty member who formerly taught the ethics class, who in response to a question concerning whether the course was still being offered replied that it was not.

This significant change was also corroborated by comparing the 2013/2014 Graduate Catalogue with the 2017/2018 Graduate Catalogue. The 2013/2014, Catalogue, under the prerequisites section for the PhD program, requires a three credit hour course that covers the major ethical issues in policy analysis and administration. The corresponding course, which is not listed here in order to protect the confidentiality of the university, was listed in the catalogue. The 2017/2018 Graduate Catalogue removed both the PhD prerequisite and the ethics course. As noted earlier, the ethics course was not only removed as a prerequisite, it had been entirely removed from the catalogue and was not even offered as an elective course.

The response of the program director at Red University further confirmed this change. The comments of the administrator, however, were perplexing and notable as evidenced by the

following responses. It should be noted that the exact title of the ethics course has been redacted to preserve the confidentiality of the university:

Researcher: Some of the research I was looking at shows that it (a stand-alone ethics course) used to be required for admission into the program and it doesn't appear to be anymore.

Red Admin: I don't think that's true, ah, because I was the original director of the doctoral program (pause), also so I don't remember that we ever had an ethics requirement.

Researcher: Yes, it was a pre-requisite, at least in one of the old catalogues.

Red Admin: Really (pause), if you could find documentation send me a copy, I sure don't remember that

Researcher: Let's see. I have it here right in front of me, you have to complete the core master's curriculum, and the last one was ("Ethics Course") or its equivalent.

Red Admin: Okay (pause), you know that sounds a little familiar... I had forgotten that.

The other two universities that were the subject of this study - Blue and Gold Universities - had research ethics as the focus at the PhD level, and this approach was unchanged. The concentration on research ethics as the sole focus at the PhD level at Blue University was succinctly confirmed by the administrator: "We have (ethics instruction) only for preparing our PhD students to do research." This was confirmed in an email exchange with the PhD administrator at Gold University who declined to be interviewed but who provided the following response: "Our PhD program is not exactly geared towards (administrative) ethics training."

These changes are summarized below:

University	Changes in PhD Ethics Education
Blue University	<ul style="list-style-type: none"> • Previous PhD core requirement • No longer required • Ethics elective removed from curriculum • Current research focus
Green University	<ul style="list-style-type: none"> • No change, continued research focus
Red University	<ul style="list-style-type: none"> • Previous stand-alone course was a PhD admission requirement • No longer required for admission into program • Ethics elective removed from curriculum • Current research focus
Gold University	<ul style="list-style-type: none"> • No change, continued research focus

Research Question1/Theme 5: Curriculum Alignment

Curriculum alignment is an important factor in researching the three universities that embed ethics education across the curriculum in order to triangulate the veracity and strength of teaching ethics across the curriculum. Ethics, while universally recognized as important, is not universally integrated into college curricula, and research indicates that few colleges take a comprehensive approach to ethics and do not attempt to coordinate or integrate the ethical lessons their students may be learning (Bowman & Menzel, 1998; Cooper & Menzel, 2013; Matchett, 2008). Only a handful of institutions make any explicit attempt to understand and coordinate ethics education. Syllabi have no consistent pedagogy and do not include consistent content (Cooper & Menzel, 2013; Frank, Ofobike, & Gradisher, 2010; Griffith, Domenech Rodriguez, & Anderson, 2014; Sanders & Hoffman, 2010; Williams & Elson, 2010).

A review of the curriculum alignment at the three embedded universities - Blue, Green and Red Universities - provided contrasting results. Blue University places significant emphasis on its curriculum mapping process. As stated by the administrator: "We have a curriculum map ... (which is) how we address some of the core competencies related to ethics curriculum." A review of the curriculum map confirms the broad inclusion of ethics with it being specifically incorporated, at various levels, in a total of seven core courses.

The curriculum alignment was less clear at Red University. The administrator and faculty member both initially stated that ethics was included in several courses. However, in follow-up questions and in a review of the core courses, ethics was explicitly included in only one course in the core curriculum. It should be noted, however, that ethics was a significant component of that course. As stated by the faculty member: “I have been very impressed with the importance of covering ethics... right now it (ethics) makes up about a third of my time in teaching the introductory class.” This time allocation was validated by a review of the syllabus for the class.

The curriculum alignment at Blue University was more difficult to understand. Initial indications from the administrator indicated: “at the MPA level we include ethics discussions in each of our core courses.” A real-time review of course curriculum during the interview with the program administrator narrowed the specific inclusion of ethics in only two core courses. A review of the course syllabi confirms that the first course included a one-week segment about administrative decision-making with a focus on ethical behavior. The second course also included a one-week segment with a focus on ethical management. This essentially means that ethics was only explicitly included for a total of two one-week segments in the entire core curriculum. This minimal coverage was confirmed by the ethics faculty member: “It looks like the topic of ethics is one week out of a 15 week class, plus obviously any other time ethics and ethical issues are raised in other cases as I’m sure they are.”

Student learning outcomes are an important component of curriculum and syllabus development and a significant factor in validating curriculum alignment. A comparison of student learning as described at three programs yields informative results.

At Gold University, the one program that continues to have a stand-alone ethics course, the curriculum is aligned and the student learning outcomes are clearly articulated in the learning objectives:

With successful completion of this course, students will have acquired the ability to understand and apply ethical principles to managerial decision-making as well as promote and foster ethical behavior in public sector organizations. This will include the ability to:

1. Discuss a variety of ethical issues commonly encountered in public service;
2. Examine and explain basic principles, concepts and standards of ethics in today's public sector;
3. Assess their own ethical principles in relationship to underlying ethical issues;
4. Recognize ethical dilemmas and distinguish them from non-ethical dilemmas;
5. Apply moral reasoning to conflicts of interest and ethical issues; and to
6. Develop skills in ethics management by designing and conducting an organizational ethics audit, analyzing the findings and recommending improvements.

A review of the syllabus for this course validates that ethics is the focal point of every class in the 15-week course.

This is in contrast to Green University, an embedded university where there is inconsistent curriculum alignment. Ethics is only specifically included in two courses. The student learning outcomes included in the course description for the public management course, does include ethics. The course description stated:

This introductory survey course introduces the discipline and profession of public management, and provides students with an understanding of the institutional, political, organizational and ethical context of public management. Students will gain an overview of the central issues and dilemmas facing the contemporary public manager. By the end of this course, the student should have a good foundation in the theory, practice and skills of managing public organizations. The student will also be able to understand the current trends and changes in American governance, as well as the effect of these changes, on the public manager. All of these issues we discuss will expose you to essential knowledge for managing in the 21st century and improve your ability to manage public organizations.

A review of the syllabus for this course, however, indicated that ethics is only specifically included in one-week out of the 15-week course. Additionally, the ethics elective at Green University is no longer being taught or offered.

Blue University provides an example of an embedded university where student outcomes are clearly articulated and there is consistent curriculum alignment. This is accomplished through a comprehensive and detailed curriculum mapping process. The curriculum map charts the five major NASPAA competencies and cross references them the ten courses in the core curriculum. Each course then denotes whether the specific NASPAA competency is introduced, reinforced or mastered in that course.

The NASPAA competency most closely associated with administrative ethics is Competency 4, “Ability to articulate and apply a public service perspective.” This is aligned with the “public service values” reviewed earlier. Within this particular competency Blue University applies six criteria, three of which directly apply to ethics. The matrix confirms that ethics is specifically included in six out of the ten core curriculum course including mastery in the advanced concepts course. The learning objectives of the course include: “Identify the moral and ethical responsibilities of (the) public administrator.” The syllabus includes a focus and number of on-topic readings.

Research Question 2: How and why was the approach to teaching ethics chosen and implemented throughout the program history?

The researcher sought to understand how and why the approach was selected and whether the approach had changed over time. To a certain extent, all of the questions asked were in support of this research question. The most directly aligned with the research question included the question that was asked of all participants: “What approach does this program take

concerning ethics education at the MPA and/or PhD levels and are you aware of the history as to how and why this approach was selected?” (Appendices C - E).

Two common themes emerged from the three universities that embed ethics education. The first was the lack of space in the curriculum, and the second was the lack of faculty to teach ethics. The theme from the university using the stand-alone approach was clearly rooted in a longstanding commitment to ethics as a core value.

Research Question 2/Theme 1: Curriculum Space Limitations

Curriculum space was cited as major factor for using an embedded approach. The administrator at Blue University stated: “We do not overtly teach administrative ethics ... There are only so many things we can cover in a program.” In response to a follow-up question concerning one of the issues with a stand-alone course was the number of courses and finding space for them, another administrator at Blue University responded: “That’s a big part of it, certainly is. If you’re trying to build a program that has good coverage but keeps the total number of credit hours fairly low so the students can afford it, that is a challenge.” This theme was seconded by the administrator at Green University in discussing the ethics faculty member and the shift away from a stand-alone course: “The need for [the faculty members] teaching skills was such that we made the decision it should be a more important part of the intro class and we haven’t offered the stand-alone ethics class in a long time.” The assessment was succinctly captured by the Green University faculty member: “Herein is the dilemma... we should have an entire class on ethics but we can’t fit it into the curriculum – that is the dilemma.”

Research Question 2/Theme 2: Faculty Limitations

The lack of faculty to teach ethics was also noted consistently as a primary factor in understanding the approach to ethics education selected by universities. The Red University

faculty member stated: “There was nobody to teach it... they needed those core classes covered and so as an elective it wasn’t offered enough, since I was the only person who was comfortable leading it.” The topic was crystallized by an administrator at Blue University:

I think another challenge is finding people who specialize in ethics because we tend to want to teach in areas where we do research. It can be more difficult to find someone who wants to teach an ethics course or someone who specializes in ethics. I can think of few people nationwide who really do this.

Research Question 2/Theme 3: Core Value

The fourth university, Gold University, had maintained an ethics stand-alone course in the core curriculum, and had not reduced ethics course offerings, as had occurred in the other three universities that embed ethics education. The reasons for Gold University staying with the stand-alone core requirement provided interesting perspectives and results. The program administrator stated the following:

It’s (a stand-alone ethics core requirement) always been part of our MPA program. Ethics in one of our core values in our mission and so it’s always been an integral focus on how to teach and inform students about the field... Most schools... are moving away from that direction, unfortunately.

This sentiment was also stated by the ethics faculty:

I think again it’s because of the link to public service professionalism and the understanding of the importance of ethics. If you start to do research on public sector corruption you will be overwhelmed in the amount of material that is out there...tells you that something needs to be done to turn it around.

Research Question 3: What are the theoretical beliefs of the program stakeholders regarding ethics teaching and how are the beliefs exemplified throughout the program?

The researcher sought to understand the theoretical perspective utilized by the programs under study. The question: “What is the theoretical framework for ethics education and how is it incorporated in the curriculum?” was posed to administrators as well as faculty (Appendices C – E).

The researcher found two themes in response to this research question. First, that while there was not any explicitly stated theoretical foundation for ethics education programs at the universities studied, there are underlying theoretical foundations implicitly used by ethics faculty. Second, administrators seem to be more focused on codes of ethics as the underlying foundation rather than a theoretical basis.

Research Question 3/Theme 1: Theoretical Foundations

In response to the query “What is the theoretical framework for ethics education and how is it incorporated in the curriculum?” the Blue University administrator replied, “We don’t have a single framework.” Another Blue University administrator stated: “Well I can’t say I have an approach per se, not a theoretical approach ... There is not necessarily a theoretical approach that’s guiding.” The first Blue University administrator went on to say:

I don’t consider myself an expert on ethics or ethical issues. The framework we utilize – one is coming from the accrediting agency, how to integrate ethics into the curriculum. Two is probably the professional associations, so we use those codes of ethics as part of our education standards.

This sentiment was confirmed by the administrator at Green University who stated:

“There is not an explicit theoretical basis, although that’s a fantastic idea.” Uncertain about the efficacy of theory was articulated by a Blue University administrator:

What I would say, really, in my mind that determining thrust is that the MPA is really an applied program and so the students, on the firsthand, are turned off by theoretical things and they tend to shut down and become disinterested in things that are just conceptual or thought activities. They like to do, to be engaged and so I find that incorporating the ethics dimension into the otherwise day-to-day applied work, whether it’s budgeting, or human resources management. If you can build ethics into those pieces, they can see how it applies to each dimension uniquely.

The response from faculty involved in the teaching of ethics had more depth and eventually elicited theoretical foundations. The Blue University ethics faculty member initially responded: “Well, if you’re looking at it, I basically try to be as eclectic as possible.” After a

discussion of codes of ethics from various organizations such as ASPA (American Society for Public Administration) the discussion returned to an academic framework or theory. The curriculum taught included levels of ethics and when queried that those levels appeared to be similar to Kohlberg's levels the response was: "It is, but not explicitly, I like Kohlberg... I do talk about Kohlberg." The Blue University faculty member eventually went on to elaborate:

So when I taught the course, this was three years in the summer, we looked at the ethical code of ethics from each of the disciplines, public administration, social work and we compared them, contrasted them, we debated them. We also did, and my bias came out, during the course, the feminist perspective.

The whole idea is that there were other ideas out there that they needed to be aware of and that's their personal code of ethics. They had to write a personal code of ethics. No one would judge it, they did not share that with anyone but me and I did not judge what they put their top priority or how they attributed that. My whole piece was that they did the assignment, that they thought about it, that there was reflective, that they looked at their experience and the social worker experience, which is much different than someone who is in law enforcement.

We had some interesting heated debates going back and forth. My whole goal was that they came out with a better understanding of their own personal ethical foundation and some of the philosophical theories behind it. We read, oh my I've got books and books. I had a huge reading list. What we really did was to go back to the very beginning, we did McIntyre and virtue, we did the ethical decision-making, we looked at Etzioni, we looked at Robbins and the ethics of caring. We did Greenleaf and the ethics of service caring; we did authentic leadership by Terry.

A clear but different theoretical foundation was elicited by another Blue University faculty member:

In terms of presenting that, that's a good question. Fredrickson is probably the one that I draw on the most and I do that very early in the semester. I talk about social equity within the realm of public administration and because we are an interdisciplinary program I'm drawing from lots of different disciplines and my own background and urban affairs. So I'm drawing on all these different disciplines to craft a theoretical foundation for the students to launch them into them an interdisciplinary study of public affairs. Now, when they go into other electives for instance the public administration students will go on to take some public administration doctoral courses. They may get ethics exposure in those tracks. When students take foundational classes in one of the other texts there may be an ethical discussion of some of those as well.

The ethics faculty member at Red University elaborated:

I get into the ethics theory. What I do is I largely draw on Terry Cooper's book, *The Responsible Administrator*, is the core of what I'm doing. Part of that I'm very interested in teaching them the process for ethical reasoning. That (Kohlberg) is discussed in there [*The Responsible Administrator*].

The ethics faculty member at Gold University also used the Cooper textbook: "We use *The Responsible Administrator*, which is written by Terry Cooper." In response to a more specific follow-up about Kohlberg, the response was as follows:

Not formally as a department or as a school where we refer to Kohlberg. I think it's important and that I have chosen to use textbooks that, I also use *The Public Service Ethics* by Bowman and West, and I use that because it is one of the few texts that actually explains that the reason why people engage in ethical misconduct or good conduct relies on their moral development.

Research Question 3/Theme 2: Role of Codes of Ethics and NASPAA Standards

The most frequent response to the query about the theoretical foundation for ethics education, particularly from program administrators, was to reference professional codes of ethics. This perspective was exemplified by the Blue University administrator:

The framework we utilize – one is coming from the accrediting agency, how to integrate ethics in the curriculum. Two is probably the professional associations, so we use those codes of ethics as part of our education standards... So this is again we don't have a single framework that addresses ethical issues, there are multiple frameworks. The two we use the most are the expectations of academics and the professional associations ICMA (International City and County Management Association) or the National Association of Emergency Managers.

The ethics faculty member at Blue University confirmed the reliance of codes of ethics at the university. In response to the query, the faculty member responded: "The overarching one is the ASPA code of ethics. So I pull in the others, but I use them to substantiate the ASPA Code of Ethics." An insightful response was provided by the ethics faculty member at Gold University, where ethics was a stand-alone requirement:

What has been happening in public administration, and we are very much in line with this, the American Society for Public Administration is spending a lot of time on ethics and developing tools for ethics. The ASPA Code of Conduct, they been working on that for about a decade and they have it posted on their website. What they do add to that and I do use it in my classroom is a workbook so you can gauge how you're doing and managing ethics and that is really useful because the code of conduct is one of the codes of ethics management that we focus on in the course.

Research Question 4: How is the efficacy of the approach perceived?

The researcher sought to understand the perceived effectiveness of ethics education offered by the universities. In order to gather this information a series of questions were asked of administrators and ethics faculty. The first question posed: “Do you think the students in your (MPA or PhD) program received ethics education and the bachelors and/or master’s level and do you think it was sufficient and effective?” The second question was as follows: “Do you think that the ethics training provided has properly prepared your students for the challenges they will face?” (Appendices C – E).

Four themes emerged from these questions and follow-up questions. First, there was a lack of data on the extent to which graduate students have received any prior ethics education. The second was that most administrators in embedded programs felt these programs are effective; however, most faculty did not share this perception. Third, the quality and consistency of ethics instruction was an area of concern. Fourth, the challenges of providing ethics education to students newly out of undergraduate programs with little or no professional experience was also an area of concern.

Research Question 4/Theme 1: Pre-Program Ethics Education

The responses to this question were quite varied. The Blue University administrator acknowledged that undergraduates coming into the MPA program from the undergraduate program had not received significant ethics education: “At the undergraduate we don’t have that

rigorous emphasis on ethics.” In examining students entering the PhD program another Blue University administrator proffered that it was unclear if students have had ethics grounding and that the PhD program does not provide it other than in terms of research ethics:

Well, we get them from a variety of different programs, so we get people who have a Masters of Public Health, a Masters of Social Work or a Masters in Criminal Justice. So I think that they have an awareness of it. Whether or not they have grounding in it is another whole thing. What is interesting at the PhD level is that we probably have a more organized emphasis on ethics when it comes to research then we do have in the content of our courses. It is required to get IRB certification you have to pass the exam about ethical research and so students get a strong grounding in the ethics of research. Ethics as something within the public realm is less clear in terms of the content of courses.

The Green University administrator noted that there was no real data available on the ethics education of students entering the MPA program:

There’s no way to determine that actually. And whether or not they took a course in ethics, I think that a difficult topic because if they hadn’t had ethics as a course doesn’t mean that they’re not an ethical person... it’s really hard to know for the undergrads that come in here.

The ethics faculty had a somewhat divergent opinion. In response to the question of whether students are grounded in ethics and have had ethics instruction, the Green University ethics faculty member responded:

No, they don’t. That doesn’t mean that they aren’t ethical or that they haven’t been socialized to be ethical. The way I understand ethics is that it is values driven behavior and there are an awful lot of ways in life people develop ethical frameworks to practice ethical behavior. I think what’s different about a public affairs or public administration program is that we are essentially giving them the professional ethics message. I think good ethics training and good ethics curriculum is also helping students understand where are the conflicts that may happen between personal values, or religious values, and professional values.

Research Question 4/Theme 2: Program Effectiveness from the Administrator and Faculty Perspectives

Administrators of programs using an embedded approach clearly felt that the approach was effective. This perception was not necessarily shared by ethics faculty. At Blue University

a program administrator, as part of an animated series of responses commented: “I don’t believe anybody in the field of public service, public administration, would disagree on the role of ethics for public service profession as extremely important, but people are doing it differently in different places.”

Another program administrator went on to say: “I know some programs have a stand-alone ethics course and I just think we do a pretty good job, maybe a better job, of presenting the material by spreading it over lots of different kinds of focus areas.” It should be noted that, as discussed previously, Blue University makes a concerted effort to ensure that their students have achieved ethics as a core competency.

The faculty perspective on the efficacy of an embedded approach was more nuanced and different. In response to a line of discussion about whether programs that do not have a stand-alone component are not fully preparing their students an ethics faculty member provided a thoughtful perspective:

Ethics Faculty: I’m not sure I would go that far. I would say there is great value in having a stand-alone ethics course. I think philosophy, understanding the philosophical underpinnings of the types of decisions that people make and what are the ramifications. Philosophically, where you coming from and what are intended and unintended consequences.

Researcher: Is it essential to critical thinking and decision-making?

Ethics Faculty: Yes it is. It is that self-reflection. A course like this requires self-reflection, or it should in my mind. It should require that people leave this and reflect does this resonate with me? Is this how I operate, where am I on the scale? Am I preconventional, conventional, postconventional? How would I handle this? And just being able to do some analysis of the different types of situations that may be appropriate for what types of behaviors and the message that they model. That’s the key piece. I learned a long time ago that if you have these types of discussions you need to be prepared for when people share for when they share. Early on, I was teaching, it was in the MPA

program then, and there was a husband and wife who are taking the class together and they were both in public service, different organizations. The husband shared an instance where he was a whistleblower that things were so egregiously wrong that he went to higher-ups over his immediate supervisor and he basically was blackballed. Consequences – we talked about that. He shared and it was a very powerful discussion about what do you do, how do you do, where the line is, what can you live with and what you can do not live with, and how best to approach it.

We all, and that particular discussion, came up that was so individualized that everyone had to make that choice for themselves because they were the only ones who would pay the consequences, and unless there was immediate harm to persons based on something that was going on. There are some, the ASPA code of ethics certainly speaks to that, that we want ethical organizations and that we need to create them, they don't create themselves, we need to be role models. One of the big pieces that came out of the World War II and the Holocaust was the whole idea was that there is administrative evil and you can't be silent. You are complicit.

Yes, we had lots of good discussions it gets very deep, but personally, I think that makes it all interesting.

The Red University administrator provided the most dichotomous response from administrators and faculty concerning the efficacy of the program approach. In response to the question concerning whether students are given enough ethics training the response of the program administrator was as follows: “Ah (pause) I don't know. The administrator, as noted earlier, went on to state: “I guess I am a little bit skeptical that we can really teach ethics.” This was in contrast to the ethics faculty member at Red University who highlighted the increased importance in covering ethics effectively:

Because I teach the initial class and also have a practitioner background as well, I have also been very impressed with the importance of covering ethics so I have increasingly made my classes more and more about ethics. Right now, it (ethics) makes up about a third of my time in teaching the introductory class. You can look at the syllabus, and these are all online, and see the sections that cover ethics.

Generally, I present my entire class with a certain sense about being about ethics. We talk about the Constitution and the obligations public administrators have to upholding

the law. As I walk people through the history of public administration and how the values of public administration have changed over time, and then we end with a very direct ethics discussion.

That faculty member has modified the teaching approach in order to enhance effectiveness:

I will tell you one thing that's changed. When I originally came in I taught more about critical thinking - how do you reason through an ethical dilemma. The longer I have been there the more I back out to much more of a very concrete set of issues.

We spend a lot of time on conflict of interest. I bring in (name and title redacted for confidentiality purposes) and have him come in and give examples of what you're talking about. What does he see on the ground - try to scare them a bit and keep them out of trouble.

The more I am in the field and the longer I look around about what's going on - they need to have more. I'm concerned that folks need to understand the basics about bribery and conflict of interest and those kinds of very rooted things as opposed to the more complicated. I want them to get to the more complicated questions of competing public values and how you think about those values but I've also backed up a lot and talked about these are the basic things and you don't do these things.

At Blue University, there was an interesting juxtaposition of perceptions. The program administrator interestingly noted: "OK, on the MPA we have found that the best way is not the only way. The way we have found is to include ethics materials, ethics conversations, and discussions in the classroom in a number of different classes" and went on to state:

In terms of whether or not it is being delivered, or delivered in a way that makes sense, is something that I guess I don't have a good handle on... it (ethics) is difficult to teach... I'm not sure we shouldn't teach it but it's somewhat difficult, you have to have a lot of cases. For our students it is more difficult because they are so organizationally immature and haven't worked that much in the workplace to know how important it is.

The administrator noted that students leaving the program feel they are prepared; "We see that there is about 90% say good or excellent in terms of whether or not they feel they are prepared for that (acting ethically and professionally while effectively performing the job)."

The ethics faculty member at Blue University had a paradoxical perspective noting that their alumni and employer surveys have not highlighted the need for more ethics education:

We do regular alumni and employer surveys. We are big program we have the capacity. We have a fully staffed career development office and we have actually do a lot of surveying and data gathering with students and our employer base. When we ask them what it is we should be doing more of where and where we are missing the boat. We ask them where we succeeded. Ethics or an ethical framework does not come up - it never comes up, so I think are doing okay there as far as I know.

The faculty member went on to say, however, that students coming up from the undergraduate programs may be ethically grounded but have not had any type of ethics instruction and that having more ethics education was essential: “We should have an entire class on ethics but we can’t fit it into the curriculum.”

Research Question 4/Theme 3: Quality and Consistency of Ethics Education

Concerns with the quality and consistency of ethics education emerged as a significant theme in the follow-up to the research questions pertaining to the approach being used by the university and the perceived efficacy of the approach. At Blue University, there was a concerted effort to address quality and consistency through techniques such as teaching circles:

This is an excellent question. We do have some faculty with some background in philosophy and ethics but not everybody. So the way we do bring those issues into regular teachings is through regular teaching circles. This is one of the core that we address almost every semester. This is a regular discussion most of the time with the core faculty we discuss this from time to time in our school meetings with all the faculty and staff.

The administrator went on to recognize the inconsistent focus on ethics: “I think some people, value it, give it more attention to it than others. We make sure it is in the curriculum map and that at least ensures there is some attention to it.” The administrator went on to share interest and concern about the best approach:

But I think this a very good question and I would like to see the results of the study. In terms of how we do this so should we have one expert or two experts to teach it in a core class to do this or do we train our faculty not only in ethics but how to integrate this?

The ethics faculty member at Blue University echoed the concern with the consistency and quality of ethics instruction in an embedded curriculum:

It was always sort of implied that it was covered in different ones. We've had difficulty with that, because we are getting much better these days in being consistent, but when different people teach the same course we don't know whether they include it that focus on ethics or how much they emphasize it, or if it's there... What we've seen is that different faculty put a different level of importance on this (ethics). So the same course could be taught by two different people and one would have a strong focus on ethics and the other may not. We have had difficulty trying to get that consistency.

Similar concerns and questions with the quality and consistency of ethics instruction were found at Green University where the program administrator stated, "In terms of whether or not it is being delivered, or delivered in a way that makes sense, is something that I guess I don't have a good hold on." In response to a follow up on the concern that faculty teaching ethics may not have any real training in the teaching of ethics the administrator was in agreement: "That's right, that's right, I agree with you."

The ethics faculty member at Green University was in agreement:

I think that's such a great question. I think we don't. We don't have a way that is a level of detail we can get to. I think you can make a pretty healthy assumption that someone who has a PhD in public administration has read a lot of literature about ethics because of the way our PA training happens across the country, but teaching it is a great question.

Research Question 4/Theme 4: Challenges in Teaching Ethics to Students with Limited Experience

The challenges of teaching ethics to students with limited experience was an interesting line of thought stemming from the questions concerning how effective was the ethics education being provided. Two of the universities studied were predominantly full-time on-campus programs. One variable for these programs was that the great majority of students were coming directly from undergraduate programs and had little or no work experience. The other two programs were part-time oriented. These programs had a mix of working professionals, many of

whom had significant experience, as well as students straight from undergraduate programs. In discussing this question the normal identifiers will not be used because it would potentially allow identification of the universities.

An administrator at one of the full-time on-campus programs provided a well-stated summation of the issue:

I don't know the specific percentage but I think the majority of our students have had very little work experience. They may have been returning Peace Corps volunteers or have done Teach for America or done a gap year or two between undergraduate and graduate, but given that our program is residential and students take four classes each semester it's tough for working professionals to say I'm done now for two years I'm going to go get a master's degree and do it in the day time. That's hard... ethics was always at the top with people that have worked in the field as you... The youthful students we have here are not as organizationally mature to understand what they're going to be facing and it's tough to teach that. I'm not saying we shouldn't teach it but it's somewhat difficult, you have to have a lot of cases. For our students it is more difficult because they're so organizationally immature and haven't worked that much in the workplace in public service to know how important it is.

The faculty at that same university was in alignment:

I would say the role of ethics education for these students depends on the student's cohort. Different students have different levels of exposure to complicated professional decision-making in real life. I think we have to work a little harder with the youngsters.

Another program administrator underscored the naiveté of rising undergraduate students:

I would just add to that, when students come into the field and we put them in classes they may have a perception that things are just black-and-white, and that there is a right or wrong answer to everything, that there is just a kind of a protocol that they just need to follow and that is not always the case. Situations are often context-based and there is no right answer, you can't do good for one group without causing harm to another. Those types of challenges are at the very center of public management decision-making.

The ethics faculty member at the same university highlighted the richness and difference in approach with students with professional experience:

It is that self-reflection. A course like this requires self-reflection. It should in my mind. It should require that people leave this and reflect does this resonate with me? Is this how I operate, where am I on the scale? Am I pre-conventional, conventional, post-conventional? How would I handle this? And just being able to do some analysis of the

different types of situations that may be appropriate for what types of behaviors and the message that they model. That's the key piece.

I learned a long time ago that if you have these types of discussions you need to be prepared for when people share for when they share. Early on, I was teaching, it was in the MPA program then, and there was a husband and wife who are taking the class together and they were both in public service, different organizations. The husband shared an instance where he was a whistleblower that things were so egregiously wrong that he went to higher-ups over his immediate supervisor and he basically was blackballed. Consequences – we talked about that. He shared and it was a very powerful discussion about what do you do, how do you do where is the line, what can you live with and what you can do not live with, and how best to approach it.

We all, and that particular discussion, came up that was so individualized that everyone had to make that choice for themselves because they were the only ones who would pay the consequences, and unless there was immediate harm to persons based on something that was going on. There are some, the ASPA code of ethics certainly speaks to that, that we want ethical organizations and that we need to create them, they don't create themselves, we need to be role models. One of the big pieces that came out of the World War II and the Holocaust was the whole idea was that there is administrative evil and you can't be silent. You are complicit. Yes, we had lots of good discussions it gets very deep, but personally I think that makes it all interesting.

Research Question 5: How do stakeholders view the impact of the ethics-teaching model and is there consistency between program administrators and faculty?

The researcher sought to understand the alignment, or lack thereof, between administrators and faculty concerning ethics education. This was accomplished by comparing the responses of administrators and faculty to the various interview questions. It was recognized that this is a very sensitive topic. This was underscored during a background discussion with one of the leading researches in the field, who forewarned that it can be perilous for faculty to speak openly about a disagreement with administration. The direct question of whether or not the faculty member agreed with an administrative or policy decision was never posed. A number of faculty did volunteer their perspective. In an effort to preserve anonymity to the maximum extent this section will not identify faculty members numerically.

At Gold University, the one university that continues to have a stand-alone ethics requirement the administrators and faculty were fully aligned. Administrators and faculty are in

full agreement that ethics was a core value and ethics as part of the core curriculum was an essential part of the mission of the program.

At the three universities using an embedded approach - Blue, Green and Red Universities - there was a lack of agreement. It is important to reiterate and understand the context at these three universities. First, they are all using an embedded approach. Two of the institutions have used an embedded approach for a number of years, but have also always offered a stand-alone ethics class as an elective. Those universities, as discussed earlier, have recently removed the ethics elective from the curriculum and no longer offer it. The third university had an ethics stand-alone course as an option in the core curriculum. That university now no longer offers it as a core class and has also removed it as an elective and the course has been removed from the curriculum and was no longer offered.

Two themes emerged at these universities. The first was that there was an understanding and appreciation for the challenges in maintaining an ethics elective. The second theme was, that while there was an understanding of the challenges, there was a lack of agreement on the removal of the ethics elective. In order to provide anonymity to the maximum extent only brief interview excerpts will be used.

At one university, the faculty member who did not support the elimination of the course commented: "I wasn't on the curriculum committee so they didn't ask my opinion." At the second university that had removed the course the faculty member commented: "I share an interest in a stand-alone ethics elective that gets much more into case studies and all the stuff that's going on." At the third university where the ethics course was removed the faculty comment was: "That was not something I supported."

Chapter Summary

This chapter presented the results of the study. This study examined four universities that took differing approaches to ethics as a course of study requirement. Two programs required a stand-alone ethics courses in the core curriculum at the MPA level and/or the PhD level. Two programs used an embedded approach at the MPA and PhD levels. These programs were studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education, the theoretical foundation for the ethics education provided and how it was incorporated into the curriculum, why the universities used different approaches, and the perceived efficacy of the approach. The study also examined the consistency of perceptions concerning ethics education from the perspectives of faculty, administrators of the program, and faculty involved in the teaching of ethics.

The chapter was organized into five sections. First, the research questions were restated. Second, there was an overview of the institutions and participants that were the subject of the study. Third, was a discussion of the classification of the data. The fourth was a summary of the findings and a full presentation of the findings organized by research question.

The researcher identified six primary findings. The first finding is that there was strong nominal support stated for the importance of ethics as a course of study requirement. The second finding is that, despite this strong nominal support, ethics as a course of study requirement significantly declined at the MPA level at three of the four universities studied and at all of the universities using an embedded approach to ethics education. The third finding is that ethics as a course of study requirement at the PhD level was now focused on research ethics, and universities that previously required and/or included administrative ethics had eliminated it. The

fourth finding is that there was unclear and/or inconsistent curriculum alignment at two of the four universities studied. The fifth finding is that there was a lack of agreement between program administrators and ethics faculty, in reference to the approach to ethics education utilized and the efficacy of the approach, at all universities that were using an embedded approach. The sixth and last finding is that there was a lack of a clear or consistent theoretical foundation underpinning the teaching of ethics as a course of study.

CHAPTER V

DISCUSSION

Ethics education is a subject of tremendous importance. This is particularly true in the field of public administration where professionals are entrusted with ensuring the public good and welfare (Kennedy & Malatesta, 2010; Volker, 2011). Public trust in government, however, remains at historic lows (Pew Research Center, 2014). This theme of trust in government remains vitally important today but public servants do not possess adequate ethical competence (Jacobs, 2014), despite local government executives rating it as extremely important and as the most essential skill for success (Cooper & Menzel, 2013). Ethics is viewed as a central factor in the periodic swings noted by Arthur Schlesinger between “Public Purpose Eras” and “Private Interest Eras” (Bowman & West, 2015).

Ethics education and courses of study are the foundations for developing ethical public servants, educators, researchers, and leaders (Bowman & Menzel, 1998; Cooper & Menzel, 2013; West & Berman, 2006). There has been a great deal of research and emphasis on ethics and ethics violations, but there has been limited research on ethics education and its effectiveness (Bowman & Menzel, 1998; Bowman & West 2013; Brown, 2010; Frederickson & Ghore, 2013; Griffith, Domenech Rodriguez & Anderson, 2014; Menzel, 1998). The inclusion of ethics and public service values are required for accreditation of MPA level public administration programs, but there are no specific standards delineated (NASPAA, 2009, Cooper, 2012). Ethics education is neither required nor prioritized at the doctoral level, and there is no common core in public administration doctoral education (Brewer, Facer III, O'Toole, & Douglas, 1998). Few universities make any explicit attempt to understand and coordinate ethics education (Matchett, 2008). Leading scholar Terry Cooper concludes: “Administrative ethics is still treated like a

stepchild of the field” (2012, p. ix).” This scenario presents a significant problem for the field of public administration higher education. If ethics and ethics education are so important, why are these issues not a priority in public administration higher education, and why are there no standards, generally accepted best practices or approaches to ethics education?

This chapter summarizes the study, with discussion based on the findings and the researcher’s conclusions. Limitations of the study are noted, and recommendations are made relative to the findings in several areas.

Summary of the Cases

The purpose of this qualitative case study was to examine ethics as a course of study requirement in public administration graduate programs. This study examined four universities that are taking differing approaches to ethics as a course of study requirement. Two programs were selected that required a stand-alone ethics courses in the core curriculum at the MPA and/or PhD level. Two programs were selected that used an embedded approach at the MPA and PhD levels. The four universities studied were all top 25 programs as ranked by the National Academies of Science (National Research Council of the National Acadmies, Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of Research Doctorate Programs, 2011).

The universities studied were in four different states in different areas of the country. Blue University (U1) is a leading program in the southeast United States. Green University (U2) is a top-ranked program located in the midwest. Red University (U3) is a major urban area program. Gold University (U4) is a leading institution in the northeast.

These programs were studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the theoretical

foundation for the ethics education provided and how it was incorporated into the curriculum, why the universities used different approaches, and the perceived efficacy of the approach. The study also examined the consistency of perceptions concerning ethics education from the perspectives of faculty administrators of the program and faculty involved in the teaching of ethics. A case study methodology was utilized for this research.

A summary of the cases concludes that ethics as a course of study requirement has declined significantly in the graduate programs at all universities using an embedded approach to teaching ethics across the curriculum. At the MPA level there was a significant decline in three out of the four programs studied and at all programs using an embedded approach. At the PhD level there were significant declines in two of the four programs studied. The focus at all PhD programs is now exclusively on research ethics.

The most dramatic change at the MPA level was at Red University. This program was initially selected because available information indicated that they had a very strong stand-alone program with an ethics course as a core curriculum option. During the course of the research, however, it was learned that Red University has shifted to an embedded approach. Moreover, the ethics course is not only no longer a core curriculum option, the course was removed from the catalogue entirely and is no longer offered, even as an elective. There were also reductions in ethics education at the other two universities studied that use an embedded approach – Blue University and Green University. These universities no longer offer an ethics elective. The only university where there was not a significant decline at the MPA level was Gold University, which uses a stand-alone approach to ethics education. This university included ethics as a stand-alone required core curriculum course and that approach was unchanged.

The most dramatic changes at the PhD level were at Red University and Blue University. At Red University a stand-alone administrative ethics course was previously a prerequisite admission requirement for the PhD program. That requirement has been eliminated and the university now no longer offers an ethics course, even as an elective. At Blue University an administrative ethics course was previously included in the core PhD curriculum. Similarly, that requirement has been eliminated and administrative ethics is no longer offered, even as an elective. The approach at the other two universities - Green University and Blue University - was exclusively on research ethics, and that approach was unchanged. The approach to ethics as a course of study requirement at the PhD level is now solely on research ethics at all of the universities studied.

These results are summarized below:

University	Changes in MPA Ethics Education	Changes in PhD Ethics Education
Blue University	<ul style="list-style-type: none"> • Embedded approach • Ethics elective removed from curriculum 	<ul style="list-style-type: none"> • Previous PhD core requirement • No longer required • Ethics elective removed from curriculum • Current research focus
Green University	<ul style="list-style-type: none"> • Embedded approach • Ethics elective, while still listed in catalogue, no longer taught 	<ul style="list-style-type: none"> • No change, continued research focus
Red University	<ul style="list-style-type: none"> • Previous stand-alone with ethics as a core curriculum option • Change to embedded approach • Ethics eliminated as a core curriculum option • Ethics elective removed from curriculum 	<ul style="list-style-type: none"> • Previous stand-alone course was a PhD admission requirement • No longer required for admission into program • Ethics elective removed from curriculum • Current research focus
Gold University	<ul style="list-style-type: none"> • Stand-alone approach • Program and course offerings unchanged 	<ul style="list-style-type: none"> • No change, continued research focus

Discussion of the Findings

This section discusses the findings of the study, organized by the six major findings that emerged. The first finding is that there was strong nominal support stated for the importance of ethics as a course of study requirement. The second and potentially most significant finding is

that, despite this strong nominal support, ethics as a course of study requirement significantly declined at the MPA level at three of the four universities studied and at all of the universities using an embedded approach to ethics education. The third finding is that ethics as a course of study requirement at the PhD level was now focused on research ethics, and universities that previously required and/or included administrative ethics had eliminated it. The fourth finding is that there was unclear and/or inconsistent curriculum alignment at two of the four universities studied. The fifth finding is that there was a lack of agreement between program administrators and ethics faculty, in reference to the approach to ethics education utilized and the efficacy of the approach, at all universities that were using an embedded approach. The sixth and last finding is that there was a lack of a clear or consistent theoretical foundation underpinning the teaching of ethics as a course of study.

Finding 1: Strong nominal support stated for the importance of ethics as a course of study requirement.

The results of this investigation revealed that there was strong and universal consensus, with one notable exception, concerning the importance of ethics education as a course of study requirement. Administrators, with the one exception, were unanimous in their acknowledgement of the importance of ethics education. Faculty members were unanimous and passionate about the importance of ethics education.

The support of ethics education from program administrators was expected based on the literature. To a certain extent, a general discussion on whether ethics education is important, would be expected to elicit the politically correct response “of course it is.” Administrators would be expected to articulate the importance of ethics in the public sector (Kennedy & Malatesta, 2010; Volker, 2011) as well as the importance of ethics education as laying the

foundation for future public servants (Cooper & Menzel, 2013; West & Berman, 2006). More specifically, the positive response from administrators was consistent with the inclusion of public service values, including ethics, in the NASPAA accreditation standards (National Association of Schools of Public Affairs and Administration, 2009). Leaders in the field of public administration recognize the need for improved ethics training and education. The former President of NASPAA, Jack Knott (2012), views the development of programs that instill public service values and moral character as essential in the changing context of public service education. It was viewed by renowned statesman, Arthur Schlesinger, as key to maintaining eras of public purpose in contrast to eras of private interest (Bowman & West, 2015).

There was at Red University, as highlighted earlier, one notable exception to the otherwise strong and consistent administrator support for ethics education. This response was totally unexpected. It should be noted that ethics as a course of study requirement declined dramatically at this university, and that this administrator was extremely difficult to contact and interview. The tenacity of the researcher in tracking down the administrator at a conference eventually led to an interview. The response of this program administrator was, and is still, largely inexplicable, particularly in light of the area where the university is located. Without compromising the location or identity of the university, it is, as are many universities, located in a major metropolitan area that has historically experienced high levels of public sector corruption. The response of this program administrator was antithetical to the NASPAA standards, and it certainly does not appear to be indicative of other program administrators. Perhaps it can be understood in the context that ethics education is viewed by some as the stepchild of the field (Cooper, 2012).

Finding 2: Significant decline in ethics as a course of study requirement at the MPA level.

The research indicates that, while ethics was nominally regarded as important, ethics as a program of study requirement has declined significantly at the MPA level at three out of the four universities studied and at all universities using an embedded approach to ethics educational. This finding resulted from a question that was asked of all participants: “What approach does this program take concerning ethics education at the MPA and/or PhD levels and are you aware of the history as to how and why this approach was selected?” (Appendices C - E).

Three of the four programs studied – Blue, Green and Red Universities - had significantly reduced the importance placed on ethics education. Only the program at the university using a stand-alone approach, Gold University, had maintained its commitment to ethics education. At this university, the commitment to ethics has been maintained because it was a core value as stated by the administrator of the program and the ethics faculty. These results at the three universities that changed their ethics education was were unexpected. The researcher had expected that the emphasis and approach used at the universities had probably remained fairly constant.

At Blue University, the reduction was evidenced by the recent removal of the only ethics elective course from the MPA and PhD course catalogues. Blue University used an embedded approach and that approach and the curriculum mapping at the university remained consistent. However, the ability of a student to explore ethics in more detail as an elective was removed and was no longer available. A reduction was also noted at Green University, which also uses an embedded approach. There was an ethics elective course listed in the course catalogue, however, it has not been offered in years. The regression at Red University was particularly graphic. The

programs at Red University had been selected because it appeared that ethics was a prerequisite for admission into the PhD program and was a core course option at the MPA level. As discussed earlier, Red University had not only eliminated ethics as a core course option but had also eliminated the only ethics course as an elective.

There were three principal reasons stated for this decline in ethics educational opportunities. The first was the lack of faculty qualified or interested in teaching ethics. The second reason proffered was faculty shortages. The third reason was that there was not enough space in a crowded curriculum to offer ethics.

The first reason proffered for the decline in ethics course offered, the lack of interested and/or qualified faculty, is supported by the literature in general, but does not appear to be supported by the specific circumstances at the individual universities. The research of Adams (2006) indicates that ethics as a primary area of focus and interest is not prevalent among public administration PhD faculty. Additionally, the research of Matchett (2008) notes concerns with time and expertise in teaching ethics. However, at each university studied as part of this research, there was a faculty member who was interested, qualified, and who had previously taught an ethics course. These faculty members, it should be noted, were not in support of the elimination of the ethics course.

The second reason, a faculty shortage, does not appear to be supported by the literature. As noted by Bowman and Menzel (1998), ethics courses are taught by both full-time and adjunct faculty, with part-time/adjunct faculty teaching forty seven percent (47%) of courses. Seventy percent (70%) of instructors had practitioner experience. The availability of adjunct faculty with experience should be able to bridge the perceived availability issue.

The final reason, lack of space in the curriculum, is germane to the heart of the matter. Curriculums are always crowded and all subjects compete for space and priority. It is a matter of the importance placed on the subject area as to how and whether a subject, such as ethics, is incorporated into the curriculum. The challenges of including a stand-alone class in a crowded curriculum is understood particularly in light of the stated belief of some administrators that ethics can be taught effectively with an embedded approach. This line of reasoning could explain why ethics was not in the core curriculum. It does not, however, explain why it was removed from the course catalogue and/or was no longer offered as an elective. The removal of an ethics class, even as an elective, precludes students with an interest in and/or perceived need for additional ethics education from the opportunity to pursue this academic need. It could also be viewed as sending a signal that ethics education was not perceived as important.

There may be additional factors in explaining this apparent retreat. The NASPAA standards (NASPAA, 2009) do not prioritize ethics. The term ethics is only used in the language explaining the rationale for the NASPAA standard, it is not included in the actual standard. The terminology used in the standard is the much broader term “public service values”, which include acting in the public interest, competence, efficiency objectivity, and acting ethically. Additionally, the NASPAA standards provide no specific guidance on how ethics should be taught. This lack of guidance from NASPAA has serious negative consequences on both the priority and methodology for teaching ethics (Cooper, 2012).

Finding 3: Ethics as a course of study requirement at the PhD level now focused on research ethics.

The research also indicates that administrative ethics education at the PhD level has declined significantly at two of the four universities studied, and that the focus at all four universities was now solely on research ethics. The focus on research ethics was in support of

the responsible conduct of research, and in meeting the research requirements of the Institutional Review Board (IRB) process. Three programs - Blue, Green and Red Universities - had initially been thought, based on publicly available materials, to have an ethics education component in addition to research ethics. Blue University eliminated the required ethics course from the PhD curriculum, and also eliminated an ethics elective course. Green University had a PhD level course involving teaching public affairs; however, a closer examination of the syllabus indicated that it does not have a segment on teaching ethics. Red University has eliminated ethics as a prerequisite for admission into the PhD program, and also eliminated the ethics elective course altogether.

A number of studies support the focus of PhD programs on the ethics associated with research. Brewer, et al. notes that NASPAA policy posits that doctoral students should prepare students to undertake significant research (Brewer, Facer III, O'Toole, & Douglas, 1998). Additional studies note that research is the predominant focus in core curriculum classes and that less than 30% of programs surveyed had an ethics class offered as an elective (Holzer, Xu, & Wang, 2008).

The lack of focus on preparing PhD students for teaching is not fully understood. Brewer's research also indicates that 81% of universities surveyed stated that one of the goals of doctoral training is to train teachers (Brewer, Facer III, O'Toole, & Douglas, 1998). The need appears to be acknowledged as a gap by a number of program administrators, who acknowledge the importance of preparing doctoral students for their teaching roles.

Finding 4: Unclear and/or inconsistent curriculum alignment.

The research indicates that at two of the four universities - Green and Red Universities - there was inconsistent and unclear curriculum alignment. This finding is based on the responses

to two interview questions. The first was: “What do you think the role of ethics education is in public administration, generally speaking and specifically what do you think the role is at the MPA and/or PhD level?” The second was as follows: “What approach does this program take concerning ethics education at the MPA and/or PhD levels and are you aware of the history as to how and why this approach was selected?” (Appendices C - E).

The administrators at Blue University and Gold University were intimately aware of how ethics was incorporated into their programs and the ways in which their curriculums were fully aligned. Blue University, which uses an embedded approach, has a very detailed curriculum planning process and places significant emphasis on its curriculum mapping process. A review of the curriculum map confirms the broad inclusion of ethics with it being specifically incorporated, at various levels, in a total of seven core courses. The approach at Gold University, the only university still using a stand-alone course in the core curriculum, was starighfroward in that ethics was incorporated into their program via the core course requirement.

This was not the case at either Green University or Red University. The administrator at Green University, in reviewing the curriculum with the researcher, presumed that ethics was incorporated into a number of courses. A review of the course curricula, and a subsequent interview with the ethics faculty, yielded a different outcome and the topic of ethics was not covered extensively in the public management class but was a one-week module in a 15-week class. The administrator at Red University, in a discussion of how ethics was incorporated into the PhD program, evidenced a lack of knowledge about this particular issue.

This latter finding was unexpected. The researcher had assumed that there would be alignment in the curriculum consistent with the approach the university was using and that program administrators would be well versed in the specifics and details of how ethics was

incorporated into the curriculum at their university. There is support in the literature that this phenomenon is not new. Ekins (1998) noted that in the teaching of public service ethics vacillation is evident between a stated commitment and actual educational practices. Matchett (2008) highlights that few colleges make any explicit attempts to integrate the ethics education their students are receiving. The integration approaches utilized at universities with an embedded approach relies on instructors with varying levels of training and motivation in the teaching of ethics (Tello, Swanson, Floyd, & Caldwell, 2013). Educators acknowledge that the amount of time spent on ethics was low, that they were generally not comfortable with or versed in the material, and that the discussion seldom moved beyond a surface treatment of the issue (Kidwell, Fisher, Braun, & Swanson, 2013). Cooper (2012) notes that ethics education receives only fragmented attention. This is also supported in the literature by the research that concluded that the public administration syllabi have no consistent pedagogy and do not include consistent content (Cooper & Menzel, 2013; Frank, Ofobike, & Gradisher, 2010; Griffith, Domenech Rodriguez, & Anderson, 2014; Sanders & Hoffman, 2010; Williams & Elson, 2010).

Finding 5: Lack of agreement between program administrators and ethics faculty.

The research found a lack of agreement between program administrators and ethics faculty regarding the approach to ethics education utilized and the efficacy of the approach at all universities using an embedded approach. This finding was expected, however, the degree of difference between administrators and ethics faculty was not anticipated. The interview questions most directly related to this finding included a question that was asked of all participants: “What do you think the role of ethics education is in public administration, generally speaking and specifically what do you think the role is at the MPA and/or PhD level?” A second question was also asked of all participants: “What approach does this program take

concerning ethics education at the MPA and/or PhD levels and are you aware of the history as to how and why this approach was selected?" (Appendices C - E).

At the one university that continues to have a stand-alone ethics requirement, Gold University, the administrators and faculty were fully aligned. Administrators and faculty are in full agreement that ethics was a core value and ethics as part of the core curriculum was an essential part of the mission of the program.

At the three universities that were using an embedded approach - Blue, Green and Red Universities - there was a lack of agreement. It is important to reiterate and understand the context at the other three universities. First, they are all using an embedded approach. Two have used an embedded approach for a number of years but had also always offered a stand-alone ethics class as an elective. Those universities, as discussed earlier, have recently removed the ethics elective from the curriculum and/or no longer offer it. The third university had an ethics stand-alone course as an option in the core curriculum. That university now no longer offers it as a core class and has also removed it as an elective. None of the ethics faculty at the three universities that eliminated the ethics course was supportive of the elimination.

The research also indicated, consistent with the above, that there was a lack of agreement between program administrators and ethics faculty concerning the effectiveness of ethics education. This outcome was anticipated. Program administrators were of the general opinion that ethics could be taught effectively across the curriculum. Ethics faculty did not share this opinion. Administrators were of the opinion that embedded programs did a good job, perhaps a better job, than a stand-alone course. Ethics faculty had a different perspective. The consistent response was that more ethics training was needed and an entire class should be offered if there was room in the curriculum.

The research also indicates, in contrast to the above, the finding that there was a concern on the part of both administrators and faculty about the quality and consistency of ethics instruction. The concerns with the quality and consistency of ethics education emerged as a significant theme in the follow-up to the research questions pertaining to the approach employed by the university and the perceived efficacy of the approach. Administrators recognized that instruction was inconsistent and that some instructors value and pay more attention to ethics than do others. Administrators also recognized that the consistency was something that they do not have a good read on and they acknowledge that most instructors have not had any training regarding how to teach ethics. Measuring the quality and consistency of a graduate education program would appear to be an essential administrative function. The researcher was, therefore, surprised to learn that a number of administrators stated their concerns in this area.

The researcher had expected a certain level of administrator-faculty angst concerning ethics education typical of its proponents always seeking a higher profile for their area of interest. The results of the research, however, indicate a much greater lack of agreement between faculty and administrators than anticipated. This finding is perhaps best understood in the context of the significant reductions in ethics as a course of study requirement at those universities. It is also supported by the literature in the context of the debate between embedded courses, to which the program administrators adhere, as opposed to providing ethics education through a stand-alone course, which is supported by ethics faculty.

Accreditation bodies have allowed individual institutions to select the teaching approach (Bowman & Menzel, 1998; Sanders & Hoffman, 2010; Tello, Swanson, Floyd, & Caldwell, 2013; Willey, Mansfield, & Sherman, 2012). While both approaches are used, there are great concerns regarding the efficacy and effectiveness of non-stand-alone approaches (Bowman &

Menzel; Cooper & Menzel, 2013; Jurkiewicz, 2013; Tello, Swanson, Floyd, & Caldwell). The integration approaches rely on instructors with varying levels of training and motivation in the teaching of ethics (Tello, Swanson, Floyd, & Caldwell).

The efficacy of stand-alone ethics courses is supported by recent research. Curzer, Sattier, DuPree, and Smith-Genthos (2014) found that education students who had taken a stand-alone ethics class improved significantly more than non-ethics students in both moral theory choice and moral reasoning. The research of May, Luth and Schwoerer (2014) found that business students who had taken a stand-alone business ethics course experienced significant positive increases over students who did not take an ethics course in the areas of moral efficacy, moral courage, and moral meaningfulness. This finding is supported by Lau (2010), who found that students who had ethical education had higher levels of ethical awareness.

Contemporary scholars in public administration contend that ethics education, properly taught, is effective (Cooper & Menzel, 2013). Research by Jurkiewicz (2013) concludes that ethics education through established methodologies has been shown to be effective and that the persistent questioning of the efficacy of ethics education is rooted primarily in the ineffective methodologies most often used to teach it, which typically involve tucking it in to a case study within a class on another topic taught by a professor with no expertise in ethics. Jurkiewicz concludes that the most effective approach includes both a required core curriculum course taught by a professor with expertise in ethics, in concert with integrating ethics within other courses in class segments developed by an ethics expert. Bowman and West (2015) conclude that the teaching of ethics is readily attainable and important and can be learned as readily as other forms of policy analysis.

Finding 6: Lack of a clear or consistent theoretical foundation.

The research results indicate that there was not a clear or consistent theoretical foundation for the ethics education provided at the universities included in this investigation. The question: “What is the theoretical framework for ethics education and how is it incorporated in the curriculum?” was a question that was posed to administrators as well as faculty (Appendices C - E).

Program administrators acknowledged that there was no theoretical approach in their courses and that the programs were much more focused on codes of ethics as their foundation. This utilitarian approach of administrators is perhaps understood in the context of the shift in public administration education towards Wilsonian managerialism (Frederickson & Ghore, 2013; Menzel, 2017). This approach, while straightforward and efficient, does not promote moral awareness or higher level reasoning (Bowman, West, & Beck, 2015). This path tends to be semi-legalistic with a focus on rule adherence and focusing on the codes of ethics or administrative rules of behavior can become ends in themselves (Menzel).

Ethics faculty did, upon follow-up questions, articulate a theoretical foundation in addition to a focus on codes of ethics. The theoretical foundation appears to be somewhat eclectic and several faculty members used a variety of theoretical foundations in the same class. Faculty mentioned Kohlberg a number of times in terms of their own foundation and also as a theoretical approach included in the ethics textbook they utilized. However, there does not appear to be any consistent theoretical approach used across the board. The researcher found this to be unanticipated by for two reasons. The first was the assumption by the researcher that most academic professors would have a clearly articulated foundation or theoretical framework for

their instruction. The second is that, in order to effectively articulate the need for a course, it would appear to be helpful to be able to articulate the theoretical foundation and why, with that foundation, the course is beneficial and necessary.

As noted above, the administrators' preference for teaching codes of ethics can be understood in the context of straightforward managerialism. In contrast, articulation by ethics faculty of the teaching of moral reasoning and higher-level thinking, as articulated by Kohlberg, could lend credence and support for additional ethics education. Moral awareness and moral reasoning are generally focal points of higher education with the goal of providing students, as future professionals and leaders, with the foundation to think critically, reason morally, and act ethically (Bowman & Menzel, 1998; West & Berman, 2006). The goal of ethics education in public administration is to develop moral reasoning (Brown, 2010), moral character (Knott, 2012), and ethical competence (West & Berman). Kohlberg's theory posits the same hierarchy as articulated by numerous public administration ethics educators, in transitioning from rules and regulation adherence (Menzel, 2009) to ethical competence (Bowman & West, 2013). The Kohlberg theory and concepts of higher order thinking and moral reasoning are found extensively in the public administration literature and are often described as ethical competence (Bowman & Menzel, 1998; Bowman & West, 2013; Cooper, 2013). The concepts of moral reasoning (Brown, 2010) and moral character (Knott, 2012) are all part of the transformational learning experience (Tello, Swanson, Floyd, & Caldwell, 2013), which leads to ethical competence (Bowman & West). Jurkiewicz (2013) notes that Kohlberg provides a foundation for addressing the components of ethical competence in public service.

Conclusions

This qualitative case study examined four top 25 ranked universities that used different approaches to ethics education in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the theoretical foundation for the ethics education provided and how it was incorporated into the curriculum, why the universities use different approaches, and the perceived efficacy of the approach. The study also examined the consistency of perceptions concerning ethics education from the perspectives of faculty administrators of the program and faculty involved in the teaching of ethics.

The findings of the study were, in a number of areas, anticipated by the researcher. However, a number of the findings were not anticipated and were, in fact, unexpected. The researcher had anticipated that there would be strong nominal support for ethics as a course of study requirement. The researcher also anticipated that, while there would be agreement between administrators and ethics faculty at universities offering a stand-alone course, there would not be total agreement between administrators and ethics faculty universities on using an embedded approach, on the level of importance and exposure to ethics as a course of study requirement offered at the universities that were using an embedded approach. The level of disagreement, however, was not anticipated. The researcher had anticipated a primary focus on research ethics at the PhD level, with a minimal focus on administrative ethics.

Other results were not anticipated. The researcher had anticipated that ethics as a course of study requirement would have remained fairly consistent over time, and had not anticipated that there would be significant reductions in ethics education at three of the four universities

studied. The researcher had also expected curriculum alignment, and did not anticipate that there would not be full curriculum alignment at two universities.

The findings of this study thus lead to the following conclusions:

1. Ethics, despite receiving strong nominal support from program administrators and ethics faculty, and the highest ranking value from current public administrators, was not a priority or focus in the MPA programs at universities studied that used an embedded approach to teaching ethics across the curriculum, and that ethics as a program of study requirement declined significantly at those universities.
2. Ethics, as a course of study requirement at the PhD level, was now focused on research ethics, and universities that previously required and/or included administrative ethics have eliminated it.
3. This disconnect has contributed to a lack of curriculum alignment at several universities and has contributed to a sharp divide between ethics faculty and program administrators concerning the approach to ethics education utilized, and the efficacy of the approach, at all universities using an embedded approach to teaching ethics.
4. The lack of specificity and detail concerning ethics education in the NASPAA accreditation standards was a contributing factor to the decline of the importance of ethics education, the lack of curriculum alignment, and the divide between program administrators and ethics faculty.
5. There was not a clear theoretical foundation for the ethics education provided at the universities studied. The predominant foundation was not “theoretical” but “practical” and was based on the ASPA and ICMA Codes of Ethics. This practical

- application resulted in utilitarian rules-based approach to ethics education and not an approach based on developing ethical competence and critical thinking.
6. The above factors all contribute to serious concerns about the efficacy of ethics education and ethics as a course of study requirement.

Implications for Future Research and Recommendations

The first opportunity for future research is to determine if the apparent decline in ethics as a program of study requirement at the universities that were studied that use an embedded approach is more widespread than at the three programs included in this study. The results of this qualitative research study cannot be generalized to other graduate public administration programs. The findings of the research are potentially significant, and it is important to determine if this decline is isolated to these three programs or if there is a broader phenomenon occurring. This presents an opportunity for significant future research.

A second opportunity for future research involves exploring the relationship of ethics and public service values. Ethics as a program of study requirement is encompassed in the broader NASPAA accreditation standards concerning public service values. An interesting research project would be an analysis of whether ethics has been too diluted and has lost its identity as a result of this “public services values” approach. This lack of emphasis and specificity in the NASPAA standard is in sharp conflict with the research of the ranking of values by public administrators. The top five values out of a list of 30 values, are honesty, integrity, benevolence, lawfulness, and incorruptibility. These statements of the most important values by these active public administrators appears to be in sharp contrast with the diminished ethics education opportunities being provided at the universities studied that used an embedded approach.

A third opportunity for research concerns the efficacy of ethics education, particularly in contrasting stand-alone with embedded programs. A fourth opportunity for research concerns the role of PhD programs in preparing graduates to teach. This inquiry is broader than ethics education, but is important given the contrast in the research that indicates preparing PhD students to teach is viewed as a primary role of PhD programs. However, there is a lack of curricular or extracurricular offerings to assist PhD students with teaching skills.

It is recommended that program administrators and the accrediting body for MPA programs, NASPAA, undertake the following at the earliest opportunity:

1. Survey of all NASPAA accredited MPA programs to determine the approach to ethics as a course of study requirement utilized by the university, including the identification of required and elective ethics courses offered by the university;
2. Require all universities using an embedded approach to specifically identify the ethics component(s) or module(s) in each course in the core curriculum;
3. Analyze these results to determine if sufficient ethics education is being provided or if the NASPAA accreditation standard needs to be clarified and strengthened.

Chapter Summary

This chapter presented a discussion of the findings of the research. This study examined four universities that are utilizing differing approaches to ethics as a course of study requirement. These programs have been studied in detail in order to ascertain the importance placed on ethics education at the graduate level, the approach to ethics education utilized, the theoretical foundation for the ethics education provided and how it was incorporated into the curriculum, why the universities used different approaches, and the perceived efficacy of the approach. The study also examined the consistency of perceptions concerning ethics education from the

perspectives of faculty administrators of the program and faculty involved in the teaching of ethics.

The chapter was organized into five sections. The first section was an overview of the study. The second section was a discussion of the primary findings of the study organized by six major findings that emerged. The first finding is that there is strong nominal support stated for the importance of ethics as a course of study requirement. The second finding is that, despite this stated support, there has been a significant decline in ethics as a course of study requirement at the MPA level at universities using an embedded approach. The third finding is that ethics as a course of study requirement at the PhD level is now focused on research ethics. The fourth finding is that there was unclear and/or inconsistent curriculum alignment at several universities. The fifth finding is that there was a lack of agreement between program administrators and ethics faculty concerning the approach to ethics education utilized and the efficacy of the approach at all universities using an embedded approach. The sixth and final finding is that there was not a clear or consistent theoretical foundation for the ethics education provided at these universities

The third section was a presentation of the conclusions of the study. The findings of the study led the researcher to the conclusion that ethics, despite receiving strong nominal support from program administrators, was not a priority or focus in the universities studied that used an embedded approach to teaching ethics across the curriculum and that ethics as a program of study requirement was declining significantly at those programs. This disconnect has contributed to a lack of curriculum alignment at several universities and a sharp divide between ethics faculty and program administrators at universities studied that used an embedded approach to teaching ethics across the curriculum.

The fourth section was a discussion of the implications for future research and recommendations. The researcher recommended that NASPAA, at the earliest opportunity, ascertain if the significant reductions in ethics education identified in this study are more widespread than the three cases studied and if broader systemic action is required. The final section was a summary of the chapter.

References

- Adams, K. (2006). Divergences and convergences in public affairs education and research. *International Journal of Public Poicy*, 1(4), 355-366.
- American Society for Public Administration. (2015, September 15). *ASPA Code of Ethics*. Retrieved from ASPA: http://www.aspanet.org/public/ASPA/About_ASPA/Code_of_Ethics/ASPA/Resources/Code_of_Ethics/Code_of_Ethics1.aspx?hkey=222cd7a5-3997-425a-8a12-5284f81046a8
- American Society for Public Administration. (2015). *ASPA: 2014 Annual Report*. Washington, D.C.: American Society for Public Administration.
- Ardichvili, A., Mitchell, J. A., & Jondle, D. (2010). Characteristics of ethical business culture. In G. R. Hickman (Ed.), *Leading Organizations: Perspectives for a New Era* (pp. 356-364). Thousand Oaks: SAGE Publications, Inc.
- Ball, C. (2009). What is transparency? *Public Integrity*, 293-307.
- Bass, B. M., & Steidlmeier, P. (1999). Ethics, character and authentic transformational leadership behavior. *Leadership Quarterly*, 1-39.
- Bennis, W. (2007). The challenges of leadership in the modern world. *American Psychologist*, 2-5.
- Berman, E. M., & West, J. P. (2008). Managing emotional intelligence in U.S. cities: A study of social skills among public managers. *Public Administration Review*, 742-758.
- Blanchard, K., & Peale, N. (1988). *The Power of Ethical Management*. New York: Morrow.

- Blanthorne, C., Kovar, S. E., & Fisher, D. G. (2007, August). Accounting educators' opinions about ethics in the curriculum: An extensive view. *Issues in Accounting Education*, 22(3), 355-390.
- Bloomberg, L. D., & Volpe, M. (2012). *Completing Your Qualitative Dissertation: A Road Map from Beginning to End*. Thousand Oaks: SAGE, Publications, Inc.
- Bolman, L. G. (2003). *Reframing Organizations: Artistry, Choice and Leadership*. San Francisco: Josey-Bass.
- Bouchard, N., & Morris, R. W. (2012). Ethics education as seen through the lens of Habermas's conception of practical reason: The Quebec Education Program. *Journal of Moral Education*, 41(2), 171-187.
- Bowman, J. S., & West, J. P. (2013). From classical rationalism to psychological realism in ethical decision-making. In H. G. Frederickson, & R. K. Ghore, *Ethics in Public Management* (2nd ed., pp. 155-171). Armonk: M.E. Sharpe.
- Bowman, J. S., & West, J. P. (2015). *Public Service Ethics: Individual and Institutional Responsibilities*. Thousand Oaks: CQ Press.
- Bowman, J. S., West, J. P., & Beck, M. A. (2015). *Achieving Competencies in Public Service*. New York: Routledge.
- Bowman, J., & Menzel, D. (1998). *Teaching Ethics and Values in Public Administration Programs: Innovations, Strategies, and Issues*. Albany: State University of New York Press.

Brewer, G. A., Facer III, R. L., O'Toole, J. L., & Douglas, J. W. (1998). The state of doctoral education in public administration: Developments in the field's research preparation.

Journal of Public Affairs Education, 4(2), 123-135.

Brown, M. E. (2010). Ethical and unethical leadership: Exploring new avenues for future research. *Business Ethics Quarterly*, 583-616.

Center for Democracy and Governance. (1999). *A Handbook on Fighting Corruption*.

Washington: U.S. Agency for International Development.

Chaskin, R. (2001). Building community capacity: A definitional framework and case studies from a comprehensive community initiative. *Urban Affairs Review*, 36, 291-323.

Commission on Peer Review Accreditation. (2014). *NASPAA Accredited: 2013-2014 Roster of Accredited Programs*. Retrieved from National Association of Schools of Public Affairs and Administration.

Commission on Peer Review and Accreditation, National Association of Schools of Public Affairs and Administration. (2009). *Accreditation Standards for Master's degree programs*. National Association of Schools of Public Affairs and Administration.

Committee on an Assessment of Research Doctorate Programs, B. o. (2011). *A Data-Based Assessment of Research-Doctorate Programs in the United States*. (J. P. Ostriker, C. Kuh, & J. A. Voytuk, Eds.) Washington: The National Academies Press.

Cooper, T. L. (2012). *The Responsible Administrator: An Approach to Ethics for the Administrative Role* (6th ed.). San Francisco: Jossey-Bass.

Cooper, T. L., & Menzel, D. C. (2013). *Achieving Ethical Competence for Public Service Leadership*. Armonk, New York: M.E. Sharpe, Inc.

Cooper, T. L., & Menzel, D. C. (2013). In pursuit of ethical competence. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 3-24). Armonk, New York: M.E. Sharpe, Inc.

Council on Social Work Education. (2003). *Handbook of Accreditation Standards and Procedures*. Alexandria, VA: Council on Social Work Education.

Creswell, J. W. (2014). *Research Design: Qualitative, Quantitative and Mixed Methods Approaches* (4th ed.). Los Angeles: SAGE Publications, Inc.

Creswell, J. W., Hanson, W. E., Clark Plano, V. L., & Morales, A. (2007). Qualitative research designs: Selection and implementation. *The Counseling Psychologist*, 35, 236-264.

Curzer, H. J., Sattier, S., DuPree, D. G., & Smith-Genthos, K. R. (2014). Do ethics classes teach ethics. *Theory and Research in Education*, 12(3), 366-382.

David, S. (2004). Professional ethics in a postmodern society. *Public Integrity*, 279-297.

De Schrijver, A., & Maesschalck, J. (2013). A new definition and conceptualization of ethical competence. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 29-50). Armonk, New York: M.E. Sharpe, Inc.

Dhooge, L. J. (2011). Creating a course in global business ethics: a modest proposal. *Journal of Legal Studies Education*, 207-248.

- Dobel, J. (1998). Political prudence and the ethics of leadership. *Public Administration Review*, 74-81.
- Dunn, T. P., & Meine, M. F. (2010). Walking the walk vs, talking the talk: a comparative analysis of ASA and ASPA ethics initiatives. *Journal of US-China Public Administration*, 71-74.
- Ekins, H. (1988). Teaching ethics in public administration. *Public Administration Review*, 48(5), 885-891.
- Ellis, J. L. (2013). Accounting ethics education: Proposed pedagogy applying cognitive moral development. *Journal of Business and Accounting*, 6(1), 65-80.
- Elmore, R., Abelman, C., & Fuhrman, S. (1997). The new accountability in state education reform: From process to performance. In H. Ladd, *Holding Schools Accountable* (pp. 65-98). Washington, D.C.: Brookings Institution.
- Encyclopedia Britannica. (2016, August 10). *Public Administration*. Retrieved from Encyclopedica Britannica Online: <https://www.britannica.com/topic/public-administration>
- Fingeld-Connett, D. (2014). Use of content analysis knowledge building and theory-generating qualitative systematic reviews. *Qualitative Research*, 14(3), 341-352.
doi:10.1177/1468794113481790
- Fraenkel, J. R., Wallen, N. E., & Hyuan, H. H. (2012). *How to Design and Evaluate Research in Education* (8th ed.). New York: McGraw-Hill.
- Frank, G., Ofobike, E., & Gradisher, S. (2010). Teaching business ethics: A quandry for accounting educators. *Journal of Education for Business*, 85, 132-138.

Frederickson, H. G., & Ghere, R. K. (2013). *Ethics in Public Management* (2nd ed.). Armonk: M.E. Sharpe, Inc.

Gannett, A., & Rector, C. (2015). The rationalization of political corruption. *Public Integrity*, 17(11), 165-175.

Georgia State University. (2014, October 8). *GSU Course Catalogue 2013-2014*. Retrieved from Georgia State University: <http://catalogue.gsu.edu/graduate20132014/andrew-young-school-of-policy-studies/#doctoral-programs>

Gini, A. (2010). Moral leadership and business ethics. In G. R. Hickman (Ed.), *Leading organizations: Perspectives for a new era* (pp. 345-355). Thousand Oaks: SAGE Publications, Inc.

Goleman, D., Boyatzis, R., & McKee, A. (2002). *Primal Leadership: Learning to Lead with Emotional Intelligence*. Boston: Harvard Business School Press.

Griffith, S. M., Domenech Rodriguez, M. M., & Anderson, A. (2014). Graduate ethics education: A content analysis of syllabi. *Training and Education in Professional Psychology*, 8(4), 248-252.

Heres, L., & Lasthuizen, K. (2013). From ethical competence to ethical leadership. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 51-70). Armonk, New York: M.E. Sharpe, Inc.

Hoekstra, A., & Kaptein, M. (2012). The institutionalization of integrity in local government. *Public Integrity*, 15(1), 5-27. doi:10.2753/PIN1099-9922150101

Holzer, M., Xu, H., & Wang, T. (2008). The status of doctoral programs in public affairs and administration. *Journal of Public Affairs Education*, 631-647.

International City/County Management Association. (2015, September 15). *ICMA Code of Ethics*. Retrieved from International City/County Management Association:
http://www.icma.org/en/icma/ethics/code_of_ethics

International City/County Management Association. (2015). *ICMA: Annual Report 2014*. Washington, D.C.: International City/County Management Association.

Jacobs, R. M. (2014). Incorporating the ASPA Code of Ethics across the M.P.A. curriculum. *Public Integrity*, 16(4), 339-356.

Jurkiewicz, C. L. (2013). Advancing ethical competence through pedagogy. In T. L. Cooper, & D. C. Menzel (Eds.), *Achieving Ethical Competence for Public Service Leadership* (pp. 131-154). Armonk, New York: M.E. Sharpe, Inc.

Kennedy, S. S., & Malatesta, D. (2010). Safeguarding the public trust: Can administrative ethics be taught? *Journal of Public Affairs Education*, 16(2), 161-180.

Kidwell, L. A., Fisher, D. G., Braun, R. L., & Swanson, D. L. (2013). Developing learning objectives for accounting ethics using Bloom's Taxonomy. *Accounting Education: An International Journal*, 22(1), 44-65.

Killilea, A. G., Pasquerella, L., & Vocino, M. (1998). The Rhode Island Ethics Projects: A model for integrating ethics into a Masters of Public Administration Program. In J. S. Bowman, & D. C. Menzel, *Teaching Ethics and Values in Public Administration*

- Programs: Innovations, Strategies and Issues* (pp. 21-36). Albany: State University of New York.
- Knott, J. H. (2012). Looking outward: The changing context of public service education. *Journal of Public Affairs Education*, 19(1), 1-8.
- Kohlberg, L. (1973). The claim to moral adequacy of a highest stage of moral development. *Journal of Philosophy*, 70(18), 630-646.
- Kohlberg, L. (1981). *Essays in Moral Development, Volume I: The Philosophy of Moral Development*. New York: Harper & Row.
- Kohlberg, L. (1984). *Essays in Moral Development, Volume II: The Philosophy of Moral Development*. New York: Harper & Row.
- Lager, J. M. (2010). Governments demand compliance, ethics demands leadership. *Journal of Public Affairs*, 216-224.
- Lampe, M. (2012). Science, human nature, and a new paradigm for ethics education. *Science and Engineering Location*, 543-549.
- Langlois, L., & Lapointe, C. (2010). Can ethics be learned? Results from a three-year action-research project. *Journal of Educational Administration*, 48(2), 147-163.
doi:10.1108/09578231011027824
- Lapan, S. D., Quartaroli, M. T., & Reimer, F. J. (2012). *Qualitative research: An introduction to methods and designs*. San Francisco: John Wiley and Sons, Inc.

- Lau, C. L. (2010). A step forward: Ethics education matters! *Journal of Business Ethics*, 565-584.
- Lipman-Blumen, J. (2010). Toxic Leaders: They're plentiful. In G. R. Hickman (Ed.), *Leading Organizations: Perspectives for a New Era* (pp. 377 - 390). Thousand Oaks: SAGE Publications, Inc.
- Madsen, P. (2009). Dynamic transparency, prudential justice, and corporate transformation: Becoming socially responsible in the internet age. *Journal of Business Ethics*, 639-648.
- Masciulli, J. (2011). Global public leadership in a technological era. *Bulletin of Science, Technology & Society*, 71-80.
- Matchett, N. A. (2008). Ethics across the curriculum. *New Directions for Higher Education*, 25-38.
- May, D. R., Luth, M. T., & Schwoerer, C. E. (2014). The influence of business ethics education on moral efficacy, moral meaningfulness, and moral courage: a quasi-experimental design. *Journal of Business Ethics*, 124, 67-80.
- McCarthy, C. (1914). Preliminary report of the Committee on Practical Training for Public Service. *The American Political Science Review*, 301-309. Retrieved from <http://www.jstor.org/stable/4617027>
- Meek, J. W., & Godwin, M. L. (2014). Iterative learning: Programmatic lessons from a course embedded approach to program mission assessment. *Journal of Public Affairs Education*, 20(3), 305-320.

Meine, M. F., & Dunn, T. P. (2009). Distance learning and ethics education and training: A new role for the American Society of Public Administration? *Public Integrity*, 12(1), 51-59.

Meine, M. F., & Dunn, T. P. (2013). The search for ethical competency: Do ethics codes matter? *Public Integrity*, 15(2), 149-166. doi:10.2753/PIN1099-9922150203

Menzel, D. C. (2005). Research on ethics and integrity in governance. *Public Integrity*, 7(2), 147-168.

Menzel, D. C. (2007). *Ethics Management for Public Administrators: Building Organizations of Integrity*. Armonk: M.E. Sharpe, Inc.

Menzel, D. C. (2009). Introduction: Public education and training. *Public Integrity*, 11(3), 197-199.

Menzel, D. C. (2009). Teaching and learning ethical reasoning with cases. *Public Integrity*, 11(3), 239-250.

Menzel, D. C. (2010). *Ethics Moments in Government: Cases and Controversies*. Boca Raton, Florida: CRC Press.

Menzel, D. C. (2015). Leadership in public administration: Creative and/or ethical? *Public Integrity*, 315-318.

Menzel, D. C. (2015). Research on ethics and integrity in public administration: Moving forward, looking back. *Public Integrity*, 343-370.

Menzel, D. C. (2017). *Ethics Management for Public and Nonprofit Managers: Leading and Building Organizations of Integrity* (Third ed.). New York: Routledge.

- Menzel, D. C., & Carson, K. J. (1999). A review and assessment of empirical research on public administration ethics: Implications for scholars and managers. *Public Integrity*, 1(3), 239-264.
- Menzel, D. C., & Cooper, T. L. (2013). The road ahead. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 275-282). Armonk, New York: M.E. SHarpe, Inc.
- Meyer, C., & Kirby, J. (2010). Leadership in the age of transparency. *Harvard Business Review*.
- Meyers, C. (2004). Institutional culture and individual behavior: Creating an ethical environment. *Science and Engineering Ethics*, 269-276.
- Miami-Dade County Grand Jury. (2012). *Final Report of the Miami-Dade County Grand Jury*. Miami: Circuit Court of the Eleventh Judicial Circuit of Florida.
- Molina, A. D., & McKeown, C. L. (2010). The heart of the profession: Understanding public service values. *Journal of Public Affairs Education*, 375-396.
- Morris, L., & Wood, g. (2011). A model of organizational ethics education. *European Business Review*, 274-286.
- Mumford, M. D., Steele, L., & Watts, L. L. (2015). Evaluating ethics education programs: A multilevel approach. *Ethics and Behavior*, 25(1), 37-60.
- Nash, L. (2010). Ethics without a sermon. In H. B. Review, *Harvard Business Review Classics*. Cambridge: Harvard Business Review.

NASPAA. (2009). *Accreditation Standards for Master's degree programs*. Arlington: National Association of Schools of Public Affairs and Administration.

NASPAA. (2013). *NASPAA Year in Review: 2-12-13*. Retrieved from NASPAA.

NASPAA. (2016, August 10). *What are the MPA & MPP degrees?* Retrieved from NASPAA: http://www.naspaa.org/students/faq/MPAMPP_Degrees_1.asp

National Association of Schools of Public Affairs and Administration. (2009). *Accreditation Standards for Master's degree programs*. Arlington: NASPAA.

National Research Council of the National Academies, Board on Higher Education and Workforce Policy and Global Affairs, Committee on an Assessment of Research Doctorate Programs. (2011). *A Data-Based Assessment of Research-Doctorate Programs in the United States*. (J. P. Ostriker, C. V. Kuh, & J. A. Voytuk, Eds.) Washington, D.C.: The National Academies Press. doi:10.17230/978-0-309-10606-8

Neesham, C., & Gu, J. (2015). Strengthening moral judgment: A moral identity based leverage strategy in business ethics education. *Journal of Business Ethics*, 527-534.

Nelson, D. H., & Van Hook, P. J. (1998). Using an ethics matrix in a master of public administration program. In J. S. Bowman, & D. S. Menzel, *Teaching Ethics and Values in Public Administration Programs: Innovations, Strategies and Issues* (pp. 37-62). Albany: State University of New York.

Nineteenth Statewide Grand Jury. (2010). *A Study of Public Corruption in Florida and Recommended Solutions*. Ft. Lauderdale: State of Florida.

Northouse, P. G. (2010). *Leadership: Theory and Practice* (Fifth Edition ed.). Thousand Oaks: SAGE Publications, Inc.

Palm Beach County Grand Jury. (2009). *Investigation of Palm Beach County Governance and Public Corruption Issues*. West Palm Beach: Circuit Court of the Fifteenth Judicial Circuit.

Palmer, D. E. (2009). Business leadership: Three levels of ethical analysis. *Journal of Business Ethics*, 525-536.

Patton, M. Q. (2002). *Qualitative Research & Evaluation Methods* (3rd ed.). Thousand Oaks: Sage Publications.

Pew Research Center. (2014, November 13). *Public Trust in Government: 1958-2014*.

Retrieved from Pew Research Center: <http://www.people-press.org/2014/11/13/public-trust-in-government/>

Plant, J. F. (1998). Using codes of ethics in teaching public administration. In J. Bowman, & D. Menzel (Eds.), *Teaching ethics and values in public administration programs* (pp. 161-178). Albany: State University of New York Press.

Plant, J. F. (2013). Ethical competence and professionalism in public administration. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 189-217). Armonk, New York: M.E. Sharpe, Inc.

Plant, J., & Ran, B. (2009). Education for ethics and human resource management. *Public Intergity*, 11(3), 221-238. doi:10.2753/PIN1099-9922110302

Public Integrity Section, Criminal Division, United States Department of Justice. (2013). *Report to Congress on the Activities and Operations of the Public Integrity Section for 2012*.

Washington: United States Department of Justice.

Quill, L. (2009). Ethical conduct and public service: Loyalty intelligently bestowed. *The American Review of Public Administration*, 39(3), 215-224.

doi:10.1177/0275074008321891

Raadscheiders, J. C., & Lee, K.-H. (2011). Trends in the study of public administration: Empirical and qualitative observations from *Public Administration Review*, 2000-2009. *Public Administration Review*, January/February, 19-33.

Raadschelders, J. C. (2011). The study of public administration in the United States. *Public Administration*, 89(1), 140-155. doi:10.1111/j.1467-9299.2011.01906.x

Reamer, F. G. (2013). Ethical competence in social work. In T. L. Cooper, & D. C. Menzel (Eds.), *Achieving Ethical Competence for Public Service Leadership* (pp. 163-188). Armonk, New York: M.E. Sharpe, Inc.

Reinstein, A., Moehrle, S., & Reynolds-Moehrle, J. (2006). Crime and punishment in the marketplace: Accountants and business executives repeating history. *Managerial Accounting Journal*, 21(4), 420-435.

Rosenbloom, D. H., & Goldman, D. D. (1980). *Public Administration: Understanding Management, Politics and Law in the Public Sector* (3rd ed.). New York: ThirdMcGraw-Hill, Inc.

Saldaña, J. (2013). *The Coding Manual for Qualitative Researchers*. Thousand Oaks: Sage.

Sama, L. M., & Shoaf, V. (2002). Ethics on the web: Applying moral decision-making to the new media. *Journal of Business Ethics*, 93-103.

Sanders, S., & Hoffman, K. (2010). Ethics education in social work: Comparing outcomes of graduate social work students. *Journal of Social Work Education*, 46(1), 7-22.

Senge, P. M. (2006). *The Fifth Discipline: The Art and Practice of the Learning Organization*. New York: Doubleday.

Simpson, D., Nowlan, J., Gradel, T. J., Zmuda, M. M., Sterrett, D., & Cantor, D. (2012).

Chicago and Illinois, Leading the Pack in Corruption: Anti-Corruption Report Number 5. Chicago: University of Illinois at Chicago Department of Political Science and the Illinois Integrity Initiative of the University of Illinois' Institute for Government and Public Affairs.

State Integrity Investigation. (2015, August 30). *Investigating corruption in your state government - State Integrity Investigation*. Retrieved from State Integrity: http://www.stateintegrity.org/your_state

Streib, G., & Rivera, M. (2010). Assessing the ethical knowledge of city managers. *Public Integrity*, 12(1), 9-23.

Supreme Court of Florida. (2011). *Final Report of the Nineteenth Statewide Grand Jury in the Supreme Court of the State of Florida: Case No: SC09-1910*. Tallahassee: Supreme Court of Florida.

Svara, J. (1997). The ethical triangle: Synthesizing the bases of administrative ethics. *Public Integrity Annual*, 33-41.

- Svara, J. (2015). *The Ethics Primer for Public Administrators in Government and Nonprofit Organizations* (Second ed.). Burlington: Jones & Bartlett Learning.
- Svara, J. H. (2012). Macro-ethics in the code of pan-generalist American Society for Public Administration. *Public Integrity*, 14(3), 229-246.
- Swanson, D. L. (2013). Ethical competence in business leadership. In T. L. Cooper, & D. C. Menzel, *Achieving Ethical Competence for Public Service Leadership* (pp. 71-90). Armonk, New York: M.E. Sharpe, Inc.
- Syracuse University. (2014, 4 5). *Public Administration PhD Program: Handbook and Course Guide*. Retrieved from www.maxwell.syr.edu:
<http://www.maxwell.syr.edu/pa/programs/phd>
- Tello, G., Swanson, D., Floyd, L., & Caldwell, C. (2013). Transformational learning: A new model for business ethics education. *Journal of Multidisciplinary Research*, 5(1), 105-120.
- Thompson, D. F. (2006). Private life and public office. In J. P. West, & E. M. Berman (Eds.), *The Ethics Edge* (Second ed., pp. 156-166). Washington: International City/County Management Association.
- Tillson, J. (2011). In favour of ethics education, against religious education. *Journal of Philosophy of Education*, 54(4), 675-688.
- Transparency International. (2014). *Corruptions Perception Index 2014*. Berlin: Transparency International.

- Trevino, L. K. (1992). Moral reasoning and business ethics: Implications for research, education and management. *Journal of Business Ethics*, 445-459.
- U.S. News & World Report. (2016). Best Graduate Schools. *2016 Edition*. doi:ISBN 978-1-931469-66-1
- Van Montfort, A., Beck, L., & Twinjnstra, A. (2013). Can integrity be taught in public organizations? The effectiveness of integrity-training programs for municipal officials. *Public Integrity*, 15(2), 117-132.
- Verhezen, P. (2010). Giving voice in a culture of silence: From a culture of compliance to a culture of integrity. *Journal of Business Ethics*, 187-206.
- Volker, P. A. (2011). Public service in crises: A new campaign for high performance government. *Public Integrity*, 1, 81-86.
- Walton, J. R., Steams, J. M., & Crespy, C. T. (1997). Integrating ethics into public administration curriculum: A three step process. *Journal of Policy Analysis and Mangement*, 16(3), 470-483.
- Waples, E. P., Antes, A., Murphy, S. T., Connelly, S., & Mumford, M. D. (2009). A meta-analytic investigation of business ethics instruction. *Journal of Business Ethics*, 87, 133-151.
- West, J. P., & Berman, E. (2006). *The Ethics Edge*. Washington: International City and County Management Association.
- West, J. P., & Berman, E. M. (2004). Ethics training in U.S. cities. *Public Integrity*, 6(3), 189-206.

- Wilcox, B., & Krassner, D. (2012). *Corruption Risk Report: Florida Ethics Laws*. Tallahassee: Integrity Florida.
- Willey, S. L., Mansfield, N. R., & Sherman, M. B. (2012). Integrating ethics across the curriculum: A pilot study to assess students' ethical reasoning. *Journal of Legal Studies Education*, 29(2), 263-296.
- Williams, J., & Elson, R. J. (2010). Improving ethical education in the accounting program: A conceptual course. *Academy of Educational Leadership Journal*, 14(4), 107-116.
- Wittmer, D., Holcolmb, Hutton, B., & Nelson, D. R. (1998). Reinventing the Master of Business Administration curriculum: Integrating ethics, law and public policy. In J. S. Bowman, & D. C. Menzel, *Teaching Ethics and Values in Public Administration Programs: Innovations, Strategies and Issues* (pp. 63-84). Albany: State University of New York.
- Yamatani, H., & Feit, M. (2013). Contemporary social policy analysis methods: An incorporation of ethical principles and implementation processes. *Journal of Human Behavior in the Social Environment*, 23(7), 817-823.
- Yin, R. K. (2014). *Case Study Research: Design and Methods*. Los Angeles: Sage Publications, Inc.
- You, D., Warchal, J. R., & Ruiz, A. I. (2011). A review of ethics from project syllabus. *Psychology Journal*, 8(2), 82-86.
- Yukl, G. (1999). An evaluation of conceptual weaknesses in transformational and charismatic leadership theories. *Leadership Quarterly*, 285 - 307.

Yukl, G. (2010). Influencing organizational culture. In G. R. Hickman (Ed.), *Leading Organizations: Perspectives for a New Era* (Second Edition ed., p. 683). SAGE Publications, Inc.: Thousand Oaks.

Zhu, W., Avolio, B. J., Riggio, R. E., & Sosik, J. J. (2011). The effect of authentic transformational leadership on follower and group ethics. *The Leadership Quarterly*, 801-817.

Appendix A: Sample Letter to Chair/Gatekeeper

Dear :

My name is Charles Scurr and I am a PhD student at the Adrian School of Education at Barry University. I am seeking your permission and assistance to interview several administrators, faculty, and graduate students in your MPA and PhD programs. The interviews should last no more than one hour. The title of my dissertation is *Ethics as a Program of Study Requirement in Public Administration Graduate Programs*.

The aims of the research are to understand the importance of ethics education at the graduate level, the approach to ethics education used and the perceived efficacy of the approach used. The research will examine these issues through three perspectives: administrators of the program; faculty involved in the teaching and/or research on ethics; and students.

I would respectfully request that you invite several individuals to participate in the study by forwarding this letter to them. This would include the chairs of the MPA and PhD programs and faculty involved in the teaching of ethics at the MPA and PhD levels. I would also request that you post and distribute the attached flyer to your MPA and PhD students. The research seeks to interview two to three MPA students who have completed their studies and/or recently graduated and two to three PhD candidates or individuals who have recently graduated. When and if they agree to participate in the study, I will make arrangements with them individually to schedule the interviews either face-to-face or by video conference technology.

This study is confidential in nature. Information provided will be held in confidence to the extent permitted by law. Any published results of the research will not use university names. Participants will be assigned pseudonyms and actual names will not be divulged when presenting findings. Data, including recorded interviews, will be kept in a locked file in the researcher's office. Signed consent forms will be kept separate from the data. All data may be kept in perpetuity or destroyed after five years upon completion of the study.

If you have any questions, please feel free to contact me at 305.283.6721 or by email at Charles.scurr@mymail.barry.edu. You may also contact my dissertation Chair, Dr. Carmen McCrink, at 305.899.3702 or by email at cmmcring@barry.edu. In addition, you may also contact Barry University's Institutional Review Board point of contact, Barbara Cook, at 305.899.3020 or by email at bcook@mail.barry.edu.

I thank you and look forward to hearing from you.

Sincerely,

Charles D. Scurr

Appendix B: Informed Consent Form

Your participation in a research project is requested. The title of the study is *Ethics as a Program of Study Requirement in Public Administration Graduate Programs*. Charles Scurr, a student in the Education department at Barry University, is conducting the research and is seeking information that will be useful in the field of educational leadership. The aims of the research are to understand the importance of ethics education at the graduate level, the approach to ethics education used and the perceived efficacy of the approach used. In accordance with these aims, a series of interviews with administrators, faculty, and students will be conducted.

If you decide to participate in this research, you will be asked to do participate in an interview to be conducted by the researcher. The interview will last no more than one hour.

Your consent to be a research participant is strictly voluntary and should you decline to participate or should you choose to drop out at any time during the study, there will be no adverse effects. There are no known risks or benefits to you if you participate in this research. Although there are no direct benefits to you, your participation is important to understanding the importance of ethics education at the graduate level.

This study is confidential in nature. Information provided will be held in confidence to the extent permitted by law. Participants will be assigned pseudonyms and actual names will not be divulged when presenting findings. Data, including recorded interviews, will be kept in a locked file in the researcher's office. Signed consent forms will be kept separate from the data. All data may be kept in perpetuity or destroyed after five years upon completion of the study.

If you have any questions or concerns regarding the study or your participation in the study, you may contact me, Charles Scurr, at 305-283-6721, my supervisor, Dr. Carmen McCrink, at 305-899-3702, or the Institutional Review Board point of contact, Barbara Cook, at 305-899-3020. If you are satisfied with the information provided and are willing to participate in this research, please signify your consent by signing this consent form.

Voluntary Consent

I acknowledge that I have been informed of the nature and purposes of this experiment by Charles Scurr and that I have read and understand the information presented above, and that I have received a copy of this form for my records. I give my voluntary consent to participate in this experiment.

Signature of Participant

Date

Appendix C: Interview Protocol for PhD Program Administrators

Date:

Time:

Location:

Interviewer:

Interviewee:

Good _____. My name is Charles Scurr and I am a PhD student at Barry University in Miami, Florida. Thank you for agreeing to participate in this interview about ethics education in public administration graduate programs. With your permission, I am going to record this interview and take notes.

Q1: Can you tell me a little bit about yourself and your role in the PhD program at the university? (Follow-up as indicated)

Q2: What do you think is the role of ethics education is in public administration, generally speaking, and specifically what do you think the role is at the bachelor's degree and MPA degree level? (Follow-up as indicated)

Q3: Do you think that students in your PhD program received ethics education at the bachelor's degree or MPA degree level and do you think it was sufficient and effective? (Follow-up as indicated)

Q4: What do you think is the role of ethics education in PhD programs? (Follow-up as indicated)

Q 5: What approach does this PhD program take concerning ethics education, embedded or stand-alone, and are you aware of the history on how and why this approach was selected? (Follow-up as indicated)

Q6: What is the theoretical framework for ethics education and how is it incorporated into the curriculum? (Follow-up as indicated)

Q7: Do you think that the ethics training provided has properly prepared your students for the challenges they will face? (Follow-up as indicated)

Q8: Well, thank you. Is there anything else you would like to share with me and are there any other persons, possibly former students, with whom you think I should speak?

Appendix D: Interview Protocol for MPA Program Administrators

Date:

Time:

Location:

Interviewer:

Interviewee:

Good _____. My name is Charles Scurr and I am a PhD student at Barry University down in Miami, Florida. Thank you for agreeing to participate in this interview about ethics education in public administration graduate programs. With your permission, I am going to record this interview and take notes.

Q1: Can you tell me a little bit about yourself and your role in the MPA program at the university? (Follow-up as indicated)

Q2: What do you think is the role of ethics education is in public administration, generally speaking, and specifically what do you think the role is at the MPA degree level? (Follow-up as indicated)

Q3: Do you think that students in your MPA program received ethics education at the bachelor's level and do you think it was sufficient and effective? (Follow-up as indicated)

Q4: What approach does this MPA program take concerning ethics education, embedded or stand-alone, and are you aware of the history on how and why this approach was selected? (Follow-up as indicated)

Q5: What is the theoretical framework for ethics education and how is it incorporated into the curriculum? (Follow-up as indicated)

Q6: Do you think that the ethics training provided has properly prepared your students for the challenges they will face? (Follow-up as indicated)

Q7: Well, thank you. Is there anything else you would like to share with me and are there any other persons, possibly former students, with whom you think I should speak?

Appendix E: Interview Protocol for MPA and PhD Ethics Faculty

Date:

Time:

Location:

Interviewer:

Interviewee:

Good _____. My name is Charles Scurr and I am a PhD student at Barry University down in Miami, Florida. Thank you for agreeing to participate in this interview about ethics education in public administration graduate programs. With your permission, I am going to record this interview and take notes.

Q1: Can you tell me a little bit about yourself and your role in the graduate program at the university? (Follow-up as indicated)

Q2: What do you think is the role of ethics education is in public administration, generally speaking, and specifically what do you think the role is at the bachelor's, MPA and PhD degree level? (Follow-up as indicated)

Q3: Do you think that students in your graduate program received ethics education at the bachelor, MPA, and PhD level and do you think it was sufficient and effective? (Follow-up as indicated)

Q4: What approach does this program take concerning ethics education at the MPA and PhD levels and are you aware of the history as to how and why this approach was selected? (Follow-up as indicated)

Q5: What is the theoretical framework for ethics education and how is it incorporated into the curriculum? (Follow-up as indicated)

Q6: Do you think that the ethics training provided has properly prepared your students for the challenges they will face? (Follow-up as indicated)

Q7: Well, thank you. Is there anything else you would like to share with me and are there any other persons, possibly former students, with whom you think I should speak?

Appendix F: Graduate Program Assessment Summary Form

Graduate Assessment Ethics as a Course of Study Requirement Background Documents Catalogue and Assessment

University:

MPA Program

Document	Assessment
•	
•	
•	

Researcher Assessment

- **Stand-Alone Ethics Core Course: Y/N**
- **Ethics Course Elective: Y/N**

PhD Program

Document	Assessment
•	
•	
•	

Researcher Assessment

- **MPA Ethics Required for Admission: Y/N**
- **PhD Core Stand-Alone Course: Y/N**
- **PhD Core Specific Ethics Component Integrated: Y/N**
- **PhD Ethics Course Elective: Y/N**

MPA Overall Program Assessment

- **Group A**
- **Group B**
- **Insufficient information available:**

PhD Overall Program Assessment

- **Group A**
- **Group B**
- **Insufficient information available:**

Researcher

Date

Appendix G: Program Review and Assessment Matrix

National Academies of Science							
PhD Program Rankings							
Social and Behavioral Sciences							
Public Affairs, Public Policy and Public Administration							
Nat Academy Rank	University	Core Stnd Aln	PhD MPA Ethics Prereq	PhD Core Stnd Aln	PhD Core Integ	PhD Elective	Group
1		Y	N	N	Y	Y	A
1		N	N	N	N	Y	B
1		N	N	N	N	y	N
2		Y	N	N	Y	y	A
3		N	N	N	N	Y	B
3		N					
4		Y	N	N	*	Y	*
4		Y	N	N	*	Y	*
4							
5		N	N	N	*	Y	*
5							
6							
7							
7		N	N	N	N	N	B
7		N	N	N	N	Y	B
8		N	N	N	Y	N	A
9							
9							
10							
11		Y	Y	Y	Y	Y	A
14							
15		Y	Y	Y	Y	Y	A
15							
16							
16		N	N	N	N	Y	B

* Not able to determine based on available information