

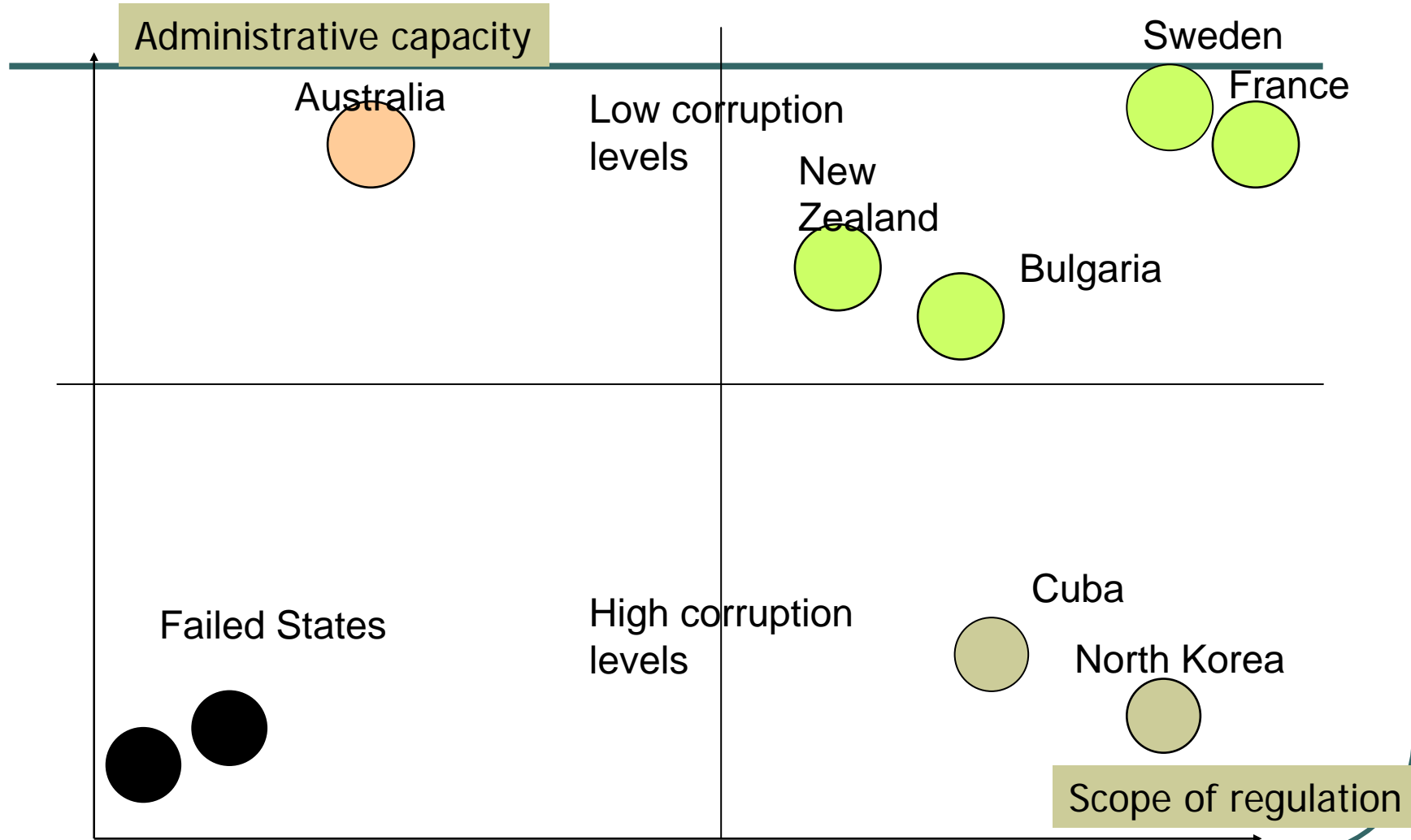
Education Against Corruption: the Experience of Bulgaria

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The State Regulation, Administrative Capacity And Corruption



Issues to Keep in Mind:

- **Corruption** is a symptom of dysfunctional institutions – strengthen the institutions in every possible aspect. The State is important!
- **Public trust** is a most important element of the social capital. Corruption destroys trust – and it is its main damaging effect.
- **Mistrust** generates corruption; it is a self-reinforcing process.
- **Perceptions are reality** – address them!
- **Conflicts of interest** may not be corruption, but they are equally detrimental to public trust. They can not be prevented; but they must be properly managed.

First Steps

- October 2001 - first AC strategy adopted
- February 2002 - Action plan; Establishment of the Anti-corruption Commission
- May 2002 – Strategy for Modernization of the Public Administration
- 80 per cent of the AC measures completed; new AC Strategy adopted 2006.
- International instruments ratified; legislation adopted.

Challenges For The Public Service (Pro-integrity) Reform

- Strengthening the administrative capacity of the institutions.
 - Ability to formulate policy
 - Ability to implement policy
 - Ability to monitor and evaluate policy
 - Ability to learn and improve
- Deregulation of the economic activity
- Devolution of powers, client-oriented approach, outsourcing
- Delegation and decentralization
- The role of the Public Sector Ethics

The Problem:

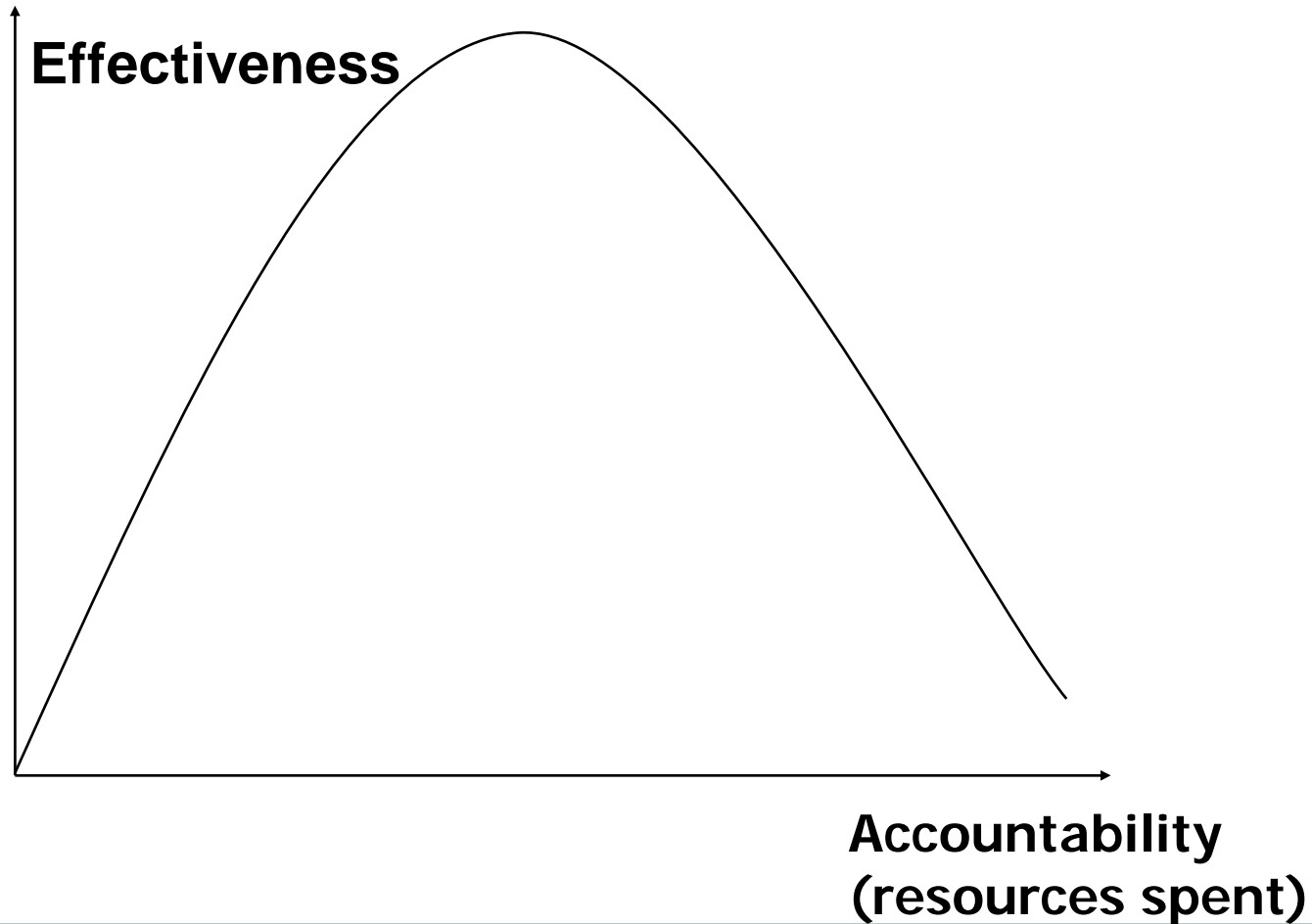
- Drive for more effective and client oriented Government requires problems to be solved on the lowest possible level, but...
- What happens if you decentralize a corrupt public administration and delegate extensively?
 - Many decision makers instead of one
 - Many budget spenders instead of one
 - Many programs instead of one

In the absence of a strong culture of shared values and integrity it is the road to disaster.
Is more control and accountability the answer?

Accountability and Control

- Accountability – to give account to someone, and to be held accountable (usually understood as punishment). Closely associated with reporting and control.
- Just how much could we invest in control?
- The price of accountability

Effectiveness – Accountability Relation



Circumstances change the case...

- Reforms must provide specific solutions to specific problems
- Accountability is a key element of the “Weberian” administration
- A weak PA, where there are no shared values, needs more accountability even at the price of less effectiveness
- A strong and already accountable PA may want to delegate more responsibility to the managers.
- Risk management is crucial!
- Above all, do not harm!

One (Popular) Way of Defining 'Corruption'...

$$'C = M + D - A'$$

[Klitgaard – *Political Corruption*, 1986]

Corruption comes as a result of

Monopoly over a process, plus
Excessive Discretion, with
Insufficient Accountability.

An Alternative View

- Klitgaard formula assumes all officials *will* be corrupt unless they are prevented (by controls or by risk of sanctions) – see Public Choice theory.

Instead, consider an alternative -

$$\text{Corruption} \leq O - PE / PI$$

‘Corruption tends to result where there is opportunity (without control or risk), and in the absence of personal standards of ethics / Professional integrity’

‘Integrity’ is the opposite of Corruption -

$$\text{Integrity} = PE/PI + O$$

(Whitton, 2005)

How Do We Build Integrity?

- Inquiries on breaches of professional Ethics -
ENFORCE

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- Prevention – REMOVE OPPORTUNITIES; INTRODUCE PROPER WRITTEN RULES AND PROCEDURES, INCLUDING CODES OF CONDUCT
- Education – BUILD SKILLS & VALUES; PROFESSIONAL SOCIALIZATION.
 - Secondary schools
 - Universities
 - Public Service

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- Education – BUILD SKILLS & VALUES; PROFESSIONAL SOCIALIZATION.
- Coordination and implementation – STRENGTHEN CAPACITY; LEADERSHIP AND ORGANIZATIONAL CULTURE ARE CRUCIAL

Secondary Schools AC Education

- Started in 2004 as a part of the activities of the Government Anti-corruption Commission
- Curriculum developed by Ministry of Education and Science, Anti-Corruption Commission, Coalition 2000 (anti-corruption coalition of NGOs)
- Initially 240 schools introduced it
- Training provided to teachers through regional inspectorates

Secondary Schools AC Education – Problems

- Lack of initial interest among teachers;
- Neutral to negative attitude from the media and the parents.
- Need to employ a methodology that has not been tested yet in the Bulgarian schools

Secondary Schools AC Education – Opportunities

- Very high interest among students
- Political will at highest level of Government
- External factors – pressure to curb corruption
- Centralized system that allows for a simple process of introducing the new course

Introducing Secondary Schools AC education – Specific Steps

- Starting the process- initial steps; strategy; tactics
- Identifying the stakeholders
- Developing syllabus
- Developing methodology
- Training the teachers
- Introducing the course in the curriculum
- Evaluation

Introducing Pro-integrity Reform Courses in the Universities - Challenges

- University autonomy
- Lack of translated literature
- Lack of University professors in the area
- Unclear what department / faculty must be in charge

Introducing Pro-integrity Reform Courses in the Universities

- Experience in Sofia University only – one specialized course in 2005
- 3 Universities in the moment on their way to introduce pro-integrity courses
- Not anti-corruption; but rather pro-integrity; generating capacity for better governance
- TIRI / PIEN role

Introducing Pro-integrity Reform Courses in the Universities – Public Integrity Education Network (PIEN)

- Members are Universities and Schools of Public Administration from all over the world.
- TIRI and the CEU Center for Policy Studies
- Regional Networks – in our case PIEN CEE

The PIEN Process

- The PIEN process is the creation of high quality (i.e. deep, analytical and applied) knowledge that is situated in a sustainable institutional context.
- The capacities raised in the PIEN process within teaching and research organisations relate to the ability to
 - gather and generate new knowledge,
 - to adapt codified knowledge and
 - to transfer knowledge to students.

Training the Public Servants – Concepts and Challenges

- Anti-corruption Training
- Professional Ethics training
- Specific trainings for the specific groups of public servants
- Centralized, through the Institute for Public Administration and European Integration
 - Basic training
 - Training for Managers
 - Specialized training

Professional Ethics

- Ethics and codes of ethics
 - The Rules of the Game
 - (Almost) nothing to do with morality
 - NOT a personal issue
 - Sanctions & enforcement
- Ethics training
 - Ethical competence is a skill
 - Skills could be taught
 - Recognition, decision making, reasoning
 - It is all about the “role”

The case of the Ambulance Officer

- Where should the loyalty go?
- Who do we serve?
- What are the public expectations?
- Public office is public trust!

Ethical Competence...

No Code will be of any practical value if you do not recognise an ethics problem when you see it -
recognition competence

Deciding what to do depends upon what you construe as 'the ethics problem', and 'the most important value(s)' – ***judgment competence***

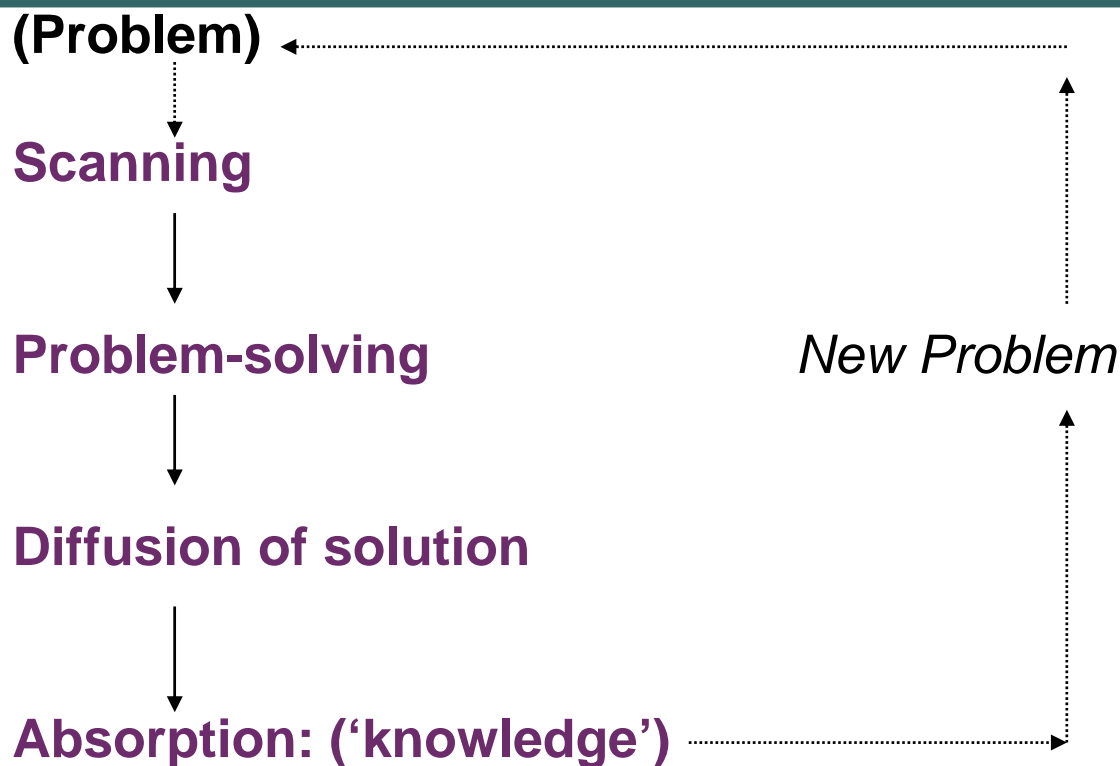
EC includes ***justification competence***: giving relevant reasons for decisions, to various audiences - this relies on ***'(moral) reasoning' competence***

“Ethics Infrastructure”

- political commitment;
- effective legal framework;
- effective accountability mechanisms;
- working codes of conduct;
- professional socialisation mechanisms (training);
- supportive public service conditions;
- existence of an ethics co-ordinating body;
- active civic society (including a probing media) playing the role of watchdog over the actions of public officials.

(Source: OECD, 1996)

Developing New Knowledge...



See: Boisot, Max - *Information and Organizations* 1987/94; and OECD *ALLS Report 2005*

Codification and Diffusion of New Knowledge

- Uncodified /diffused –
 - ‘*Common Sense*’
- Uncodified / Undiffused –
 - *Personal values*
- Codified / Undiffused
 - *Organisational policy (statement)*
- Codified / Diffused –
 - *Organisational policy - trained & implemented*
- ***per - Boisot, Max - Information and Organizations 1987/94***

DIFFUSION

Codified
Undiffused

Codified
Diffused

Justification

Rule recognition

PROBLEM -SOLVING

ABSORPTION

Strategizing /
Rule Using

Problem
recognition

Not codified
Undiffused

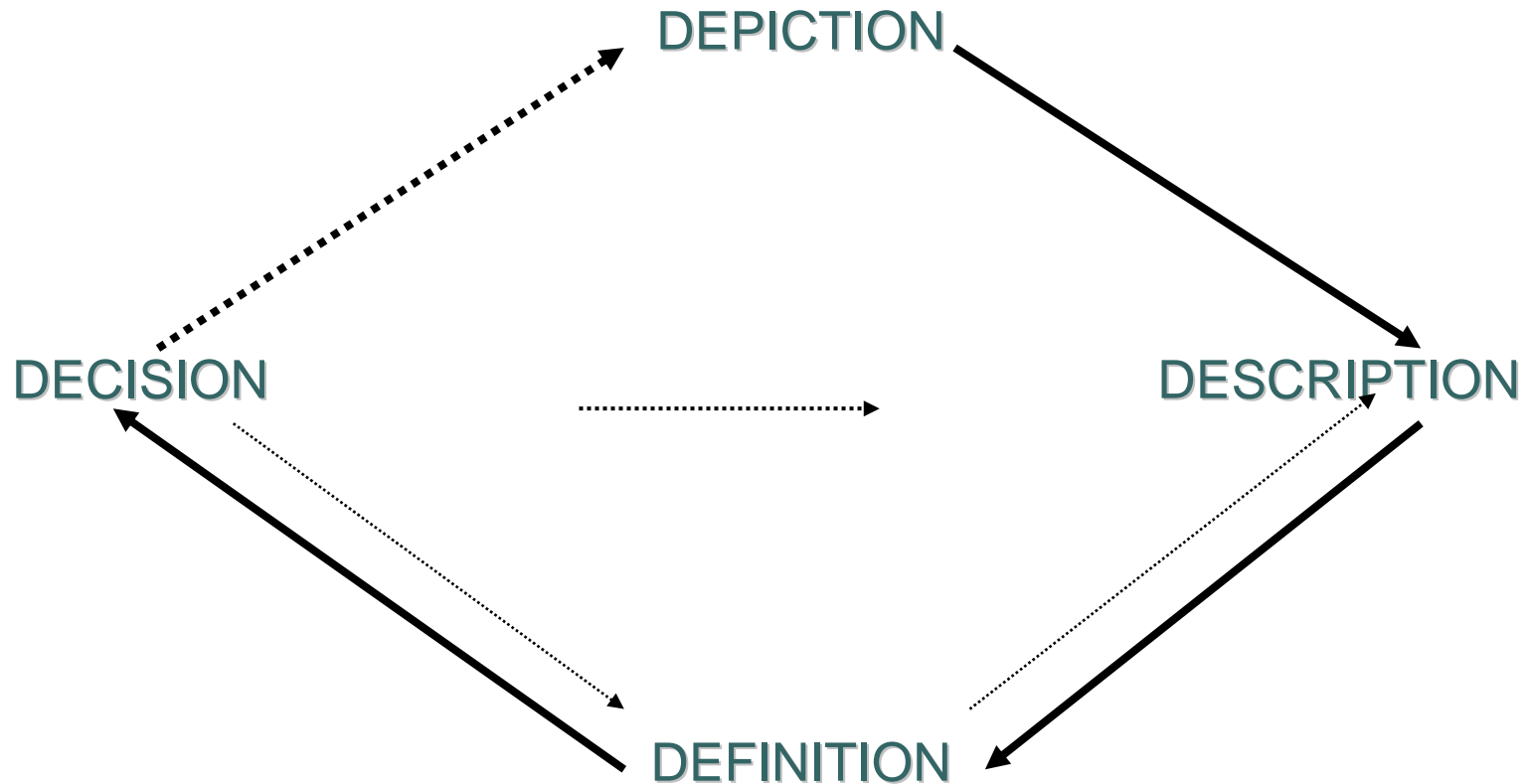
Not codified
Diffused

SCANNING

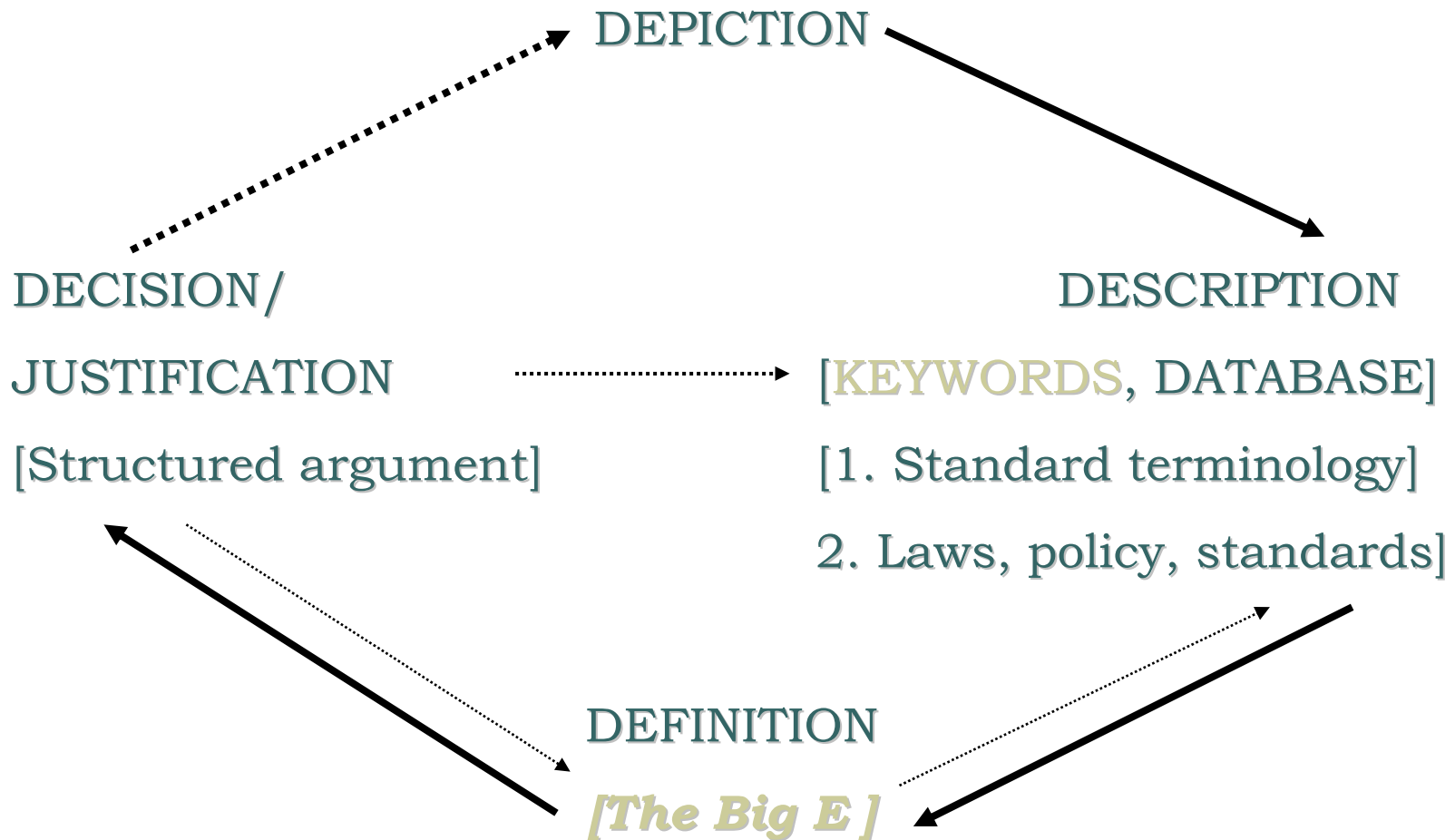
What Everyone Knows About Ethics, is Crucial...

- Ethics Codes and rules are an institutional response to specific problems, for which *ad hoc* 'common knowledge' is seen as no longer adequate
- Codes and Rules must be 'disseminated' and 'absorbed' to become part of the organisational culture, i.e. effective.
- Ethics standards are disseminated by training, but also *de facto* by management practice in enforcing/modelling – or failing to do so.
- Failure by management to enforce/model codified Ethics standards will undermine their credibility/effectiveness

Case Scenario



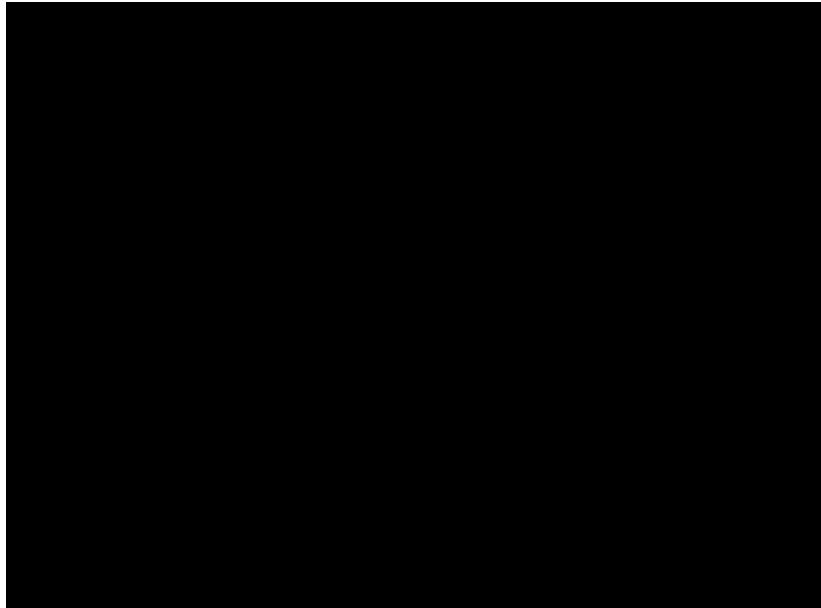
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Ethics/Integrity Training Aims

- Make Ethics and AC training entertaining,
 - and realistic
- Ethics / Corruption is interesting, but -
 - Most training is dull.
- “Telling people to be good” does not work
 - Focus on skills, not beliefs.
- The Case Study Method must be used carefully
 - too much / too little information can distort the educational experience
- Role and skills of trainer:
 - PSE subject-matter expertise is necessary for case study method to be effective

Public Sector Ethics Resource Series



- Learning tool, consists of 2 CDs
- Contains interactive video and reference materials

The Public Sector Ethics Resource Series

- **‘Video case studies** - ‘Hybrid CD-ROM’ -animation, search engine; internal and Internet links; a personal Ethics / anti-corruption trainer on every desktop...
- **Facilitation** -Toolkit, decision-making support, on-board Tutor...
- **Implementation** - links to practical management, discipline, performance management, accountability, training, decision-making support, leadership, client service, organisational ‘core values’ in practice...

The Public Sector Ethics Resource approach...

- Case videos: 10-minute 'trigger' emulations of real life (6)
- Animated tutor – self directed learning
- 35 reference chapters/readings; 4000 pages of text; 50 case studies; Links to Internet
- Reference documents: selected PS and Criminal Law, Organisation's policy & procedures, Codes of Conduct, Guidelines, training materials;
- Supporting materials: EU, OECD, UN, TI, CoE
- 'Adult learning' pedagogy, 'Socratic questions'; flexible delivery; competency based learning, based on practice, reasoning.

Public Sector Ethics Resource Series

- May be coupled with online e-training
- Cost of one public servant trained in a seminar – 500 EUR
- Cost of one disk – minimal (in BG, including all costs – EUR 3.7; bigger circulations bring the cost down)

Training Infrastructure in Bulgaria

- Institute of Public Administration and European Integration provides the mandatory training
- IPAEI subordinate to the Minister of Public Administration and Administrative Reform
- Other training institutions may provide additional training
- Mandatory training funded from the state budget
Optional training paid by the line ministries/agencies from their budget

How Did We Do It?

- Training mandatory by order of the Minister of Public Administration since 2004
- IPAEI allocated special budget for the training
- Trainers are public servants on active duty
- 3-4 trainings per month
- A part of the broader anti-corruption programs of IPAEI
- Ethics components in the public servants induction training; special attention to managers and leaders.

Latest Developments

- We go online (we had to do it 2 years ago...).
- PSERS second edition – new training materials, updated procedures/legislation
- 20 000 new disks printed – for 50 000 public servants
- Online tests for 50 000 public servants; results reflected in the annual performance assessment.
- More that 47000 have taken the test; 30 per cent increase in knowledge.

Other Issues

- Follow up?
- Evaluation?
 - Process
 - Outputs
 - Impact
- Other?

So What?

- TI CPI for Bulgaria raising from 2.9 (1999) to 4 (2005)
- Coalition 2000 data (Vitosha Research surveys) – corruption transactions down from 250 000 (in 2000) to 80-100 000 (2004)
- World Bank : “The reported frequency of bribery fell markedly”; “Major improvements between 2002 - 2005”(Anticorruption in Transition 3).
- Serious challenges exist – health sector; higher education; private tuition and conflicts of interest; traffic police; high level corruption

Last Remarks on Leadership

- Leaders form the organization...
- But every organization deserves its leaders
- Organizational culture is crucial
- The organizations must be able to discover and train leaders

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