

# **EDUCATION OF PUBLIC INTEGRITY ADVISORS : TRAINING FOR LEADING TRANSFORMATIVE CHANGE**

**DR KATALIN PALLAI  
ASSOCIATE PROFESSOR, NUSP  
AND PORGRAM DIRECTOR OF THE POST-GRADUATE  
PROGRMAN FOR INTEGRITY ADVISORS**

# KEY TERMS

- Positivist approach
- Post-positivist approach
- Transformative change process
- Transformative education

# KEY TERMS

## POSITIVIST APPROACH:

- The positivist approach is built on the proposition that scientific method means objective, rational analysis that is transcultural and produces results that are independent from the analyst. In public administration the approach is underpinned by the concept of the rational actor, often the selfish agent, and the assumption of regulatory control built on coercive power and rational incentives. In the policy process a key player is the technical expert whose task is to produce objective analysis, predictions, solutions that bring optimal results and schemes for objective measurement. For us relevant resulting methods are: the rationalist planning and the PDCA cycle, and the predict-and-provide, and command-and-control methods

# KEY TERMS

**POST-POSITIVIST APPROACH** (theoretical underpinnings Karl Popper and Thomas Kuhn)

- goes beyond logical positivism and technical rationality that have long governed the public administration profession. It proposes that human knowledge does not rest exclusively on unchallengeable foundations but cultural perceptions, and interpretations are also part. Knowledge and truth is a social product, it is the result of community processes. Social reality is socially constructed in communication and actions. Besides the rationalist analysis and planning argumentation and interpretations also play a key role in processes. In political science since the 1990s the argumentative (US), and interpretative (UK) turn has directed attention to discourses, narratives and meanings, to the role of communicative processes in the collective production of reality. In the paper the reference to the post-positivist methods will mostly mean the argumentative method and its underpinning concept of change processes.

# KEY TERMS

- Transformative change process
  - Wicked problems, complex, messy situations often betray technical fixes. Solutions can evolve from many components. When the situation is stuck in a tangle, positivist methods alone cannot bring result. The involved actors, their perceptions, interpretations and relations need to be changed in order to enable them to generate solutions. The solution is, at least partly, the result of the transformation of actors that happens through their communication and interaction. In order to engender a process that can untangle the issues leadership need to create a space where solutions can be generated and facilitate the process of change

# KEY TERMS

- Transformative education
  - Head-Heart-hand (Pestalozzi)
  - Transformative education aims to impact students both on cognitive and attitude level. Freire (1995) proposed that cognitive and attitude change can be achieved through involvement in the learning process, in spaces where teachers and students collaboratively seek to uncover and validate knowledge, and are jointly responsible for the process. In such processes participants report experience of self-development, self-transformation and new social engagement. (Fischer Mandell 2012).

# THE CONTEXT

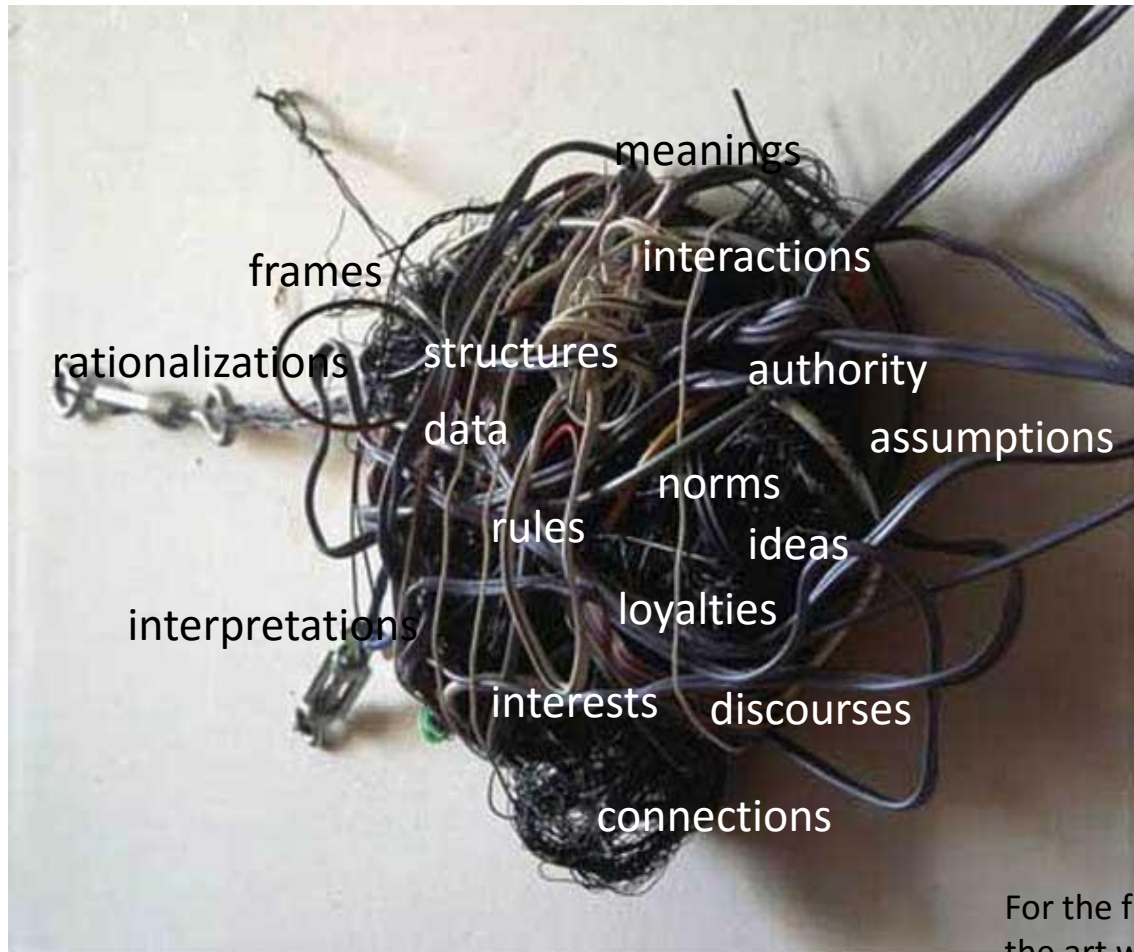
- **National University for Public Service (NUSP)**
  - Curriculum based on positivist approach and paradigms
  - Mostly legal and managerial studies focusing on theoretical underpinnings
  - Delivered with formal banking (frontal) approach → passive learner culture
  - Some additional personal skill trainings
- **Public administration in general**
  - Strongly hierarchic, top down command and control culture and weak communication
  - Prevalent self-image of organizations and civil servants:
    - implementer responsible for duties on own desk (scope of task and authority)
    - quality driver is technical expertise with legal and managerial focus

# CORRUPTION

- EU compatible regulatory framework but many practices that clash with the principles of democratic integrity
- Corruption tolerant culture
  - clash of formal rules and informal culture
  - structural arrangements and material and moral incentives that support corrupt practices
- Anticorruption initiatives often interpreted as intrusion – external or top down



# INTEGRITY DEFICITS IN A „STRETCHED TANGLE”



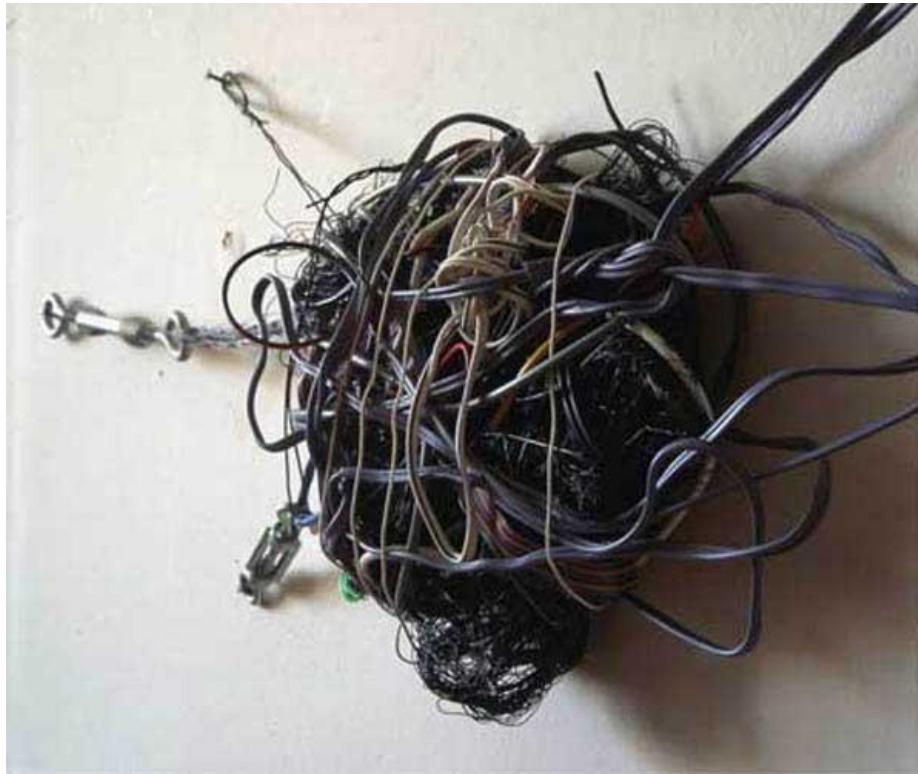
© Katalin Pallai 2015

For the figure the picture of  
the art work of Roza el Hassan:  
Stretched tangle, 1995. was used

# PROBLEM AND SOLUTION

- Normalized practices that clash with democratic norms
- Acting with democratic integrity in a corruption tolerant culture can:
  - clash with deep rooted **structural arrangements**
  - become a **collective action problem**
- **Wicked problem** that betray formal power, fast technical fixes and positivist technocratic solutions
  - Changing rules is not enough - neither external, nor top down,
  - Collectively trusted, intrinsic process is necessary.

# POSITIVIST TOOLS AND FORMAL POWER ARE IMPORTANT BUT ALONE ARE NOT ENOUGH TO „UNTANGLE THE TANGLE”



For the figure the picture of the art work of Roza el Hassan: Stretched tangle, 1995. was used

# FACILITATIVE LEADERSHIP

## To LEAD TRANSFORMATIVE CHANGE

- **Processual approach** instead of rationalist planning
- Initiating **energy for change processes** (agents, coalitions)
  - institutional conversations that have communicative force
  - coordinative, constitutive and communicative discourse
  - discursive production of a new reality
- Change in sense making can **create space for dismantling distorted structural arrangements**
- system thinking and collaboration across boundaries for a learning „journey“ for the wholeness/integrity (Senge, 1995)

# COMPONENTS OF THE PROPOSED SOLUTION

- Positivist technical fixes
- **Transformative process**
  - Post-positivist **argumentative methods** to create: shared interpretations, trust, personal beliefs about possibilities
  - Change in sense making could **create space for dismantling distorted structural arrangements**
- **System thinking** (Senge 1995) and **processual approach** (v.d. Heijden 2005)

# INTEGRITY ADVISOR

- 2013 position of integrity advisor is created – I new profession is born?
  - Obligatory in all public administration organizations larger than 50 staff
  - Government ordinance defines list of tasks:
    - yearly risk analysis and intervention planning in a PDCA cycle, whistle blower protection, information management, disciplinary processes, advise on generating formal rules and compliance systems, ethical education and advising of staff, plus others, ect.
  - Key task is to advise and report to the head of the organization who is responsible for the integrity of the organization
- Position without any formal authority - „alien” to the culture and operation of the organization

# INTEGRITY ADVISOR

- Lack of formal authority is **„a curse or a blessing?“**
  - push towards facilitative leadership role antithetical to traditional leadership role
  - need to be built on trust and communicative relations
  - cooperative process
    - the head of the organization and the integrity advisor in some kind of role division and cooperation
    - Good combination and fine balance between traditional and facilitative tools
  - Potential depends both on the advisor and the head of the organization
    - Strategy must be contextual

# THE EDUCATIONAL CHALLENGE

- Create a MEMORY OF THE FUTURE for students who
  - who have never seen and experienced such leaders and processes: have no models
  - never reflected on such processes
  - lack understanding and argumentative methodology
- Shared memory of the future within the group can give confidence and supporting community



# **HOW TO EDUCATE INTEGRITY ADVISORS?**

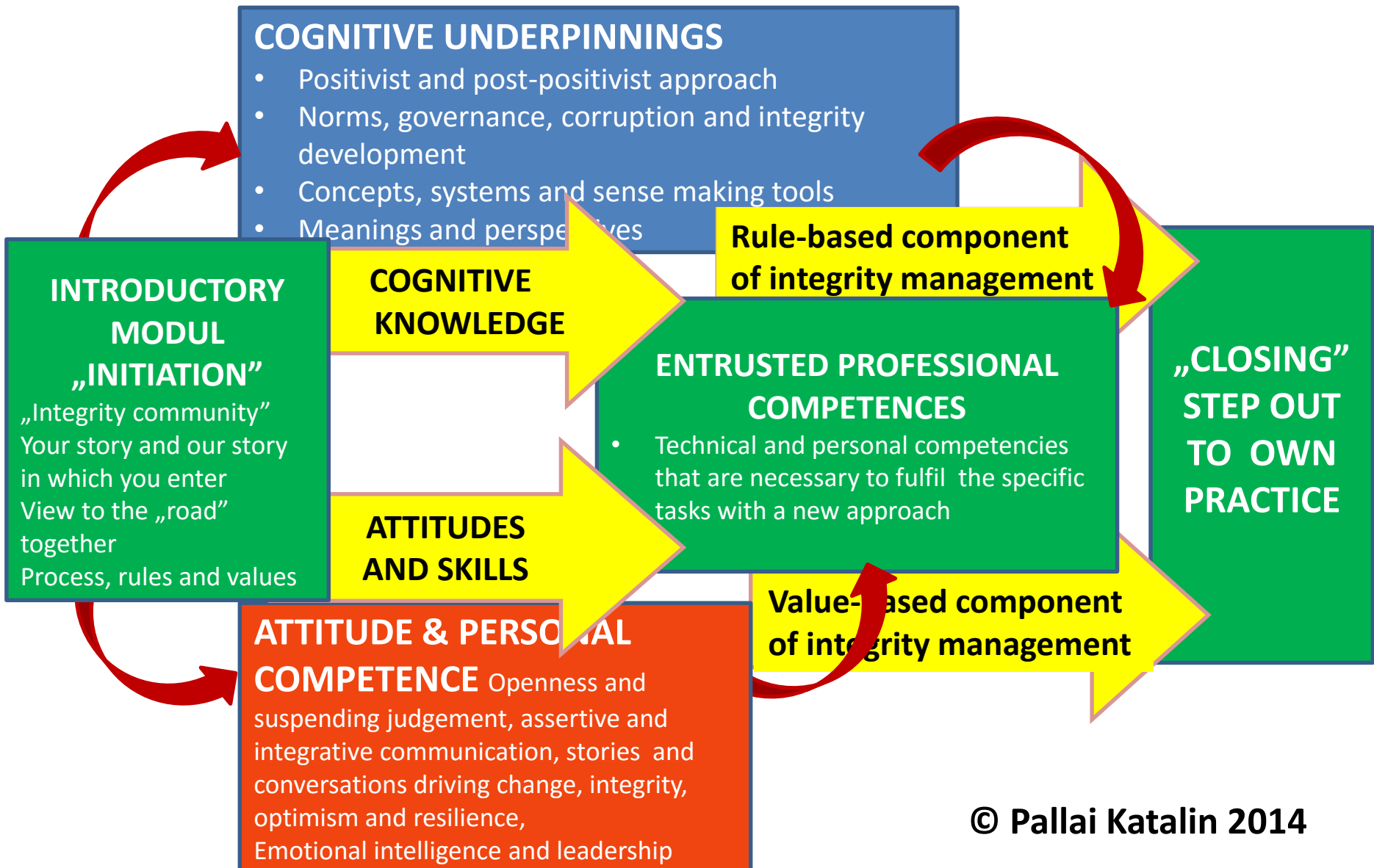
# STARTING POINT

- Students
  - Have at least 5 years of experience in public administration
  - Have professional expertise in some field
  - Most are socialized in organizations with:
    - Strongly hierarchy and focused on desks, tasks and authority
    - weak or absent strategies for adjusting personal integrity of staff and organizational operation, rules and culture
    - language that blur the boundaries between right and wrong
- Faculty
  - Mix of technical expertise
  - Very few has any notion of post-positivist concept of transformative process and learning

# AIMS

- Entrustable competencies in task domains
- Mastery of techniques for integrity management
  - rule-based instruments
  - value-based instruments
- Personal competencies
  - ethos and commitment of the change agent
  - capacity to system thinking, facilitating and steering
  - leadership for transformative change process
- This is not the usual academic exercise

# CONCEPT FOR THE CONTENT AND SEQUENCE



# THE EDUCATIONAL CHALLENGE: TRANSFORMATIVE LEARNING

- TRANSFORMATIVE LEARNING: Cognitive and attitude level
- BOTH POSITIVIST AND POST-POSITIVIST METHOD
  - Positivist technical skills for analysis and intervention planning
  - Understanding and initiating dynamic processes for creating „space for change”
- EXPERIENCE OF:
  - „the art of strategic conversations” (v.d. Heijden 2005) to affect where people focus and what sees.
  - Cooperative and constitutive discourse (role of stories, conversations, shared memories of the future (Schmidt 2012)
  - „learning not only through knowledge but transformations of relations and responsibilities, collective memories and membership” (Fischer- Mandell 2012)

# INTEGRITY ADVISOR EDUCATION CONCEPT

**COGNITIVE UNDERPINNINGS**

- Positivist and post-positivist
- Democracy, corruption, integrity
- System thinking and

**INTRODUCTORY  
MODUL „INITIATION“**  
„Integrity community“  
Your story and our story  
in which you enter  
View to the „road“  
together  
Process, rules and values

**„TRANSFORMATIVE  
WORKSHOPS“**

- Introduction and experience of post-positivist methods
- Creative learning space including teachers and students
- Group culture of coproduction
- Attitude building
- Experience of development, transformation and new engagement

**Rule-based component**

**CORPRODUCTION OF  
THE NEW PRACTICE  
working in various task  
domains**

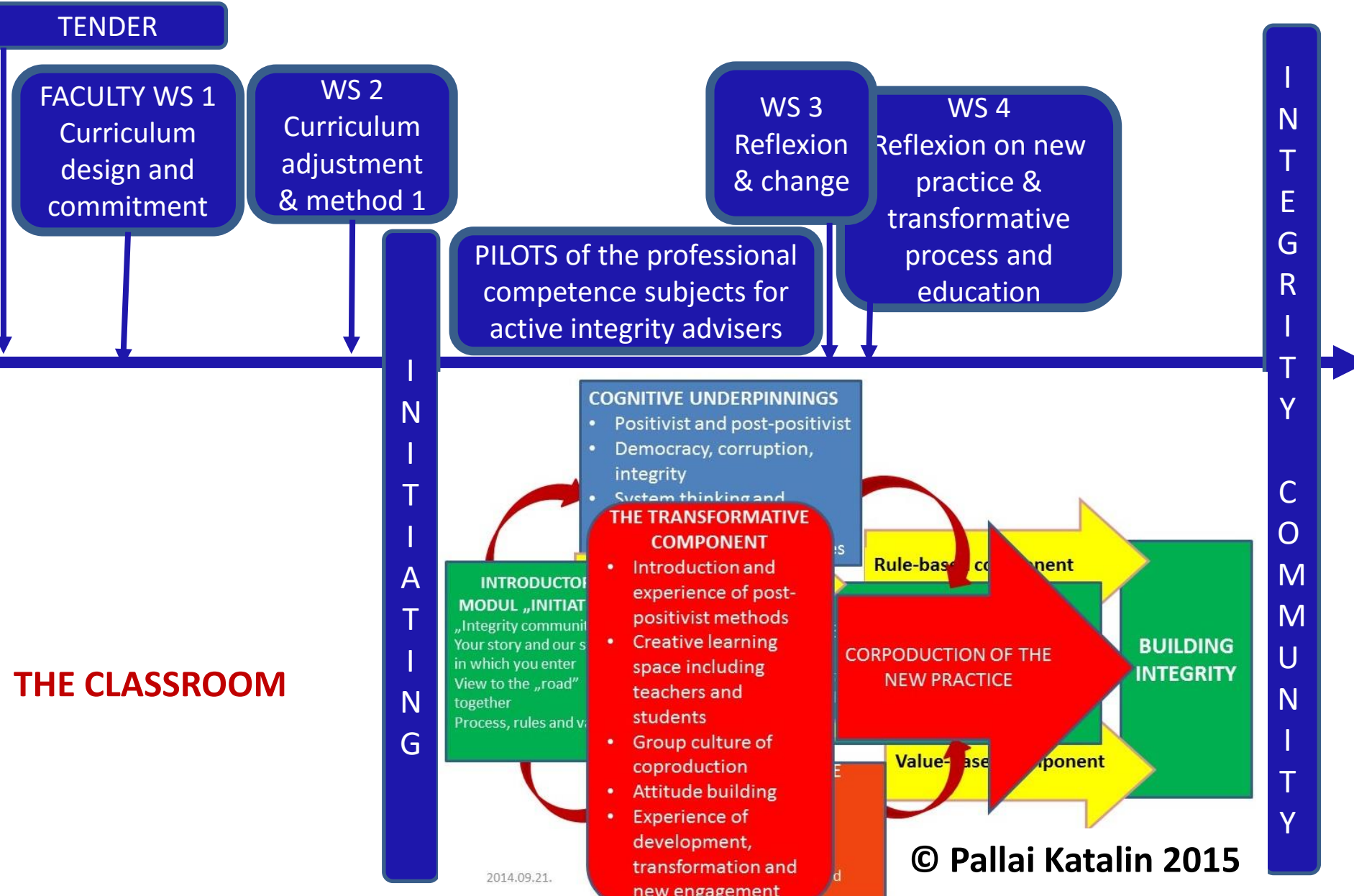
**Value-based component**

**BUILDING  
INTEGRITY**

# DEVELOPING FACULTY


- Faculty with:
  - commitment, credibility and wish to share
  - diverse practical experiences including post-positivist approaches
  - humility, will and courage to create new substance and method
- Faculty workshops and cooperative work
  - demanding process to work out details
  - conversation as space for change and emergent new approach – **own experience of teachers** with „Head-Heart-and Hand”
- Goal of the education process
  - evolving new practice in argumentative interaction
  - new student –teacher relation: coproduction
  - **Experience of transformative space**: creating a „shared memory of the future”

# „INTEGRITY PROFESSION”





# SUMMARY of 3 TRANSFORMATIONS

	CONTEXT	INTEGRITY ADVISOR	TEACHERS/ PROGRAM
<b>DEVELOPMENT GOAL</b>	“untangle” the corruption problem	<b>transformative leadership</b>	<b>transformative teaching</b>
<b>APPROACHES</b>	work with people for coproduction of new context and praxis	<ul style="list-style-type: none"> <li>- system thinking,</li> <li>- positivist and post-positivist methods</li> </ul>	<ul style="list-style-type: none"> <li>- system thinking and facilitation</li> </ul>
	<b>transformative change</b>	<ul style="list-style-type: none"> <li>- attitude and commitment</li> <li>- mastering positivist techniques</li> <li>- facilitation of transformative process</li> </ul>	<ul style="list-style-type: none"> <li>- understanding post-positivist method and transformative education</li> <li>- coproduction of new profession of integrity advisors</li> </ul>

## NEW ROLE FOR THE UNIVERSITY IN KNOWLEDGE CREATION