

## 8. Keys to effective training in integrity and corruption risks

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### 8.1 Training as a key tool in processes of raising awareness in integrity and public ethics

The article entitled “The institutional prevention of corruption. Management strategies”, in the publication “Good Government, Transparency and Institutional Integrity in Local Government”, outlines the key elements in an integrity system and situates training as a tool or part of a strategy which contributes to the phases of raising awareness and consolidation of processes strengthening the integrity of public organisations.

The aim of this article is to explain in greater detail how **training is a key tool in the awareness-raising process in an organisation** and contributes significantly to initiating changes in its ethical culture. This is one of the priority lines of work adopted by the Prevention Directorate of the Anti-Fraud Office of Catalonia in its mission to support public institutions in enhancing their integrity. No doubt this initiative will act as the first impetus or a trigger in many of these institutions for action that should facilitate continuity with other activities following the process in a constant, coherent manner.

Any **training** that is intended to be expansive and effective in this ethical culture of the organisation **cannot be a one-off event**, a sporadic, occasional activity. It only makes sense if followed up by a series of actions such as reflections shared between units and working teams headed by their respective leaders. These reflections, made in a training environment, should be transferred to significant organisational realities by those who have participated in that training and now act in their professional capacity, taking decisions or managing public resources aimed at services for citizens. Public organisations and, specifically, the people who exercise leadership in those organisations, should clearly understand that their conduct must be exemplary in its support of the training activities, to reinforce their messages and progress towards a culture of integrity. Thus, before initiating a training programme intended to be far-reaching, this attitude must be made plain by the institution’s leaders. This will send an unmistakable message to the rest of the organisation and will give meaning and appropriate context to the training action or actions to be undertaken.

We believe the best way to **advance with a training programme** in integrity and public ethics is to follow a **“top down” process**, in other words, beginning with awareness-raising sessions at the top of the hierarchy, or with people who are points of reference – resource persons – within the organisation. This will determine the success of the subsequent steps to be taken. The training that will continue, following the chain of command or the itinerary chosen by the institution, will have stronger messages and will be able to count on the very top of the organisation as a reference.

That is why we usually start training programmes with elected representatives, directors and senior managers or, in some cases, with specific groups that have a reference role in public organisations: secretaries, auditors, financial managers and heads of procurement departments, etc.

That is also why our training programmes are tailor-made for each organisation, designed in collaboration with its senior management to fit in, wherever possible, with the political and organisational strategies aimed at enhancing the institution’s integrity. We feel this gives them sense, strength and, above all, a greater probability of success in achieving the goals we set.

## 8.2 Agree a training process with the promoting institution

When undertaking a process of training and awareness-raising for a specific organisation (municipal council or supramunicipal entity) we try to ensure it will not be a one-off or sporadic exercise. The most important indicator in counteracting this risk is the level of dialogue we are able to attain to define and frame the integrity training activities. Or at least the **highest level of decision-making we manage to involve in driving the training programme forward**, and whether the programme is closely linked to a more comprehensive strategy of strengthening integrity, and a broader policy of measures to promote transparency and good governance. If these synergies are produced, the success and impact of the training actions have a far higher chance of being achieved. However, this scenario often eludes us and it is the training itself that acts as a trigger or first step to providing further actions and strategies of broader scope and impact. Raising the awareness of key actors in the organisation (elected representatives, governing teams, senior management and resource persons) may be the first step in defining an integrity policy that will subsequently have to be planned and managed.

Once the level of dialogue has been established and the training action or actions outlined, we must **define the groups with whom we will work and the sequence of actions we will programme**. The type of activity proposed must be made clear (for example, the approach to the action, attitudinal objectives over cognitive or skills

objectives), so that representatives of the organisation can duly explain it to those who take the final decision to support the initiative. With their approval, the action will then be disseminated and provision made for its organisation, making the training possible and facilitating the minimum conditions necessary for the proposed goals to be attained.

It is also important to **adjust the number of participants in each group to the methodology** being employed. A round-table session with 12 to 16 participants based on cases and discussion aimed at reaching conclusions and determining rules of action is not the same as a conference and debate, with trainers taking a more active speaking role. In the latter case we would rather speak of a minimum number of participants, with the maximum being more flexible.

Notifying the target group about the training is a prior communication exercise of major importance. We believe the action should be specifically highlighted, particularly if management has decided it should be one of a series of activities. But whatever the framework, it is essential to **communicate the objectives being pursued** and publish the content in advance, as well as to ascertain in good time from the future participants exactly what their expectations of the course are. This will enable the trainers in charge of the session to see whether what is expected fits in with what is planned, and to make adjustments accordingly. The group should be informed of any goals they have for the activity that will be difficult to meet, either due to the scope of the action or because they are unsuitable. Evidently, the format and circumstances of this notification will condition the feeling and predisposition participants have towards the action one way or another prior to the training, and should set out to motivate them to take an active part.

### 8.3 Significant aspects in the activity design process

The **design process of a training activity is the fruit of collaborative work**, the ultimate aim of which is to produce a training action that can be presented by any of the team's trainers. Thus there should be a number of guarantees as regards achievement of the attitudinal objectives, content focus, thorough application of the methodologies chosen by the designers and a delivery style in line with these conditions and the group characteristics.

This proposal involves a training activity **design process** which requires **professionalism and time**. Professionalism in the appropriate application of teaching resources to the planned goals, consideration of an idea of teaching sequence in which each element introduced into the programme has a specific role (be it explanatory or participatory; introductory or conclusive) and, above all, addressing the focus of the session to meeting and embodying participants' needs and expectations. The design

process also requires time, because it not only needs a competent designer who can master these tools and resources, but also people in the team who can bring added value to the validations and contrasts of the initial proposals. This design process, with proposals and different types of validations (of content or technique, methodology and teaching, or participants' perspectives) will produce an approach with a higher potential for satisfactory results. The rest will be a matter of effective presentation.

As we will explain in later chapters, the **emotional approximation to participants** in the session through methodologies appropriate for the type of training we propose is made via the choice and design of cases to be studied. This gains plausibility if we involve people in the composition process who have deep knowledge of the context and situations on which we want to base the work. We believe there are two key moments to involve them: when choosing the situations relevant to the background of the participants who will be targets of the actions, and in the validation of cases once designed, to verify whether they are developed with parameters that are sufficiently *realistic* and which participants identify as known to them and significant in their working environment.

The designer of the training action works on this process with a view to it being **presented by different trainers**. Hence the trainers' guide resulting from this process must contain a sufficient level of detail. In the first place, design must consider all the tools the trainer will need:

- A **session plan** which includes all the actions the trainer will lead and the activities in which participants will work. Each plan will detail the goal being pursued, the time needed, materials or resources required and the interaction that will be produced among those present at the session. This tool enables the designer and trainers to gain a sequential, panoramic vision of the session at a glance and allows trainers to manage it and make it more flexible on the basis of participant response and involvement.
- The **presentation** which, if necessary, can be used as the guiding thread of the session. The essential messages of each element must be put across in such a way as to ensure uniformity of the presentations irrespective of the trainer involved but respecting their different styles.
- The **activities** which participants will be set, with the minimum responses expected, designed to facilitate feedback which is adequate and sufficient and able to meet participants' requirements and needs. This tool is orientative and should never restrict the richness of response by the groups, since these activities are open and reflective in nature aimed at bringing about creative reactions, and should therefore be guided appropriately by the trainer.

- The **materials** that may be **complementary** to the session (documentation which expands upon existing knowledge, references to legal texts, other documents, bibliographies, etc.) and proposals as to how and when trainers can introduce them into the sessions.

Thus, we propose a type of training which is not improvised, which requires a certain time to mature and which needs professionalism and teamwork, being focused on the participants and the public organisations where they work. A **good design process ensures coherent delivery** in which the trainers can achieve the awareness-raising goals and the probability that the organisation will decide to continue with this method of enhancing its institutional integrity.

#### 8.4 Training and awareness-raising strategy: finding the appropriate methodologies

One of the main aims of the sessions given by the Prevention Directorate of the Anti-Fraud Office of Catalonia is to **raise** public servants' **awareness** of the responsibility they all share in maintaining the integrity of the institutions for which they work. This means being aware that risks of corruption are inherent to any public function and that, as we do with other types of risk, we can manage them to minimise the likelihood they will turn into actual malpractice. We do this through *preventive actions*, while at the same time designing *contingency actions* that we can set in motion should the risk materialise, to reduce as far as possible the seriousness of its consequences.

##### Raising awareness as the ultimate aim of training

From the prevention perspective we want to go further than the simple assimilation of information and knowledge; we want to accomplish a change in attitudes, to influence the culture of the organisation. We believe we can only meet this challenge if we promote reflection on our own behaviour, and even on that of others. This entails identifying how we usually behave and evaluating whether or not our conduct is in accordance with the principles of public professional ethics and enhancing institutional integrity. This will lead to our becoming aware of – and questioning – behaviours which, despite being distanced from those principles, we have tolerated and come to accept as absolutely normal, and often even institutionally normalised. Strengthening conducts that add value to the organisation's ethical culture and, on the other hand, modifying or rectifying those that are detrimental to institutional integrity, will make it possible to bring about the change in attitude to which we have referred.

But we propose yet another, further step: “What do citizens think of how public servants behave, of the decisions they make?”. The very purpose of the public Administration is to respond to citizens’ needs; guaranteeing the *social good* is what justifies the task of the public-sector worker to society. Thus we insist that these public employees **evaluate and reflect upon the impact of their decisions** and their conduct on the perception held by citizens as, essentially, people judge according to what they perceive to be real, rather than basing their opinions on hard, cold reality.

Nonetheless, we are sure that raising the awareness of a public Administration’s staff will help the organisation evaluate its institutional integrity system and set in motion integrity policies and action plans designed to benefit its enhancement.

### The methodological principles of the training

One of the fundamental aims of the training actions designed and presented by the Prevention Directorate is **applicability and transfer to the workplace**, and we have already mentioned the importance of not contemplating isolated training actions. The initiative must respond to a strategy and desire by institutions to initiate or reinforce a line of work centred on enhancing integrity. Consequently, all elements of internal communication, dissemination, presentation, etc. must be comprehensively taken into consideration. But for the moment we will focus on training action in itself.

We first address directors and senior managers with responsibilities in managing public resources, both human and material, and, generally, with long experience in public Administration. It is essential to take advantage of this experience in developing the sessions. This is the reason we have always shunned the classic theoretical approaches in which the weight of the training falls upon the trainer, and have opted to foster attendee participation (we always refer to them as *participants* for this reason), with the aim of **potentiating the practical nature** of the sessions and, in this way, facilitating knowledge transfer to the workplace. Consequently, the trainers’ role in these sessions is more one of moderator of discussions and facilitator of the exchange of knowledge and experiences, of assistant to individual and group reflection and the reaching of conclusions. A good command of participatory training techniques, communication tools and active listening capacity, skills to integrate different contributions and experiences into explanations, as well as flexibility and adaptation to different learning styles are, among others, some of the characteristics that the trainers in these types of sessions should possess.

Design of the training actions includes a **common thread**, which will guide the entire training sequence. Beginning with a more conceptual rather than theoretical element, we introduce the notion of *corruption* (and corruption *risk*) by asking participants to

consider certain everyday situations, described as if they were cases, and to classify them automatically and with little reflection as corruption or not. At this stage the dynamic is primarily individual, but is followed by small groups tasked with discussing elements of the definition and, finally, a large group to agree on one, shared definition of corruption. This is contrasted with that established by the Anti-Fraud Office, which will guide subsequent activities. There may sometimes be certain situations that people resist classifying as corruption, due to their trivial nature or low impact (despite fulfilling all the agreed requirements). It is here that we introduce the concept of *integrity* as a counterposition, offering the possibility of classifying these cases as *situations lacking integrity* rather than *situations of corruption*. We prefer, at this juncture, not to insist on the precision of the concept, as we prefer to deactivate reticence and go on with the reflection. This block of contents is certainly the most theoretical, as it reviews key concepts and various classifications of corruption as a phenomenon, evaluating its consequences both for an institution and for the country. Participants are given a brief summary of regulatory instruments referring to the concept of *integrity* which, while not exhaustive, seeks to inspire the more *regulationist* profiles. On conclusion of this stage, participants are ready to undertake the activities we present and to start applying management tools.

In class, our training strategy seeks **balance between theory and practice**, with the combination of different methodologies that enable, in each case, achievement of the established teaching goal: exchange of knowledge, information and experiences with the other participants, transforming information received into knowledge, facilitating discussion and promoting reflection, among other things.

This combination also responds to different **learning styles**<sup>74</sup> as not everyone acquires new knowledge and skills in the same way. Diverse learning strategies and methods exist and this consideration is key, in the design phase, to guaranteeing active participation of the maximum number of people in the dynamics produced in class sessions.

Through the detailed analysis of cases approximating participants' reality we appeal to a more *reflective* style that prioritises observation of a situation and considers different points of view, reflecting before taking decisions. The cases we propose are not real but are highly plausible. They are intended to represent a reality that participants may encounter in their day-to-day lives. This means they can easily identify with the situation and thus carry out a realistic, but at the same time distanced analysis, isolating the emotional conditioners of someone who feels partially involved and ensuring their evaluation is as critical and constructive as possible.

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<sup>74</sup> Based on KOLB, D.; HONEY, P.; MUMFORD, A., and on the Honey-Alonso Learning Styles Questionnaire.

The presentation of concepts, classifications and a theoretical model of the institutional integrity system combined with a more *theoretical* style of learning provides a response to participants who demand precision in explanations and a high conceptual level. The descriptions of key concepts (corruption, integrity, corruption risk, and so on) are always submitted for participants' consideration, in the sense that we are prepared to discuss replies to questions or doubts, so that they can confidently endorse definitions guiding the central thread of the session.

We strongly insist that participation should be active and that participants should feel free to intervene whenever they so wish. The initiation and moderation of discussions, together with the exchange of knowledge, good practices and points of view means that the most *active* participants feel they contribute to and are responsible for their own learning.

As regards **applicability**, bearing in mind that there will be people who seek *pragmatism*, and responding to our goal of usefulness and practicality, we provide individual tools that relate theory and practice and can be employed from the day after the session in participants' workplaces, with their teams.

In some actions that go into the subject in greater depth we introduce a simulation activity which enables participants to represent specific roles. These reproduce plausible situations and work on useful skills in confronting circumstances and people that present barriers or conduct contrary to integrity. This type of training is an aid to learning and helps with its subsequent application in real life.

We mentioned at the beginning of this article that this search for applicability had been a key element in defining our training model. Any teaching activity in the professional environment should ultimately ensure the transfer of knowledge, skills, etc. to the workplace. And if what we propose is a change in attitude, even more so! So we offer participants tools to this end that are simple but at the same time powerful. The following sections will explain these tools in detail.

### Application in the classroom of a methodology for public integrity risk management

Sustained in an essentially preventive approach, one of the central ideas of the sessions is that corruption risks are inherent in any public function. Put another way, all public functions are vulnerable to corruption. That is why the first tool we provide is related to a **corruption risk analysis methodology** based on identifying the risk. The methodology enables detection of the probable risk factors or reasons – what it is that makes us think this risk could materialise into

corruption – as well as an assessment of the possible repercussions, over and above the legal consequences, principles in play and effects on the institution and its staff, not to mention the general public. It then facilitates design of those preventive and contingent actions that help us manage the risks. Before presenting the methodology to participants we apply it to plausible cases which we ask them to analyse to offer responses to key questions. Through analysis of the results and subsequent discussion we ascertain the identifying elements of this methodology and make them known in the form of a process.

This tool sets out to facilitate an **easy to assimilate analysis methodology**, immediately applicable following the training session. It consists in four steps:

1. It is essential in **identifying the risk** to describe it as precisely as possible. Ask yourself what the ultimate risk may be in the situation of reference. It is possible that the risk may materialise at different times during the decision-making process or in execution of that decision. This should not prevent making different explanations or searching for reasons that have led to your thinking that the risk could possibly be produced. This exercise becomes an essential step in properly managing that risk. A list of these reasons, the so-called **risk factors**, should be drawn up responding to questions like: who is the subject of the risk and who else is involved; what behaviour is that person presenting; at what moment in a wider decision-making process is the analysed situation to be found; to what extent does the decision taken meet the goals pursued; is there the appearance of a desire for exchange between the main actors; and what level of proportionality is there between the decision taken and the public goal pursued? At this initial stage of methodology application the trainers' guidance of participants is important to properly contextualise the analysis and formulate the most appropriate questions to help determine the risk plausibility.
2. The next step is to define which **direct and indirect actors** have a role in the situation under analysis, the scope of which should now be widened to include different perspectives. Every point of view will lead to a different reading of the situation and may help in managing it in the future, proposing potential corrective behaviours that allow it to be reversed from the more preventive perspective.
3. A third phase examines the **potential consequences** of the risk situation, should it continue unchecked. Thinking about what is at stake with respect to the principles of public professional ethics and in the specific consequences for the organisation's ethical culture allows us to do two things: evaluate the level of impact that would result if nothing were done to redress the risk situation, and prepare contingency actions if we wish to manage the identified risk.

4. Finally, risk management action should be specified from both the **preventive** and the **contingent** points of view. If the risk factors (the reasons that led us to identify the situation as one of risk) have been well analysed it will be easy to define the preventive actions and try to reduce to a minimum the likelihood that the risk will eventually materialise as a case of corruption. If we have been able to determine the potential consequences of the risk, we can define and prepare actions aimed at reducing its seriousness, should it occur, and leave them ready to be implemented if the alarms sound, indicating that the potential risk situation has become a reality.

This methodology should be practiced in small groups and duly guided by the trainers to maximise participants' level of involvement. Results should then be shared in larger groups to encourage the exchange of points of view and enrich the feedback process, thus strengthening assimilation. The challenge is to persuade participants to apply the analysis methodology in their work setting. Success will come when, at some point after the training, they are able to identify the main corruption risks in their immediate area of responsibility and, alone or with their teams, work on the key elements they have learned that enable these risks to be managed.

#### A tool to better deal with ethical dilemmas

It should also be remembered that the management of anything public can produce ethical dilemmas. These may be understood as situations in which decisions must be taken that lead to a clash between two principles of public professional ethics, where a priori both are acceptable. Even our day-to-day life can produce circumstances in which we must prioritise one thing over another. We are often so used to resolving this type of dilemma as to be unaware of doing so and the decision is made almost automatically; other times however doubts may arise. And it is here that we present a second tool that will help participants settle such dilemmas. This tool heightens their awareness of the situation and enables them to set the corresponding actions in motion. It comprises a checklist with four questions, each responding to an ethical principle – transparency, accountability, reciprocity and universality – that will facilitate reflection on the consequences of taking one decision or the other. They are questions to ask ourselves – or even some other person to encourage their input from this perspective. An ethical dilemma is often a kind of red flag alerting us to a possible corruption risk, so it is important to identify it and think seriously about its causes.

#### A tool to think about the applicability of individual reflections

Finally, a reference to the sole material that we give participants on paper, ***Tools for***

**integrity**, intended to be an individual action plan for each participant. It consists in a template that follows the blocks of the session, aiming to facilitate individual reflection and activation of the contents covered. The tool is divided into five sections that will guide participants in consideration of the most usual risks in the positions they occupy, always from the preventive point of view. Setting out from extremely generic reflections on key concepts (corruption, corruption risk, public ethics, and so on), the tool enables practical application of the corruption risk analysis methodology and identifies, firstly, the risks which are most usual in their workplaces and, secondly, the actions, both preventive and contingent, that can be initiated as a precautionary measure to manage them. Finally, it provides a space for participants to make note of their “commitments” in relation to what they have to do, with whom, how and where. This is personal material which we will not ask them to share with the rest of the group.

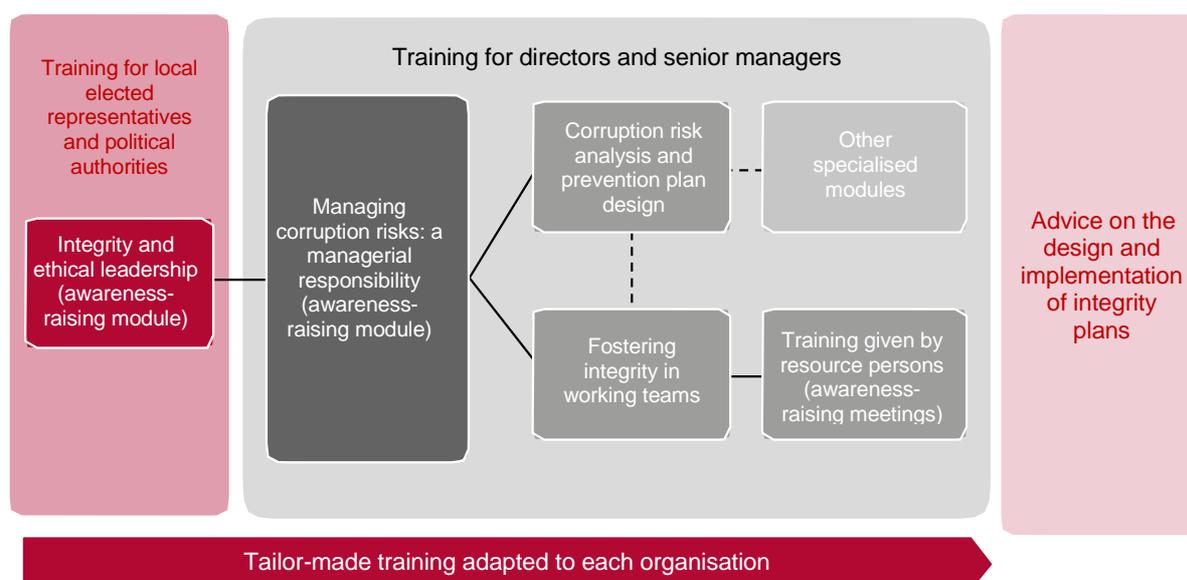
## 8.5 A training itinerary for directors, the Anti-Fraud Office proposal adaptable to all organisations

As we have mentioned, training in integrity and corruption risk management cannot be offered as sporadic, one-off sessions. This is even more the case when the goal we seek at the Anti-Fraud Office is to fight corruption preventively, in other words, to be one step ahead and manage risk before it turns into a real case. To this end, we work with the idea of an **itinerary that adapts to different groups** (Administration of the Government of Catalonia, local authorities, law enforcement, universities, etc.). The itinerary enables us to design tailor-made programmes combining different training modules, but which at the same time originate from the same unwavering approach. Because the training should be gradual or sequential: always starting with awareness-raising sessions and then specialising more in specific methodologies or areas of risk. Agreement of the collaborating institution is always obtained beforehand to ensure the programme is in line with its internally established objectives.

“Managing corruption risks: a responsibility of directors” is the first module in the itinerary for directors, with which we seek to raise participants’ awareness from the outset, introducing them to the key concepts of “corruption risk management” and the tools that can help them prevent that risk. The version for elected representatives and senior managers is the module entitled “Integrity and ethical leadership”, the lecture-debate format of which provides a space for them to reflect jointly on the role they have in fostering integrity and strengthening their institutions against the risks of corruption.

From this point on, configuration of the itinerary can be adapted with specific sessions such as “Corruption risk analysis and prevention plan design”, which examines risk

analysis methodology in greater depth. It presents the criteria to analyse the most common risks and outlines the most suitable mechanisms to manage them through the design of prevention plans. Another session entitled “Fostering integrity in working teams” is aimed at training resource persons in public institutions (directors and senior managers who have already taken part in the first module of the itinerary) to speak about integrity, public ethics and so on, with staff under their line management at working meetings, and thus contribute to raising awareness at all levels of the organisation.



There are two lines of collaboration with public institutions through which we reach out to our target, the public servants of Catalonia. The first is “open” training, as we call it, which is organised in the framework of the annual training plans of institutions directly responsible for training and keeping the public servants of Catalonia informed, and other institutions that do so on a supramunicipal basis. In this case the training is more general, and the sole requirement for enrolment is to have managerial or supervisory responsibilities. These groups are more varied as regards participants’ Administration of origin, level in the hierarchy and area of specialisation (procurement, human resources, urban development, activities at the local level, etc.), which is positive as it enables the expression of different points of view and exchange of good practices among people from different departments and so on, thus enriching discussion.

The other form of collaboration is conducted directly with the corresponding institution through the design of ad hoc, “tailor-made” programmes, following the training itinerary and awareness-raising logic explained above, but in the context of other institutional strategies. In fact, in many cases these “open” sessions have triggered or

been the starting point for working more closely with some of the institutions with which we are currently collaborating.

## 8.6 Appeal to individual responsibilities to improve the organisation: the aim of our sessions

The different formats of training activities and profiles of public servants who participate in them have one thing in common: the element of reflection, which helps participants define their individual responsibility in and contribution to the goal of strengthening the integrity of the institution to which they belong.

It starts out with the idea that **all behaviours and all decisions** taken by public servants contribute (positively or negatively) to shaping a public institution's ethical culture. This initial assumption relates to the individual responsibility of all public servants, although it does so in the context in which both decisions and behaviours are influenced by the immediate environment, something which should also be systematically addressed. But it is nonetheless true that the repercussion of decisions and behaviours of people who have greater responsibility in the organisation is higher and has more impact than that of professionals in the lower part of the organisation chart. If this is almost a truism for all types of decisions and behaviours, it becomes even more emphatic when we speak of decisions and behaviours related to integrity and ethics, where the exemplary nature of people in leadership positions becomes a reference for the rest of the organisation.

That is why, in the case of people with different levels of authority, we call upon their **ethical leadership** and role as resource persons within the public organisation throughout the awareness-raising sessions. As we mentioned in the methodological description, the simulated cases with which we work represent plausible situations in which the standing of this role-model is tarnished, by act or omission. As a consequence, the hypothetical exercise of leadership produces ethical dilemmas rather than clarity or guidance for those who should implement decisions. The aim of the training is for participants to see conduct wholly lacking in responsibility reflected in these fictitious situations, the consequences of which they can then discuss.

However, we believe the focus of awareness-raising sessions should always have a distinct positive, constructive tone. If we are to maintain the firm conviction that these situations can be managed we must **encourage the exercise of responsibility** at all levels as a powerful tool to reverse harmful situations or even misdirected organisational inertias that will hinder the care and pursuit of institutional integrity. So we work on identifying decisions, actions and behaviours that reinforce the exercise

of that ethical responsibility, with a view to maximising the organisational result. Being able to distinguish appropriate and inappropriate conduct, acting in an exemplary manner but, above all, persuading others whose behaviour, for one reason or another, has deviated from the principles of public professional ethics, are key elements in the exercise of ethical leadership. Thus, the training activities must offer relevant examples and situations in which this is reflected and credible.

## 8.7 The participants: what role can they play in an institutional integrity system and how can they spread the message in the organisation?

In all the training activities we undertake we refer to the contextual framework in which the integrity of an institution can be managed. As this has been extensively covered in another article we will not go over it again in detail. However, what is important in the sessions is the way in which we invite participants to situate themselves in relation to the focal points of the system. Once the pivotal elements that make up the integrity of an institution and the internal dynamics of the organisation that enable it to act as a system are understood, the reflection participants are invited to make is what role or roles do they or can they play in the exercise of its functions? “What do I do in the organisation that has something to do with all this?” Here is the starting point of the reflective stimulus. Without doubt, there will be something that they appreciate as potentially applicable: this way of reading the organisation will allow them to conduct internally a self-evaluation of it from the viewpoint of integrity.

Another perspective of reflection may come from the consideration which asks, “if I begin to **apply the individual tools I have just been given, what consequences will there be** in my immediate environment, in my team or in my area or influence?”. This reflection already reveals a highly positive element in the awareness-raising process: the participant is considering the possibility of applying the tools, and that means he or she is assessing their need or suitability. In a first stage of the training itinerary this question should be left open. More time should be allowed to pass for reflections to mature and move on to the “severe test” of returning to the day-to-day of the work environment. It will be in subsequent actions of strengthening and deepening of existing knowledge where work must be done to advance and develop the application process. If this is the case and we have managed to get key persons in the public organisation to introduce these dynamics of reflection and applicability, the training itinerary will continue at the service of the awareness-raising process and we will be able to work at higher levels of assumption of the prerequisites of integrity in the organisation.

Different ways forward now become available to continue the training: on the one hand, we could undertake **intensifying actions** to apply more precisely the institutional and individual integrity and risk management analysis tools. On the other, we could take the step, necessary at some time or another, of initiating deployment of the entire process of reflection and awareness-raising to the rest of the organisation.

The first case entails undertaking a process that will consolidate applied use of the analysis tools, and working on the skills to use them successfully in identifying the usual barriers encountered in or around a public organisation. Thus the session focus will shift from attitudes, to the skills required to apply the tools effectively.

In the second case there are different options available to **take the messages to the organisations**. The conditioning factors here will depend on the nature of the institution: its size, how it is structured hierarchically and functionally, the level of homogeneity and heterogeneity, its organisational culture, whether it has clearly differentiated sub-cultures (local police force, its own public companies, a heavily decentralised part of the organisation, opaque departments whose operations are largely unknown, and so on), the degree of engagement of its main decision-makers, the person who leads the integrity-enhancing process and the level of legitimacy he or she has been given to drive and develop it, and so on. All of these conditioners will mark the next, key step in the implementation strategy: **how to choose the resource persons** who, duly aware and trained, will send the message down through the rest of the organisation, and how they will do this.

A classic, easy to implement option is for the same directors and senior managers as attended the training activities to lead awareness-raising meetings or sessions with their teams and collaborators. Experience tells us that, despite having received the necessary training, not everyone has the same facility to manage this type of gathering, and not everyone feels equally comfortable or legitimised doing so. A series of barriers will appear that the organisation must anticipate and competently surmount. People can be organised into groups in different ways and it could be the managers' managers that lead these sessions, without producing any kind of awkward situation. The other option is for the organisation to **identify specific resource persons** for this process, since this would not seem out of place for various reasons (the organisation usually works on the basis of projects or specific tasks, or promotes cross-cutting organisational actions, for instance).

Whatever the chosen option, a specific preparation process begins for those leaders or resource persons. This requires our Prevention Directorate to work on design of that preparation and the corresponding coaching, as if it were a process of "trainer training" in the strictest sense of the terms. It means designing and presenting ad hoc activities for the sessions, preparing *training packages* (sets of teaching

materials and resources, carefully developed to be introduced in a unified and consistent way) and carrying out monitoring and support of the deployment sessions to ensure they achieve the goals agreed with the target organisation.

Once these resources have been brought into effective action in the manner chosen as most appropriate, the organisation will be in a position to progress more emphatically in the process of enhancing its institutional integrity. And the training will have contributed decisively to fostering this initiative.

## 8.8 Conclusion of a training action and continuity (participation reports, assessments, definition of the next steps, etc.)

On conclusion of a previously programmed training action or set of actions, **the training team and the target institution** should conduct a **joint evaluation** of the experience. This is the moment to sit back and analyse how it all went, see what the first impressions are of the impact of the sessions and consider continued training or other steps in the integrity enhancement projects being rolled out by the institution.

Different sources of information, both formal and informal, are used to perform this analysis. The first is assessment of the level of satisfaction expressed through questionnaires completed by participants after the sessions. This may be immediate or deferred until conclusion of the training activity. It provides first reactions or, in the case of deferred surveys, opinions following reflection, but in any event, evaluations strongly influenced by the nature of the activity and the dynamic it generated. If these reactions are positive and the reflections and tools perceived as useful, the assessments will tend towards optimism. In this case, two readings should be made, and the first of these must be necessarily prudent. Initial enthusiasm can be quickly tempered once the group separates and its members return to their reality. They will become distanced from the positive, educational environment of the session and each will need to make a determined effort for those reflections to be meaningful and applicable in a more complicated setting – there will be consequences attached to adopting them and converting them into decisions. The second reading is that this positive assessment is necessary if we are to continue the awareness-raising process and other actions to enhance integrity. An initial negative assessment from participants would make any of the following steps that should be undertaken far more difficult.

Another source of information is the perception of the trainers themselves. Working with more than one trainer enables us to compare and contrast assessments and add them to those formally expressed by the participants. Both provide us with information that is sufficiently dependable to be shared with those

advocating the training actions in the institution. We can then propose modifications in the focus of sessions, in the structuring of future groups to undertake training and awareness-raising and in -details of the announcement and launch of future activities. In any event, the information should be reviewed with a view to taking future decisions.

And that is why the third source of information may prove extremely useful. This consists in the opinions expressed by the heads of the institution that proposed the training in the first place. Whether their assessment has been made on the basis of direct participation in the activity or has been refined by views they have sought from participants, this is the determining impression that will allow us to take further steps. All things considered, it would be a good idea to draw up a **written report evaluating** the initiative that brings together all collected data and interpretations and explanations, and which may help provide a basis for future decisions.

### Continuity actions and time management

Whatever the next step (more in-depth training, actions to disseminate messages and approaches to other groups, or further internal actions), it is a good idea to measure execution time well. Initial awareness-raising activities require a certain period of subsequent repose, allowing enough time for reflections to be applied or tried out in real settings, and for the conditions and opportunities to arise to generate new uncertainty and new situations from the work environment that put them to the test. This respite will aid the consolidation process of the decisions that were adopted and provide motivation for new training actions to resolve such doubts. At the same time, the organisation's formal and informal internal communication processes will act implicitly or explicitly on disseminating the messages and there may be a first (and not necessarily limited) impact on its organisational culture. Thus, time must be given for all this to happen (two or three months may be enough, but the term is variable and depends on the characteristics, size and complexity of the institution in question). Meanwhile, we can continue to engage with our contact people to define and adjust new training and awareness-raising actions to be launched in the future.

In any case, the steps the institution decides to take to provide continuity to the initial sessions should include drafting of a well-thought-out communication plan. The commitment of the institution's senior managers must be continuously reinforced and they must be kept informed of results obtained and action to be taken. These are necessary conditions to cement the success and ensure the sustainability of actions to foster integrity and the programmes in which they are framed.

## 8.9 Future goals

The initial and continuity actions to raise awareness form a set which should be progressively enriched and completed. More and better tools must be provided to institutions determined to strive for integrity, and these must be developed in two directions:

- Actions to work and reflect on major areas of attention: managing conflicts of interest, fostering active transparency, improving and clarifying public procurement processes, tidying up financial management and tackling matters related to urban development. These are just a few of the most significant examples that require specific consideration.
- Approaches that motivate specific groups in local administrations and help them define the precise role they play and the contribution they make to processes strengthening the integrity of the institution in which they work. These groups include: local elected representatives, municipal government teams, management and administration teams, senior management groups that coordinate operational teams, technicians, professionals responsible for internal control, project and process leaders and heads of small units. All play a part and are called upon to assume their own responsibilities.

Therefore, the most immediate goal in the local world is for increasingly more organisations to seek to introduce projects or processes which enhance their integrity. The structure of these projects or processes is not uniform and must be adapted to the characteristics, timescale and dynamics of each singular institution. The Prevention Directorate of the Anti-Fraud Office of Catalonia is at the service of municipal institutions (and all other public bodies) to help in this endeavour. Training which is well oriented, duly framed and properly designed and imparted should be a fundamental tool in this strategy, which citizens demand of all public institutions.

## 8.10 Bibliography

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