



Ethics for the Prevention of Corruption in Turkey (TYEC)

CoE Project No. EC/1062

1st Quarterly Progress Report

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Table of Contents

1.	BACKGROUND INFORMATION.....	4
1.1	Beneficiary Country and Institution(s)	4
1.2	Contracting Authority	4
1.3	Implementing Organization	4
1.4	Project Objective	4
2.	PROJECT ANALYSIS	4
2.1	Country Situation.....	4
2.2	The Legal Framework on Ethics.....	6
2.3	Project Objectives	6
2.4	Summary of Project Outputs/Purposes.....	7
2.5	Methodology	8
3.	OVERALL ACHIEVEMENTS	9
3.1	Inception Phase	9
3.2	Inception Phase: Management and Reporting Arrangements.....	10
3.3	Review of Activities.....	12
4.	PLANNED ACTIVITIES FOR PERIOD JUNE- AUGUST 2008	16
5.	STRATEGIC OVERVIEW AND CONCLUSION.....	18

1. BACKGROUND INFORMATION

TYEC – “Ethics for the Prevention of Corruption in Turkey”, started on 1 December 2007. This interim progress report provides a comprehensive overview over the project activities that took place up to 15 February 2008.

1.1 Beneficiary Country and Institution(s)

The beneficiary country is Turkey.

The primary beneficiary institution of the project is the Ethics Council for the Public Service.

1.2 Contracting Authority

The Central Finance and Contracts Unit (CFCU)

1.3 Implementing Organization

The Council of Europe is responsible for the implementation of the project and the use of the project funds from the European Commission. Within the General Secretariat of the Council of Europe in Strasbourg, the Economic Crime Division (Directorate of Human Rights and Legal Affairs) is responsible for the overall administrative project management and supervision.

1.4 Project Objective

The overall objective of TYEC is to contribute to the prevention of corruption in Turkey in accordance with European and other international standards through the implementation and extension of the code of conduct, and the development of anti-corruption measures. A summary of the project is included in **Annex 1**.

2. PROJECT ANALYSIS

2.1 Country Situation

Quantitative surveys have drawn attention to the adverse effects of corruption and point at the urgency to address it. The 2001 economic collapse (and subsequent devaluation) has – among other things – been attributed to corruption, and the results of the 2002 elections have been interpreted as an expression of the desire of the population for political reform and firm action against corruption. In Transparency International's Corruption Perception Index (TI CPI) for 2007, Turkey's score of 4.1 – placing it 64th out of 179 countries has marked a gradual downturn from the early part of the decade and returns its score to that of over a decade ago.

TI CPI	1995	2000	2001	2002	2003	2004	2005	2006	2007
Turkey	4.1	3.8	3.6	3.2	3.1	3.2	3.5	3.8	4.1

Reviews in recent years have noted both the areas of concern that require attention and those areas where progress is being made:

¹ Source: www.transparency.org

- The Council Decision of 23 January 2006 on the principles, priorities and conditions contained in the Accession Partnership with Turkey² indicated that with regard to the
- anti-corruption policy the government fully commit at all levels to the fight against corruption, including by strengthening all institutions involved, as well as coordination between them, ensure implementation of the Regulation on Principles of Ethical Behaviour for Public Officials and extend its provisions to elected officials, judiciary, academics and military personnel, and limit the scope of parliamentary immunity in line with European practice;
- The 2006 SIGMA report³ on the Elements of a Public Integrity System noted that corruption and favouritism have been associated with to the functioning of politics, which is at both local and central government levels. It stated that corruption scandals that occurred during the period under review were conducive to significant developments, such as more awareness and sensibility of civil society to political corruption as a problem to be solved and a response of the government through the elaboration of a relatively structured anti-corruption strategy in the 9th Reform Package.
- Specifically, the SIGMA report suggested that the impact of the EU on Turkey has been noticeable in terms of seeking more transparency since accession negotiations were opened at the end of 2005. Indeed, the EU provides Turkey with a case for developing better governance and pursuing a long-term anti-corruption policy that has clear political support. This provides the context for the recommendations in the two latest reports:
- The 2006 Group of States against Corruption (GRECO) report for Turkey which recommended among other things the provisions of the Council of Ethics with sufficient independence, providing it with an appropriate budget and staff that would enable it to promote and promulgate the new codes of ethics throughout the public administration; to properly investigate complaints made against senior officials and undertake proactive studies into particular areas of concern in respect of ethical behaviour and corruption in the public administration, the development of training material to be used in the training of all Public Officials on the new Code of Ethics and anti-corruption policies and to require all ministries and civil service bodies to include this training as part of their curriculum; it should be ensured that it forms a core part of the induction training for new civil servants as well as in the in-service training, and the development of systems for monitoring the impact of anti-corruption measures for the various sectors concerned⁴;
- On 4 October 2007, Turkey submitted its compliance report to GRECO in accordance to the schedule of its evaluation and peer review process which is not public. However, such report will be reviewed at the forthcoming GRECO plenary session which is scheduled to be held in Strasbourg from 31 March to 4 April 2008.
- The 2007 EC Progress Report on Turkey which noted that a number of issues remained to be addressed, including effective parliamentary oversight over public expenditure, the extensive immunities granted to parliamentarians and public officials, improved legislation and transparency on political party and election campaign financing, and the extension of the code of ethical principles to parliamentarians, academics, the military or the judiciary, and progress on the development of an anti-corruption strategy.

² COUNCIL DECISION of 23 January 2006 on the principles, priorities and conditions contained in the Accession Partnership with Turkey (2006/35/EC).

³ SIGMA. Elements of the Public Integrity System: Assessment, August 2006.

⁴ GRECO Joint First and Second Round Evaluation Report on Turkey (GRECO Eval I-II Rep (2005) 3E), adopted 6-10 March 2006

Overall, corruption is widespread and there has been slow progress in the fight against corruption⁵.

The present project reflects these recommendations and will build upon the progress made. It will help Turkey implement GRECO recommendations and make progress towards accession to the European Union. The project will address this issue and support the development of codes of ethics for other categories of officials or holders of public office.

The Legal Framework on Ethics

In relation to this, formal rules for officials of the public administration of Turkey have been in force since the mid-1960s. However, the establishment of the Council of Ethics for the Public Service⁶ and the subsequent adoption of a code of ethics⁷ now offer an opportunity to create a culture of ethics in the public administration in line with the requirements of good governance. The Council and the Code of Ethics also have the potential to become building blocks of a strategy for the prevention of corruption in Turkey.

The Council of Ethics consists of eleven members elected by the Council of Ministers for a period of four years.

The tasks of the Council are:

- to determine whether public officials adhere to the Code of Ethics while performing their duties
- to investigate claims that the principles of the Code have been violated by a senior public official with a minimum rank of general manager or equivalent⁸
- to inform the relevant authorities on the results of such investigations
- to carry out or to commission studies and research which help establish a culture of ethics throughout the public administration.

In addition, the Code of Ethics (Article 25) provides the Council with the task to prepare, coordinate and execute training programmes for public officials or to cooperate with relevant ministries, other public institutions, universities, local administrations and non-governmental organisations in their fields about this matter. The Council of Ethics should thus support a wide range of institutions to make sure that they abide to the Code of Ethics and that they incorporate principles of ethics in their in-service training programmes.

Project Objectives

In terms of the overall project objective of contributing to the prevention of corruption in Turkey in accordance with European and other international standards through the implementation and extension of the code of conduct, and the development of anti-corruption measures, the project will address the need to implement the Code through training and investigation, as well as the development of codes of ethics for other categories of officials or

⁵ Commission Staff Working Document. Turkey 2007 Progress Report *Accompanying The Communication From The Commission To The European Parliament and The Council; Enlargement Strategy And Main Challenges 2007-2008*. Commission Of The European Communities, Brussels, 6 November 2007.

⁶ Law no. 5176, published in the Official Journal on 8 June 2004.

⁷ Regulation on the Principles of Ethical Behaviour of Public Officials, published in the Official Journal on 13 April 2005, no. 25785.

⁸ See the list in Appendix 2 of the Code of Ethics. Complaints on other categories of officials received by the Ethic Council are forwarded to the disciplinary authority of the respective institution without further investigation by the Council.

holders of public office. This will be done by assisting and supporting the understanding and the implementation of the framework those provisions of the Code of Ethics and the mandate of the Council of Ethics for the Public Service cover.

Second, in relation to the need to develop systems of monitoring the effectiveness of prevention and other anti-corruption measures, the project will support system analyses of the effectiveness of key measures implemented in recent years, such as the reform of the criminal legislation, the Public Information Act and the Code of Ethics. Drawing on the results of these analyses, the project will support the development of new proposals for further anti-corruption measures and reforms.

The project will seek close cooperation with the technical commission that assists the Inter-ministerial Committee in the coordination of the Government's anti-corruption measures. It will also help develop further proposals aimed at improving the management, coordination and monitoring of Turkey's anti-corruption strategies.

Summary of Project Outputs/Purposes

Overall objective	To contribute to the prevention of corruption in Turkey in accordance with European and other international standards
Project objective	To implement the Code through training and investigation, as well as the development of codes of ethics for other categories of officials or holders of public office. To develop systems of monitoring the effectiveness of prevention and other anti-corruption measures and develop new proposals for further anti-corruption measures and reforms.
Output 1	The staff of the Council of Ethics is trained and have the necessary working tools and procedures to better exercise their mandate
Activity 1.1	Review the working procedures of the Council of Ethics for the Public Service and its secretariat and make and implement proposals for improvement (Ankara)
Activity 1.2	Train the staff of the secretariat in the management of complaints received (Ankara)
Activity 1.3	Train members of the Council in the investigation of complaints (Ankara)
Activity 1.4	Support and organise 2 study visits of staff of the Council of Ethics to study the experience of similar bodies in other European Union countries (i.e., Spain and Ireland/France)
Output 2	A training package/module is available to support the application of the code of ethics for public officials
Activity 2.1	Translate and review materials on ethics training available in other countries (Ankara)
Activity 2.2	Develop a coherent training package/curriculum for ethics training based on the provisions of the Code of Ethics (Ankara)
Activity 2.3	Following a testing of the training package (under outputs 4 and 5), finalise the training package and make it available to different institutions for in-service training (Ankara)
Activity 2.4	Produce and disseminate a training CD suitable for computer-based training (at large – 81 Provinces)
Output 3	Train the trainers programme is available- (At least 10 trainers have been trained and are able to deliver ethics training)
Activity 3.1	Select 10 to 15 trainers from training institutions of the public administration (Ankara)
Activity 3.2	Train these trainers in the application of the training package (Ankara)
Activity 3.3	Support these trainers in the delivery of initial training activities (under outputs 4 and 5) (Ankara)

Output 4	The governors, deputy governors and members of ethics commissions of the 81 provinces have been trained in the application of the code of ethics for public officials
Activity 4.1	Organise up to 10 training events for governors, deputy governors and district governors
Activity 4.2	Organise up to 15 training events for members of ethics commissions in provinces and municipalities
Output 5	Officials of central institutions and organisations responsible for ethics (members of the ethics commissions and senior managers) have been trained in the application of the code of ethics for public officials
Activity 5.1	Organise up to 6 training events for members of ethics commissions and officials responsible for in-service training in different institutions of the public administration (Ankara)
Activity 5.2	Organise up to 4 training events for senior officials of central level institutions of the public administration (under secretary, general director, president, general secretary and deputy general secretary levels) (Ankara)
Output 6	At least 10 research studies are available on the risks of corruption in relation to unethical behaviour and have been discussed in public
Activity 6.1	Commission at least 10 research studies (to be determined at the inception phase)
Activity 6.2	Organise the publication and dissemination of the results of these studies Ankara and other regions
Activity 6.3	Support the Council of Ethics in the organisation of up to 5 public workshops on the results of these studies Ankara (to be confirmed after the inception phase)
Output 7	The development of codes of conduct for elected office holders and the judiciary will have been supported
Activity 7.1	Organise workshops on the needs and possibilities for developing codes of conduct for elected office holders and the judiciary: Introduction and brainstorming sessions with recommendations to what extent and scope these codes shall be developed (Ankara)
Activity 7.2	Support the development and drafting sessions of identified Codes of Conduct for elected office holders through workshops and direct technical advice (Ankara)
Output 8	The effectiveness of codes of conduct and other anti-corruption measures in Turkey will have been evaluated and recommendations for future prevention strategies are available
Activity 8.1	Carry out studies evaluating the effectiveness of anti-corruption measures implemented in recent years, including criminal law measures, the public information act, the Code of Ethics
Activity 8.2	Based on these studies, make proposals with regard to future anti-corruption strategies
Activity 8.3	Organise up to 2 national conferences on the prevention of corruption in Turkey (Ankara and Istanbul)
Output 9	Coordination of measures to promote ethics with other anti-corruption measures in Turkey ensured
Activity 9.1	Support the organisation of regular meetings (once every six months) with the technical commission assisting the Inter-ministerial Anti-corruption Commission
Activity 9.2	Develop proposals for improved management, coordination and monitoring of anti-corruption strategies in Turkey

Methodology

The following types of activities are foreseen to achieve the project's objective:

Expert advice – provided by the LT-Adviser within his/her competence/experience or, as necessary, by ST-Advisors selected according to their specific field of competence, through direct conversation with individual officials or groups of officials on the issues specified in the Workplan and wherever necessary.

Expert opinions – will be provided in writing, as necessary, to comment on the pieces of legislation or their drafts or other documents, by independent experts from the Council of Europe Member States via the CoE Secretariat.

Study visits to EU Member States - provide first-hand experience to complement the theory and help individuals to examine possible changes to their own procedures and approaches, and also initiate the basis for launching cooperation and networking with EU Member States.

Roundtables and seminars - allowing stakeholders/professional groups and individuals to look at ways in which their own policies can be reformed. They will also be used to contribute specialist knowledge to a broader debate on a given issue.

Workshops - allow a particular task to be undertaken involving multiple co-operating parties. Experts put their knowledge at the disposal of practitioners and officials. Workshops can also be used to provide specific advanced training.

Training courses – allow participants to acquire new knowledge and/or professional skills through interaction with a qualified trainer. Elements of self-education can be included.

Research – a way to get a comprehensive overview of a given issue to serve a basis for further analysis.

Translations - make important texts and information accessible in local languages and can be used as a tool in training activities and seminars.

Publication and dissemination of texts and/or audiovisual CD-ROMs - ensure that certain expertise or knowledge is made available to the widest possible audience.

3. OVERALL ACHIEVEMENTS

3.1 Inception Phase

3.1.1 Inception Phase: Agreeing the Work

The Inception phase involved the establishment of the project team, and the reporting and management arrangements. It also involved reviews of, and launch of, the workplan.

3.1.2 Project Team

A project office was set up in Ankara, a Local Project Officer (LPO) and a Long-Term Adviser (LTA) were recruited and are in post. A Project Coordinator/Manager (PM) in Strasbourg has been assigned to oversee the project's implementation and the day-to-day management of activities, and to assist the team in Ankara.

3.1.3 Initiation Meetings

The Project Management Team (PMT) of the Council of Europe conducted a project initiation mission in December 2007 to discuss the project outputs and activities with the relevant counterparts, and members of the secretariat of the Ethics Council, and initiate discussions and drafting of the project Workplan in accordance to the Project's logframe.

3.1.4 Workshops

Three Start-up workshops were held in January 2008 which were attended by 50 participants each of high level representatives of central and local institutions, representatives of civil society and professional organisations, and representatives of media in Ankara and academics working on ethics. The three start up workshops addressed the same themes:

- main issues of concern in ethics in the relevant sectors;
- suggested remedies, including actions and reforms for enhancing the ethics culture; and
- discussions and proposals on the implementation aspects of the Project in accordance to its logframe.

Those start up workshops also discussed issues such as:

- the tradition of gift-giving in the private sector;
- making complaints about corruption;
- planning law, patronage, awareness and sanctions;
- and party finance.

Proposals included declaration of assets and a widening use of codes of conduct, more transparency in the public sector, promotion of ethics throughout society and included in education, and a national strategic approach to anti-corruption. The workshops demonstrated not only a clear awareness of the issues and possible solutions across both public administration and society, but also demonstrated that there are networks and organisations keen to support the work of the project.

The project was then discussed by each of the three workshops. Most the planned activities were agreed and supported, with suggestions of possible further inputs and possible involvement of a number of the representatives and institutions at the workshops. The comments were taken into account and incorporated in the Project Workplan that was subsequently completed by the PMT in order to present to the Start-Up Conference.

3.1.5 Start-up Conference

Following the consultations and preparatory meetings with the counterparts and the donor organisation, the project's launching conference was organized on 7 February 2008 with over 100 attendees, bringing together high-level representatives of line Ministries, different groups of civil society, media, international organizations and Embassies. The second part of the conference dealt with the presentation and discussion of the final draft of the project's Workplan which was further presented and elaborated by the representatives of the beneficiary institutions. In the end the Workplan was adopted by all participants at the Start up Conference, which will constitute the guiding document for the project management with respect to each and every project activity and its implementation modalities, timing, and venue. The agreed workplan is included in **Annex 2**.

3.2 Inception Phase: Management and Reporting Arrangements

3.2.1 Staffing the Project

To deliver the project, a management team (PMT) has been set up in Strasbourg and Ankara. It comprises 3 members.

In Strasbourg, the Anti-corruption and Fraud Unit is in charge to monitor on daily basis the project implementation and report on behalf of the Council of Europe on the implementation and delivery of the project's objectives. The Project Coordinator and Manager Ms Ilknur Yuksek, will be dealing with every day management of project activities.

In Ankara, the setting-up of the project implementation team has been now finalised where Mr Serhan Alemdar was selected for the position of TYEC Local Project Officer (LPO). The Long-Term Advisor is Mr Alan Doig. These nominations were previously approved by the project donor organisation (European Commission) and the main counterpart institution (the Ethics Council for the Public Service).

In addition to the members of the PMT, the Ethics Council has nominated Mr Omer Atalar to be the National Project Director and who liaises on daily basis with the project management team from the side of the Council of Europe and other counterpart institutions. All the above constitutes the project implementation team which is supported by the project management team in Strasbourg in accordance to the terms as indicated in the project contract and its fiche.

The PMT is in part located in the premises of the Ethics Council in the Public Service. In accordance with the project document, the office space for the project has been allocated by the Ethics Council and satisfies the needs of the CoE local team, it also provides the infrastructure to implement certain project activities (conference room and other facilities in the building). In addition, the project implementation team is also located in the Council of Europe office to ensure on-line access and finance system access as well as providing a meeting room with translation booths. The project also undertakes to ensure the translation of all relevant documentation and publications so that important texts and information are accessible in the national language and can be used as a tool in training activities and seminars.

3.2.2 Reporting Arrangements

The daily implementation and reporting of specific activities carried out by the Long Term Adviser (LTA) of the TYEC project will be monitored by the Economic Crime Division at the Directorate of Co-operation (Directorate General of Human Rights and Legal Affairs) at the Council of Europe in Strasbourg. The LTA shall submit directly all his reports to the Corruption and Fraud Unit (Economic Crime Division) which will ensure that all type of the reports are prepared and submitted as required (by its content and substance). The project reporting to any counterpart in Ankara, the European Commission, the Ethics Council and CFCU shall be done only and directly by the Corruption and Fraud Unit which shall have endorsement and signature of the Head of the Economic Crime Division. As a part of this contract the LTA shall submit the following reports to the Corruption and Fraud Unit (Economic Crime Division):

The Nature and Content	Type	Reporting Period for the LTA	Recipient
<p>Monthly Progress Report</p> <p><i>English Version</i></p>	The report will list in detail the activities undertaken and assess the progress towards achievement of project objectives. This update will stress particularly the achievement of results.	to be submitted every by the 5 th day of the upcoming month	<p><u>Submitted to:</u></p> <p>Council of Ethics and CFCU</p>
<p>Quarterly (Interim) Reports</p>	These reports will list more in detail the activities undertaken and assess the progress toward achievement of project objectives. The update will stress particularly the achievement of results and identify also potential risks during the forehead implementation period.	<p>to be submitted every three months</p> <p>1st Quarterly Report – 1 May 2008</p> <p>2nd Quarterly Report – 1 August 2008</p>	<p><u>Submitted to:</u></p> <p>Council of Ethics CFCU and ECD</p>

<i>English Versions</i>		3 rd Quarterly Report – 1 st November 2008 4 th Quarterly Report – 1 February 2009 5 th Quarterly Report – 1 May 2009	
Final Report (Narrative and Financial) English and Turkish Versions	The final report should follow the inception report format and include an in-depth assessment of project implementation results and the level of achievement of the objectives. The final report will be complemented by an evaluation of the impact of the project aimed at identifying the impact and the achievements of the project at the end of it. The Final Report and the Evaluation Report will contain lesson learnt and recommendations to be followed up by the beneficiary. The report will be finalised after incorporation of any comments from the CFCU, ECD and Council of Ethics	Within six weeks of the end of the implementation period and accompanying final payment request	Council of Ethics Board CFCU EC Delegation

In addition to the above formal reports, the LTA in cooperation with the Project Team shall regularly inform the donors of political, economic or institutional developments of relevance to the project. In particular the PMT and Turkish counterparts will meet monthly with representatives of the European Commission and the CFCU.

In addition the LTA shall provide as attachment to the report when relevant all the electronic and hard copies of: training material prepared under the reported period; reports of short-term specialists; any other publication produces during the course of the implementation of the project activities.

3.2.3 Team Briefing

24-25 April 2008. Members of the project team met in Istanbul with members of three other projects and staff from Strasbourg to discuss reporting and financial arrangements, including: project documentation; project narrative reporting; project finance reporting; activity procedures; expert / staff issues; project and external relations /communication.

3.2.4 Communications

The work of the project is publicised through a dedicated website to report in detail on all project activities. The new website ([http: www.coe.int/tyec](http://www.coe.int/tyec) became operational as of 1 March 2008).

3.3 Review of Activities

The project timetable is in **Annex 3**. This section discusses the Outputs under which activities took place during this period and then describes the activities.

3.3.1 Output 1

Output 1 relates to the Council of Ethics for the Public Service. It is intended to review the structure and work of the Council and consider ways to improve both. In particular the Output is concerned with working with the Council to consider its future strategy and toles.

Under Output 1, the following activities were undertaken during this reporting period of the project:

Activity 1.1: Review the working procedures of the Council of Ethics for the Public Service and its secretariat and make and implement proposals for improvement (Ankara)

Activity 1.2: Train the staff of the secretariat in the management of complaints received (Ankara)

Activity 1.3: Train members of the Council in the investigation of complaints (Ankara)

Activity 1.4: Support and organise 2 study visits of staff of the Council of Ethics to study the experience of similar bodies in other European Union countries (i.e., Spain and Ireland/France)

Under Activity 1.1 a questionnaire was drafted by the LTA, and circulated completed by members of the Council of Ethics in March. In the same month members of the Secretariat were interviewed and questionnaires circulated. The results of the questionnaires and interviews were evaluated and incorporated into a draft paper on the work of the Council completed by the LTA [*TECHNICAL PAPER: CURRENT PROCEDURES AND POSSIBLE FUTURE WORK OF THE COUNCIL OF ETHICS*].

On 13 March 2008 Round Table Discussion no. 1 was held on reviewing issues of concern and current status of the working procedures of the Council of Ethics; with the participation of Board Members of the Council of Ethics, Secretariat and academicians. There was agreement that there should be a strategic planning paper of Council of Ethics and that the role between disciplinary boards, inspection boards and ethics commissions should be defined.

In addition the LTA prepared 2 further papers:

- the future work of the Council [*TECHNICAL PAPER: OPTIONS FOR THE COUNCIL OF ETHICS FOR PUBLIC SERVICE AS THE NATIONAL PREVENTION OF CORRUPTION COUNCIL*];
- review of the Code [*TECHNICAL PAPER: REVISING THE CODE AND INSTITUTIONAL RESPONSIBILITIES*]

During May the international STE was appointed to draft training materials (see below) and undertake a paper on the capacity issues facing the Council as a consequence of the papers prepared by the LTA. The STE interviewed members of the Council and members of the secretariat. On 13 May 2008 Round Table Discussion no. 2 was held, where the STE presented to a meeting of the Council his report – *DRAFT WORKING PAPER: INSTITUTIONAL CAPACITY REVIEW AND PLAN*.

(See **Annex 4** for abovementioned Technical Papers and Working paper)

Under Activity 1.2, a manual on the receipt and management of complaints has been prepared – *DRAFT WORKING PAPER: COMPLAINTS - GUIDE TO POSSIBLE INQUIRY PROCEDURES* – and training of the staff of the Secretariat will take place in June. **Annex 5.**

On 27 May, an international conference was held to address the themes of ethics at national and international levels. The conference was opened by Mr. Hayati Yazici, State Minister and Deputy Prime Minister, who welcomed the delegates and emphasized the government's commitment to addressing corruption. Prof. Dr. Bilal Eryilmaz, Chairperson, the Council of Ethics for the Public Service, thanked the Deputy prime Minister's support to the work of the Council and explained the importance of ethics awareness and training across the public

sector. Alan Doig, the Resident Advisor to the project, then explained how the project, delivered by the Council of Europe and funded by the European Commission, was intended to support the objectives of the Council. The conference then looked at the question of ethics in a Turkish context from a number of perspectives. Prof. Dr. Kenan Gursoy, Galatasaray University, took a philosophical approach in asking which decisions could be considered as ethical while Assoc. Prof. Semra Aşçigil, Middle East Technical University, considered the interaction between ethics and the role of business and Prof. Dr. Inayet Aydin, Ankara University, discussed the practical value of ethics training. DOÇ.DR. Uğur Ömürgönülşen of Hacettepe University concluded the national context by providing an oversight of the institutional, legal and procedures issues relating to a public ethics environment, identifying the gaps and overlaps that require attention.

The afternoon's sessions looked at the international context. Ms. Sumru Noyan, Ambassador at Large and former Deputy Executive Director UNODC Office in Vienna, discussed the framework of the UN Convention Against Corruption and the various anti-corruption initiatives relating to the Legislature, Judiciary and other agencies, including an anti-corruption agency. Mr. Timo Moilanen, University of Helsinki, Finland, discussed the adoption of the ethics framework in EU member states through an analysis of how well the national integrity systems reflected the standards set out in the general guidelines proposed in the Ethics Framework and what were the main future issues and priorities concerning public service ethics among EU member states. In terms of practitioner implementation, Mr. Gary Hickey, Research and Policy Manager, Standards Board for England (which is responsible for a code of conduct at local level), described the English experience of implementing ethics in practice and in particular the need to set such work within the development of a wider ethics framework. From Latvia, Ms. Diana Kurpniece, Head of Public Relations and Education Division, Corruption Prevention and Combating Bureau (KNAB), Latvia, explained how, within its three areas of responsibility (investigation, prevention and awareness), the KNAB prevention focuses on conflicts of interests of public officials, the need for internal control mechanisms in each public institution, and the roles of codes of ethics/conduct. The conference was closed by Prof. Dr. Bilal Eryilmaz, Chairperson of the Council of Ethics for the Public Service.

Under Activity 1.3, a manual on the receipt and management of complaints - *DRAFT WORKING PAPER: COMPLAINTS - GUIDE TO POSSIBLE INQUIRY PROCEDURES* - has been prepared and training of the staff of the Secretariat will take place in June.

Under Activity 1.4, a study visit to Ireland has been arranged for June. Originally the visit was to have included the United Kingdom but enhanced visa requirements made arrangements for the group a problem. Accordingly staff from relevant UK agencies have been invited to Dublin. The participating organisations to the end of May are:

1. UK Audit Commission
2. UK Standards Board for England
3. UK Committee on Standards in Public Life
4. Irish Standards in Public Office Commission
5. Irish Ministry of Finance
6. Department of Government, University of Cork
7. Transparency International Ireland.

3.3.2 Output 2

Output 2 concerns a review of international training materials on ethics and on ethics training material approaches. From the review a training package/module was to be developed to support training in the code of ethics for public officials for which the Council of Ethics for the Public Service is responsible.

Under Output 2, the following activities were undertaken during this reporting period of the project:

Activity 2.1: Translate and review materials on ethics training available in other countries

Activity 2.2: Develop a coherent training package/curriculum for ethics training based on the provisions of the Code of Ethics

Under Activity 2.1, a comprehensive collection, collation and review of ethics training material and Trainer of Trainer material was undertaken, including material from Canada, OECD, Australia, United Kingdom, UNPAN, and USA. The material was studied within the Council. The comprehensive package approach of the Public Standards Commission of the State of Victoria, Australia – with CD-Rom based guidance to managers, participants and facilitators, the use of practitioner case studies – was considered as the most suitable approach to emulate.

Under Activity 2.2, an international STE was appointed to draft training materials and a Turkish STE was appointed to draft the case studies. By mid-May the international STE completed the following:

1. *THE TRAINING STRATEGY*
2. *A GUIDE FOR FACILITATORS OF ETHICS TRAINING*
3. *AN IMPLEMENTATION GUIDE FOR PUBLIC SERVICES ORGANISATIONS*
4. *THE POCKET GUIDE FOR ALL PUBLIC OFFICIALS*

(See **Annex 6** for abovementioned Training Strategy and Training Package)

The case studies have been completed in draft and they are now being assessed for realism and relevance to the range of likely public sector participants to receive the training

The first document produced by the international STE on a training strategy has raised a number of issues concerning the use of professional trainer of trainers and the integration of their work with an expert in public ethics training and with the work of the international STE. This will be addressed in a new paper on training by the LTA.

3.3.3 Output 3

Output 3 concerns the development of a training programme in the use of the training package/module developed under Output 2 to support training in the code of ethics for public officials for which the Council of Ethics for the Public Service is responsible.

Under Output 3, the following activities were undertaken during this reporting period of the project:

Activity 3.1: select 10 to 15 trainers from training institutions of the public administration

Under Activity 3.1 a description of the requirements for potential trainers was developed and circulated by the Council in April to some 25 central government ministries and a further 15 public bodies. Applications were returned by the end of May and are now being assessed.

3.3.4 Output 6

Output 6 concerns the development of terms of reference for up to 10 research studies the risks of corruption in relation to unethical behaviour that will inform the work of the Council of Ethics for the Public Service.

Under Output 6, the following activities were undertaken during this reporting period of the project:

Activity 6.1: commission at least 10 research studies (to be determined at the inception phase)

Under Activity 6.1 a workshop on identification of the 10 research studies themes and expected outcomes held on 14 March 2008 and involved the participation of Board Members of the Council of Ethics, Secretariat and senior officials from selected public institutions. Draft specification for bids and draft contents of themes were completed - *TECHNICAL PAPER: PROPOSED TERMS OF REFERENCE FOR DRAFT TENDER SPECIFICATION FOR THE RESEARCH STUDIES*. **Annex 7**. 6 of the studies are to be undertaken in 2008 and 4 in 2009 in the following areas of study:

1. *Conflict of Interest in Public Administration (study to be completed in 2008)*
2. *Public Bidding and Ethics (study to be completed in 2008)*
3. *Planning at Local Level (study to be completed in 2008)*
4. *Ethical Conduct in Law Enforcement (study to be completed in 2008)*
5. *Ethical Conduct in the Health Services (study to be completed in 2008)*
6. *Ethical Standards and the Title/Land Registry (study to be completed in 2008)*
7. *The Shadow Economy (study to be completed in 2009)*
8. *Professional Associations and Ethics (study to be completed in 2009)*
9. *Ethics and the Customs Services (study to be completed in 2009)*
10. *Ethics, Culture, and Society (study to be completed in 2009)*

Full terms of reference, methodology and bidding procedures were completed in May and the call for expressions of Interest were advertised on the Project website.

3.3.5 Output 7

Output 7 concerns aspects of the wider remit of the project in terms of supporting work on the development of codes of conduct in areas for which the Council of Ethics in Public Service is not directly responsible but where a uniform approach is important in terms of developing Code of Conduct for all public officials. The areas are the legislature and the Judiciary.

Under Output 7, the following activities were undertaken during this reporting period of the project:

Activity 7.2 Support the development and drafting sessions of identified Codes of Conduct for elected office holders through workshops and direct technical advice

Under Activity 7.2 draft revised working papers have been completed on possible Codes of Ethics for the Judiciary and the Legislature as follows:

WORKING PAPER ON A CODE FOR THE LEGISLATURE. **Annex 8**

WORKING PAPER ON A JUDICIAL CODE OF CONDUCT. **Annex 9**

4. PLANNED ACTIVITIES FOR PERIOD JUNE- AUGUST 2008

Below are the activities already underway and noted in 3. above or planned for the next reporting period.

Output 1	The staff of the Council of Ethics is trained and have the necessary working tools and procedures to better exercise their mandate
Activity 1.2	Train the staff of the secretariat in the management of complaints received

	(Ankara)
Activity 1.4	Support and organise 2 study visits of staff of the Council of Ethics to study the experience of similar bodies in other European Union countries (i.e., Spain and Ireland/France)

Training will take for members of the Council Secretariat on managing complaints and on the possible introduction of a manual on receiving and investigating complaints.

On 8 – 13 June 2008 members of the Council and members of the Council Secretariat will visit Dublin for the study visit.

Output 2	A training package/module is available to support the application of the code of ethics for public officials
Activity 2.2	Develop a coherent training package/curriculum for ethics training based on the provisions of the Code of Ethics (Ankara)

Output 3	Train the trainers programme is available- (At least 10 trainers have been trained and are able to deliver ethics training)
Activity 3.1	Select 10 to 15 trainers from training institutions of the public administration (Ankara)
Activity 3.2	Train these trainers in the application of the training package (Ankara)

The package has been developed and, once the case studies have been integrated, a training strategy will be devised. This will include:

- Translating the training package;
- Selecting and training the trainers, from both external ministries and other public bodies and from the Council secretariat, using a professional Training of Trainers organisation, an expert assessor and the international STE;
- A pilot training exercise in one ministry to test and evaluate trainer and participant reaction to the methods used, the training framework, and the case studies;
- Reviewing and revising the training material and providing any further training for the trainers;
- Producing the training package on the CD-Rom;
- Holding a training awareness conference for ethics commissions, personnel departments and inspectorates to raise awareness of the training package and to ensure cooperation and support among ministries.

Output 6	At least 10 research studies are available on the risks of corruption in relation to unethical behaviour and have been discussed in public
Activity 6.2	Organise the publication and dissemination of the results of these studies Ankara and other regions
Activity 6.3	Support the Council of Ethics in the organisation of up to 5 public workshops on the results of these studies Ankara (to be confirmed after the inception phase)

It is likely the closing date for applications for the first 6 studies will be extended to the end of June. As well as an advert in a local newspaper and on the TYEC Council of Europe and the Council of Ethics website, information will be sent to as many research institutes and universities as possible, including those who attended the workshop. In July the applications will be evaluated and the contracts awarded. It is possible that the second set of 4 studies will also be advertised during this time to encourage a quicker completion process.

Output 7	The development of codes of conduct for elected office holders and the judiciary will have been supported
Activity 7.1	Organise workshops on the needs and possibilities for developing codes of conduct for elected office holders and the judiciary: Introduction and brainstorming sessions with recommendations to what extent and scope these codes shall be developed (Ankara)
Activity 7.2	Support the development and drafting sessions of identified Codes of Conduct for elected office holders through workshops and direct technical advice (Ankara)

Contact will be made with the appropriate agencies to begin exploring joint initiatives under the Output.

Output 8	The effectiveness of codes of conduct and other anti-corruption measures in Turkey will have been evaluated and recommendations for future prevention strategies are available
Activity 8.1	Carry out studies evaluating the effectiveness of anti-corruption measures implemented in recent years, including criminal law measures, the public information act, the Code of Ethics
Activity 8.2	Based on these studies, make proposals with regard to future anti-corruption strategies

It is intended to initiate the first study in June, reviewing the overall ethics framework in Turkey in terms of laws, institutions and procedures.

Output 9	Coordination of measures to promote ethics with other anti-corruption measures in Turkey ensured
Activity 9.1	Support the organisation of regular meetings (once every six months) with the technical commission assisting the Inter-ministerial Anti-corruption Commission
Activity 9.2	Develop proposals for improved management, coordination and monitoring of anti-corruption strategies in Turkey

Contact will be made with the appropriate agencies to begin exploring joint initiatives under the Output.

5. STRATEGIC OVERVIEW AND CONCLUSION

In terms of the work, the project is progressing according the workplan and timetable. It has the support of the Council of Ethics for Public Service. It has attracted the interest and engagement of a range of stakeholders from the public sector, universities, research institutes and NGOs, and the private sector. Its two main conferences have been addressed by the Prime Minister and the Deputy Prime Minister; both have been well-attended. The Council under its new Chair has already begun reviewing its future direction and is planning to submit a revised Code for consideration later this year. The Deputy Prime Minister announced that the Legislature is setting up a committee to consider a parliamentary code of conduct.

In terms of the project proposal and the workplan in the next period, the main area to be addressed is the development of a strategic approach to training. The training package is essentially a tool; what is needed is confirmation of the realism and relevance of the case

studies, ensuring that the trainers receive professional training in training, in knowing how to train others and in understanding fully the ethics material they are using, the commitment of the ministries to participating in the training and providing other means to support and sustain the ethical context, and the involvement of the ethics commission in ensuring the cascade of the training capacity in their ministries.

More generally attention will now be turned to the wider ethical environment in the Turkish public sector, including reviews of the environment's legal, institutional and procedural components, the effect of previous reform initiatives and proposals for future reform, and institutional relationships.