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## CASE EVIDENCE ON 'ETHICS AND VALUES IN CIVIL SERVICE REFORMS'

**A UNDP Capacity Development Resource**

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The Capacity Development (CD) Action Brief series provides focused and concise synthesis of case evidence on selected Capacity Development responses of national governments and development partners. It reviews country experiences and explores common patterns and emerging trends in CD applications using case study methodology and normative frameworks. The Action Briefs are peer reviewed by CD policy advisors/specialists and key findings are shared through the Capacity Development Network (Capacity-Net) for further inputs and insights. The final product is meant to complement UNDP's CD policy statements and practice notes and intended to be additional aid for UNDP and development practitioners.

## CASE EVIDENCE ON 'ETHICS AND VALUES IN CIVIL SERVICE REFORMS'

By Capacity Development Group, UNDP

*This Action brief attempts to uncover ways in which ethics and values are promoted in the public service. Three broad approaches – economic, legal, and behavioural – to promote ethical values in public service are presented which provide entry points for effective intervention. However, we have taken as the primary focus the behavioural approach, specifically looking at the role of codes of conduct, education and training and mentoring in enhancing ethical conducts in civil service reform initiatives in a range of countries. A balanced package that combines elements of compliance- and integrity-based approaches and their adaptation to the cultural, political and administrative traditions of the particular country, well-publicised codes of conducts and citizens charters, coaching on ethical leadership, content and behaviour change driven training on ethics and values, strategic institutional transformations that support the application of such an ethics and values framework, and mentoring and coaching mechanisms that help sustain such capacities are key common features of embedding ethics and values in civil service reforms.*

### Introduction

More than ever, citizens are calling for state institutions that are democratic, efficient in the use of public funds, effective in delivering public goods while in the mean time remain strong players in the increasingly competitive global system. In the UN General Assembly Resolution (57/277) on Public Administration and Development, the significance of an efficient, accountable, effective and transparent public administration, at both the national and international levels is underlined as vital to the realization of internationally agreed goals, including the MDGs. This resolution also reiterates that while striving to strengthen public sector administrative and managerial capacity-building, the focus should be developing countries and countries in economic transition (UNDP, 2006).

Hence, the increasing emphasis on public administration reforms (PAR) by governments and development partners including UNDP heralds the importance of building capable states that are able to foster dynamic partnership with civil society and the private sector, improve the quality of service delivery, enhance social responsibilities and ensure the broader participation of citizens in decision-making and feedback on public service performance. Although there are diverse facets to these reforms in terms of content and process, the focus of this action brief however will be on understanding the various ways through which governments attempt to promote ethics and professionalism in their public sector and their lessons and common features.

### The Context

The need to build confidence in governments in light of the increased concern on corruption and unethical behaviour of their civil servants prompted governments to review their approaches to ethical conduct. There are two broad approaches by which governments attempt to improve public service ethics, i.e., *compliance-based ethics management* and *integrity-based ethics management*. While the former approach depends on rules and enforcement and seems more appropriate to situations in which unethical behaviour is rampant and will be difficult to change widespread corruption, the later is based on inducements and support and appears more appropriate to situations in which there is a strong shared sense of values, and a higher degree of homogeneity. But in reality countries in most cases take a mixed approach (UN, 1999).

The ethics infrastructure, which is put forward by OECD based on country experiences and studies, provides a comprehensive framework to review the institutions, systems and mechanism important to promote ethics in the public sector. It is based on key principles that identify the function of guidance, management or control against which a given public ethics management system can be tested. These three functions are made up of eight corresponding elements – codes of conduct and professional socialization<sup>1</sup> – *for guidance*; coordinating bodies and human resource policies – *for management*; and legislative framework, accountability and public scrutiny – *for the control function*. Various countries applied one or a mix of packages to encourage and support ethical public service environment, but the following are few case evidence reflecting on the behavioural approaches and specifically explaining the guidance function in promoting public service ethics and values.

**Leadership** – In the context of public service reform, it goes without saying that ethical leadership and political commitment at the higher level remain vital to the success of any reform initiative. In the words of President Obasanjo, “*Civil Service Rules by themselves will not lead to good governance if they are not backed by political will and the preparedness of government to impose total adherence to these rules to promote public good.*” (Guidelines, 1999). Basically, leadership development aims at addressing such dimensions as vision, effectiveness, and integrity, all of which are critical to realising small and large-scale change in public life, and to achieving capable and accountable governments that produce sustainable results for the poor. Many leadership interventions have shown the importance of leadership in leveraging and accelerating technical reforms in a variety of settings. In areas such as public sector reform and governance, where past interventions have not had the expected impact, coupling traditional interventions with leadership development can help to bring about measurable change (Madagascar) (Guenther et-al, 2007).

**Transformational Leadership and Public Service Ethics** *Ethical leadership is vital to creating an ethical workforce.* Research indicates that most employees look outside themselves to significant others for guidance in ethical dilemma situations, which should be provided by the leader of the organization. According to research on ethical leadership, an ethical leader is a leader who cares, listens to what employees have to say, and has the best interests of employees in mind. In addition, an ethical leader communicates an ethics and values message. When making decisions, he/she asks “what is the right thing to do?” An ethical leader also role models ethical conduct and conducts his/her personal life in an ethical manner. This role model is trusted by employees and sets an example of how to do things the right way in terms of ethics. An ethical leader holds everyone accountable, and defines success not just by results but also by the way they are obtained (Linda Treviño, 2007). The Leadership Development Programme (LDP), an integral part of the UNDP’s Leadership for Results programme, is based on a unique methodology that helps build partnerships, overcome institutional inertia, generate innovations, and produce breakthrough results essential for achieving development results including halting HIV/AIDS (UNDP, 2005). The practical application of leadership constructs and the refinement of breakthrough initiatives require facilitation, coaching and convening, which forms part of the key qualities of public service ethics and values.

The experience from OECD countries points to the specific role of leaders, i.e., the exemplary behaviour as senior public servants, in promoting ethical values and professionalism. Providing leadership in ethics and to model good conduct are among the key responsibilities of Chief Executives and the State Services Commissioner in New Zealand whereas in Norway, courses in ethics and value-based decisional behaviour are targeted to managerial staff and others having responsibility for personnel and development. In the Netherlands,

<sup>1</sup> The term professional socialization is used to describe the process by which civil servants learn and inculcate ethos, values, ethics and standards of conduct. The main mechanisms by which this process works are education and training programmes, as well as the existence of good role models at senior levels (Kernaghan, 1993; Langford, 1990).

public servants occupying managerial positions are charged with the protection and promotion of ethics (OECD, 1996)

**Code of Conduct** - Upholding the principles and standards of right conduct in the administrative sphere of government is an important aspect of public service ethics. An essential requirement in this is that public servants respect the rule of law and the dignity of the individual in carrying out official responsibilities (Levine, et.al.1990; Hunt, 1997). To this end, various countries have put in place codes of conduct. In Uganda, a Leadership Code of Conduct and a number of new institutions were created to provide overall guidance and set standards in public service ethics and integrity whereas in South Africa the Code of Conduct has been supplemented by training in the public service, and most public administration educational programmes include components on ethics. Similarly, public servants in Senegal are briefed about the ethical standards by which they are bound during their pre-recruitment induction training (UN, 2001b). Sound management strategy to the development and implementation of codes that secure genuine participation of employees is as important as putting in place the code of conduct itself (Netherlands) (OECD, 1996).

Beyond adopting Public Service Charter, Charter for Public Service in Africa and Customer Service Charters, the Namibian government's initiative has gone a step further and popularised the charters among civil servants and service recipients through a comprehensive media campaign. Furthermore, in the effort to make government service more accessible to the public, it initiated Government Service Directory with information on types of service it render along with appropriate and up-to-date telephone and fax number. The directory makes up part of the national telephone directory (Simatta, 2004). Citizens Charters also exist in both South Africa and Zimbabwe. In Tanzania there are plans for Ministries to publish "social pacts" setting out the standard of services that the public can expect.

**Education and training**- In any reform programme that is aimed at improving the quality of service and performance, it is clear that individuals and their training must be at the centre of the effort. As far as training in the civil service system is concerned, there are two major approaches - *pre-service* and *in-service training*. Such systems, as the British, rely more on continual in-service process whereby civil servants will receive trainings to ensure that skills, knowledge and ideas are kept up to date using tailored short courses. In pre-service focused system, on the other hand, the level, content and style of education obtained prior to joining the civil service is key. The French national schools of public administration are well-known for this. Nevertheless, such peculiarity is no more the norm. For instance, the experience from Central and Eastern Europe demonstrates the emergence of in-service short courses based on interactive training methodologies, against the usual progression in public administration training which has been largely pre-service in nature (ibid).

**The Role of Civil Society Organisations:** *CSOs have a very important role to play in overseeing the performance of a government, including its integrity. The UN study on public service ethics in Africa revealed that non-state actors are involved in arrays of initiatives to promote ethics and values in the public sector. Le Club Ethique du Cameroun has a mandate of promoting moral leadership in the country; the Institute of Economic Affairs (Ghana) and Transparency International-Nigeria published major reports and press releases on corruption; in Senegal, le Forum Civil has been mounting media campaigns in the wake of the latest Transparency International Corruption Perception Index and advocating transparency in public finance management in a local language; in Madagascar, both catholic and protestant church groups are involved in activities ranging from pushing for greater social justice to making legislative texts available to the public; The South African Non-Governmental Coalition (SANGOCO) recently adopted an anticorruption initiative as well as its code of ethics; and various others have been involved in awareness creation, civic education and ethics campaigns (UN 2001a).*

Effective civil service training system requires institutional structure that encompass overall strategic guidance at the political level and a national body responsible for defining training needs, guiding the training curricula, contracting out training delivery, monitoring quality and evaluating impact (Latvia, Slovenia, Hungary, Lithuania, etc.). Although there are buyer-funded and supplier funded systems, a mixture of both has many advantages. For instance, in Slovenia, the state funds the basic overhead expenses of the training coordination institution whereas the institution will raise its income through buyer-funded system. Such an arrangement encourages sensitivity to training needs, given the human resource management capacity is sufficiently developed to enable standards of training needs assessment and career management within the buyer's administration (ibid).

In an attempt to reengineer its training system and thereby enhance the quality of civil servants, the Jordan Institute of Public Administration, initiated Career and Training Path Strategy that link training with promotion and advancement in the job (JIPA, 1999). The Indian experience reveals that even though public administration education has made its mark at all levels of tertiary education system, its efforts in the areas of training have been minimal. In spite of the significant contribution of the specialized institutions like IIPA and the State Academies of Public Administration, important lessons were also drawn including - creation of a strong institutional framework to cope with the demand; designing user-oriented and need-based training programmes; interactive mode of training method; and use of action research as a show case (Mishra, 2007).

**Mentoring<sup>2</sup>** - It is one of the untouched resources in the public service in many countries. Although studies show that mentoring relationship is part of national cultures - e.g., *sempai* (senior)- *kohai* (junior) relationship in Japan – or common in some institutions – professor and student in universities, there are specific programmes and approaches taken by some countries to benefit from mentoring. For instance, provisions for the role of mentoring in career development in the public service, which avail opportunities for new comers to the state bodies and local administration to prepare for professional examination, has been explicitly adopted by the government of Slovenia. Beyond attracting, retaining and developing talented staff, there are cases where specific efforts put in action to promote outstanding candidates are put on a path to senior management under the guidance and advice of mentors (e.g., Singapore and the United Kingdom) or to prepare and promote women at mid-level for senior management positions (e.g., Norway) (UNDESA, 2005).

In addition to the above mentioned approaches, there are some cases that were used to promote ethics in civil service systems at the sub-national levels. In Zimbabwe, for instance, decentralisation has opened opportunities to enhance integrity and accountability in services delivery by municipal and local governments. In a trial experiment in two municipalities, the specific measures taken to put up local integrity and accountability systems includes incorporating service delivery surveys in the budget cycle; establishing a mechanism for involving residents directly in the preparation of the local budget; making municipal documents and service plans auditable records; commissioning preparation of handbooks for guiding residents on procedures and rules; appointing a full-time public relations officer to receive, among others, public complaints as well as facilitating prompt communication between the community and the council; and undertaking value-for-money audits (Matovu & Chihambakwe, 2000).

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<sup>2</sup> whereby an experienced person act as a role model and passes on knowledge, skills, values and attitudes and offers guidance and advice to a junior colleague in order to facilitate professional and career development - is one of the ways to facilitating organizational learning

## Checklist for Action Agenda: Ethics and Values in Civil Service Reforms

[Note: This checklist is based on the literature and country experiences reviewed, not intended to be comprehensive but essential ingredient to take note as a starting point in designing CD response strategy or programme.]

Elements	UNDP's Generic CD Mainstreaming Checklist	Operational Checklist for promoting Ethics and Values in Civil Service Reforms
<b>Engage Partners and Build Consensus</b>	<ul style="list-style-type: none"> <li>- Identify all relevant stakeholders and engage them in the capacity development process</li> <li>- Support local dialogue processes</li> <li>- Build consensus through negotiation and dialogue and on the how, the what, and the who does what</li> </ul>	<ul style="list-style-type: none"> <li>- Identify the key players and institutions including the civil service commissions/authorities/depts, ethics and anti-corruption agencies, training institutions, CSOs/watch-dog bodies, professional associations, trade unions, etc.</li> <li>- Explore the role, relationship and coordination among and between these institutions <i>vis-à-vis</i> the reform processes</li> </ul>
<b>Assess Capacity Assets and Needs</b>	<ul style="list-style-type: none"> <li>- Mobilise and design the capacity assessment exercise</li> <li>- Conduct the capacity assessment</li> <li>- Summarise and interpret capacity assessment results</li> </ul>	<ul style="list-style-type: none"> <li>- Design and carry out Capacity Assessment targeted to the institutions/organs with the guidance, management and control functions and the overall enabling environment (policy, legal, etc.)</li> </ul>
<b>Define Capacity Development Strategies</b>	<ul style="list-style-type: none"> <li>- Define capacity development strategies and the required data and analysis that supports them</li> <li>- Define progress indicators for capacity development strategies and capacity development</li> <li>- Cost capacity development strategies and capacity development</li> </ul>	<p>Define CD responses as they relate to (illustrative):</p> <ul style="list-style-type: none"> <li>- leadership development</li> <li>- code of conducts and conflict-of-interest disclosures</li> <li>- mentoring and coaching</li> <li>- civil service training systems (pre- and in-service training)</li> <li>- human resource management (safeguards in contracting, procurement, remuneration)</li> <li>- pay levels, career structures, and other incentives</li> </ul>
<b>Implement CD Strategies</b>	<ul style="list-style-type: none"> <li>- Set up national and local programme and advisory teams that will guide and manage application of the strategies</li> <li>- Facilitate the lead institutions and networks of relevant service delivery agents to perform their functions</li> <li>- Introduce techniques for efficient project financial management, as well as leadership and change management</li> </ul>	<ul style="list-style-type: none"> <li>- Set up programme and advisory teams composed of key institutions responsible for guidance, management &amp; control of Civil service ethics</li> <li>- define composition and mandate of coordinating bodies and other implementing bodies</li> <li>- work programme and budget for implementation body defined and approved</li> <li>- ensure public involvement [private sector codes of conduct, civil society watchdogs, professional associations and trade unions]</li> </ul>
<b>Monitor &amp; Evaluate CD Strategies</b>	<ul style="list-style-type: none"> <li>- Conduct short-term monitoring based on the agreed CD progress indicators</li> <li>- Ensure results feed into results based management systems</li> </ul>	<ul style="list-style-type: none"> <li>- establish national monitoring mechanism to review the reform programmes</li> <li>- conduct regular monitoring and reporting activities</li> <li>- ensure the reform programmes' results fed into appropriate national bodies</li> </ul>

## Concluding Remarks

Successful ethics management generally requires a balanced package that combines elements of compliance- as well as integrity-based approaches and their adaptation to the cultural, political and administrative traditions of the particular country. Adopting new laws including code of conduct by itself does not go very far without implementing the spirit and the word as well as political will. Experience from the cases reviewed reveals that governments have attempted to promote ethical behaviour in their civil service through solidifying legal structures and by 'aspirational' efforts such as a code of conduct for the civil service, ethics campaigns, training, the introduction of 'citizens' charters', and the implementation of transparent control and accountability systems at the community level. This entails approaching the issue of ethics management from both the state as well as citizens' angles in order to encourage the check-and-balance system.

The ideal training programme is a mix of ethical issues, procedural rules and practical situations. Ethical behaviour cannot be achieved through one-stop training courses. The evidence reviewed also revealed that any strategy in the field of training must be open-ended, all-embracing, and repetitive and must address all employees during all phases within their careers. It is important to note that while mentoring/peer-to-peer learning seems to work best when involving senior managers and experienced employees, training covering functional and competency of staff is handy for mid-level managers and professionals and broader package such as ethics campaign, media outreach, manuals appears to be the best option to get to the citizenry.

Political will as well as ethical leadership and their exemplary role as senior public servants remain critical to effectively promote ethics and values in the civil service system. The role of non-governmental actors too requires greater attention for its oversight, monitoring and awareness creation functions. However, these need to be matched with access to information on government operations and performance, to which end a number of governments are enshrining in legislation the right to information.

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Annex 1 – Case evidence summary table from selected countries

Country/Programme	Key features/content	Lessons/remarks	Source
Ghana	<p><b>Guidance</b></p> <ul style="list-style-type: none"> <li>-code of conduct for public officer – prescribing the guidelines for ethical behaviour and avoidance of conflict of interests</li> <li>- Declaration of assets by public officers to the Auditor General</li> <li>- all the central management agencies (key ministries) to provide leadership in giving ethical guidance for other public service agencies</li> <li>- the Auditor General and the Commissioner for Human Rights and Administrative Justice play supervisory and control role in fostering ethical conducts</li> <li>- Systematic training in ethical behaviour has not been well entrenched in induction or ongoing training programmes.</li> </ul> <p><b>Management</b></p> <ul style="list-style-type: none"> <li>- lack of clear policy statements or developed strategies to combat corruption makes the management of the concept more difficult</li> <li>- the absence of nationally coordinated direction, management and enforcement of corruption prevention measures that have made the work of the designated anti-corruption agencies difficult and ineffective</li> <li>- a workforce with low living wage in the country poses a challenge for the success in anti-corruption initiatives.</li> </ul> <p><b>Control</b></p> <ul style="list-style-type: none"> <li>- Weaknesses in the legal enforcement framework;</li> <li>- Ineffective accountability mechanisms - lack of follow-up upon disclosure of assets and liabilities by the top management of the public organizations;</li> <li>- No legal protection and publicly declared support for "whistle-blowers";</li> <li>- Lack of cooperation from bribe-givers to give evidence; and</li> <li>- Over several years of inaction on the prosecution of offenders, there appears to be an officially calculated plan not to prosecute or take administrative action against highly placed government officials suspected of corruption.</li> </ul>	<p>The study by UNDESA &amp; UNDP suggests that:</p> <ul style="list-style-type: none"> <li>- The <i>Code</i> should be amended to enable the bribe-giver to give evidence under legal protection,</li> <li>- There is need to pass a "whistle-blowers" protection legislation, to protect and encourage whistle-blowers to honour their national obligation of exposing corruption.</li> <li>- Codes of conducts should be publicized, values and standards internalised, their implementation systematically monitored and infractions consistently remedied through appropriate sanctions.</li> </ul>	UN (2001b); UN (2001a)
Kenya	<ul style="list-style-type: none"> <li>- The design of civil service in Kenya was based on a professional and permanent civil service, guided by the values and standards of efficiency, fairness, hard work, honesty and good conduct.</li> <li>- there is a code of regulations along with legal instruments for civil servants; though these instruments are not comprehensive enough and not effectively disseminated to the public officials</li> <li>- A number of watchdog institutions were also established through the provisions of the country's Constitution to ensure that the general public</li> </ul>	<ul style="list-style-type: none"> <li>- effective enforcement of the code of regulations for civil servants, other legal instruments and the various watchdog institutions' recommendations is key to promote public service conduct;</li> <li>- the Parliament also play a more effective role in ensuring that the reports of the Controller and Auditor-General are debated in Parliament and appropriate and timely action is taken by the relevant government institutions on their</li> </ul>	UN (2001b); UN (2001a)

	<p>service ethics in the country were effectively managed.</p> <ul style="list-style-type: none"> <li>- However, due primarily to ineffective management and not to the lack of the necessary legal and institutional framework, the standards of public service ethics in the country is declining.</li> </ul>	<p>recommendations</p> <ul style="list-style-type: none"> <li>- it is important to ensure that the ongoing civil service reform, which falls under the mandate of the Directorate of Personnel Management, is done in a systematic, rational and effective manner</li> </ul>	
Namibia	<p>Major Service improvement initiatives taken by the government include:</p> <ul style="list-style-type: none"> <li>- The African and Namibian Public Service Charters –promotes high standard of professional ethics in the public administration and the Customer Service Charter - informing the clients/customers, stakeholders and the public in general about the types and standards of services a particular Ministry provides, the approach they use in the provision of those services, and the relationship they seek between themselves and their clients.</li> <li>- The Multimedia National Awareness Campaign</li> <li>- Government Service Directory - specifying each type of service the Government renders, with the appropriate and up-to-date telephone and fax numbers alongside</li> <li>- Customer Service Training and the Strategic Generic Training Programme (SGP) and the Training Network.</li> <li>- e-handbook and pocket guide – which contain basic information relevant to all staff members across all levels of the Public Service</li> <li>- the development of the closely integrated development of the Performance and Effectiveness Management Programme (PEMP) and the Medium-term Expenditure Framework</li> <li>- Public Expenditure Tracking Survey (PETS) and Qualitative Service Delivery Survey (QSDS) to link budget allocations and the actual quantity and quality of service delivered</li> <li>- National Integrity Promotion Programme (NIIP)</li> </ul>	<ul style="list-style-type: none"> <li>- the need to widen support for the Charter among key Governance Institutions and ensure thorough consideration of how national administrative laws/ regulations relate to the African Charter;</li> <li>- widely disseminate the Charter and popularize it on the continent; - arrange sub-regional and regional conferences dealing with the imperatives of this conference and to provide much needed training.</li> </ul>	George Simatta (2004); UN (2001b); UN (2001a)
Senegal	<ul style="list-style-type: none"> <li>- The Public Service Regulations, supplemented by special regulations for public servants working in specific agencies, constitute the overall framework defining the ethical standards governing public servants.</li> <li>- Pre-recruitment induction training is given to public servants to introduce the values and standards concerning their future functions.</li> <li>- Mentoring/coaching - the supervision of the trainee public servant is entrusted to a senior public servant is another way of promoting ethical conduct in the civil service.</li> </ul>	<ul style="list-style-type: none"> <li>- Effectiveness of the republican nature of the public service to make the public service a genuinely representative institution.</li> <li>- Matching ethical values with the daily practices of the public service</li> <li>Rehabilitating the notion of public service – through education and awareness creation about the duty of public servants to serve the public interest and inform users of their rights in terms of what to expect from the public service</li> <li>Instituting transparency and fighting against corruption</li> <li>- Involvement of civil society throughout the development,</li> </ul>	UN (2001b); UN (2001a)

		implementation and monitoring of its policy to enhance the reliability of the public service	
Uganda	<ul style="list-style-type: none"> <li>- A Leadership Code of Conduct provides overall guidance and set standards in public service ethics and integrity and the Code is enforceable by the Inspectorate of Government</li> <li>- Directorate of Ethics and Integrity established to formulate and monitor policies, strategies and frameworks and to establish ethical standards that apply to government and public officials and professional bodies to fight corruption.</li> <li>- Measures to avoid irregularities and improve transparency include: the monetization of non-monetary benefits; the consolidation of all allowances in a single salary figure that constituted the total remuneration of the public servant; the rationalization of overall and within group remuneration differentials through the reform of the overall salary structure; and the phased introduction of adequate levels of remuneration in the public service.</li> </ul>	<ul style="list-style-type: none"> <li>- Resource constraints continue to pose challenge to the effective functioning of the institutions</li> <li>- Absence of a proper remuneration package and lack of adequate staff members</li> <li>- Inadequacy of punishment for some corrupt practices and unavailability of records of classified expenditure in certain key ministries</li> <li>- Lack of strong civil society to play its oversight role</li> <li>- Lack of integrity and the complex nature of corruption coupled with some cultural problems are among the challenges to be addressed</li> </ul>	Department of Ethics and Integrity (2003); UN (2001b); UN (2001a)
USA (Ethics Programmes as a Means of Fighting Corruption)	<ul style="list-style-type: none"> <li>- The Federal Election Commission, the Office of Special Counsel and the Office of Government Ethics (OGE) are among the agencies emerged to address ethics related concerns.</li> <li>- ethical conducts are encouraged by human resources and other branches through rules, directives and policies on recruitment and promotion, consideration of ethics when hiring, transparency of selection procedures, measures in the event of unethical conduct, obligation to justify decisions, risk assessment in vulnerable areas, the declaration of public and confidential interests for certain executives, integration of the statement of values in the work contract, posters and brochures,</li> <li>- Prevention - the prevention of conflicts of interest in the Executive Branch</li> <li>- decentralization - OGE has the responsibility for setting ethics policy for the Executive Branch whereas each individual agency manage its own ethics programme through appointing a Designated Agency Ethics Official, who takes care of the day-to-day management of the programme</li> <li>- Standards of Conduct developed by OGE which contain specific rules dealing with gifts from outside sources, gifts between employees, conflicting financial interests, impartiality, seeking employment, misuse of position and outside activities.</li> <li>- financial disclosure by officials and their spouse and dependant children</li> <li>- ethics training is part of pre-service and in-service training programmes, which are in place to make employees aware of federal conflict of interest laws, the principles of ethical conduct for government employees, the</li> </ul>	<ul style="list-style-type: none"> <li>- Preventive measures such as standards of conduct, education, financial disclosure and programme review apply principles of accountability and transparency to the conduct of public officials.</li> </ul>	United States Office of Government Ethics (2000); Ethics Infrastructure in Public Administration: The Experience of Several Countries (2002).

	standards governing the executive branch, and the rules specific to the agency.		
Albania (Civil Service Training System)	<ul style="list-style-type: none"> <li>- The Institute of Management and Public Administration (IMPA) was established to provide trainings, consultancy and action research programmes.</li> <li>- The Civil Service Law and the regulations for its implementation is meant to address issues related with training, as well as providing a link between of training and career development and promotion.</li> <li>- Although the training institutions have a certain degree of autonomy, the funding has been coming from a range of donors.</li> <li>- IMPA and the Public Administration Department work together in co-operation with the inter-ministerial task force to identify needs</li> </ul>	<p>The analysis of the training situation in public administration has revealed the need to focus attention on the development of training for the public sector. Specifically, it means:</p> <ul style="list-style-type: none"> <li>- identifying the training needs for the implementation of each part of the programme;</li> <li>- strengthening internal training capacities by assisting as much as possible and by working very closely together;</li> <li>- finding international donors who can provide financial support and expertise in training areas.</li> </ul>	UNDP (2003)

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*Annex 2 - Key Recommendations for improving ethics in the public service - African Experiences<sup>3</sup>*

	<b>Public Service Environment</b>	<b>Guidance and Management</b>	<b>Control</b>	<b>Non-Governmental Actors</b>
<b><i>Professional Ethics and values in the public service</i></b>	<ul style="list-style-type: none"> <li>- Uphold merit or professionalism</li> <li>- Ensure fair representation of all social groups</li> <li>- Enforce civil Service regulations</li> <li>- Improve remuneration</li> <li>- Better equipment and resources</li> <li>- Improve transparency or record keeping</li> <li>- Open up and make transparent public tenders</li> </ul>	<ul style="list-style-type: none"> <li>- Strengthen ethics or anticorruption legislation</li> <li>- Implement codes of conduct</li> <li>- Training on administrative procedures and ethical norms</li> <li>- Verify or make public disclosures of conflicts of interest</li> <li>- Demonstrate political support from high level</li> <li>- Coordinate existing institutions</li> <li>- Conduct more research</li> </ul>	<ul style="list-style-type: none"> <li>- Improve complaints procedures</li> <li>- Encourage and protect 'whistle blowing'</li> <li>- Give more resources and independence to investigating agencies</li> <li>- Strengthen oversight role of parliament</li> <li>- Improve policing and other law enforcement</li> <li>- Prosecute corrupt acts or train prosecutors</li> <li>- Give judicial independence</li> </ul>	<ul style="list-style-type: none"> <li>- Adopt Charters and Service Standards for Citizens</li> <li>- Organize national ethics/anticorruption strategy or coalition</li> <li>- Promote civic education or NGO participation</li> <li>- Encourage traditional leaders to promote ethics</li> <li>- Support freedom of press or train on investigative journalism</li> <li>- Promote ethics in the private sector</li> </ul>

*Source: UN (2001) Public Service Ethics in Africa - Volume 2. UNDESA & UNDP. New York*

<sup>3</sup> Cameroon, Gabon, Ghana, Kenya, Madagascar, Namibia, Nigeria, Senegal, South Africa, & Uganda

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