



# Evaluating Integrity Performance

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# Introduction

- Purpose
- Principles
- Content
- Performance
- Integrity systems



# Purpose of performance(1)

- Evaluate: how well is my organisation performing?
- Control: how can I ensure that my subordinates are doing the right thing?
- Motivate: how can I motivate line staff, managers to do what is necessary to improve integrity and fight corruption?

Source: Behn, R. (2003) 'Why measure performance...?' *Public Administration Review* 63(5):586-606



## Purpose of performance(2)

- Promote: how can I convince political superiors, legislators, stakeholders, journalists and citizens that my organisation is doing a good job?
- Celebrate: what accomplishments are worthy of the important organizational ritual of celebrating success?
- Learn: why is this working or not working?
- Improve: what exactly should who do differently to improve performance?

Source: Behn (2003)



# Features of performance

- Performance for judgement
- Performance for development
- Performance of individuals/teams/organisations
- What would ethical improvement look like?
- Do we have a theory of ethical impact?



# Ethical Performance Indicators?

- Does the act cause more harm than good?
- Were rights protected and obligations fulfilled?
- Was accountability assured?
- Was justice done?
- Were freedoms protected? Was consent given?



## How do we know if it makes a difference?

- Throughputs as measures of activity
- Outputs
- Outcomes
- Impact over time



## What are the ethical principles to guide us? (examples)

- Accountability
- Transparency
- Honesty
- Impartiality
- Leadership
- Confidentiality
- Acting in the public interest
- Responsiveness
- Legality
- Accessibility



## Principle/issues grid: Examples

Accountability	Breaking the rules
Transparency	Refusing to justify decisions
Honesty	Use of office equipment and time
Impartiality	Favouritism
Leadership	Treating junior staff badly
Confidentiality	Unauthorised disclosure to further private interests
Acting in the public interest	Putting private interests first
Responsiveness	Undue delay in dealing with the public
Legality	Abuse of power
Accessibility	Refusing to give out authorised information



Does the leadership of the organisation demonstrate and promote, through personal example, ethical standards

Focus	High performance	Low performance
Treatment of staff	-Respect for views of staff - Acts as a role model	-Treats staff badly -Does not defend staff -Favours certain individuals
Respect for citizens	-Open communication and co-operation -Listens	-Ignores their views and needs -Does not provide a forum for discussion
Promote the public interest	- Serves the common good	-Seeks to make personal gain through public office -Does not declare conflicts of interest
The vision/values of the organisation	- Has a clear vision of what an ethical organisation looks like	- Ethics are not part of the values of the organisation



## **Audit Commission Diagnostic (the health metaphor)**

1. Compliance with rules and regulations for the Standards
2. Compliance with members code of conduct
3. Compliance with registers of interest
4. The role of the Standards Committee
5. Knowledge of relevant legislation such as Human Rights
6. Declaration of interests in practice
7. Leadership
8. Communications
9. Relationships
10. Accountability
11. Team working
12. Relations with partners



## In practice.....

- Number of employment tribunals
- Disciplinary action relating to fraud
- Objections to Council Accounts
- Referrals to, and investigation by, the Standards Board for England
- Number of challenges to procurement decisions
- Industrial action



# Performance Indicators

- Clear and unambiguous
- Relevant
- Valid
- Reliable
- Acceptability
- Cannot be manipulated
- Reasonably cheap to collect
- Coherence
- Timeliness
- Accuracy
- Feasibility
- Sensitivity



# Unintended consequences

- Increase costs
- Increase bureaucratisation
- Organisational Paralysis
- Tunnel vision
- Suboptimisation
- Focus on a single measure
- Measure the measurable
- Tick-box mentality
- Manipulation and unethical behaviour
- Gaming
- Cream skimming



## Rules to follow

- Be clear about purpose
- Relate PIs to objectives
- Use a balanced portfolio
- Set separate PIs for different objectives eg economy, efficiency, equity
- Quality of governance as well as quality of service
- Assess priorities
- Establish a base-line
- Make comparisons over time and between departments
- Organise for performance (not an add on)



# The performance of a system?

- Ascription of responsibility
- Cause and effect relationships
- The components of the system (UK – a ‘patchwork quilt’)
- The ‘idea’ of a system
- Networks and partnerships



# Components of a system

- **National**
  - Central government
  - Justice department
  - National Audit office
  - Anti-corruption agency
  - National media
- **Municipal**
  - Local auditor
  - Local Ombudsman
  - Media
  - Local integrity agency
  - Municipal hierarchy and leadership
- **Agency level**
  - code of conduct
  - training
  - supervisors
  - peer group



# Networks

1. A common interest
  - goals, values, territory, structures and processes
2. Network types and relationships
  - co-ordination  $\longrightarrow$  collaboration
  - Commitments and trust
3. Network effectiveness
  - stability, control and continuity



# Conclusions

- Mixed methods of data collection
- Internal or external audit
- Relationship to a wider integrity system