



Stage 3 – LEADERSHIP FOR CAPACITY BUILDING

## Module 19 – BUILDING ETHICS AND INTEGRITY

The Leadership Academy is a learning and action programme for mayors, senior officials and elected representatives of local government.

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# 1 MODULE OVERVIEW

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## 1.1 BACKGROUND

- Good local governance is both the cause and consequence of public trust. A key purpose of the Leadership Academy Program is to share a leadership approach that support leaders to build trustworthy government and trustful community. Good intention, good moral character and individual integrity are indispensable for local leaders but are not sufficient in the complex and pressured environment of public service.
- During this module, we discuss how ethics and integrity of local leaders and local governments impact their legitimacy, power and effectiveness, and how can be strengthened.
- Honesty and integrity of the leader and communication of values were part of all leadership concepts that we discussed in the modules on leadership principles and in many other modules, like the one on emotional intelligence, organizational culture and communication and in many of the reference material of different components of the material.<sup>1</sup> In this module we operationalize the knowledge already gained from other modules and add some new concepts and tools that can be used in the daily practice of leadership.

## 1.2 LEARNING OBJECTIVES

- To strengthen participants' capacity to ethical reflection and reasoning and make them reflect on the integrity of their organization.

## 1.3 LEARNING OUTCOMES

- Participants improve their ethical literacy: extending their concepts and vocabulary for ethical reasoning and their capacity to

make reasoned judgement about right and wrong.

- Participants understand the concept of public integrity and its role in building public trust and preventing corruption.

As a result, participants will be better prepared to develop the integrity of their organizations and enhance public trust and effectiveness of local governance.

## 1.4 DURATION

- 120 minutes

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<sup>1</sup> Kouzes & Posner, Senge, Goleman



## 2 MODULE STRUCTURE

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### 2.1 GROUP EXERCISE 1 – ETHICAL DILEMMA

- After a short recollection of the reflections on ethical leadership and on the experience on solving personal ethical dilemma situations, the group selects an ethical dilemma situation in an organization, or uses the one shared in the handout.
- The group works on the dilemma in a fishbowl setting:
  - a) The task of one part of the observers is to identify the arguments raised by the discussants;
  - b) The task of the other part of the observers is to capture the differences among the different standpoints.
- After the fishbowl discussion:
  - a) The observers who identified arguments, present the arguments grouped into the categories of value-based, rule-based and consequence-based arguments.
  - b) The other group presents the different positions and reports how positions

changed during the fishbowl discussion.

### 2.2 PLENARY DISCUSSION – UNDERSTANDING THE ROLE OF INTEGRITY IN CURBING CORRUPTION

- In a plenary discussion, a working definition is created for integrity management and corruption and the group discusses the role of democratic public integrity and integrity management in curbing corruption.

### 2.3 GROUP EXERCISE 2 – DESIGN OF A BENCHMARK FOR INTEGRITY OF THE LOCAL GOVERNMENT

- After a short recollection of the Local Government Benchmarks from Stage 1 (ref. Module 3) groups are formed with the task to design a benchmark for integrity (using the Table in Section 5.2).
- After the group work, each group reports on plenary.

## 3 WORKING DEFINITIONS

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### 3.1 ETHICAL DILEMMA

A situation where values are at stake but the application of different values lead to different conclusions. This means that good reasons support different alternative choices and legitimate arguments may be raised against alternatives that renders decision making difficult.

### 3.2 INTEGRITY

Acting in accordance with accepted values and norms.

### 3.3 INTEGRITY EXPECTATION TOWARDS LEADERS

Taking sincere and a principled ethical stand, show model and create context (operating system and culture) that supports organizational integrity and staff to act with integrity.

### 3.4 PUBLIC INTEGRITY

The local government operates according to democratic principles and effectively uses the powers and resources entrusted to it for the implementation of the officially accepted purposes and justified public interest. These are characteristics that together improve trustworthiness to internal and external stakeholders.

### 3.5 INTEGRITY MANAGEMENT

Integrity management refers to all the activities undertaken to stimulate and enforce integrity and prevent corruption and other integrity violations within a particular organization. It is a systemic approach that consists of rule-based and value-based components. „Integrity management can be seen as a complex and never-ending balancing exercise between the rules-based and the values-based approaches“<sup>2</sup>.

### 3.6 CORRUPTION

Behaviour that deviates from the principles and rules associated with public office (political or executive) in order to gain private benefits in terms of wealth, power or status to serve personal (personal, family, friends) or group interests (economic, ideological, ethnic, party, professional, etc.).

CoE Convention on Corruption (1999) Article 2: “Corruption means requesting, offering, giving or accepting, directly or indirectly, a bribe or any other undue advantage or prospect thereof, which distorts the proper performance of any duty or behaviour required of the recipient of the bribe, the undue advantage or the prospect thereof.”

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<sup>2</sup> OECD 2009



## 4 KEY CONCEPTS

### 4.1 ETHICAL REFLECTIONS

Ethics is a set of generally accepted values and norms that guide behaviour. An ethical dilemma is a situation where values are at stake but the application of different values lead to different conclusions. This means that good reasons support different alternative choices and legitimate arguments may be raised against alternatives that renders decision making difficult.

For the analysis of ethical dilemmas in the public sector three considerations need to be applied<sup>3</sup>:

1. Is the decision legal?
2. Is the decision ethical?
3. Is the decision effective?

Action is legitimate only when it is legal, ethical and effective. That is, when the decision is in the intersection of the three circles on the figure.



In an ethical dilemma situation, some of the considerations may support one decision alternative, and other arguments may support another decision alternative.

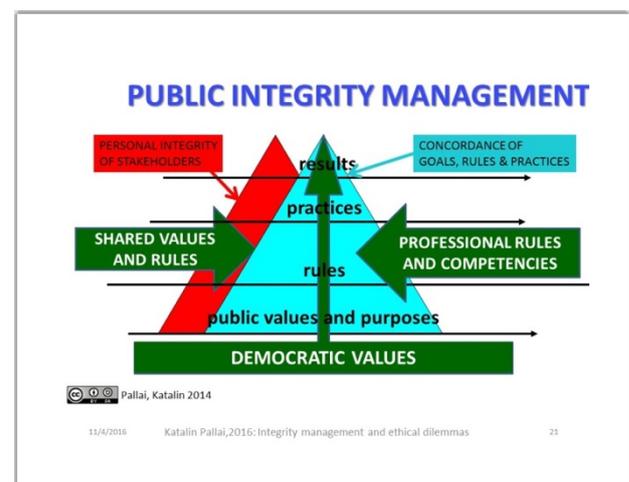
Thorough analysis and weighting of arguments need to prepare the final decisions.

Open discussion of dilemma situations is a good tool to respond. During the discussion, different people may come to different arguments, or give different relative weight to specific considerations. When the different viewpoints can be openly confronted and discussed a deeper understanding evolves than from individual reflections. Discussion can also be a tool to make decisions that will be supported and willingly implemented by those who are involved.

### 4.2 INTEGRITY OF LOCAL GOVERNMENT

The local government should operate according to democratic principles and effectively use the powers and resources entrusted to it for the implementation of the officially accepted purposes and justified public interest. If this is fulfilled we say that the local government operates with integrity. Integrity is key to trustworthiness to internal and external stakeholders.

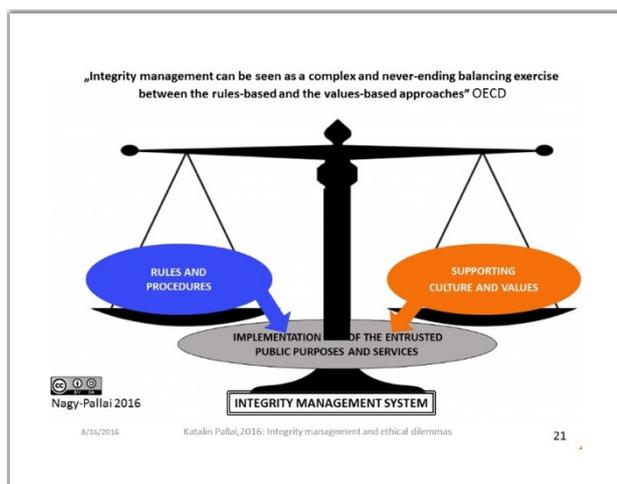
Integrity management is a holistic approach. For strengthening the integrity of local government not only adequate organizational structures and rules need to be created but shared values need to support the implementation of the rules and lead to organizational practices and results that are in accordance with the stated objectives.



When we build integrity, we create consistency among values, purposes, rules and results. Reconnecting to the ethical module used for the dilemma, we create organizations that operation

<sup>3</sup> Lewis, W.C. – Gilman, S.C. (2012). The Ethics Challenge in Public Service (3rd ed.). San Francisco, CA: Jossey-Bass

is ethical (according to democratic values and organizational purpose and goals), legal (rules implement the values and goals) and effective (organizational practices produce the targeted results and outcomes). Integrity management is a balancing between the rule-focused internal control activities and ethical management. (the second being a consistent activity to create shared values and gain deep commitment of staff.)



Integrity is critical for the effective and democratic operation of local government in:

- creating public trust.
  - giving citizens confidence in their councillors, knowing that their views and concerns will be listened to.
  - delivering reliable services and preventing corruption.
  - delivering better value-for-money.
- motivating staff with a view to public service so that they will work at their full potential.
  - reassuring partners by ensuring that contracts are honoured and that they are fully consulted.
  - being honest and open about performance results so that action can be taken to tackle weakness.
  - enabling citizens to see how processes work and how decisions are made.
  - encouraging participation by local people and organisations in consultations, committees, meetings, surveys etc.
  - enabling local people to hold their municipality to account.

Integrity requires transparency and effective organizational management and it is a key component of effective accountability.

A benchmark competence on integrity can be used as a basis:

- i. For consultations with staff and citizens to draw out their views and bring them into a shared vision of the future of the municipality;
- ii. To provide baseline data for any plans to improve standards of integrity;
- iii. As a reference against which progress in improving integrity can be measured.

## 5 EXERCISES

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### 5.1 EXERCISE 1 – GROUP EXERCISE 1 – AN ETHICAL DILEMMA<sup>4</sup>

Mr Suleyman is a Master's degree-holding police commissioner. His thesis was about the satisfaction level of citizens about police stations which serve the public directly with whom they have face-to-face relations and methods to create a more "citizen friendly" working environment.

He has completed his master study and received appreciation for his efforts. Eager to apply these methods, Mr. Suleyman has returned to his work. He has been assigned as a commissioner to a central position in Ankara in which the Provincial Police Chief was quite eager to initiate a modernisation process.

Mr. Suleyman is now responsible for analysing a number of police stations in the capital and developing action plans for a modernization programme. He begins his work by visiting the "Konak" police station. Everybody uses this name referring to "Konak Plaza Hotel" nearby. There are many restaurants, shops, cafes, and embassies in this neighbourhood.

The building of the police station is a typical old one with faded painting, various posters on the walls, a bench on the waiting section and a counter opening to the bureaus. In the bureaus, there are dossiers and equipment lockers filled with messy files as in any ordinary police station.

In the scenario, when Mr. Suleyman enters the building, an old couple is quietly waiting in the bench. A deputy commissioner and a police officer are talking behind the counter. Mr. Suleyman says "hello" and walks towards the bureaus. He notices some pictures on the walls behind the rows possibly drawn by children. On the tables, there are some paper coffee cups of a famous coffee shop which is close to the police station. He jokes about the salaries of the officers as being high enough to provide good coffee for themselves and enough paper and pens for their children. One of the officers smiles and says "they are taking good care of us here."

Mr. Suleyman stops before the counter on his way. Deputy Commissioner Mr. Yilmaz is talking to a tourist who has lost his camera. He hears that the tourist stays in the Konak Plaza Hotel and the manager of the hotel has sent him to the police station with a note to see Mr. Yilmaz. The police are to prepare a report, so that the tourist can claim the amount of the lost item from the insurance company in his country. Mr. Yilmaz inquires the details and tells the tourist to come back with the necessary papers. As the tourist leaves the police station Mr. Yilmaz turns to Mr. Suleyman and asks if he wishes to talk to him. Mr. Suleyman replies "we may meet after you take care of the couple in the bench". Mr. Yilmaz shrugs his shoulder and says "they can wait; I can see them later". Mr. Süleyman replies, "You take care of them now. I will be back soon."

Mr. Suleyman thinks about Mr. Yılmaz's attitude, the general structure of the police station he has faced and the new ideas he learnt during his graduate education. Mr. Suleyman has a list of businessmen, politicians, embassies and NGOs in the area to inquire about the delivery of the policing service. Most of them speak highly positive about the attitude of the police and the reactions they receive from the police stations.

In his visit to Konak Plaza Hotel Mr. Süleyman sees that the Director General of the Hotel Mr. Enver is quite pleased with the service of the station. He states that the police officers deal with the problems of the guests and they rapidly intervene with any problem in the hotel. He also states that they are very happy to support the police station in return of this service. Mr. Suleyman asks about the type of this support. Mr. Enver states that from time to time the guests of the hotel need some

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<sup>4</sup> Source: OECD: Ethics Trainings for Public Officials. 2013

police documents and the police station provides them easily. He also states that they are happy to provide a couple boxes of paper and other bureau materials for the police station. He says that they have even given an old printer that needed to be changed. Mr. Enver says that most of the companies in the area do the same and he knows it because of the regular meetings held in his hotel. In fact, it is no longer possible to collect equipment and other materials (tea and coffee) from the shops. However, these shops have come to an unofficial agreement to provide the monthly requirements of the police stations.

Mr. Süleyman is aware of this tradition, but he is surprised to see that it has evolved into an organised fashion. He is also interested in the implications of this tradition on the culture and attitude of the police officers. He feels quite anxious when he remembers the different attitudes towards the old couple and the tourist.

Mr. Süleyman arranges a meeting with Mr. Yilmaz. Mr. Yilmaz is a little confused upon hearing the problems. He explains that the budget allocated for the centre is never enough for the services provided. He says that he sends the officers to the companies only when items such as paper, coffee and pen are lacking. He also says that Mr. Süleyman's predecessor worked to better organise it and companies close to the station now regularly provide such support. He adds that this is better for planning and it allows the establishment of better relations with the companies and in turn the police can respond to the demands more efficiently.

Mr. Süleyman is surprised to see that Mr. Yilmaz deems such arrangements as normal and logical. Mr. Süleyman says that he is more interested in providing better service to the residents of this area and reminds him of the old couple. Mr. Yilmaz says that while the tourists are always in a hurry to ask for certain documents, the residents of this area are not in a hurry; so they are using the old methods for their transactions.

Mr. Süleyman thinks that Mr. Yilmaz does not attach importance to the old couple and the latter are not aware of their rights. The old couple thinks that the police have the right to make them wait.

Mr. Süleyman also questions whether the items provided by the companies are necessary. (He wonders whether some officers take these materials home for private use or not and why the officers need to drink free coffee while performing their official duties.)

Mr. Süleyman thinks that it is possible to provide the same service at different levels. Mr. Yilmaz responds, *"OK.. If you stop receiving support from the companies, can you increase our budget? If you cannot, won't this disrupt the service we provide to the citizens as well as to the companies? To be honest why would we change these arrangements that allow us to deliver services or largely facilitate it? I asked one of the companies painting their own facilities to arrange painting the waiting section of the station to give it a more comfortable and modern look. My staff are happy to work here and they think I take good care of them. If you want to help the citizens, let the companies help us. They have the means to do that. What is wrong about responding their support with our service? Only through such arrangements can we provide quality service!"*

What can or should Mr. Süleyman do after that?

## 5.2 EXERCISE 2 – GROUP EXERCISE 2- BENCHMARK COMPETENCE INTEGRITY

DEFINITION OF COMPETENCE:		LEVEL OF COMPETENCE		
		LEVEL 1	LEVEL 3	LEVEL 5
E.g. Information on availability and accessibility of services		<ul style="list-style-type: none"> <li>A simple description of services available on the internet.</li> </ul>	<ul style="list-style-type: none"> <li>Statements of service performance standards available but little quantification</li> </ul>	<ul style="list-style-type: none"> <li>Annual performance plans for service delivery have clear performance indicators and are subject to consultation and publication</li> </ul>
POSSIBLE INDICATORS	<ul style="list-style-type: none"> <li>Brochures of services readily available.</li> <li>...</li> <li>No ready response by staff to queries on services</li> </ul>	Possible guiding questions: <ul style="list-style-type: none"> <li>How do people find out about accessing the service? How easy is it? What are the mechanisms?</li> </ul>		
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### 5.2.1 Benchmark Competence Integrity (example)

DEFINITION OF COMPETENCE:	LEVEL OF COMPETENCE		
	LEVEL 1	LEVEL 3	LEVEL 5
<p>Leads by example, setting high standards of behaviour and performance; decision-making is transparent and procedures understood; procurement process is transparent and complies with regulations and local protocols</p>	<ul style="list-style-type: none"> <li>Public hearings and community meetings organized but limited participation.</li> <li>Some attempts to communicate local decisions.</li> <li>General compliance with national laws on transparency and procurement regulation.</li> </ul>	<ul style="list-style-type: none"> <li>Clear protocols for treating conflict of interest, minimize opportunity for corruption and making available information on personal assets.</li> <li>Committees are open to the public; their work is well documented and accessible to the public.</li> <li>There is a clear risk management strategy.</li> </ul>	<ul style="list-style-type: none"> <li>Elected representatives and staff lead by example, setting high standards of behaviour and performance</li> <li>Decision-making arrangements are well-publicised and understood so that they are open and transparent</li> <li>Public and businesses trust in the fairness of procurement.</li> <li>Procedures are such that the risk of corruption is minimized.</li> </ul>
<p>POSSIBLE INDICATORS</p> <ul style="list-style-type: none"> <li>• respect of leaders and local government;</li> <li>• stakeholders understand decision-making processes;</li> <li>• stakeholders feel the handling of local issues is transparent;</li> <li>• a risk management strategy is in operation.</li> <li>• ...</li> <li>• internal conflict, inappropriate conduct;</li> <li>• most community groups do not understand role and duties of local government;</li> <li>• protocols and procedures for public ethics are not available;</li> <li>• some groups feel there is corruption in the local authority.</li> </ul>	<p>Possible guiding questions:</p> <ul style="list-style-type: none"> <li>• Do citizens understand the mission and duty of the local authority? Do they know what it does?</li> <li>• Do citizens feel local decisions are transparent and open for public scrutiny?</li> <li>• Do citizens participate in public forums and open meetings?</li> <li>• Have there been accusations of corruption and mismanagement of public assets?</li> <li>• Are procedures (e.g. for building permits) clear and straight-forward?</li> <li>• Do people trust the rule of law and local decisions?</li> <li>• Is there a contracting code and clear regulation of competition and procurement?</li> <li>• Are there clear mechanisms of scrutiny?</li> </ul>		

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