



REPUBLIC OF ESTONIA
MINISTRY OF FINANCE

Ethics Management in Estonia

Council of Ethics of Officials, integrity survey
and integrity training programmes

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Definition

Civil service ethics is a set of principles and values that all officials are expected to hold.

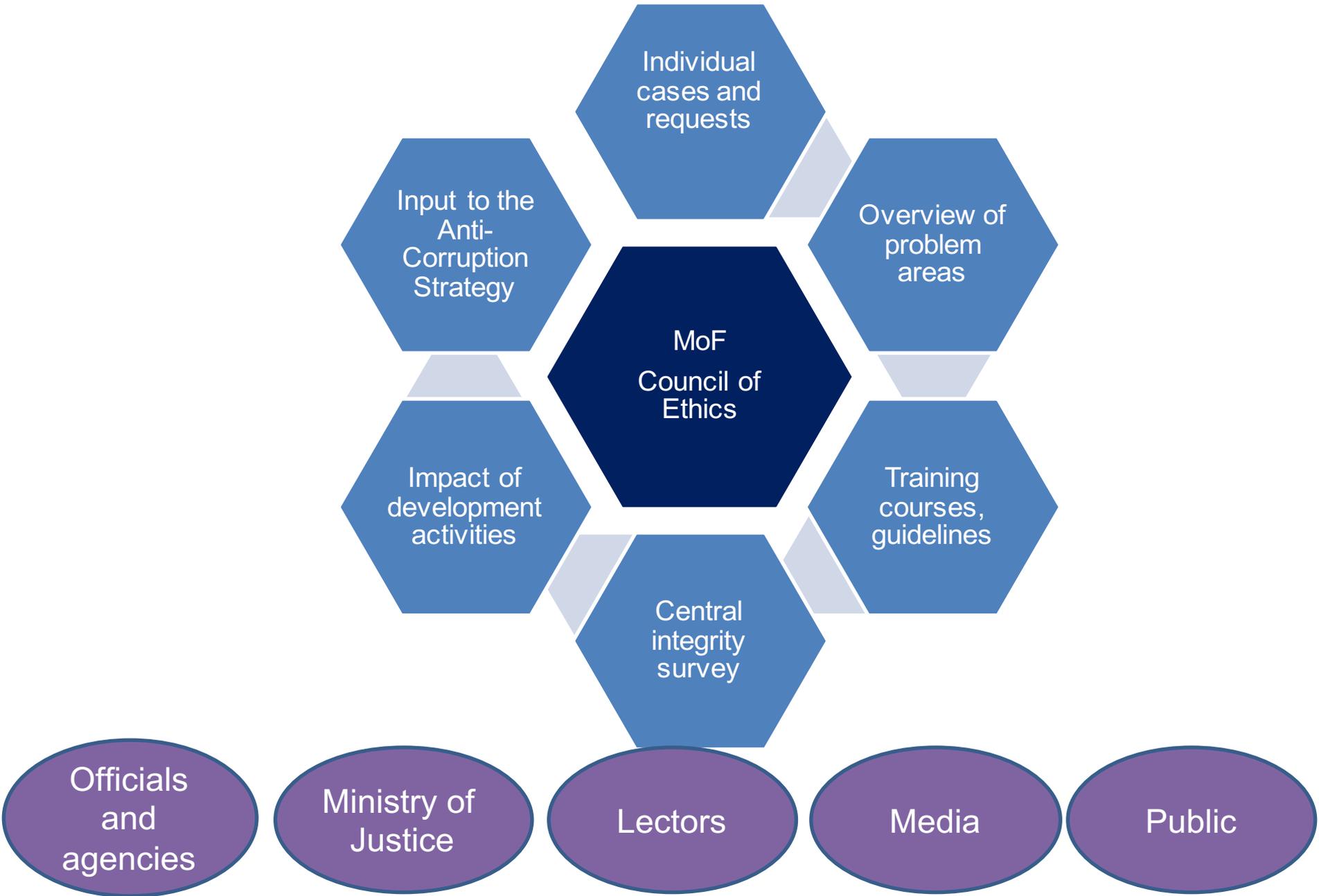
For example

- Expressing personal opinion on the work-related topics in the social media
- Using flight bonus points that have been earned for work-related trips for personal travelling

Starting Point of Developing Civil Service Ethics in Estonia

- Systematic development of professional identity in civil service
- Law does not (have to) regulate all ethically questionable situations
- Officials have to be ethically competent to recognize and avoid ethically questionable practices and to make value-based decisions
- Case learning allows officials to understand abstract concepts and apply them in practice
- **Civil service ethics is public trust!**

Coordination of Civil Service Ethics



Coordination of Civil Service Ethics

Integrated to the Anti-Corruption Strategy

Decentralised system – about 70 state institutions and 213 local government institutions

Code of Ethics for Officials = value declaration

Coordination role of the **Ministry of Finance (1 official)**:

- organising work of Council of Ethics for Officials;
- developing civil service ethics infrastructure;
- organising horizontal and organisation-specific training courses;
- elaboration of central guidelines on ethical issues;
- advising organisations and officials on individual cases;
- monitoring state of affairs of ethics via surveys.

Council of Ethics for Officials

Status: independent Government Commission, established in June 2013

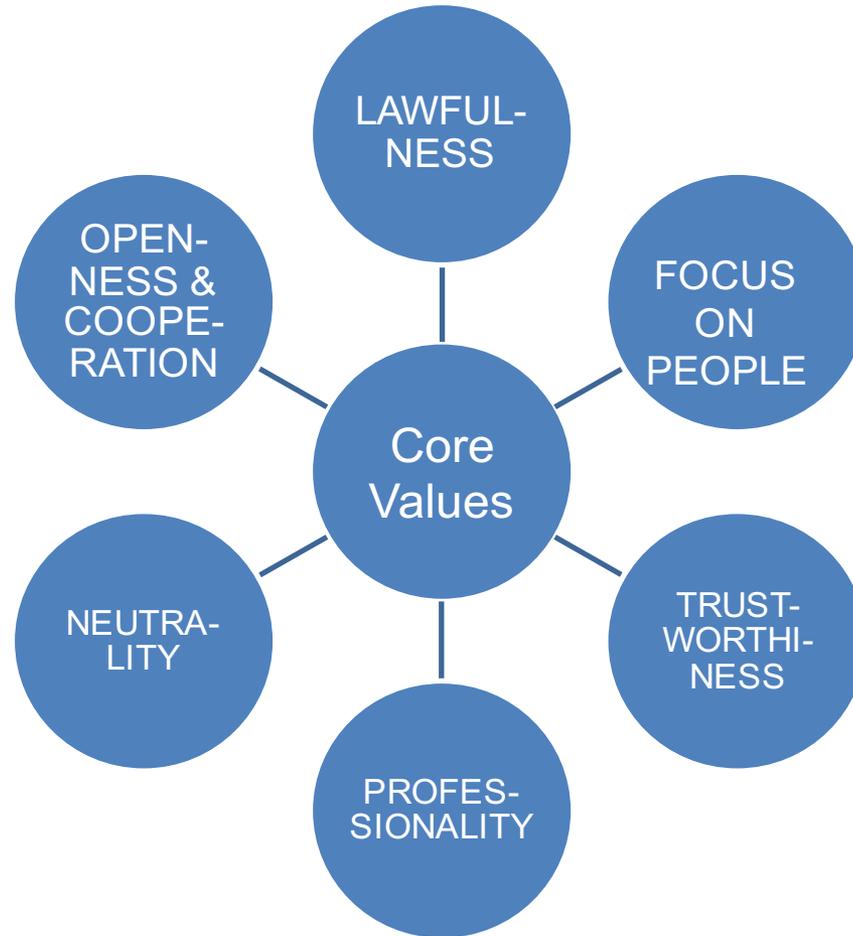
Objective: development of core values and ethics of officials

Functions:

- Approving new Code of Ethics for Officials
- Communicating the principles of Code of Ethics of Officials
- Recommendations on individual cases (6 cases)
- Elaboration of guidelines and guidelines (e.g. “Avoiding conflict of interest in providing work-related lectures”, „Suggestions for self-expression in social media and other unofficial channels“)
- Analysing implementation of Code of Ethics for Officials
- Supporting strategic development of public service ethics

New Code of Ethics is based on 6 core values

(approved by Council of Ethics for Officials on 11 March 2015)



English version will be available soon is available at....

Structure of Code of Ethics

CORE VALUES

Lawfulness

Focus on
People

Trust-
worthiness

Professio-
nality

Neutrality

Openness &
Cooperation

PRINCIPLES EXPLAINING THE CORE VALUES

Each core value consists of 2-6 principles explaining the meaning of the value

EXPLANATIONS OF THE CODE OF ETHICS

Description of
values and principles

Practical examples

Obligations for
institutions

Recommendations
for implementation

Opinions of the Council of Ethics have focused on:

- Outside activities
- Participation in advertising
- Freedom of expression in social media
- Conflict of interest in inspections
- Involvement in marketing activities
- Using travelling bonus points for personal travelling

Integrity Training Programmes

I Horizontal training scheme aiming at:

1. Raising awareness
 2. Developing ethical competence
 3. Shaping negative attitudes towards corruption
- Coordinated by the Ministry of Finance and financed by the ESF
 - Attending training programs is voluntary
 - Various target groups
 - Focus is on values, not laws!
 - Around 10 training courses per year
 - 20 participants per training group

Integrity Training Programmes

II Organisation-specific training programs aiming at:

1. Supporting the implementation of the Code of Ethics
 2. Finding solutions on organisation-specific dilemmas
 3. Supporting the elaboration of organisation-specific guidelines
- Free for organisations
 - Voluntary
 - Provided by the Ministry of Finance (Ethics Advisor)
 - Focus is on values, not laws!

20 organisation-specific training programs were carried out in 2015.

Guidelines and Training Materials



Adapted version of
“The Public Sector
Ethics Resource
Series” (DVD) (Eds.
Hazlehurst, C. and
Whitton, H.)



Translated version of
OECD Toolkit
“Managing Conflict of
Interest in the Public
Sector”

HUVIDE KONFLIKTI JUHTUMID JA LAHENDUSI

- > AVALEHT
- > KÕRVALTEGEVUS
- > KOOLITAMINE
- > KINGITUSTE VASTUVÕTMINE
- > VARA JA TÖÖVAHENDITE
TARVITAMINE
- > SISETAABE KORRUPTIVNE
TARVITAMINE
- > TÖÖKOHAVAHEATUS -
PÖÖRDUKSE EFEKT
- > TEHINGUD ISEENDAGA
- > MÕJUVÕIMUGA
KAUPLAMINE

Electronic Handbook
on Avoiding Conflict of
Interest

Survey “Roles and Attitudes in the Civil Service”

- Regular survey (2005, 2009, 2013)

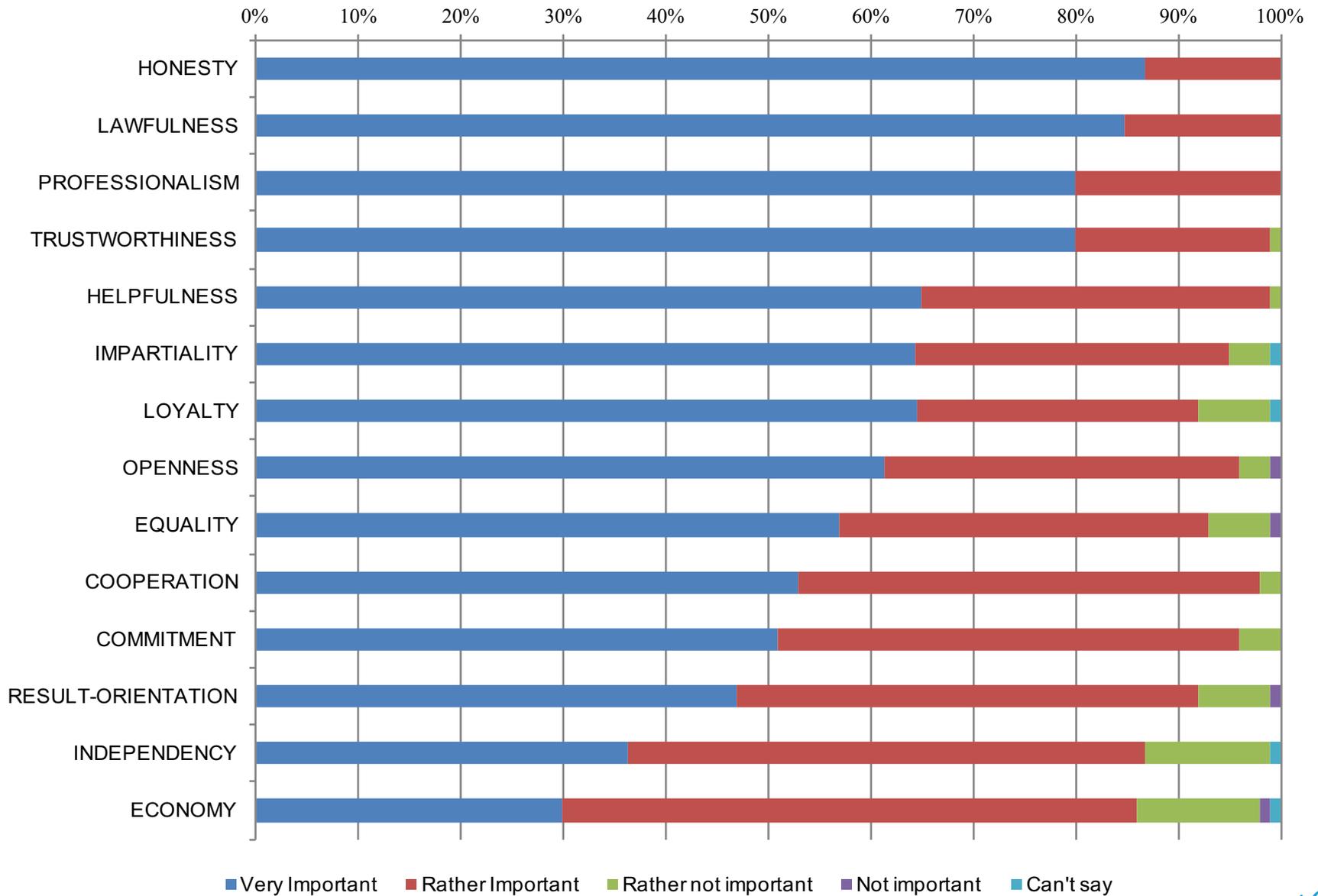
Aims of the survey are to identify:

- Motivators in the civil service
- Values and image of civil service
- Attitudes towards ethically questionable practices
- Opportunities to enforce civil service ethics and values

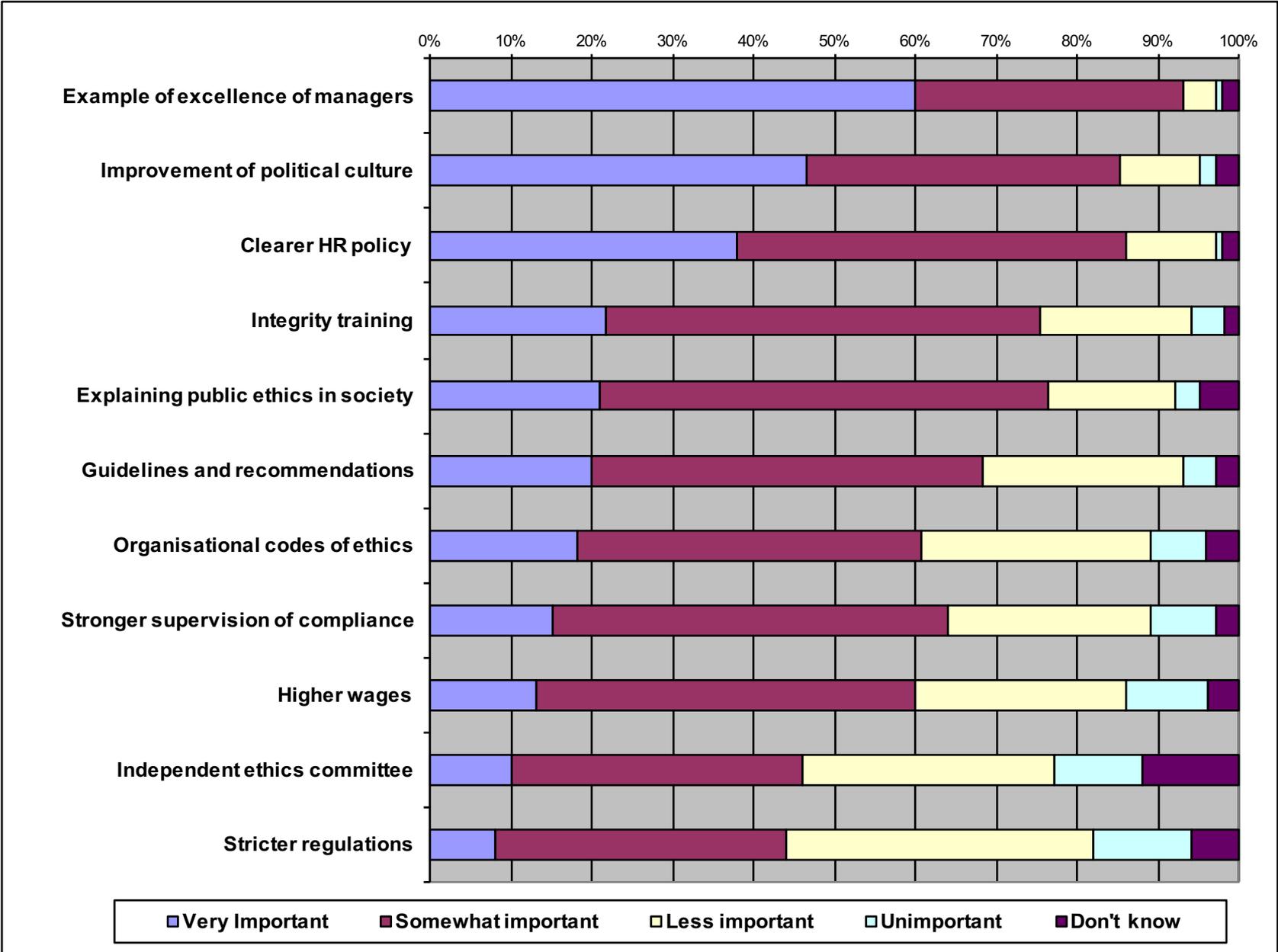
Methodology of the survey

- State and local government officials (1000)
- 2006, 2009, 2013 (2017)
- Electronic questionnaire (Likert scale)
- The main focus is on perception and attitudes of the respondents
- Results are analysed based on:
 - type of organisation
 - position of respondent
 - length of service
 - socio-demographic parameters (age, gender, education, location, salary etc)

Values among civil servants (2013)



Measures to reinforce ethics (2009)



The survey allows to assess the impact of the integrity trainings and guidelines

- Attitudes towards ethically questionable practices (e.g. gifts, nepotism, favouritism, conflict of interest)
- How do officials solve ethical dilemmas in practice
- Participation of integrity training programmes
- Awareness and implementation of Code of Ethics for Officials
- General indicators on trustworthiness, competency and legality of civil service

Trends and tendencies of civil service ethics

- Core values are generally stable – except openness and efficiency.
- Officials' attitudes towards ethically questionable activities have become more critical in 2005-2013.
- Officials who have read the Code of Ethics are more critical towards ethically questionable activities.
- Officials who have attended integrity training courses are more condemning towards ethically questionable activities not regulated in laws.
- Only 25% of state institutions have comprehensive and systematic integrity infrastructure -> elaboration of the methodology for corruption risk assessment in 2016!

Model of Ethical Decision-Making Applied in Estonia

- Identify the relevant facts
- Identify the relevant public service values
- Identify other relevant ethical standards and rules
- Decide what is important
- Reconsider any remaining conflicts
- Test your assessment in practice

Adaption of the “Big E” Model from the “Public Sector Ethics Series”

Group work

Please analyse a specific case based on the Code of Ethics for Officials, by answering the following questions:

- What is the main ethical problem?
- What values and principles of the Code of Ethics are related to the case?
- How would you solve the situation?

Each group presents its conclusions to the others.



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Thank You!

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