COUNCIL **CONSEIL**
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DELIVERING THE ETHICAL LEADERSHIP PROGRAMME: THE UPDATED TRAINING STRATEGY REPORT

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Ethics for the Prevention of Corruption in Turkey (TYEC)
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1. EXECUTIVE SUMMARY

In May 2008, the international STE proposed a Training Strategy, based upon a coordinated programme of action - agreed, timetabled, incorporated in the project's work schedule and then implemented – that should encompass: Trainer-Training; Relations with Ministry and Governorate Ethics Commissions; Training Cascades; Sustaining Ethical Principles and Conduct; Building a Functioning Ethics System; Completing the Training Cascade throughout All Areas and Tiers of the Public Service.

In October 2008, the STE visited and reviewed with selected ministry personnel departments and ministry's Ethics Commissions potential arrangements for delivering the Training Strategy by outlining a strategic approach to the provision, monitoring and evaluation of ethics development at national and provincial levels. This would begin with the senior public officials who fall within the scope of the Council of Ethics for Public Service and then increasing ethical awareness and improving ethical conduct via the cascade approach to all areas and at all levels of the Turkish public sector. The new report refines the Training Strategy in outlining the following components or plans that must be undertaken:

For this to happen the revised Training Strategy proposes that the project, the Council of Ethics for Public Service and Ethics Commissions address the following plans to enable the Training Strategy to be implemented:

CAPACITY AND COMMITMENT: a plan to ensure that senior management and Ethics Commissions are aware of and accept responsibility for the training and training strategy provided by the project

SUSTAINABILITY: a plan to ensure that the delivery of the Ethical Leadership Programme is sustainable within the Council of Ethics for Public Service and within ministries

CASCADING THE ETHICAL LEADERSHIP PROGRAMME: a plan to implement cascade training throughout all areas and tiers of the public service

THE ETHICAL ENVIRONMENT: a plan to reinforce the effectiveness of training via a functioning ethics environment

COMMUNICATIONS: a plan to ensure an effective ethics development and communication strategy to support both

OVERSIGHT: a plan to support and monitor the implementation of training and a functioning ethics environment

It states the activities to be undertaken and then discusses the associated staffing and capacity requirements. It clarifies the distribution of proposed responsibilities for implementation of the Training Strategy between the project, the Council of Ethics for Public Service and Ethics Commissions.

Below are the summary responsibilities for the project, the Council of Ethics for Public Service and Ethics Commissions for the delivery of the plans.

2.   PROJECT RESPONSIBILITY

2.1   Review Workplan

- Revise where necessary the scheduling of training activities under Outputs 4 and 5.

- Ensure that the Facilitation and Implementation Guides are completed and distributed in advance of all training activities.

- Identify available resources for the capacity development of the Council of Ethics for Public Service.

- Confirm available budget, and clarify tendering process including selection criteria, selected training provider(s) and schedule for future ethics trainer-training programmes.

2.2   Extend Ethics Trainer/Facilitator Base and Capacity

- Provide ethics trainer-training for a minimum of an additional 50 representatives of national ministries and key public bodies.

- Ensure that the additional trainers are trained in training trainers techniques.

- Select the trainer provider following a tendering process based upon a specification of training requirements.

- Direct and provide support to Ethics Leadership Programme facilitators to provide management briefings within own ministry/public organisation to staff at supervisory level.

- Provide materials and advice to support the briefings with an ethics information pack of printed promotional and informational materials.

3.   RESPONSIBILITY OF COUNCIL OF ETHICS FOR PUBLIC SERVICE

3.1   Ensure the Pool of Trainers

- Oversee, train, support and undertake the continuous professional development of the pool of qualified trainers.

3.2   Establish and Build an Ethics Trainer Resource

- Establish and develop a resource of ethics training materials required to support the Ethical Leadership Programme, and management briefings, in Ministry/governmental organisations.

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

- Design, schedule and implement an evaluation methodology for training quality and effectiveness.

- Design, schedule and implement an evaluation methodology to investigate appropriate indicators of ethics awareness and ethical conduct.

3.3 Develop Capacity of the Council of Ethics for Public Service as the Supra-Authority for Ethics Awareness Raising

- Build knowledge base of public sector structures, management bodies, annual entry numbers, promotion numbers etc.

- Recruit and develop a 'National Ethics Training Coordinator' post and required dedicated administrative support.

- Recruit and build the capacity of an administrative team to fulfil the above functions and prepare data and analysis reports for review by the Board.

- Formulate quality assurance analysis and reporting mechanisms for the monitoring and evaluation of ethics training, trainers and proposed training materials.

- Introduce and maintain an e-ethics portal providing up-to-date ethics information and advice.

3.4 Establish Strategic Allies for the Council of Ethics for Public Service

- Establish reporting lines and liaison arrangements with National, Provincial and Municipal Ethics Commissions.

- Advocate the co-option of ethics trainers and/or other "ethics champions" onto Ethics Commissions.

- Require and review ethics development strategies from all Ethics Commissions.

- Make available and promote the availability of project funding and advisory support for specific ethics training initiatives.

- Request and review action plans and activity reports from the strategic partner institutions.

3.5 Identify and Implement Interventions to assist Ministries and Public Bodies in Improving Ethical Standards within their Areas of Influence

- Advocate and provide advisory support for the incorporation of an ethics awareness training as required into the introductory training programme provided for all new recruits to the public sector and for training for specific promotion or appointment grades.

- Provide information and advice from the Council of Ethics for Public Service on the incorporation of ethics awareness and standards of ethical conduct within existing induction and in-service training programmes.

3.6 Implement the Enabling Role of the Council of Ethics for Public Service in the Development of an Ethical Environment

- Identify the organisations with the mandates and capacity to contribute to raised ethical standards.

- Institute memoranda of cooperation liaison arrangements between the Council of Ethics for Public Service and its strategic allies.

- Collaborate with the above bodies to implement a series of ethics audits of key mechanisms for regulating and directing ethical conduct, encompassing: human resource management procedures, financial management and controls.

- Work with Ethics Commissions on developing the core components of an ethical environment, including: codes of conduct; staff recruitment and selection; procurement and contracting; performance management; discipline and grievance procedures; staff promotion; interests and assets declaration; internal and external audit and inspection.

- Identify and formulate proposals on interventions to support systemic improvements, to include, for example, staff and customer surveys, staff conduct and performance setting and monitoring, and customer services standards setting and monitoring.

4. RESPONSIBILITY of ETHICS COMMISSIONS

4.1 *Identify an ethics facilitator and add to Commission membership*

- Ensure that a senior trained official takes lead responsibility for operational issues relating to the delivery of Ethical Leadership training events.

4.2 *Design and deliver a series of strategic training events based on the Ethical Leadership Programme*

- Work with the facilitator and other trainers to devise and deliver a series of strategic training events from entry level and upward.

- Undertake briefings of supervisory and other senior staff on the role and purpose of ethics training.

4.3 *Review the existing components of an ethical environment and plan the development of a functioning ethical environment*

- Undertake a review of the components of an ethical environment and, on the basis of the Implementation Manual, draft a plan for the development of a functioning ethical environment.

4.4 *Report on an agreed basis to the Council of Ethics for Public Service*

- Carry out evaluation surveys with the Council of Ethics for Public Service (see 3.2).

- Report to the Council of Ethics for Public Service on the work of the Commission on training and work toward a functioning ethical environment.

5. REPORT CONTEXT

5.1   The Ethics for the Prevention of Corruption in Turkey (TYEC) Council of Europe Project No. EC/1062 includes as one of its main activities the provision of training on the application and implementation of the 'Regulation on the Principles of Ethical Behaviour of the Public Officials and Application Procedures and Essentials'.

5.2   In May 2008, the international STE proposed a training strategy, based upon a coordinated programme of action - agreed, timetabled, incorporated in the project's work schedule and then implemented – that should encompass: Trainer-Training; Relations with Ministry and Governorate Ethics Commissions; Training Cascades; Sustaining Ethical Principles and Conduct; Building a Functioning Ethics System; Completing the Training Cascade throughout all Areas and Tiers of the Public Service.

5.3   In October 2008, the STE visited and reviewed with selected ministry personnel departments and ministry's Ethic Commissions potential arrangements for developing a coherent and sustainable strategy to ensure a continuing resource of competent trainers with a working knowledge of ethical principles and the legal and regulatory framework for the public service, and a positive working relationship between the Council of Ethics for Public Service for Public Service and Ethics Commissions. The STE also held meetings with the Chair of Council of Ethics for Public Service and a senior representative of Prime Minister's Inspection Board and reviewed the Workplan of the TYEC and related documents (see Annex for the Brief and Methodology).

5.4   The new report takes the Strategy further by outlining a strategic approach to the provision, monitoring and evaluation of ethics development at national and provincial levels, beginning with the senior public officials who fall within the scope of the Council of Ethics for Public Service and then increasing ethical awareness and improving ethical conduct via the cascade approach to all areas and at all levels of the Turkish public sector.

5.5   The new report proposes that each ministry has an Ethics facilitator who will lead on ethics training in conjunction with the Council of Ethics for Public Service and Ethics Commissions. It also proposes the training of more trainers to ensure that the activities of Ethics Commissions are sustainable.

5.6   The ethics development and communication activities proposed, in acknowledgement of the scale and scope of the public sector covered by the Regulation, adopts a phased approach targeted initially at the senior public officials at the grade of General Director and above with the aim that they will endorse and direct cascaded management briefings to their departmental heads, who in turn will reinforce ethics awareness raising of their staff via a print and electronically based communications programme.

5.7   Finally, the new report discusses the associated staffing and capacity requirements. It clarifies the distribution of proposed responsibilities for implementation of the Training Strategy between the project, the Council of Ethics for Public Service and Ethics Commissions.

6.   THE TURKISH PUBLIC SECTOR

6.1   Turkey's public administrative structure is constituted by a central administration and a local administration. Central administration comprises central ministries; provincial units of the central ministries and autonomous bodies including regulatory bodies, state economic enterprises and a Higher Education Board. Local administration is based upon three administrative tiers: special provincial administrations, established in all 81 Provinces; municipalities - 3,215 in total and approximately 35,000 villages. Central government has responsibility for national defence, foreign policy, fiscal and economic policy, education, law and order, national transportation, coordination among public authorities and the establishment of standards and principles for service delivery. Local government hold responsibility for health, preservation of cultural and historical heritage, school buildings, local transportation, local traffic, basic local infrastructure, the tourism development and the development of trade and business. Despite a process of delegation of powers from central governmental institutions to the provincial level over the last 10+ years, the structure and culture of a highly centralised public administration still predominates.

The ongoing process of modernisation of the public administration system has had a transforming effecting over the last decade but a number of key challenges remain including: a tradition of secrecy rather than transparency, a weak accountability control system, a poorly functioning system to promote public participation in general, and the participation of women in particular, in decision-making processes.

7.   IMPLICATIONS FOR ETHICS DEVELOPMENT

7.1   The efficient and effective implementation of the 'Principles on the Ethical Behaviour of the Public Officials and Application Procedures and Essentials' in support the achievement of the objectives of the Council of Ethics for Public Service represents a major long-term undertaking, given the scope and scale of the Turkish Public sector and its entrenched traditions and its strongly centralised institutional culture.

7.2   This long-term process of ethics development will generate both structural and cultural changes. The former will address strengthening the administrative systems in order to prevent and deter unethical behaviour while the latter will involve awareness raising of ethical issues and shifting attitudes towards an intolerance of unethical conduct.

The work of the project can only begin this process but, in so doing and delivered according to the revised Training Strategy, may form a sustainable base from which the Council of Ethics for Public Service and the Ethics Commissions can continue and develop the work.

7.3   For this to happen the revised Training Strategy proposes that the project, the Council of Ethics for Public Service and Ethics Commissions address the following plans to enable the Training Strategy to be implemented:

CAPACITY AND COMMITMENT: a plan to ensure that senior management and Ethics Commissions are aware of and accept responsibility for the training and training strategy provided by the project

SUSTAINABILITY: a plan to ensure that the delivery of the Ethical Leadership Programme is sustainable within the Council of Ethics for Public Service and within ministries

CASCADING THE ETHICAL LEADERSHIP PROGRAMME: a plan to implement cascade training throughout all areas and tiers of the public service

THE ETHICAL ENVIRONMENT: a plan to reinforce the effectiveness of training via a functioning ethics environment

THE MESSAGE: a plan to ensure an effective ethics development and communication strategy to support both

OVERSIGHT: a plan to support and monitor the implementation of training and a functioning ethics environment

7.4 The next section outlines the aims of the Strategy and the objectives of the Council of Ethics for Public Service, the Ethics Commissions and other potential "ally" institutions on an individual and collective basis.

8. THE AIM OF THE STRATEGY

8.1 The overall objectives of the Regulation are to establish an ethical culture within the administration and provision of public services; to determine the principles of ethical behaviour required by public officials in the execution of their duties; to assist public officials to display behaviours in accordance with these principles; and to raise public confidence in the integrity of the public administration system.

8.2 In support of these overall objectives the principal aim of the strategy is to provide all public officials with the knowledge, skills and behaviours, culture and commitment required to fulfil their own public duties in an ethical manner and to equip public officials with staff management responsibilities to monitor, direct and develop the ethical conduct of their subordinates.

8.3 This aim will be met by activities in each of the following areas:

- **Knowledge** – To provide accurate information on legislation, regulations and procedures required to carry out public duties ethically and to manage the ethical conduct of staff;
- **Skills and Behaviours** – To direct and develop the ethical conduct of public officials;
- **Culture and Commitment** – To develop in the medium to long-term those attitudes, especially at senior level, which will ensure that the public sector will maintain organisational culture conducive to high ethical standards.

8.4 More details of the processes to achieve this through the Ethical Leadership programme are given in the two Manuals – one focussing on ethics training (Facilitators Guide) and one on the management responsibilities to sustain the training through the development of an ethical culture and environment (Implementation Guide).

8.5   The remainder of this report will outline plans for the achievement of the Strategy in support of the establishment of an ethical culture within the Turkish public sector and also to identify the components of an effective ethics system required reinforce that culture.

9.   CAPACITY AND COMMITMENT: A PLAN TO ENSURE THAT SENIOR MANAGEMENT AND ETHICS COMMISSIONS ARE AWARE OF AND ACCEPT RESPONSIBILITY FOR THE TRAINING AND TRAINING STRATEGY PROVIDED BY THE PROJECT

9.1   The Issue

The planning and implementation of the Ethical Leadership Programme for public officials at the grade of General Director and above in central ministries/governmental organisations governorates will require the (i) the development of capacity required for the organisation, preparation, presentation, facilitation of, and follow-up to the Ethical Leadership Programme and then the delivery of the Ethical Leadership Programme and (ii) sufficient trainers to adapt and deliver the Ethical Leadership Programme within ministries and public organisations.

The number of trainers trained to date are insufficient to ensure sustainability. There were also a number of issues identified in the training the first group of trainers, including the need to ensure the integration of ethics concepts in to the training, and the importance of using the materials in the Facilitators Guide during training. This will require more trainers.

Delivery of the Ethical Leadership Programme and the development of an ethical culture will only work if there is a supportive and positive commitment among senior managers and supervisory staff. It will require exposure of Ethics Commissions and senior management to the purpose and approach of the Ethical Leadership Programme.

9.2   Capacity Building required for Ethical Leadership Programme

Objective:

- To build the trainer and training resource base required to support the presentation and implementation of, and follow-up to, the Ethical Leadership Programme.

Principal Activities:

- Devise and deliver a further 2 trainer-training programmes with a minimum of 50 selected representatives of ministries and governmental organisations.

- Incorporate into the last stage of the 2 trainer-training programmes, advice for trainers on informal training techniques and possible methods for following up the Ethical Leadership Programme events to provide advice to ministries and governorates on how to consolidate ethical principles and conduct, as outlined in the Implementation Guide.

- Create and design to professional standards the training materials for use in the delivery of the Ethical Leadership Programme.

- Establish an ethics trainer pool covering representatives of all national ministries, the Council of Ethics for Public Service and key government agencies, based upon the individuals who have successfully completed the ethics training programme.

9.3 Delivery of Training to Ethics Commissions and Senior Management

Objective:

- To devise planned training programmes within ministries and national organisations.

- To raise awareness of senior public officials of the importance of ethical issues and standards of conduct to ensure a transparent and accountable public sector.

Principal Activities:

- Collate and analyse available information on the organisational structures and staffing numbers and assess implications for scale, scope and scheduling, of in-organisation Ethical Leadership Programmes, management briefings and required logistics.

- Present and facilitate the Ethical Leadership Programme, as scheduled in the TYEC work plan, preceded and followed by advice from a trained facilitator on raising ethics awareness and improving ethical standards.

- Organise joint planning meetings with Ministry and Ethics Commissions to discuss the numbers and locations of senior managers required to participate in the Ethical Leadership Programme, the identification of representatives to undertake liaison activities and the scheduling of training activities and the scheduling of the training, briefing and information cascade.

- Design and delivery of a structured training programme by the Council of Ethics for Ethics Commissions and senior management (Outputs 4 and 5).

10. SUSTAINABILITY: A PLAN TO ENSURE THAT THE DELIVERY OF THE ETHICAL LEADERSHIP PROGRAMME IS SUSTAINABLE WITHIN THE COUNCIL OF ETHICS FOR PUBLIC SERVICE AND WITHIN MINISTRIES

10.1 The Issue

The awareness of Chairs and members of Ethics Commissions and senior management of ministries of the Ethical Leadership programme and the development of an ethical environment must be achieved to ensure that ministries develop and implement their own training programmes and begin work on the components of an ethical environment.

While this may be achieved under Outputs 4 and 5 of the project attention must be given to ensuring that the issues of sustainability are addressed in the planning and implementation of ethics development and awareness-raising. The sustainability of ethics awareness and improved ethical standards will require the capacity development of the Council of Ethics for Public Service in order to coordinate, quality assure and support ethics training and communication activities. Sustainability will also require the consolidation of the ethics development roles and activities of Ethics Commissions at national, provincial and municipal levels, and the building of ethics strategic alliances across all areas and at all levels of government.

10.2   Council of Ethics for Public Service Institutional Development

Objective:

- To build the institutional capacity of the Council of Ethics for Public Service to enable it to fulfil a supra-public administration role to provide quality assurance via the monitoring and evaluation of the implementation of the development of ethical standards.

Activities:

- Recruit and develop a 'National Ethics Training Coordinator' post and required dedicated administrative support, to have responsibility for the management and quality assurance of ethics training and communication programmes, allocation of trainers trained by the project for inter-ministry and other training events, and allocation of academic contributors.

- Recruit and build the capacity of an administrative team to fulfil the above functions and prepare reports for review by the Board.

- Request and review Ethical Leadership Programme events, and action plans and activity reports relating to the development of ethical environments from Ethics Commissions.

- Design and implement reporting lines and communication protocols required for the collection and collation of strategy development and activity reports from national and municipal Ethics Commissions

- Establish and develop a resource of ethics training materials required to support the Ethical Leadership Programme.

- Formulate quality assurance analysis and reporting mechanisms for the monitoring and evaluation of ethics training, trainers and proposed training materials under the management of the National Ethics Coordinator and administrative team.

- Provide the Ethical Leadership Programme to Ethics Commission Chairs and members, including guidance on raising ethics awareness and improving ethical standards, training programmes, and reporting to the Council on the development of ethical environments.

- Introduce and maintain an e-ethics portal providing up-to-date ethics information and advice.

10.3   Ethics Commissions at National, Provincial and Municipal levels Institutional   Development

Objective:

- To develop their capacity to create and implement their own ethics development strategies in alignment with the national strategy, legislation and regulations.

Principal Activities:

- Identify a facilitator with responsibilities to include: leading on behalf of his or her ministry's Ethics Commissions on the training, analysing training needs, designing and preparing training activities and materials, administering the training events, delivering the training events, following up and consolidating the training events, evaluating the training process and its outcomes, training others to deliver further training – cascading the training – through the institution, and liaising with the Council of Ethics for Public Service.

- Advocate the co-option of the facilitator or another ethics trainer and/or other "ethics champion" onto the Ethics Commission.

- Provide information and advice on formulating a strategic response to the ethical issues and required standards of conduct within their areas of authority.

- Develop action plans and activity reports on training strategies and ethical environments.

- Provide instructions and advice on Council of Ethics for Public Service reporting requirements for information on strategy, ethics issues and training and communication activities.

- Devise and deliver training programmes in conjunction with – where they exist – internal Ministry/Public Organisation Administrative, Personnel and Training Units within Ministries and public organisations

10.4   Pan-Government Ethics Strategic Alliance Development

Objective:

- To agree strategic alliances with key organisations capable of driving institutional reforms across all areas and all levels of government in support of improved ethical standards.

Principal Activities:

- Identify the organisations with the mandates and capacity to contribute to raised ethical standards.

- Institute memoranda of cooperation liaison arrangements between the Council of Ethics for Public Service and its strategic allies for coordinated and complementary approaches to ethics training and the development of ethical environments.

11. CASCADING THE ETHICAL LEADERSHIP PROGRAMME: A PLAN TO IMPLEMENT CASCADE TRAINING THROUGHOUT ALL AREAS AND TIERS OF THE PUBLIC SERVICE

11.1 The Issue

As already identified even with the required level of capacity development of the Council of Ethics for Public Service, the creation of an ethics training infrastructure given the scale of the public sector it will not be feasible to provide face-to-face training for all public officials. Thus the required "cascading" of the principles and issues raised within the Ethical Leadership Programme will only be achieved by Ethics Commissions through strategic training events, the use of briefings of senior management and supervisory-level staff and the provision of web-based and print-based promotional and informational materials. Thus the completion of the ethics training cascade will involve the following activities and the development of required capacity and resources.

11.2 Cascade Training

Objective:

- To cascade the Ethical Leadership Programme throughout a ministry or public sector organisation at national and local levels.

- To brief all supervisory management on the role of the training.

- To secure cooperation and build collaborative training and communication partnerships in employee communication, ethics awareness raising and training activities.

Principal Activities:

- Design and delivery of structured briefings to senior managers and supervisory-level staff on the purpose of the Ethical Leadership Programme.

- Design and development of a strategic ministry or organisation programme to deliver the Ethical Leadership Programme, adapted according to the audience and strategic purpose (e.g., promotion to supervisory level positions).

- Advocate and provide advisory support for the incorporation of an ethics awareness training as required into the introductory training programme provided for all new recruits to the public sector

- Provide information and advice from the Council of Ethics for Public Service and printed and electronically based information on the incorporation of ethics awareness and standards of ethical conduct within existing induction and in-service training programmes.

- Make available and promote project funding and advisory support for specific ethics training initiatives.

- Design, schedule and implement further evaluation methodology to investigate appropriate indicators of ethics awareness and ethical conduct.

12. THE ETHICAL ENVIRONMENT: A PLAN TO REINFORCE THE EFFECTIVENESS OF TRAINING VIA A FUNCTIONING ETHICS ENVIRONMENT

12.1 The Issue

Training by itself will not lead to any significant changes unless the training, the training of others and the cascading of training is organised on a systematic and reinforcing basis – and done so within the context of other reforms intended to encourage the development of an ethical environment. It will also require a planned approach by Ethics Commissions to ensure an effective training programme. The approach should be based on the Implementation Guide and particular attention should be given to the role of the Facilitator.

The promotion of an ethical environment or culture, which represents the overall purpose of the Council of Ethics for Public Service and the aim of the Ethical Leadership Programme, will only be fulfilled if there is a concomitant commitment from senior management and supervisory-level staff and the development of those components which will support and sustain the training - i.e. the regulations, policies, procedures and practices required to strengthen the control systems that will serve to prevent corruption.

12.2 Delivering an Ethical Environment

Objective:

- To put in place a regulatory, policy and procedural framework that provides rigorous and robust controls on the administrative decision-making processes and actions of the public sector.

Principal Activities:

- Identify public sector bodies with individual roles and mandates relevant to regulatory change, inspection, audit control and corruption investigation.

- Liaison between the above bodies, the Council of Ethics for Public service and Ethics Commissions to identify ethical risks relating to existing regulations, administrative controls, procedures and practices.

- Collaboration between the above bodies, the Council of Ethics for Public service and Ethics Commissions to implement a series of ethics audits of key mechanisms for regulating and directing ethical conduct, encompassing: human resource management procedures, financial management and controls.

- Review ethics audit findings and formulate proposals for systemic improvements to relevant bodies (the implementation of a series of "ethics audits" of key mechanisms for regulating ethical standards and conduct within the public administration system would include: codes of conduct; staff recruitment and selection; procurement and contracting; performance management; discipline and grievance procedures; staff promotion; interests and assets declaration; internal and external audit and inspection).

- Identify and formulate proposals to relevant bodies on interventions to measure systemic improvements to the ethical culture or environment, to include:

  o Staff and customer surveys.
  o Staff conduct and performance setting and monitoring.
  o Customer services standards setting and monitoring.

13. COMMUNICATIONS: A PLAN TO ENSURE AN EFFECTIVE ETHICS DEVELOPMENT AND COMMUNICATION STRATEGY TO SUPPORT THE ETHICAL LEADERSHIP PROGRAMME, CASCADED TRAINING AND THE DEVELOPMENT OF AN ETHICAL CUTLTURE OR ENIVONMENT

13.1 The Issue

A strategy will be required to increase awareness of ethical issues and to establish the foundations for building institutional reform. The Council of Ethics for Public Service will take a leading role in the implementation of the strategy and will also play a key part in forming strategic alliances with other institutions willing and able to drive the strategy forward. Part of this will involve an active communications strategy within ministries and among the public with appropriate web-based, advertising and other media. It will also require a planned approach by Ethics Commissions to ensure that all supervisory staff and all public officials aware of the role of public ethics and the purpose of the Ethical Leadership Programme.

13.2 Ethics Communication Programme to Ethics Commissions and Ministries

Objective:

- To provide Ethics Commissions and Facilitators with uniform and current materials on ethics.

Principal Activities:

- Establish and develop a resource of ethics training materials required to support the Ethical Leadership Programme, and management briefings, in Ministry/governmental organisations.

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

- Introduce and maintain an e-ethics portal providing up-to-date ethics information and advice.

13.3   Ethics Communication Programme to Managers

Objective:

- To build commitment to ethical principles and to ensure adherence to the standards of ethical behaviour required by public officials in the execution of their duties.

Principal Activities:

- Direct and provide support via Ethics Leadership Programme facilitators and selected participants to provide briefings within own ministry/public organisation to staff at supervisory level.

- Provide materials and advice to support the team briefing with an ethics information pack of printed promotional and informational materials.

13.4   Ethics Communication Programme to all Ministry/Organisation officials

Objective:

- To build commitment to ethical principles and to ensure adherence to the standards of ethical behaviour required by public officials in the execution of their duties.

Principal Activities:

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

14.   OVERSIGHT: A PLAN TO SUPPORT AND MONITOR THE IMPLEMENTATION OF TRAINING AND A FUNCTIONING ETHICS ENVIRONMENT

14.1   The Issue

The delivery of the Training Strategy, the development of an ethical environment and the development of a communications strategy will require oversight, coordination and monitoring. The Council of Ethics for Public Service will be responsible for monitoring the implementation of training on a consistent and uniform basis, for monitoring and reviewing the contents of the training material, and for overseeing the development of the wider ethical environment. This may include working with Ethics Commissions on supporting and monitoring the delivery of their roles and responsibilities.

14.2   Oversight and Measurement

Objective:

- To ensure a consistent and uniform delivery of the Ethical Leadership Programme and the development of an ethical environment.

Principal Activities:

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

- Oversee, train, support and undertake the continuous professional development of the pool of qualified trainers.

- Establish and develop a resource of ethics training materials required to support the Ethical Leadership Programme, and management briefings, in Ministry/governmental organisations.

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

- Design, schedule and implement an evaluation methodology for training quality and effectiveness.

- Design, schedule and implement an evaluation methodology to investigate appropriate indicators of ethics awareness and ethical conduct.

- Receive and review assessments from ministries and public organisations on their implementation of the Ethical Leadership Programme and cascaded training, on the development of an ethical environment and on such other requirements as the Council of Ethics for Public Service may require under the Law and Regulation.

- Maintain the Pan-Government Ethics Strategic Alliance Development.

15. NEXT STEPS

The above plans involve specific actions and activities to be the responsibility of the project, the Council of Ethics for Public Service and Ethics Commissions as follows:

15.1 PROJECT RESPONSIBILITY

15.1.1 Review Workplan

- Revise where necessary the scheduling of training activities under Outputs 4 and 5.

- Ensure that the Facilitation and Implementation Guides are completed and distributed in advance of all training activities.

- Identify available resources for the capacity development of the Council of Ethics for Public Service.

- Confirm available budget, and clarify tendering process including selection criteria, selected training provider(s) and schedule for future ethics trainer-training programmes.

15.1.2 Extend Ethics Trainer/Facilitator Base and Capacity

- Provide ethics trainer-training for a minimum of an additional 50 representatives of national ministries and key public bodies.

- Ensure that the additional trainers are trained in training trainers techniques.

- Select the trainer provider following a tendering process based upon a specification of training requirements.

- Direct and provide support to Ethics Leadership Programme facilitators to provide management briefings within own ministry/public organisation to staff at supervisory level.

- Provide materials and advice to support the briefings with an ethics information pack of printed promotional and informational materials.

15.2 RESPONSIBILTY OF COUNCIL OF ETHICS FOR PUBLIC SERVICE

15.2.1 Ensure the Pool of Trainers

- Oversee, train, support and undertake the continuous professional development of the pool of qualified trainers.

15.2.2 Establish and Build an Ethics Trainer Resource

- Establish and develop a resource of ethics training materials required to support the Ethical Leadership Programme, and management briefings, in Ministry/governmental organisations.

- Provide materials and advice to support the planning and implementation of individual ministry/public organisation ethics awareness campaigns provision of ethics information pack, printed materials and web-based information.

- Design, schedule and implement an evaluation methodology for training quality and effectiveness.

- Design, schedule and implement an evaluation methodology to investigate appropriate indicators of ethics awareness and ethical conduct.

15.2.3 Develop Capacity of the Council of Ethics for Public Service as the Supra-Authority for Ethics Awareness Raising

- Build knowledge base of public sector structures, management bodies, annual entry numbers, promotion numbers etc.

- Recruit and develop a 'National Ethics Training Coordinator' post and required dedicated administrative support.

- Recruit and build the capacity of an administrative team to fulfil the above functions and prepare data and analysis reports for review by the Board.

- Formulate quality assurance analysis and reporting mechanisms for the monitoring and evaluation of ethics training, trainers and proposed training materials.

- Introduce and maintain an e-ethics portal providing up-to-date ethics information and advice.

15.2.4 Establish Strategic Allies for the Council of Ethics for Public Service

- Establish reporting lines and liaison arrangements with National, Provincial and Municipal Ethics Commissions.

- Advocate the co-option of ethics trainers and/or other "ethics champions" onto Ethics Commissions.

- Require and review ethics development strategies from all Ethics Commissions.

- Make available and promote the availability of project funding and advisory support for specific ethics training initiatives.

- Request and review action plans and activity reports from the strategic partner institutions.

15.2.5 Identify and Implement Interventions to assist Ministries and Public Bodies in Improving Ethical Standards within their Areas of Influence

- Advocate and provide advisory support for the incorporation of an ethics awareness training as required into the introductory training programme provided for all new recruits to the public sector and for training for specific promotion or appointment grades.

- Provide information and advice from the Council of Ethics for Public Service on the incorporation of ethics awareness and standards of ethical conduct within existing induction and in-service training programmes.

15.2.6 Implement the Enabling Role of the Council of Ethics for Public Service in the Development of an Ethical Environment

- Identify the organisations with the mandates and capacity to contribute to raised ethical standards.

- Institute memoranda of cooperation liaison arrangements between the Council of Ethics for Public Service and its strategic allies.

- Collaborate with the above bodies to implement a series of ethics audits of key mechanisms for regulating and directing ethical conduct, encompassing: human resource management procedures, financial management and controls.

- Work with Ethics Commissions on developing the core components of an ethical environment, including: codes of conduct; staff recruitment and selection; procurement and contracting; performance management; discipline and grievance procedures; staff promotion; interests and assets declaration; internal and external audit and inspection.

- Identify and formulate proposals on interventions to support systemic improvements, to include, for example, staff and customer surveys, staff conduct and performance setting and monitoring, and customer services standards setting and monitoring.

15.3   RESPONSIBILITY of ETHICS COMMISSIONS

15.3.1 Identify an ethics facilitator and add to Commission membership

- Ensure that a senior trained official takes lead responsibility for operational issues relating to the delivery of Ethical Leadership training events.

15.3.2 Design and deliver a series of strategic training events based on the Ethical Leadership Programme

- Work with the facilitator and other trainers to devise and deliver a series of strategic training events from entry level and upward.

- Undertake briefings of supervisory and other senior staff on the role and purpose of ethics training.

15.3.3 Review the existing components of an ethical environment and plan the development of a functioning ethical environment

- Undertake a review of the components of an ethical environment and, on the basis of the Implementation Manual, draft a plan for the development of a functioning ethical environment.

15.3.4 Report on an agreed basis to the Council of Ethics for Public Service

- Carry out evaluation surveys with the Council of Ethics for Public Service (see 3.2).

- Report to the Council of Ethics for Public Service on the work of the Commission on training and work toward a functioning ethical environment.

ANNEX: BRIEF AND METHODOLOGY

1.   ASSIGNMENT BRIEF

1.1   The STE will visit and review with selected ministry personnel departments and ministry's ethic commissions potential arrangements for developing a coherent and sustainable strategy that ensures:

- a continuing resource of competent trainers with a working knowledge of ethical principles and the legal and regulatory framework for the public service;

- a positive working relationship between the Council of Ethics for Public Service for Public Service and the Ministry and Governorate Ethics Commissions, to gain their endorsement and support for the Ethical Leadership Programme in order to promote attendance and to generate follow-up activities.

1.2   The STE will prepare a report that will outline:

- a plan to ensure that the training provided through the project is sustained and consolidated;
- a plan to ensure that the training provided through the project is delivered within ministries;
- a plan to complete the training cascade throughout all areas and tiers of the public service;
- a plan to reinforce the effectiveness of training and to promote ethical principles through a functioning ethics environment;
- a plan to ensure an effective ethics development and communication strategy to support both;
- a plan to support and monitor the implementation of training and a functioning ethics environment.

2.   ASSIGNMENT METHODOLOGY

2.1   The STE visited and reviewed the following Ministries and governmental organisations, selected by TYEC project, and met representatives of senior management, Ethics Commission and personnel units from:

Customs Authority;
Police;
Ministry of Interior;
Ministry of Education;
Ministry of Finance.

2.2   During the visit the STE also held meetings with the Chair of Council of Ethics for Public Service for Public Service and a senior representative of Prime Minister's Inspection Board and reviewed the Workplan of the TYEC and related documents.