ETHICS FOR THE PREVENTION OF CORRUPTION IN TURKEY

ETHICAL WAY

THE ETHICAL LEADERSHIP PROGRAMME

IMPLEMENTATION GUIDE

Council of Europe
Conseil de l'Europe

European Union
Union européenne

THE ETHICAL LEADERSHIP PROGRAMME

AN IMPLEMENTATION GUIDE

Ethical Way
The Ethical Leadership Programme
Implementation Guide

The Guide and other material for the Ethical Leadership Programme was developed by the Council of Ethics for the Public Service and the Council of Europe through the European Union funded 'Ethics for the Prevention of Corruption in Turkey (TYEC)' project.

The overall objective of TYEC is to contribute to the prevention of corruption in Turkey in accordance with European and other international standards through the implementation and extension of the code of conduct, and the development of anti-corruption measures.

Council of Ethics for the Public Service
Başbakanlık Yeni Bina (DPT Binası)
Necatibey Caddesi No:108 Kat:1
Yücetepe Ankara Turkey
Phone: 90 312 4191533
Fax: 90 312 4241774
www.kamuetik.gov.tr

Council of Europe
Directorate General of Human Rights and Legal Affairs
Technical Co-operation Directorate
Economic Crime Division
Corruption and Fraud Unit
F-67075 Strasbourg Cedex France
Phone: 33 3 88412354
Fax: 33 3 90215650
www.coe.int/tyec

SUMMARY OF THE ETHICS LEADERSHIP PROGRAMME TRAINING PACKAGE

The 'Ethical Leadership Programme' is a training package in ethical principles and ethical conduct prepared by the Council of Ethics for Public Service for implementation throughout the Turkish public service in conjunction with the Council of Europe project [Ethics for the Prevention of Corruption in Turkey (TYEC) CoE Project No. EC/1062].

The Ethics Training Programme provides guidance and support to assist public officials to 'do the right thing' in the conduct of their public duties. It contains a variety of tools:

➥ *The Facilitator's Guide* provides all the information a facilitator will need to know to run a training event on ethics within a public service organisation in Turkey. The step-by-step Guide covers background reading on ethics and decision-making, general information on the facilitation of learning and training, practical information on planning, administering, delivering and following a training event. It also contains a number of case studies or scenarios illustrating the ethical dilemmas that any Turkish public official might face, advice on how to

apply the values and principles of the law and regulations on ethics when making professional decisions and speaker notes for direct use at the training event.

➥ *The Training Event* focuses on the different viewpoints that may exist within any decision made by a public official: the decision-maker, the recipient of the decision and the decision-maker's organisation. This multi-perspective approach is set up to directly challenge the premise that every decision is a straightforward choice between "black and white". This approach views different decisions as occupying points on a "grey scale", with no single one totally right or wrong, black or white, when judged from different perspectives. This allows participants to understand that people can view the same situation differently depending on their perspective. They thus gain a greater understanding of how others may view their actions but also how to see a situation from another's perspective. It also gives them experience in distinguishing between personal and organisational values and when each applies in decision making. This develops their skills in making ethical decisions by considering all relevant information and any existing legislation and rules.

➥ *The Implementation Guide* helps public sector organisations, with the guidance of the Facilitator, to prepare their organisation for the Ethics Training Programme and in turn prepare the Ethics Training Programme for their organisation by ensuring that it connects directly with, and highlights the key ethical issues faced by organisation. Most importantly it also includes recommendations on how to consolidate ethical principles and conduct within the organisation following the training event.

➥ *An Ethics PowerPoint Presentation* to be used by the Facilitator at the training event augmented by visual material to

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establish the operating and organisational context of the host organisation

➥ *An Ethics Reminder* providing key facts and tips on the ethical values and principles of the Turkish public service and practical tips on everyday activities that can guide conduct.

Foreword

Council of Ethics for Public Service has been founded under of Law No. 5176 to establish and monitor practice of the ethical behaviour principles that the public officials are obey to such as transparency, impartiality, integrity, accountability and protection of public interest. The primary task of the Board is to establish ethical behaviour principles, to examine the applications claiming violation of ethical behaviour principles, to establish the scope of ban of receiving presents and making benefits, to conduct activities aiming to establish the ethical culture in public and to monitor practice level of ethical behaviour principles in public.

In this framework, the Project titled "Ethics for Prevention of Corruption in Turkey" which was prepared by our Council and included in Turkey - EU Financial Cooperation Programme 2006 was approved on November 30, 2007 to complete and conclude by November 30, 2009. The Project activities are being conducted under cooperation of Council of Ethics for Public Service, European Union and Council of Europe and the Project covers 2 years period.

Corruption and non-ethical behaviours have become universal problems threatening all societies and public authorities. The term corruption is a concept which includes frauds and covers not complying with the ethical values going beyond lack of conformity with the laws and service standards. The ethics is not and should not be considered as a tale on values and principles that are remembered and noticed when the corruption and frauds emerge. Ethics is compilation of values and behaviours having high positive externality which blocks the paths leading to the corruption, establishes smooth operation of society, politics, jurisdiction, and administration system, increases the quality of

these institutions, solidifies trust element between the individuals and authorities. Therefore, aiming to strengthen the ethical principles and behaviours in public against the fraud and corruption, our Project has been conducted in form of a national campaign under cooperation of public authorities/organizations, academicians, non-governmental organizations, professional chambers and all other relevant segments.

Council of Ethics for Public Service values and prioritizes training activities to establish ethical awareness and ethical culture among the public officials. In this regard, 85 public officials selected from various public authorities have been provided theoretical and practical trainings complying with international standards in order to serve as trainers in in-service training and other training programmes organized/ to be organized in public authorities/organizations and Ethical Leadership Programme has been prepared for the senior managers within the scope of the Project.

Ethical Leadership Programme includes training set providing information needed for successful guidance on ethical behaviour principles in public authorities that the public officials are to obey while performing their duties. This training set is composed of guideline for trainers, guideline for practice, presentation of ethics and ethical reminder guideline.

Basic information and methods covered in respective training set have been tested practically under various training programmes. As it can be witnessed by examining the training set, these training materials are the fruits of a diligent work carried out by local and foreign experts and aim to contribute in-service training activities in public authorities.

With this opportunity, I would like to thank individually the Project team, academicians, members of the Board and trainers for their perseverant efforts in organizing and performing these activities which will have great contributions in establishing ethical awareness and culture in Turkish Public Administration.

I hope this training set will be useful and handy for all relevant parties.

Professor Bilal ERYILMAZ
Chairperson

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PART 1:

INTRODUCTION TO THE GUIDE

1. Introduction

This Part provides an introduction to the Implementation Guide by outlining its intended uses, by explaining its purpose within the work of the Council of Ethics for Public Service and by establishing the Guide's relationship to the 'Ethical Leadership Programme'. Most importantly it introduces your organisation's involvement in the programme.

Background reading and references for information sources are provided for facilitators who require additional information on the Council of Ethics for Public Service and relevant laws and regulations

The Part begins by providing the background to the Implementation Guide's development.

2. Background to the Implementation Guide

Although formal rules for public officials in Turkey have been in force since the mid-1960s the establishment of the 'Council of Ethics for Public Service' under Law No. 5176, published in the Official Journal on 8 June 2004, provides a

new stimulus for the promotion of ethical principles and the development of an ethics system for public administration based upon institutional and procedural developments. The Council of Ethics for Public Service is mandated with establishing and promoting ethical principles of transparency, impartiality, integrity and accountability to be followed by public officials.

The Council of Ethics for Public Service has initiated this process of systems development, structural and cultural changes by formulating, within its first year of operation, a code of ethics, 'Regulation on the Principles of Ethical Behaviour of Public Officials', published as No. 25785 in the Official Journal on 13 April 2005. The provisions of the law and the code do not apply to the President of the Republic, members of the Grand National Assembly of Turkey, members of the Board of Ministers, the Turkish Armed Forces, members of the judiciary and the universities.

The Regulation outlines the ethical principles and values which regulate the role and conduct of public officials in the fulfilment of their duties and responsibilities including their relations with the public and the management of staff and public resources. It establishes principles of ethical behaviour concerning:

- Awareness of public service in performance of a duty.
- Awareness of serving the community.
- Compliance with service standards.
- Commitment to the Objective and Mission.
- Integrity and Impartiality.
- Respectability and confidence.
- Decency and Respect.
- Notification to the competent authorities.
- Avoiding conflict of interest.
- Not using the duty and authorities to derive benefits.
- Prohibition of receiving gifts and deriving benefits.

- Making use of public domain and sources.
- Avoiding extravagance.
- Binding explanations and factitious statement.
- Notification, transparency and participation.
- Managers' liability to render account.
- Relations with former public officials.
- Declaring property

The Law and Regulation give the Council of Ethics for Public Service a range of responsibilities, including investigation of complaints against public officials above the grade of 'General Manager'; working with Ethics Commissions in ministries and provinces; promoting awareness and acceptance of ethical principles, including by the use of training and to review ethical culture and structures. Essentially the Council's current responsibilities focus on investigation on breaches of the Regulation, and awareness raising and training for public officials. This Guide is concerned with these latter two functions, with particular reference to developing an institutional strategy to ensure that the programme is implemented and sustained.

3. An Introduction to the Programme Package

The Ethical Leadership Programme involves activities and materials designed to support awareness, acceptance and application of the code of ethics for public officials.

The Programme examines ethical principles in a challenging and interactive way by focusing on a series of ethical dilemmas relevant to public service management in Turkey and explores issues associated with applying ethical principles in practice when faced with a range of conflicting forces and pressure. The basic component is the training event.

The activities, discussions and analysis to be completed within the training event will require a range of facilitation skills from those people responsible for its organisation and delivery. A number of facilitators will be trained; these will be responsible for training. They will have 3 roles. First they will delivering training – training events - to senior public officials in institutions. Second they will train these officials or other officials to also become facilitators to deliver further training – cascading the training – through the institution. The roles and activities are described in the **Facilitator's Guide**.

The events, delivered on a planned basis ('cascaded') across an institution and supported by other activities and procedures, is the Ethical Leadership Programme and the person leading the training should be the Programme Facilitator. The activities, arrangements and events that implement and sustain the Programme across the institution on a planned, longer-term basis is an 'Ethics Training Strategy'. The Programme and Strategy are discussed in the **Implementation Guide**. The third role for the Facilitator is to work on implementing both.

The work of the facilitator is supported by a uniform set of case studies and set of **Ethics PowerPoint Presentations** and a booklet for participants to take away from the training event as an **Ethics Reminder**.

The overall purpose of the Ethics Leadership Training Programme is to raise awareness and understanding of the provisions of the 'Regulation on the Principles of Ethical Behaviour of the Public Officials' and its implications for the role and conduct of public officials in the fulfilment of their duties and responsibilities including their relations with the public and the management of staff and public resources. Through the **Implementation Guide** the overall objective of the Ethics Leadership Training Programme is to deliver ethics training to as many public officials as possible.

4. Overview of the Implementation Guide

The remainder of this Implementation Guide is organised as follows:

PART 2: provides some background information on what is meant by ethics, its role and place in modern public service management and an outline of the approaches required to raise ethical standards.

PART 3: provides advice on the activities, roles and responsibilities involved in preparing your organisation for the Ethics Training Programme event.

PART 4: provides advice and materials needed to prepare the Ethical Training Programme in order to ensure that it addresses the ethical issues of most concern to your organisation.

PART 5: provides advice on the responsibilities and activities required to consolidate ethical principles and practice both immediately after the training event in follow up activities.

5. How the Guide should be used

The Ethical Leadership Programme involves activities and materials designed to support awareness, acceptance and application of the code of ethics for public officials. The basic component is the training event. The organised delivery of this training is the 'Ethics Leadership Training Programme'. The Programme involves two-day training events (although these may be adapted to one-day events when cascaded to different levels in the same organisation). The events, delivered on a planned basis ('cascaded') across an institution and supported by other activities and procedures, is an 'Ethics Training Strategy'. This discussed in this **Guide**.

The Ethical Leadership Programme will be provided throughout the Turkish Public Service by means of the 'Cascaded Learning Model', which involves senior officials receiving training.

They or other designated officials will also be trained in training others as facilitators in order to provide training events (and facilitation training) for their staff, and so on, until training events have been cascaded through the entire Ministry or Department.

The top down approach has a number of clear benefits. It sends the message to public officials at all levels of the institutional hierarchy that their leaders are committed to high ethical principles. An employee's direct supervisor or manager conducting the training event can reinforce the behaviours expected of employees on a daily basis, and employees can be reassured firsthand of acceptable behaviours.

The Guide outlines what needs to be done to ensure your organisation's full commitment to, and involvement in, the Programme. It identifies the key responsibilities to be allocated and the main activities to be undertaken, it confirms potential resource implications and the intended organisational outcomes and benefits.

6. The Role of the Facilitator and the Facilitator's Guide

Each Programme event will have its own 'Facilitator'. The Implementation Guide should be used to assist your organisation in liaison with the Programme Facilitator, see below, in the activities required to ensure the successful organisation, delivery and consolidation of the Ethical Leadership Programme. The Facilitator will be guided by the **Facilitator's Guide**.

In training the role of facilitator can vary according to the purpose and length of the training event and the number of participants. The facilitator may be the sole or lead deliverer of training or someone providing support to another trainer to ensure that all arrangements run to plan, facilities and equipment are in place and ancillary services as required and possibly assisting with group activities.

Mostly the roles of facilitator and trainer are one and the same, with facilitator being used to denote the nature of the role as being that of Guide, counsellor, mediator and presenter rather then simply the instructor. Adults learn most effectively in an atmosphere of openness, support and trust and when they are actively involved in the training process. Thus the facilitator has responsibility for creating and maintaining an environment conducive to adult learning, structuring the learning process, stimulating discussion, handling questions, providing opportunities for active learning and reviewing issues raised and subjects covered.

The responsibilities of the facilitator can include: liaising with the host organisation for the training, analysing training needs, designing and preparing training activities and materials, administering the training event, delivering the training, following up and consolidating the training event and evaluating the training process and its outcomes. The facilitator has an important role in terms of the Strategy – see the **Facilitator's Guide** Part 4, section 6 – but his or her central role is in delivering training – training events - to institutions, and training other facilitators to deliver further training – cascading the training – through the institution.

The next Part sets the context for the Ethical Leadership Programme by outlining the role and importance of ethics with public service organisations.

PART 2:
UNDERSTANDING THE IMPORTANCE OF ETHICS IN YOUR ORGANISATION

1. Introduction

This Part provides an introduction to the concept of ethical principles, outlines the ethical contract of the Turkish public service, provides an ethical decision-making model i.e. a way of making decisions by taking account of different ethical perspectives, considers the place of ethics within pubic services management and outlines the necessary conditions for building an ethical organisation.

2. Understanding Ethics

Ethics is about the guiding values, principles and standards that help people determine how 'things ought to be done'. It refers to the judgements that people make and the process of arriving at those judgements. It is the process by which people make value-based decisions.

We each have an internal and subjective world where we interpret and respond to situations depending on our values. These values are shaped in childhood by parents, teachers, faith, and society in general.

In any country of the world employees will inevitably apply, at least in part, their personal values when making ethical decisions in the workplace. People can give priority to different values depending on the context they find themselves in. Sometimes organisational values will clash with personal values, which is why the process of ethical decision-making assists employees in understanding where the organisational values takes precedence over personal values.

In Turkey the 'Public Officials Ethical Contract' outlines the organisational values to be followed by public officials and that are deemed to outweigh any private interest

Within the consciousness and comprehension that public service is superior to any private interest and public official is in society's service;

• I pledge to work in order to facilitate the daily life of the community, to meet within the most effective, rapidly and efficient way possible, to scale up the service quality and the satisfaction of the society,

• To carry out my duty according to the principles of respect for human rights, transparency, participation, integrity, accountability, protection of public benefits and the principles of the rule of law,

• To act according to requirements of the service without any discrimination of language, religion, philosophical belief, political opinion, race, age, the physical disability and gender, in impartiality without giving any chance to behaviours and implementations that hinder equal opportunity,

• To carry out my duty without accepting gifts from any real or legal person who has no relation wit(sic) duty, without making any mileage in terms of material and moral interests or any other in the same quality and without have any private interest expectations,

• Not to make use or let others make use of social goods and sources except for social aims and requirements of service, not to waste these goods and sources,

• To carry out my duty and to service depending on et-

hical behaviours and assets those are determined in regulati-ons prepared by the Council of Ethics for Public Service.

3. An Ethical Decision-Making Model

The Public Officials Ethical Contract represents a set of goals to be attained and maintained in support of society's service. Practical assistance to support public officials' adhe-rence to this contract is provided by developing and unders-tanding of how decisions can be made in a ways that cons-ciously acknowledges the **legitimate** interests and positions of **all** involved in the decision-making **process** and its outcomes. These are the decision's **stakeholders**.

This leads us to a stakeholder-based approach to or model of decision-making that should become an framework within which all public officials should approach making specific deci-sion or embarking on a particular course of action – see Box.

Box: Thinking Through Decisions and Actions
Step 1: Define the Decision-Making Problem
• Examine the context within which the decision-making problem is occurring. Ask yourself the following questions, the 5 Ws
• What are the main factors affecting my decision?
• When does the decision have to be made and when will its impact be felt?
• Where will it impact?
• Who will be affected?
• Why will they be affected?
Step 2: Identify and Consider the Stakeholders
Review the fourth W above, list *all* possible stakeholders and identify their point of view, their potential position, on the mat-ter.
Step 3: Identify the Underlying Principles, Laws, Regulations and Policies
• List the values and principles that are most relevant to the problem.

• Specify the possible courses of action and which value(s) or principle(s) each would be upholding
• Identify whether there are any legal implications involved, and seek legal advice if necessary
• Identify any relevant organisational policies or procedures

Step 4: Identify and Evaluate Alternative Decisions

List all alternative courses of action. For each alternative identify the following:
• Impact on different stakeholders.
• Legal implications.
• Policy and procedural implications.
• Impact on values and principles.

Decide on one individual alternative as the preferred option based on a consideration of the above.

Step 5: Seek Another Opinion

If you are still unsure of what to do or the decision will have a large impact, get a second opinion from an independent, trusted individual. Check on and use available mechanisms by which you can seek formal advice within the public service sector.

Step 6: Make a Decision and Act

Remember, once your decision is made and before acting on it, take a step back and
carry out the following tests:
• The newspaper test: how would this look on the front page of the newspaper?
• The test of time test: how would your decision and conduct be viewed in a year, five years, or even 10 years?
• The family test: would you feel proud or ashamed when explaining this decision to your family?
• The Supervisor/Inspector test: would you able to demonstrate that your decision or action was professional, impartial, balanced and supported by the evidence?
• The personal test: would you able to accept the soundness of this decision if you were directly affected by its outcome?

Of course, all of this may seem lengthy and difficult. Public officials may not consciously go through the whole process. The process, when laid out on paper, however, is a just a disciplined approach to viewing a decision or action from different points of view, weighing up the rights, wrongs of a decision and the winners and the losers in its consequences. It can be carried out on the back of an envelope and in time becomes a mental exercise that becomes second nature. It is that second nature that forms the basis of and reason for ethics in public service management.

4. The Place of Ethics in Public Service Management

Public Services usually mean all communally promoted goods and services that are paid for by taxation or revenues raised by law. This means that servants are always dealing with other people's money which gives additional weight to the view that public officials have an extra obligation be seen to be following ethical principles in the conduct of their duties and their use of resources.

This position of public trust, as identified in the extract of the UN International Code of Conduct for Public Officials (1996) presented below, requires that public officials should, at all times, act with responsibility, with professionalism and with the highest public and personal standards. In particular public officials are expected at all times to work in the public interest, for the benefit of the public. They are also under an obligation to maintain or enhance public confidence in the integrity of public sector administration and to advance the common good of the community that they serve.

General Principles

A public office, as defined by national law, is a position of trust, implying a duty to act in the public interest. Therefore, the ultimate loyalty of public officials shall be to the public interests of their country as expressed through the democratic institutions of government.

Public officials shall ensure that they perform their duties and functions efficiently, effectively and with integrity, in accordance with laws or administrative policies. They shall at all times seek to ensure that public resources for which they are responsible are administered in the most effective and efficient manner.

Public officials shall be attentive, fair and impartial in the performance of their functions and, in particular, in their relations with the public. They shall at no time afford any undue preferential treatment to any group or individual or improperly discriminate against any group or individual, or otherwise abuse the power and authority vested in them.

Similarly the background to the Council of Europe's 2000 Model Code for Public Officials makes plain the behaviour expected.

Objective of the Code

Article 3 states the aims of the Code, i.e.: to specify standards of integrity and conduct, help public officials meet those standards and tell the public what it is entitled to expect from its public officials. Given that public administrations play an essential role in democratic societies, that public officials are the key element thereof and since corruption undermines the citizens' trust in their administration, the code aims at eliminating any ambiguity about the general attitude of the administration towards corruption and clearly expresses what is expected from every employee in that respect. The Code fills the gap between on the one hand often abstract legal regulations as to the principles of behaviour and, on the other hand the requirement of guidance in numerous difficult situations of an employed person's day-to-day life. It seeks to eliminate areas of uncertainty by offering either directly applicable instructions on how to cope with a given situation, or indications on where and how to receive such instructions. The Code can offer specific guidance in situations where the employed person may feel that he has

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to deal with a conflict of interest. In addition, the Code contributes to greater transparency in the functioning of public administration by clearly informing citizens of what they are entitled to expect from public officials.

General Principles

Articles 4 – 11 set out the public official's general obligations to act lawfully, obediently, ethically and loyally. He or she is expected to be honest, impartial, conscientious, fair and just, and to act politically neutral, only in the public interest and with courtesy to all with whom he or she has contact. He or she must not allow his or her private interests to affect, or appear to affect, his or her public position nor take undue advantage of that position. A public official or a third person, for example a relative, should not be placed in a better position or acquire that benefit. A public official's behaviour should enhance the public's regard for the public service and he or she should be accountable for his or her conduct and his or her handling of information must respect both the right to official information and the need for appropriate confidentiality.

Public officials are thus required to ensure that their official powers and position are not used improperly and in particular they are required to refrain from conduct that uses public office for private gain or partisan advantage. This reflects ethical principles and behaviour that stem from two inter-related roots:

• First, standards of personal morality and moral behaviour that reflect a cultural acceptance of what is right, honest or good, and;

• Second the rules or standards governing the conduct of members of a service or profession - a public service ethos and public service ethics.

Public sector ethics have characteristics not found elsewhere. Public officials are often close to those who wield political power, which can mean having to weigh the political costs

of a decision and accept this cost in terms of defending the action in the face of political pressures. Ethical issues in the public sector can be difficult because staff may be confronted with choosing a course of action from several possible alternatives, each of which has merit.

Thus we each conduct our professional and also our personal lives in relation to our personal codes of morality or ethics, professional standards, organisational ethics values, our faith, social pressures and perhaps also the culture of the institution.

5. Building an Ethical Organisation

An 'Ethical Organisation' describes a value-driven organisation with complete and sound structures and procedures whose activities are conducted with a high degree of organisational and personal integrity.

There are a range of inter-related factors that contribute to the quality of organisations ethics, principally:

• The quality of leadership;

• The clarity of organisational purpose;

• Consistency of the organisation's actions and its treatment of the public;

• Management and operating systems based upon transparency and accountability.

These are considered in turn:

5.1 Quality of Leadership

Leadership – senior management, appointed or elected senior political figures - can be defined as the process of influencing people towards the achievement of organisational aims and objectives. As such leadership plays a key role in management, which is concerned with activities involved in

the overall organisational aims and specific objectives, problem-solving, identifying and exploiting opportunities, identifying and mitigating risks and allocating resources.

Leadership underpins the role of management by providing the vision, inspiration, constancy of purpose, innovation and creativity that imbues the organisation with its core values, sense of direction, speed of change and recognition of what constitutes individual performance and organisational success.

Most crucially in terms of a contribution to organisational ethics and personal integrity the leadership should hold the principal concern for the organisation's ethical values and ethical conduct of its members. A leader sets the tone both by the direct example of his or her own behaviour and by the standards that he or she demands from others.

There are different styles of leadership but all are directed at establishing and maintaining the integrity of the organisations underpinning values, management and operating structures, conduct of its staff and overall organisational purpose in support of the achievement of its aims and objectives.

5.2 Clarity of Organisational Purpose

Stemming directly from the important role of leadership in setting the tone for and standards of organisational integrity, the clarity of organisational mission also represents a key contributor.

Purpose defines an organisation's overall role answering the question - why an organisation exists and what would be the consequences if it did not exist.

A clear sense of organisational purpose acts as fundamental control on what an organisation should and should not do providing direction, establishing priorities and identifying resource needs. For the organisation's members it provides a regulatory measure for conduct, distinguishing between acti-

ons and standards of performance that either fit within or sits outside organisational purpose.

5.3 Consistency of Action and Treatment of the Public

Actions and standards of performance in alignment with organisational purpose will only contribute positively to organisational integrity if they are maintained uniformly and consistently across the organisation's administrative services and operational activities.

Management holds the principal responsibility that services to the public are provided to a consistent standard to ensure that individual members of the public do not receive partial, preferential or detrimental treatment.

5.4 Management and Operating Systems based upon Transparency and Accountability

The bases for consistency of action and fair treatment of the public is provided by the development and application of standard operating procedures (SOPs) covering all the operational activities and related management control and management information systems.

6. Responsibilities for Organisational Ethics and Personal Integrity

The creation and maintenance of organisational ethics and personal integrity places responsibilities on all levels and areas of an organisation as follows:

6.1 Organisational Responsibilities

The organisation's responsibilities are to develop and maintain effective ethical environments or cultures that promote ethical principles of transparency, impartiality, honesty and accountability to be followed by its public officials, and that ensure awareness and acceptance of ethical principles through the use of training and reviews of the ethical culture and structu-

res. The organisation's responsibilities also include procedures and controls to prevent corruption and conflict of interest and to ensure that if they do occur they will be detected promptly. This may concern a law enforcement agency, the ministry Inspectorate or the Council of Ethics for Public Service and the organisation should be expected to carry out prompt inquiries and then involve the relevant agency or agencies. The organisation should take the appropriate disciplinary action in all cases where that would be justified. They should also make any necessary changes to systems and procedures to ensure that similar circumstances or practices will not happen again. Formal inquiries should consider as a matter of course whether there has been a failure of supervision; and appropriate disciplinary action should be taken where supervisory failures have occurred.

6.2 Line Managers'/Supervisors' Responsibilities

Line managers/supervisors are personally responsible for ensuring that their staff are aware of the organisation's ethical principles and framework. They are also responsible for ensuring an adequate system of internal control exists within their areas of responsibility and that controls operate effectively. The responsibility for the prevention and detection of corruption or conflict of interest therefore rests primarily with senior managers. There is a need for all senior staff to assess the types of risk involved in the operations for which they are responsible; to review and test regularly the control systems for which they are responsible; and to ensure that controls are being complied with, and satisfy themselves that their systems continue to operate effectively. They are also responsible for ensuring that public officials are aware of, and accept the need for, the controls.

6.3 Staff Responsibilities

Every member of staff has a duty to ensure that public funds and resources are safeguarded and that all decisions

and actions reflect the ethical principles of the organisation. Staff should alert their line manager/supervisor where they believe the opportunity for any form of corruption or conflict of interest exists because of poor procedures, personal discretion or lack of effective oversight. In addition it is the responsibility of every member of staff to report details immediately to their line manager or next most senior person if they suspect that unethical practices have been committed or if they see any suspicious acts or events. Staff should also assist in any inquiries by making available all relevant information and by co-operating in interviews, if required.

Achieving an effective ethical environment or culture that promotes ethical principles of transparency, impartiality, honesty and accountability to be followed by its public officials requires that those officials are aware of and accept the purpose and roles of the ethical principles through the use of training. The next Part explains how to prepare your organisation for the Ethics Training Programme.

PART 3:

PREPARING YOUR ORGANISATION FOR THE ETHICAL LEADERSHIP PROGRAMME

1. Introduction

This section outlines the activities, and related responsibilities, required to prepare your organisation for the Ethics Training Programme, which include: assessing your organisation's current level of awareness of and adherence to ethical principles, identifying the key components of your organisation's current 'ethics system'; building commitment to the programme; identifying and training facilitators; planning a series of training events to cascade the training through the organisation; and ensuring attendance at the training events.

The events, delivered on a planned basis ('cascaded') across an institution and supported by other activities and procedures, is an 'Ethics Training Strategy'. This will involve a planned approach which will have wider and longer-term organisational implications. The Part starts with a wider examination of organisational change in order to provide a context for understanding how any changes in ethical principles and conduct can be generated and sustained.

2. Organisational Change

Planned organisational change is a management process initiated either **proactively** in advance of anticipated pressures for change, e.g. staff training and reorganisation to prepare for known changes in regulations and procedures or **reactively** in response to identified occurrences of change, e.g. revisions in staffing levels and deployment because of a budget cut.

Managing change can be a difficult process and the impact of failures to introduce effective change can also be high both in financial and non-financial terms. The UK's Chartered Institute of Personnel and Development (CIPD) has identified and analysed[*] a large number of issues as having negative impact on effective change management. Some of the key themes are identified below, covering organisational issues and individual/group resistance to change.

3. Organisational Issues Affecting the Management of Change

Initiatives such as the Ethical Leadership Programme which are intended to introduce awareness and acceptance of ethical principles are not always undertaken as part of a wider coherent change plan, for example through considering linkages between strategy, structure and systems issues. Therefore a change that considers a new structure but fails to establish the need to introduce new systems, procedures or continuing personal development to support such initiatives are less likely to succeed.

Lack of effective planning and programme management processes and related skills can lead to slippages in timings, in achievement of desired outcomes, in ensuring that the pro-

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[*] CIPD (2004). *Reorganising for Success. A Survey of HR's Role in Change*. CIPD: London.

jects do deliver as planned. One training event, the shortage of facilitators to continue cascade training, and so on, can all impact negatively on the effectiveness of any change initiative.

Poor communication has been linked to issues surrounding the effectiveness of in achieving effective change in various ways. For example, imposed change can lead to greater employee resistance. Finally, lack of effective leadership has been identified as an inhibitor of effective change.

4. Individual/group resistance to change

Resistance to change can be defined as an individual or group engaging in acts to block or disrupt an attempt to introduce change or to engage them in the initiative. Resistance itself can take many different forms from subtle undermining of change initiatives, failing to participate in training events or disrupting their delivery. Resistance to change can be considered along various dimensions:

- individual versus collective

- passive versus active

- direct versus indirect

- behavioural versus verbal or attitudinal

- minor versus major.

Similarly two broad types of resistance can be considered:

- Resistance to the content of change - for example to an expectation of a more ethical approach to decision-making.

- Resistance to the process of change. This concerns the way a change is introduced rather than the purpose of change, for example, attending a training event to 'tick' the box but with no intention of engaging in any of the other activities intended to develop and sustain an organisational ethical culture.

Management need to be aware of these different criteria to ensure they respond appropriately.

Suggested reasons for resistance include: loss of control, shock of new, uncertainty, inconvenience, threat to status, competence fears. It is important to try to diagnose the cause of employee concerns or resistance as this will help determine the focus of effort in trying to reduce/remove the issue as the Strategy unfolds.

5. What can be done to make Change Management more effective?

From the issues raised above, it can be seen that change is complex and there is not a single solution. Research conducted by the Chartered Institute for Personnel and Development encompassing 600 business and public sector organisations has identified the following six factors as critical to the success of re-organisational change:

• **Comprehensiveness of the Approach –** Change must extend across the whole organisation; successful change managers avoid piecemeal attempts but adopt holistic approaches to re-organisation, setting them within coherent programmes that fully recognize the implications for the entire organisation.

• **Disciplined Project Management –** Effective project management skills are essential; the management of successful organisational change programmes requires a range of project management techniques and disciplines.

• **Change Experience and Expertise –** Experience of organisational change, where members of the change teams have a depth and breadth of relevant experience and expertise.

• **Effective Leadership –** Effective leadership, change champions require key skills in organizational design, mana-

ging organisational culture, project management combined with a high degree of political astuteness.

• **Effective Communication -** Extensive communication and consultation with external and internal stakeholders, including representatives of individuals and groups affected by the planned organisational change process.

• **Genuine Employee Involvement –** organisational change is dependent not only on people being informed and consulted but also on their responses actually influencing the decisions affecting the process.

All of these factors will need to be considered in the process of ethical change to be addressed initially by the Ethical leadership Programme.

6. Preparing the Organisation for the Programme

It is important that the organisation is prepared to send out a clear signal that it is committed the process of change required to raise ethical standards. The best way to demonstrate this commitment is with a clear acknowledgement of the importance of the Ethics Training Programme by a series of actions initiated by senior management.

7. Ethical Change: The Starting Point

The starting point for effecting any ethical change in an organisation is to gain an understanding of its current ethical position, both in terms of procedures and controls and in terms of attitudes and conduct.

For the first, the promotion of an ethical environment, which represents a key objective of the Council of Ethics for

Public Service and the aim of the Ethical Leadership Programme, will only be fulfilled if there is a parallel assessment and then development of the "ethics system" i.e. the policies, procedures and practices required to strengthen the control systems that will serve to prevent corruption.

Understanding the development of an ethics system will require:

• The implementation of a series of "ethics audits" of key mechanisms for regulating ethical standards and conduct within the public administration system to include:

  o   Codes of conduct.

  o   Staff recruitment and selection.

  o   Procurement and contracting.

  o   Performance management.

  o   Discipline and grievance.

  o   Staff promotion.

  o   Interests and assets declaration.

  o   Internal and external audit and inspection.

• The review of ethics audit findings and the formulation of proposals for systemic improvements.

For the second, the recommended approach to achieve this understanding is to carry out an "ethics/values audit". This will assess the current levels of awareness of, and adherence to, ethical principles, procedures and controls within your organisation. This need not be a lengthy process but can be based on discussions among senior managers of current staff attitudes and conduct, a review of staff disciplinary records, internal and public complaints, etc.

At the same time as assessing the "evidence" of ethical principles and conduct you should examine the organisational policies, management procedures and practices that constitute your organisation's "ethics control system" including:

• procedures to ensure compliance with the legislation relating to public officials;

• mechanisms for promoting awareness of adherence to the 'Regulation on the Principles of Ethical Behaviour of the Public Officials';

• the effectiveness of the Ethics Commission, Inspection Board and Discipline Board in terms of improving controls and providing punitive and deterrent measures for unethical conduct;

• the existence and application of internal policies, codes and procedures for guiding and requiring ethical standards.

This starting point must be consolidated by the communication of the results and using the findings as the basis for internal discussions and generating internal improvements. In addition the findings should be used to discuss (with, for example, senior management or the Ethics Commission) the key ethical organisational issues that you would expect to be reflected in and raised at the Ethical Leadership Programme training events.

8. Gaining Support for the Programme

As identified in the introduction each Ethical Leadership Programme should have its own facilitator who will liaise with the organisation for the training, administering the training event or events, assisting in the adaptation and augmentation of training material delivering the training, following up and consolidating the training, evaluating the training process and

its outcomes and working with other facilitators to ensure the cascading of an planned series of further training events across the organisation. It is essential that the organisation designates a Training Liaison Coordinator responsible for cooperating and collaborating with Programme Facilitator in these areas of activity.

Depending on such appointments, they should work together to ensure that the organisation is active in its support for the Programme. Here they must seek to ensure that they can demonstrate the support of the most senior people with the organisation and to use evidence of that support, via internal communication, to gain support for the Programme

Once you have decided to implement the Programme and gained top level support, the most important thing is to 'get the message out there' in an engaging and positive way. Explain in direct terms that the events will contribute to organisational success in a time of change where ethical accountability will be a key factor.

9. Communicating with your Managers

It is important to notify managers as early as possible of your intentions to deliver the Programme across the organisation and enlist their active support. This communication may include:

• How a values driven organisation is often associated with good management and high performance.

• How the values of the Regulation on the Principles of Ethical Behaviour of the Public Officials will be reflected in the 'Programme.

• What ethics is and how the training event and materials will help employees make ethical decisions

• What are the key parts of the Programme

• Why it is important for your organisation to adopt the Programme

• How it fits in with other organisational initiatives

• What it will involve – for them and for their employees

• What are the next steps that they need to take

• Who to contact for more information or any assistance

In addition, it is important to keep managers informed throughout the process. Notify them when events are scheduled or new initiatives are introduced as part of this process. Invite managers to participate in the first event(s) and seek their commitment to help influence desired behaviours both during and after the event.

The method of communication chosen will depend on your organisation's structure, size, available technology and resources and communication protocols and practices. Some possible methods include:

• Email.

• Management newsletter.

• Intranet.

• Management meeting and team briefings.

• Direct telephone calls.

10. Other Employees

By communicating early to all other employees you can help to generate a sense of positive anticipation about the Programme. As with managers, the method of communicati-

on chosen will depend on the organisation's communication resources, style and structure. Some suggestions are:

• Email (either from the head of the organisation or cascaded through the organisation by managers onto their direct reports).

• Employee newsletter.

• Intranet news.

• Posters in shared areas.

• Messages on and attachments to payslips.

• Desktop screen savers.

• Team meetings.

The content of the communication may be similar to that for managers and include:

• Why an understanding of ethics is important for my organisation.

• How the values, employment principles and code of conduct can guide my decisions.

• How values lived daily contributes to a better working environment for everyone.

• What ethical principles means for me.

• My responsibilities to the Government, the public and colleagues.

• How ethics development fits in with any other related organisational initiatives.

• What it will involve and when.

• Who to contact for more information.

11. Reinforcing Event Attendance and Acceptance

Remember it is vital to maintain ongoing communication throughout the process for all employees, which includes putting in place an office system for scheduling events, designating invitees for each event, issuing invitations, following up non-responses, acknowledging acceptances and sending out pre-event reminders and reading materials. This is why the appointment of a Training Liaison Coordinator to work with the Facilitator and any other trainers is important to ensure implementation.

The next Part outlines what your organisation should do to prepare for the implementation of the Ethical Leadership Programme.

PART 4:
PREPARING THE ETHICAL LEADERSHIP PROGRAMME FOR YOUR ORGANISATION

1. Getting to Know the Ethical Leadership Programme Training Package

As noted at the start of the Guide Ethical Leadership Programme Training Package comprises:

• Implementation Guide

• Facilitation Guide, including training management checklists and all training material.

• PowerPoint Presentation

• An Ethics Reminder booklet for staff

Organisations are required to use the materials in full, in order to provide a consistent approach and standard across the public service. They are, however, encouraged to provide to facilitators additional material in the form of pre-reading and additions to PowerPoint presentations to provide information on the organisation's own ethics-related policies and procedures.

It is important that all arrangements and decisions are agreed by both the Training Liaison Coordinator and Programme Facilitator to enable additional materials to made available as required to all participants and to ensure that additional visu-

als and related information can be accommodated in the event timetable.

2. Areas for Liaison with the Organisation and the Programme Facilitator

The key areas to be covered include:

• Meetings with head of the organisation to introduce the programme, confirm commitment, planned activities and to designate responsibilities.

• Selecting scenarios and/or augmenting the training materials to customise their use and relevance to the organisation.

• Scheduling of programme(s).

• Venue, facilities, equipment, seating arrangements, staffing and services.

• Invitations, acknowledgements/reminders to participants.

• Copying of training materials.

• Distribution of pre-event training materials.

• Distribution of materials at the event.

• Arrangements for event support services.

• Monitoring and evaluation for the event and arrangement for follow up evaluation.

• Scheduled post event meeting with head of the organisation to discuss and agree activities for consolidating the training.

• Identification and training of internal facilitators/trainers.

Many of these areas are addressed in the **Facilitators Guide**. The next Part will outline the activities and related responsibilities required to build on the training event in order to generate and sustain an ethical environment within the organisation.

PART 5: SUSTAINING THE ETHICAL LEADERSHIP PROGRAMME AND BUILDING AN ORGANISATIONAL ETHICAL ENVIRONMENT: THE ETHICAL TRAINING STRATEGY

1. Before the Training

Senior management or Ministry Ethics Commission will begin the development of a coordinated and coherent plan that addresses the wider actions and decisions to be taken that will implement and sustain an ethical environment. They will have the findings from the 'procedures and people' audit undertaken under Part 3, section 7 of this Guide as well as the assessments from the Training event under Part 4 of this Guide. With this information they can address:

•   How to build a positive working relationship between the Council of Ethics for Public Service and Ethics Commissions to support the Strategy.

•   How to schedule and deliver efficient and effective training cascades beyond senior managers in organisations.

- How to create and maintain a pool of competent trainers with a working knowledge of ethical principles and the legal and regulatory framework for the public service.

- How to ensure that the ethical principles promoted in the training are sustained and consolidated.

- How to reinforce the effectiveness of training via a functioning ethics system.

- How to initiate action with senior management and the organisation's Ethics Commission and Inspectorate to examine the ethical problems raised and their implications for management systems, procedures, practices and operational activities.

2. Immediately after the Training

Senior management should act as soon as possible after the training event to work to sustain the momentum. The responsibilities and activities in liaison with Training Liaison Coordinator and Programme Facilitator include:

- Jointly review and discuss training event evaluations/evaluation report and agree revisions as necessary to future training events.

- Jointly review, without identified source(s), any ethical issues raised at the training event that relate directly to the management and operation of the organisation.

- Discuss the implementation of the cascade training and the need for further internal facilitators/trainers.

- Discuss the designated roles and responsibilities and planned activities for reinforcing the outcomes of the training event in the short-term and for developing and sustaining improved ethical standards.

This – cascading training events and other activities and procedures (ie, the Programme) – will form the basis for the implementation of the organisation's 'Ethics Training Strategy' - a coherent and longer-term strategy to imbed the work of the Ethical Leadership Programme. There are two main aspects to the strategy: staff development and organisational activities and procedures.

3. Supporting Staff Development for the Longer Term

Training events reflect a formal structured approach to training, i.e. scheduled, training room based activities organised away from the participants' actual place of work. This concentration on formal approaches is intended to prepare facilitators to undertake activities associated with planning, preparing, administering and delivering a training event. Facilitators, training coordinators and those within the organisation responsible for the strategy also need to understand about the less formally structured methods of training that organisations should use to consolidate and reinforce training and learning following a training event. These include:

3.1 Distance Learning

Informal approaches to training, particularly those within the workplace, offer usually cost effective methods to support skill and knowledge development linked to work-related activities, thus minimising disruptions to work routines, allowing people to learn at their own pace and able to use the learning immediately to improve their work performance. These are structured self development programmes - conventionally known as "Distance learning". They use web-based or electronic media, and/or print -based learning materials to enable learners to work through interactive study programmes involving case study analysis, reading, skills practice and self-testing to increase knowledge of the subject or increase their

skills in given area of activity. The advantages are clear in terms of flexibility, programmes can be followed during breaks or quiet periods in the workplace or home and also in supporting self-paced learning with inherent reinforcement processes. Its main disadvantage is that is the learner can feel isolated although on web-based programmes facilities usually exist for communication between individual learners via 'electronic bulletin boards' and 'chat rooms'.

3.2 Coaching and Mentoring

These are approaches that are based upon building upon the management relationship where experienced staff offer regular advice to junior staff on their work in general or specific development activities such as a new assignment, use of new technology or new working methods, (see below). The junior staff member is then coached in informal sessions by their senior colleague who provides constructive feedback on work performance and advice on future approaches. Mentoring is a form of coaching that again involves an experienced person providing advice to a less inexperienced person but here the mentor does not usually have a direct management relationship with the junior person (perhaps they work in another department or even another organisation) but has agreed to offer advice as and when required. Advice providing during the mentoring process is usually more general that work-based coaching, covering generic issues, workplace relationships and career issues.

3.3 New Assignment or New Working Methods under Guidance

Planned work-based activities that are planned and carried out with the incorporation of regular supervision and feedback that is overtly directed at confirming that learning is taking place and that the learning is transferred into the future working methods of the learner. It is a planned process of activity, feedback and review based upon the simplest of training

approaches learning by doing but the learning activities must be consciously planned and not just left to chance.

3.4 Work Shadowing

A very direct approach to workplace learning where an inexperienced person follows the working activities and methods of an experienced colleague, supported by regular reviews of activities undertaken and the key lessons learned. It is a useful way of inculcating working methods but does require the patience and commitment of the person being shadowed and is dependent upon their skills, knowledge and professional standards being sound.

3.5 Job Swaps

A simple way of extending two individual colleague's experience by enabling them with mutual advice and support to exchange jobs for a specific period. It is only appropriate where each job swapper has sufficient experience, knowledge and expertise to carry out the other's job.

3.6 External Visit or Placement

Specific activities that take place outside the workplace where people undertake planned visits or longer placements to gain work experience in another organisation. this may involve in business, work in an organisation's supplier or in the public services a placement in an ancillary department or placement in a training section. It represents a useful method of proving a wider perspective on an individual job role or function and is an aid to career management.

4. Supporting Activities and Procedures for the Longer Term

The ethics training event and subsequent informal training techniques listed in 3. above focus very much on the individual. The organisation also needs effective mechanisms for rai-

sing awareness about the public sector values and principles. However awareness alone will not sustain an ethical culture. The following are some components you might consider developing in the strategy:

4.1 Incorporation of an ethics dimension into existing in-service programmes

Incorporating ethical issues into other in-service development programs helps to reinforce the message. For example, sections of the training event can become a module within existing programmes, such as for new managers, graduates or during induction.

4.2 Building a performance management culture

Ideally the development of an ethical culture should be linked to career structures through individual progression criteria and performance management discussions. For example, performance reviews and career management discussions provide an ideal opportunity to link the ethical values and principles to the annual appraisal of performance and conduct in relation to objectives.

4.3 Ethics champions

It is now well accepted that organisational change programmes succeed to a greater degree when there is 'human intervention' by a group of advocates. We recommend that your organisation identify a number of internal advocates – possibly using in the first instance the training coordinator or the facilitator - for intensive development around the values and principles. These people will then act as ethics champions throughout the organisation. These champions can act as mentors for colleagues – some countries use ethics counsellors to give advice on ethical dilemmas - and stimulate their interest in any ethics development that may be taking place. Ideally, these advocates will be volunteers drawn from all levels and functions within the organisation rather than only from, for example, HR functions.

4.4 Top level commitment

An organisation's senior grades set the tone from the top. They can pledge to 'live the values' on a daily basis and hence nurture and sustain an ethical culture. By having this pledge signed by all members of the top level grades and distributed to all staff, the organisation can give a clear indication of the direction in which it wishes to move.

4.5 Continuing Communication

One of the most important things an organisation can do to nurture and sustain an ethical culture is to raise the values and principles to the forefront of organisational consciousness. This occurs through continuing communication at all levels of an organisation. While there are many ways in which the values and principles can be communicated, here are some suggestions:

4.5.1 Decision-making

When employees know that managers support ethics they are more likely to make an effort to understand and apply the public sector values and principles. Unfortunately, many managers don't make a conscious effort to have discussions about ethics with their employees. By adding an extra question to their everyday decision making framework, managers will encourage employees to understand the importance of ethics. For example, when discussing a decision with employees, they could ask: 'Are there any ethical issues we could be considering here?' or 'What would the values or principles expect us to do?'

4.5.2 Team discussions

Another way of keeping ethics on the agenda is to ask individual sections or departments to discuss an ethical scenario as part of a regular meeting. Managers could present the-

ir staff with a bank of scenarios from which to choose one to debate. The debate may only last 10 minutes, but as a regular occurrence it will serve to highlight some of the ethical assumptions that employees make and the difference between personal and organisational values.

4.5.3 Newsletter

Regular communication in an organisational newsletter is also an important way of keeping ethics at the forefront of employees' minds. We suggest mentioning ethics regularly in your existing newsletters and on your website. The mention may be anything from an ethics cartoon or story, a discussion of an ethical scenario or a reminder of one of the values or principles and how it might be applied.

4.6 Ethics advice line

Ethics advice lines are a key feature of good practice ethics programs. They encourage an ethical culture by providing employees, who are currently experiencing an ethical dilemma, a source of advice and support. An ethics champion, someone with good interpersonal skills and knowledge of ethical problem solving and public sector values, principles, policies and procedures, could be responsible for answering calls to an ethics advice line. The ethics champion could also act as an advocate for managing the organisation's ethical dimension on a long-term basis. The advice line can be widely promoted within the organisation, as well as providing employees with information about what will occur once they make a report or a request to the advice line.

4.7 Ethics awareness days

You may like to draw particular attention to the importance of 'living the values' to demonstrate ethical behaviour in your organisation through a focused day or week. This may include discussion sessions on ethical scenarios, a top level ma-

nager addressing to the entire organisation at morning tea, ethics logos (on mouse mats, pads, or pens etc) distributed throughout the organisation and any other creative ways you can think of to 'get the message out there'. Alternatively, you may like to make it a policy that every management planning event or learning session includes an ethical component.

5. Longer-term initiatives

Developing an ethical culture or environment within an organisation takes time and commitment. These will only be achieved through a longer-term strategy whose components may include:

5.1 Community of practice

In the longer-term a community of practice – a public sector ethics association - can be established with practitioners from throughout the Turkish public sector. Members can encourage the use the Ethics Training Programme materials in their organisation and can contribute ideas and practical tips to assist each other in the process.

5.2 Annual staff survey

After the first ethics training event and the first round of cascade training, we recommend that the organisation reviews reactions to the various components of the Programme as well as their perceived effectiveness. Adjustments can then be made as required.

6. Ethics Development for Managers

In addition we recommend that you encourage managers and staff to incorporate an ethical concern into their individual professional and personal development. Leading or supervising a group of other people in a Ministry, Governorate, de-

partment or section is an important responsibility. Effective leaders make a significant difference to their organisations and staff and of course to the communities they serve. Effective management is essential to building high standards of individual and organisational performance and ethical conduct.

Managers should fulfil their role ethically by:

• Acting in the public interest at all times.

• Demonstrating exemplary standards of honesty, fairness, respect and diligence.

• Ensuring that all members of their organisation conduct their professional activities to the same standards.

Managers should therefore reflect on their strengths and weaknesses and seek to improve their skills and knowledge in relation to:

6.1 Managing the organisation and its activities

• How they communicate the organisation's overall purpose, key objectives and values to all staff members.

• How they create a positive working environment where behavioural expectations are made clear to all and any transgressions are detected and corrected.

• How they accept responsibility for the activities of their organisation.

6.2 Managing people

• How they choose staff for posts and assignments based upon past merit, current conduct and development potential.

• How fairly and objectively they treat their staff.

• How fairly and quickly they resolve issues and disputes.

6.3 Managing themselves

• How fully and consistently they personally exemplify the values that they require others to follow.

• How fully and consistently they demonstrate trustworthiness, equity and objectivity.

• How fully they maintain exemplary standards of effectiveness and efficiency in their own work.

7. Ethics Development for All Employees

Following and contributing to high ethical standards in a public service organisation is an important responsibility for all public officials, whatever their grade. This responsibility needs to be met by doing their job properly, following the rules and procedures and where they have areas of personal authority and discretion ensuring that their actions are fair and honest and decisions are impartial and consistent.

Employees should fulfil their professional role ethically by:

• Working at all times in the public interest.

• Following the Regulations for public officials.

• Taking responsibility for their own conduct and its consequences.

• Modelling their professional conduct and public behaviour on the conditions of the 'Ethical contract.'

• Working efficiently and achieving their performance objectives.

• Being open in their communication with managers and other colleagues.

• Challenging colleagues whose conduct does not follow the organisation's values and ethical principles.

All employees should therefore reflect on their strengths and weaknesses and seek to improve their skills and knowledge in relation to:

7.1   Managing their work

• How they contribute to a positive workplace by demonstrating high ethical standards at all times.

• How they establish with their supervisor performance objectives and work plans.

• How fully they try to take account of the views of their colleagues, their organisation and its wider community.

• How fully they accept responsibility for their decisions and actions.

7.2   Working with colleagues

• How they show genuine respect for others.

• How fairly they treat people.

• How fully they involve other staff in decisions whenever possible.

• How fully they acknowledge the good work of their colleagues.

• How willing they are to speak out when others are not treated fairly or with respect.

7.3   Managing themselves

• How fully and consistently they personally exemplify the values that required by the organisation.

• How fully and consistently they demonstrate trustworthiness, equity and objectivity.

• How fully they maintain exemplary standards of effectiveness and efficiency in their own work.

8. Keeping Ethics in the Forefront

For any organisation talking openly about ethics is a sign of a healthy organisational and management cultures. It is important to ensure that the organisation builds upon the momentum and commitment generated by its preparation for, presentation of, and follow up to the Ethics training. Thus the strategy should ensure that ethics is an integral part of the organisation's agenda by:

• Continuing to raise and debate ethical principles and issues of conduct.

• Cascading ethics training through the organisation.

• Inducting new recruits with ethics awareness training.

• Recognising conduct that demonstrates high ethical standards.

• Providing support mechanisms for staff facing ethical problems.

• Building ethical standards into job descriptions, codes of conduct and performance management systems

• Annually reviewing the implementation of a series of "ethics audits" of key mechanisms for regulating ethical standards and conduct within the organisation.

• Annually undertaking an "ethics/values audit" to assess the current levels of awareness of, and adherence to, ethical principles, procedures and controls within the organisation.

• Reviewing and annually publishing the strategy with planned events and activities