

INSTITUTE OF LOCAL GOVERNMENT STUDIES

MAIDEN S. N. WOODE MEMORIAL LECTURE

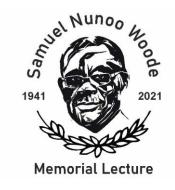
MANAGING PUBLIC AFFAIRS WITH INTEGRITY AND VALOUR: THE CONTEMPORARY PUBLIC ADMINISTRATOR IN GHANA

JULY 2023 REPORT



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MAIDEN SAMUEL NUNOO WOODE MEMORIAL LECTURE

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Acronyms

AMs	Assembly Members
CBDG	Capacity Building for Decentralisation in Ghana
СВА	Compliance-Based Approaches
CHRAJ	Commission on Human Rights and Administrative Justice
DACF	District Assemblies Common Fund
DCDs	District Coordinating Directors
DCEs	District Chief Executives
EU HRD	European Union Human Resources Development Programme
FES	Frederich Egbert Stiftung
GIZ	German Technical Assistance Organisation
GoG	Government of Ghana
HRM	Human Resources Management
ILGS	Institute of Local Government Studies
LED	Local Economic Development
MLGDRD	Ministry of Local Government, Decentralisation and Rural Development
NIS	National Integrity System
OSP	Office of Special Prosecutor
PMs	Presiding Members
PPP	Public Private Partnership
PSC	Public Services Commission
UGBS	University of Ghana Business School
VBA	Values-Based Approach

1.0 Introduction

1.1 Background

The Institute of Local Government Studies (ILGS) started in 1999 as a project of the Ministry responsible for local government. It was an initiative of the Government of Ghana with support from the World Bank and the Netherlands Government to build the capacities of local governments (LGs). Training interventions from 1999 to 2003 were implemented through the Capacity Building for Decentralisation in Ghana (CBDG) Project.

In July 2003, the Institute of Local Government Studies Act, 2003 (Act 647) was enacted, transforming the project into a public management development and training institution. In July 2023, the ILGS marked 20 years since the promulgation of its establishing law, which made it a corporate entity. As part of events lined up for the celebration of the 20th anniversary, the Institute in collaboration with the family of its Founding Director, the late Professor Samuel Nunoo Woode decided to organize the first-ever memorial lecture in honour of the memory and achievements of Prof. Woode. Prior to the promulgation of Act 647, the late Prof. S. N. Woode had served as the Director of the Institute.

1.2 Rationale for the Memorial Lecture

The memorial lecture was instituted to serve as a platform to encourage conversations on public administration and ethics. It is envisaged to also help fashion out solutions for the betterment of our society through the renewal of the collective ethical commitments in public life. Therefore, the lecture would recognize and celebrate the life and contributions of the late Prof. Woode to public service, and the first of the series to be organized biennially coincides with the 20th anniversary celebrations of the ILGS.

1.3 Participants and Attendance

The lecture was attended by over 100 participants, comprising representatives of Government Ministries, Departments and Agencies; Metropolitan, Municipal, and District Assembles (MMDAs), Development Partners (DPs), family and friends of the Late Prof. S. N. Woode, the former and current staff of ILGS, students, alumni, and the media. The participant's list is attached as appendix 2 to this report.

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2.0 Proceedings at the Memorial Lecture2.1 Start-up Activities

The memorial lecture commenced at 4 pm at the

ILGS Multi-Purpose Conference Centre. The Registrar of the Institute, Mr. David Osei-Wusu led the procession and moderated the sessions. He invited Rev. Fr. Chris Nii Noi Ashong to share a word of prayer for the commencement of



The Moderator, Mr. David Osei-Wusu, Refgistrar, ILGS

proceedings and thereafter introduced the dignitaries and personalities at the event.

2.1.1 Opening Remarks by Emeritus Prof. Kwasi Kwafo Adarkwa

In his opening address, the Chairman of the event, Emeritus Prof. Kwasi Kwafo Adarkwa, mentioned that Prof. Woode was a renowned, iconic figure in the field of public administration and possessed a life and identity which was embedded in honesty, integrity and ethics in public service.

He also indicated that Prof. Woode did not only teach, rebuke and correct on the subject matter of ethics, but also walked the talk to demonstrate how individuals in organisations could imbibe ethical values essential for building trust and confidence. He was unequivocal that Prof. Woode touched and inspired the lives of many with his deep understanding of ethics and showed the way to go when faced with ethical dilemmas in decision-making.

Prof. Adarkwa concluded his address, stating that the Memorial Lecture would provide a platform to



Emeritus Prof. Kwasi Kwafo Adarkwa giving the opening remarks



Across section of guests seated

encourage discussions on the subject of ethics in public service and help fashion

solutions for the betterment of society and create opportunities for the renewal of ethical commitments in public service. He commended ILGS and the family of Prof. Woode for organising the lecture which brings out the ideas and principles advocated by Prof. Woode, which are prerequisites for public officeholders in the efforts to drive national development.

2.1.2 Address by Prof. Nicholas Awortwi, Director, ILGS

The Director of the Institute, Prof. Nicholas Awortwi on behalf of the Management of ILGS and the family of Prof. Woode, welcomed everyone to the Accra campus of the Institute and the occasion of the maiden S. N. Woode Memorial Lecture. He indicated that Prof. Woode was the founding director of the Institute when it was commissioned in May 1999 as a small project of the then Ministry of Local Government and Rural Development (MLGRD) with resources from the Government of



Prof. Nicholas Awortwi giving the welcome address

Ghana, the World Bank and the Netherlands Government. He stated that the Institute's campuses at Accra and Tamale were activated under the leadership of Prof. Woode.

He further indicated that under Prof. Woode's supervision, the ILGS commenced 10 thematic modules for training of professionals in local government. This was in partnership with the twenty-one (21) pilot districts under the Capacity Building for Decentralisation in Ghana (CBDG) project. The training was in the areas of; Financial Management, Local Economic Development, Land Management, Tourism Management, Public Private Partnerships, Environmental Management, District Development Planning and Human Resources Management. He mentioned that Prof. Woode also provided oversight for the training of Presiding Members (PMs), District Chief Executives (DCEs) and District Coordinating Directors (DCDs) with the support from the Frederich Egbert Stifstung (FES) and the German Technical Assistance Organisation (GIZ).

Prof. Awortwi highlighted other initiatives of Prof. Woode such as orientation programmes for Assembly Members (AMs), supported by the Government of Ghana (GoG) and the District Assemblies Common Fund (DACF) and other key collaborative relationships between the Institute and important development partners between the year 1999 and 2003. These, he listed to include the World Bank-supported Urban Programmes as well as the implementation of the European Union Human Resources Development (EU-HRD) Programme.

He reiterated that, Prof. Woode's sterling tenure as founding Director culminated in the promulgation of the ILGS law Act 647 in July 2003 which transformed ILGS into a legal entity. He also mentioned that Prof. Woode contributed to the development of the Institute's First Strategic Plan (2005 – 2010) and conceptualised the earlier Institute's logo, which was the *nkyinkyim* symbol.

Prof. Awortwi concluded his remarks by revealing that Prof. Woode had keen interest in ILGS even at the time of his retirement, by attending events when invited and donating books to the Institute's library. He said one subject that Prof. Woode would always be remembered for was Ethics in Public Administration, focusing on local government and public service ethics. He indicated that in the current context of increasing public debt, corruption, inequality and poor attitude of government bureaucrats to government business, it was appropriate that ILGS honours his memory, and hence the Memorial Lecture. This should help keep his memory alive and the ILGS hopes to organise the Prof. S. N. Woode memorial lecture biennially to promote ethics and accountability in public service.

2.1.3 Solidarity Message by Prof. Yaw Adu Gyamfi

The representative of Prof. Woode's family, Prof. Yaw Adu Gyamfi delivered a solidarity message. He recalled his early interactions with Prof. Woode from secondary school, through their professional lives where he learnt about public administration from his friend. He said Prof. Woode was friendly and affable and engaged his peers in discussions on ethics and ethical behaviour in any endeavour of public service and life in general.



Prof. Yaw Adu Gyamfi giving the solidarity message

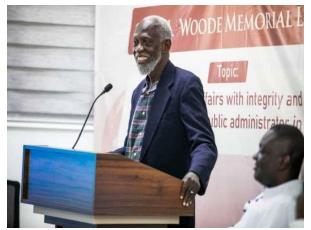
He further disclosed that Prof. Woode was passionate about probity and accountability in public administration and governance, for which his work gained recognition. He recalled when Prof. Woode was invited as resource person during orientation and training programmes for government officials and was always emphatic of creating value in public expenditure management. He continued that

the theme of the lecture was appropriate and reflected the passion of the late Prof. Woode. He thanked the organisers and hoped the memorial lecture would be organised yearly and should receive support from the Public Services Commission (PSC).

2.1.4 Solidarity Message by Prof. Stephen Adei

Prof. Adei commenced his message by thanking the Institute for organising the lecture and advocated that in future such lectures should be initiated to honour people when they are alive. In his opinion, it is not adequate for people to be recognised when they are no more alive.

He expressed his satisfaction of having had the opportunity to meet Prof. Woode at GIMPA, as a Council Member who represented the Public

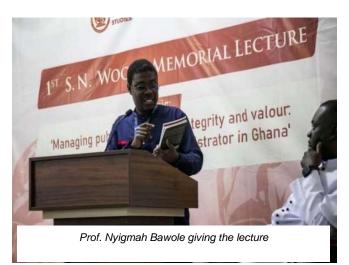


Prof. Stephen Adei giving the solidarity message

Services Commission and the relationship continued, through to his retirement. He mentioned that Prof. Woode cautioned and encouraged him in his leadership roles which made him successful in his career. He seized the opportunity to encourage participants to also emulate integrity and honesty in public service.

Prof. Adei in his concluding remark expressed the hope that the lecture would ignite a passionate fight against the lack of integrity and high level of corruption. He believed that a time has come in the memory of Prof. Woode that there will be men and women of integrity who will immortalise his image by fighting against the hypocrisy and duplicity undermining the nation's development trajectories.

2.2 Presentation by Prof. Nyigmah Bawole, Dean, UGBS



The Dean of the University of Ghana Business School (UGBS), Prof. Justice Nyigmah Bawole delivered the anniversary lecture on the theme "Managing public affairs with integrity and valour; the contemporary public administrator in Ghana'. Prof. Bawole began by expressing his gratitude to ILGS and the family of Prof. Woode for the opportunity to present the lecture in

honour of the memory of a man whose life embodies the values of integrity and valour. The theme was relevant for public service and especially in contemporary times when public service ethos is clearly waning. He emphasized that the topic was more than timely.

Also, he was very delighted to deliver the address on the theme particularly because as a teacher of public administration, the topic was at the core of what had pre-occupied his mind when he was questioned by his students on how to deal with the many cases of flagrant abuses in Public Administration. Appendix 5 to this report is the entire speech.

Tribute to Prof. S.N. Woode

Paying tribute to the late Prof. Woode, he introduced some publications authored by the late Prof. Woode as follows:

a) "Values, standards, practices in Ghanaian organisational life"

- b) 'Ethics in business and public administration: introductory essays and case studies'
- c) 'Ethical dilemmas and moral temptations: cases in administration' and
- d) 'Living the values and ethics of public service'.

In his tribute, he mentioned that Prof. Woode was appointed a teaching assistant in the then School of Public Administration on the 19th of November 1965 and subsequently appointed as a Lecturer on the 22nd of October 1969 after his post-graduate studies. He was thereafter seconded to the African Training and Research Centre in Administration and Development in Morocco. He returned after two years to the School of Administration and worked assiduously and was promoted to Senior Lecturer on 24th November 1978. He was also selected as a bright African scholar by the United States Information Service.

In view of Prof. Woode's involvement in the University's activities, he was appointed Dean of Students on the 29th January, 1980. He served on several boards and committees locally and internationally including, the Decentralisation Implementation Committee of 1st September, 1982. Prof. Woode also served as a member of the sub-committee of the National Implementation Committee for Tertiary Education Reform.

Prof. Woode held several administrative positions in and outside the school of administration including coordinating the Public Administration Unit, now Department of Public Administration. He also served as the Director of the School of Administration from 1988-1996. The School of Administration saw tremendous progress during his tenure as Director. His research interest and publications has been in the core areas of public administration but specifically in the areas of Ethics and Integrity management.

The Memorial Lecture

Speaking on the theme, Prof. Bawole mentioned that, as individuals and citizens, we should overcome the perils of corruption if we collectively stand up against it especially for public office holders. People can also commit to become ethical in a toxic environment. It is an individual's responsibility to keep our public spaces sanitised. He therefore proposed significant actions that should be considered critical for success as follows:

1. The Command-and-Control Rules

He explained that the 'Command and Control rules' in the system are not effective for the Ghanaian system. He explained that officers who must enforce the rules are not enforcing them and those to whom such rules are to be enforced also break protocols because they know people in high positions. Emphasising that if we depend much on the 'Command and Control rules and regulations, we will get much deeper into corruption.

2. Public sensitisation on Integrity and Corruption

Prof. Bawole indicated that the rate at which corruption and the lack of integrity had been associated with the public sector was worrying. Therefore, there must be continuous discussions and dialogue on issues about integrity and corruption. He explained that politicians are the usual targets any time we talk about corruption and integrity. Howver, corruption goes beyond politically exposed persons. He therefore advised public administrators that, in view of their capacity to change the system, they can work together and force politicians to change. This can only become possible if public administrators do not involve themselves in unethical conduct and also dialogue more on corruption. He also advised citizens to dialogue more about corruption at every opportunity. Since corruption is a personal problem, the more we get to talk about it, we get to throw more light on it, he noted. He further advised that, people should be asked to speak up about their integrity and ethical dilemmas for constructive learning across board.

3. Developing Ethical Leadership

Ethical leadership is not organic but rather intentional, he noted. As a country, people ought to be intentional in getting the crop of leaders to be exposed to the issues of integrity. Prof. Bawole indicated that new entrants into public service at all levels ought to be trained to acquaint themselves to ethical leadership and conduct. He mentioned that, his interaction with a number of public office holders had revealed that many high placed people do not possess the sense of integrity and ethics. There is therefore the need to expose public officers through training and other form of engagements for them to be abreast with ethical leadership.

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4. Gift Taking

The speaker mentioned that, the acceptance of gifts as a habit, exposes oneself to many issues of integrity. People should be willing to refuse unexplained gifts. Accepting gifts has landed many public administrators in trouble. Indeed, when the corrupt entrepreneurs know that you are ethically weak and easy to get to accept gifts, they would tend to 'invest in you today, and harvest you tomorrow', he remarked.

5. Building Coalitions of Like-Minded People

Prof. Bawole encouraged public officers to build appropriate coalitions of like-minded persons and seek direction and guidance where necessary. He explained that avoiding the pressures of corruption would require commitment to demonstrate certain level of integrity, which often goes beyond the power of an individual. Hence it was always important that public officers build coalitions of like-minded people whom they can engage continuously and seek mutual support. He proposed a mentorship programme for the young people and showing them how to navigate the very complex public administration landscape.

6. Setting Personal Standards

The speaker, Prof. Bawole, proposed that as individuals, there was the need to set personal boundaries and standards and live by them. These would serve as signposts and example for those within the public service to appreciate who we are and what we stand for or hold in high esteem as values.

7. Involvement of Non-state Actors

Lastly, he proposed that public administrators should engage the Non-State Actors to enhance the culture of building integrity of public administrators. To him, non-state actors play influential roles in society, and could help shape people's conduct in corruption and integrity.

Overview and Conclusion

In conclusion, Prof. Bawole gave an overview of his lecture by defining integrity as the ability of a public official to act in accordance with relevant moral values, norms and rules.

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It connotes wholeness, wellness, professional responsibilities, impartiality, honesty, trust worthiness, consistency, reliability and accountability.

He further mentioned two main approaches in managing public affairs, which are;

- Compliance based management where we set up the rules and make the laws and;
- Values based approach which deals with inculcating more values and helping people to restrain themselves.

He explained that the theoretical and empirical discussions that had been laid out in his lecture suggested that both compliance-based and values-based approaches are critical for dealing with corruption and other integrity violations. He continued that whilst it was important to create legal regimes and anti-corruption institutions, it was equally critical to emphasize the personal responsibility dimension of the anti-corruption framework.

He said, insincerity and hypocrisy are incompatible with integrity and being authentic and true to oneself are a key element of acting with integrity. Explaining further, Prof. Bawole indicated that trust was a product of integrity and therefore officials ought to take decisions only with an eye to serve public interest, that is, not intended to bring benefit to themselves, their families, or their friends.

He said that Ghana needs a new type of public administrator. A public administrator who is dedicated, modest, honest and informed. One who submerges self in service to the nation and mankind. One who abhors greed and detests vanity. A new type of administrator whose humility is his strength and whose integrity is his greatness. Prof. Bawole finally said the rate at which corruption, lack of integrity and ethics are associated with the public sector must be a matter of concern for all and called for a deliberate agenda for reforms.

3.0 Conclusion

3.1 Chairman's Closing Remarks

The Chairperson for the anniversary lecture, Emeritus Prof. Adarkwa in his closing remarks mentioned that participants that were gathered to immortalise the late Prof. S. N. Woode should take into account and imbibe in themselves, his espoused values, standards, and ethical orientation, whilst he was alive. He suggested the memorial lecture should not end here but rather should be monographed and disseminated widely to create awareness. 'The need to talk more about integrity in the public space was critical', he noted.

He summarised the lecture and categorically stated that 'integrity is extremely important and therefore should not be limited to only politicians, but every citizen of Ghana, from Primary 1 to the Professor level, need to talk about it daily. He thanked all participants and stakeholders who participated and said the lecture had been very useful and practical.

3.2 Vote of Thanks

Mrs. Efua Woode Asmah, the daughter of Prof. S.N. Woode gave the vote of thanks, on behalf of Prof. Woode's family. She thanked Management of ILGS for organising the memorial lecture in honour of their dear father, husband and brother.

She expressed hope that the lecture would be delivered biennially and on selected topics, which could be delivered by distinguished speakers, to further ^{Mrx} inform, educate and enlighten many more citizens about the relevance and importance of ethics in governance.



Mrs. Efua Woode Asmah giving the vote of thanks

3.3 Closing

The lecture ended with a minute silence observed by all in memory of the Late Prof. S. N. Woode and the closing prayer was said by Rev. Fr. Chris Nii Noi Ashong.



A group photograph of Guests, Family Members of the Late Prof. S. N. Woode, Management and Staff of ILGS after the lecture

The recession for the lecture, led attendees to the cutting of cake in commemoration of the Institute's 20th Anniversary and a cocktail reception.



The anniversary cake



Cutting of the anniversary cake

4.0 Gallery





Some guests at the registration desk







Interactions among guests at the entrance foyer of the lecture hall







Procession of dignitaries and guests







Guests seated during the lecture







Guests seated during proceedings



Proceedings

1ST S. N. WOODE MEMORIAL LECTURE







Closing Session





Some guests exchanging pleasantries after the lecture





Group Photograph

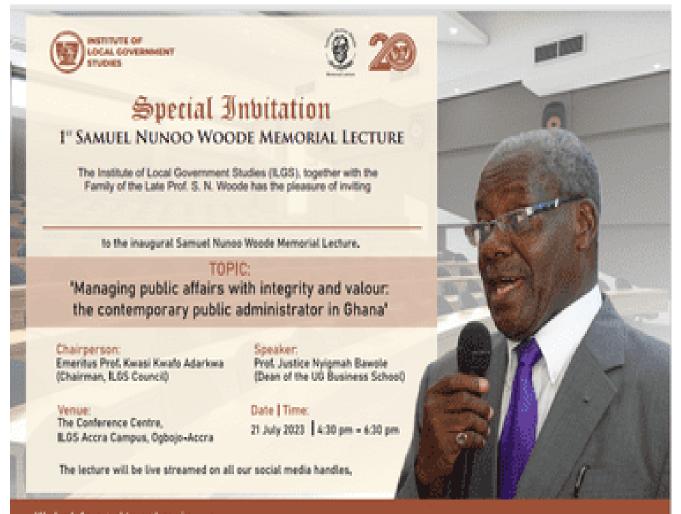




Some guests during the cocktail

Appendices

Appendix 1: Special Invitation card



We look forward to welcoming you Please RSVP to David Osei-Wusu (Registrar, LOS) at registrar@ilgs.edu.gh before 2oth July, 2023 Your RSVP is required for seating and catering purposes

Appendix 2: Programme Outline

"	Anaging public affairs with integrity and public administrator in C	valour: the contemporary Ghana'
Venue		(Time: 21 July 2023 4:38 pm - 6:38 pm
_	Programme	e
4.00pm	Arrival and Registration of Guests	ILGS/ Family
4.30pm	Opening Prayer	Rev. Fr. Chris Nii Noi Ashong, Christ Anglican Church, UG Legon
	Introduction of Dignitaries and Guests	Mr. David Osei-Wusu, Registrar, ILGS (Moderator)
	Chairperson's Remarks	Emeritus Prof. Kwasi Kwafo Adarkwa (Ghairman, ILGS Council)
	Welcome Statement	Prof. Nicholas Awortwi (Director, ILGS)
	Messages of Solidarity	Prof. Yaw Adu Gyamf, Family Rep. Prof. Stephen Adei Dr. Emmanuel Akwetey
	Inaugural Lecture	Prof. Justice Nyigmah Bawole (Dean, UGBS)
6.30pm	Closing Remarks Vote of Thanks Closing Prayer	Chairman Mrs. Efuwa Woode Asmah Rev. Fr. Chris Nii Noi Ashong

Appendix 3: Summary of Participants

No.	Invitees	Organisation	No. of
			Participants
1.	MDAs Public Services Commission, SECO, Swiss		3
		Embassy	
2.	Emeritus Prof. Kwasi Kwafo Adarkwa, Chairman		2
	Council Members	of ILGS Council	
		Mad. Agnes T. Chiravira	
3.	Other Guests	TACHSOL Consult, Anglican Church	5
4.	Former & Current Dr. Esther Ofei - Aboagye, Mrs. Magdalene		37
	ILGS Staff	Kannae, Mr. Thomas Adjei,	
		Current Staff of Accra and Tamale Campuses	
5.	5. Friends and KNUST, GCIHS, GARIA, UGBS, Academy of		44
	Family	Arts, , Veritas Advisors Ltd, Christ Anglican	
		Church, un, CurpsAfrica,	
		37 Military Hospital, BOG, Foreign Affairs, Ghana	
		College, VICOM Hospital, MKA, MiDA	
6.	Students and	ILGS	6
	Alumni		
7.	Media	TV3, Daily Graphic, GNA, Citi FM, Peace FM,	6
Total			103

Appendix 4: Participants List

NO.	NAME	ORGANISATION
	MDAs, DPs	
1.	Ben Asumang	PSC
2	Prof. Victor Agyemang	PSC
3.	Dr. Hamza Bukari	SECO, Swiss Embassy
	Council Members	
4.	Emeritus Prof. Kwasi Kwafo Addarkwa	Chairman, ILGS Council
5.	Mad. Agnes T. Chiravira	Council Member, ILGS
	Other Guests	
6.	Prof. Justice Nyigmah Bawole	Dean, UGBS
7.	Rev. Fr. Chris Nii Noi Ashong	Anglican Church
8.	Dr. Mrs. Comfort Dzokoto	Anglican Church
9.	K. M. Ofei	TACHSOL Consult
10.	Joseph Yieleh Chireh	Fmr. Minister, LGRD
	ILGS Former & Current Staff	
11.	Dr. Esther Ofei-Aboagye	Fmr. Director, ILGS
12.	Mr. Gabriel Odartey Cofie	Fmr. Librarian
13.	Mrs. Magdalene Kannae	Self Employed
14.	Mr. Thomas Adjei	Plant Supervisor
15.	George Cofie	Rep. Librarian, ILGS
16.	Sethina Annang Danquah	SAR, ILGS
17.	Millicent Asare	AR (HR) ILGS
18.	Prosper G. Keketsyor	IT Manager, ILGS
19.	Tarique Moomin A.	Training Officer, ILGS
20.	Ebenezer O. Frimpong	Estates Officer, ILGS
21.	Edith Gyateng	AR (PR & PA), ILGS
22.	Barbara Ayebi	Receptionist, ILGS
23.	H. A. Hamid	Lecturer, ILGS
24.	Sulley Ibrahim	Lecturer, ILGS
25.	Hawa Mahama	AR (GA/ HR), ILGS
26.	Stephen Omari	Dean of Studies, ILGS
27.	David A. Adjetey	Senior Registry Clerk, ILGS
28.	Helen Zanu	Matron, ILGS
29	Bernice Seanehia	Supervisor (Caterers), ILGS
30.	Florence Dzandza	Senior Cook, ILGS
31.	A. M. Salia	Assistant Dean, ILGS
32.	Richard D. Kambootah	Head of Tamale Campus, ILGS
33.	Ishmael D. Yeboah	Finance Officer, ILGS
34.	Eric Twum	Senior Lecturer, ILGS
35.	Georgina Otu	Assistant Librarian, ILGS
36.	Timazen Suwaad Wala	ILGS
37.	Gazali Mohammed	Internal Auditor, ILGS
38.	Evelyn Ama Mensah	Assistant Internal Auditor, ILGS
39.	Charity E. Dzradosi	Lecturer, ILGS

40.	Van-Denns Awuveh	Stores Officer, ILGS
41.	Issah Gadafi	Senior Procurement Officer, ILGS
42.	Ivy A. Adorboe	Senior Programmes Administrator, ILGS
43.	Dorcas Siadoh	Accounts Officer, ILGS
44.	Rita Agyakwa	AR (GA), ILGS
45.	Michael Letsa	IT Officer, ILGS
46.	David Osei-Wusu	Registrar, ILGS
47.	Nicholas Awortwi	Director, ILGS
<u> </u>		Birector, iEGO
	Family and Friends of Prof. Woode	
48.	B. K. Otoo	Consultant
49.	Ivor Kobina Greenstreet	Lawyer
50.	Stephen Adei	GCIHS
51.	Felix Addo	GARIA
52.	Prof. Aaron Abuosi	UGBS
53.	Theresa Akwasi Kuma	-
54.	J. J. Baiden-Amissah	-
55.	Yaw Afram	-
56.	Winifred Okyere	-
57.	J. N. Okyere	-
58.	K. G. Quansah	-
59.	M. Ekua Prah	
60.	Stanley Okoh	
61.	Effie Bentsi-Adoteye	
62.	K. O. Adu Larbi	
63.	George Fosu	GARIA
64.	Eugera Date-Bah	Academy of Arts and Sciences
65.	Kofi Date-Bah	
66.	T. K. N. Andoh	
67.	Esther Quansah	-
68.	Daiki Acquah	Veritas Advisurn Ltd
69.	Eric Oduro-Konadu	Christ Anglican Church
70.	Kukua Vanderpuye	Public Servant
71.	Prof. K. A. Osei	UGBS
72.	Mary Anim Obeng	VCAO/UN
73.	Raymond Abaifaah	CurpsAfrica
74.	Dr. Theresa Daoliwa	37 Military Hospital
75.	Efua Woode Asmah	BOG
76.	Kofi Asmah	GyandohAsmah & Co
77.	Ewuraba K. Asmah	
78.	Ewurabena E. Asmah	
79.	Stella Aba Addo	Foreign Affairs
80.	Mrs. Grace Amonoo	Family
81.	Emmanuel Taylor	Family
82.	Baaba Daniels	Family
83.	James Harry Norris	Family
84.	Nancy Oforiwaa Norris - B	Family
85.	Pearl Ewusie-Mensah	Family
86.	Rev. Dr. Fred Doegbe	Baptist

87.	Nana Hemaa Benneh	Friend
88.	Prof. Yaw Adu-Gyamfi	Ghana College
89.	Dr. Victor Dzokoto	VICOM Hospital
90.	Kweku Elorm	MKA
91.	Martin Eson -Benjamin	MiDA
	Alumni and Students	
92.	Florence Nartey	Student, ILGS
93.	Adam Abubakari Sadiq	Student, ILGS
94.	Francis Aidoo	GRASAG President, ILGS
95.	Israel Quarme Ayer	Alumni, ILGS
96.	Gloria Sarfo	Student, ILGS
97.	Fortress Y. Adika	Alumni, ILGS
	Media	
98.	TV3	Kingsley Amakye
99.	Daily Graphic	Justice Agbenorri
100.		Dickson Dotse
101.	GNA	Edward Acquah
102.	Citi FM	Ann-Shirley Ziwu
103.	Peace FM	Prince Baffuour Asamoah

Appendix 5: Memorial Lecture (Speech)

Speech delivered by Prof Justice Nyigmah Bawole at the first S.N. Woode Memorial Lectures at the Institute of Local Government Studies, Ogbojo Accra on 21 July 2023 On the topic "Managing public affairs with integrity and valour: The contemporary public administrator in Ghana"

Prof Chairman, the Chairman and members of the ILGS Council, Ministers of State and other government officials, the Director of the ILGS, Eminent invited guests some of who are my teachers, family of the Late Prof S.N Woode, faculty and staff of the ILGS, other invited guests, the media, ladies and gentlemen, good evening!

Permit me Prof Chair, to first and foremost thank the Director and his staff and the family of the Late Prof SN Woode for the invitation. I am honoured and very delighted to deliver this address on managing public affairs with integrity and valour: The contemporary public administrator in Ghana. I am particularly delighted because as a teacher of public administration, the topic is at the core of what has pre-occupied my mind when I get questioned in my ethics class by my students on how we can deal with the many cases of flagrant abuses in Public Administration. I am happy for the opportunity to talk about this in the lecture in the memory of a man whose life embodies the values of integrity and valour in public service. In contemporary times when public service ethos is clearly waning, this topic is more than timely.

Prof Chair, I am sure when issues of integrity are mentioned especially if it relates to corruption in public life, the usual culprits, the politician gets uneasy. But may I call on all of us to leave the politician alone today, let's focus on the administrator, the professional public administrator.

What is integrity?

Scholars often disagree on what constitutes integrity. This disagreement arises because of '*Ethical Relativism* – ethics and integrity are context dependent. In other words, what is regarded as ethical in one geographical setting may be deemed unethical in another setting. Therefore, Integrity is difficult to define because it is rooted in norms and values and norms and values are context-dependent.

Nevertheless, Huberts (2018: 19) defines integrity as the ability of a public official to act in accordance with relevant moral values, norms, and rules in society. It connotes terms such as "wholeness, coherence, professional responsibility, impartiality, honesty, trustworthiness, consistency, reliability, and accountability". For Rose and Heywood (2013), integrity is about ill-intention, absence of deceit, and obscurity by those who govern. According to Montefiore (1999), a person of integrity is someone upon whose word it is possible to rely and who accepts the responsibility to answer for their actions. Integrity is the quality of being honest and having strong moral principles. These conceptualizations imply that there exists an image of subjectivity in the sense that norms and values vary from society to society and from organization to organization. Despite these controversies, public integrity has much to do with institutionalizing the values of meritocracy, impartiality, professionalism, fairness, and incorruptibility. Indeed, in Fredrickson's book titled *The Spirit of Public Administration* (1997). He said "The spirit of public administration is dependent on a moral base of benevolence to all citizens" (234).

As professionals tasked with implementing government policy, public administrators oversee the creation and delivery of programs in a multitude of sectors. By their activities, they impact on communities and the lives of citizens in so many ways. I am inclined to believe that public administrators of old discharged this function with a lot of passion and integrity.

In contemporary times, managing public affairs has become more complex than ever. The first two decades of the 21st century have been challenging for managers of the public sector and administrators of all levels have found themselves operating in an environment of near-constant change and increasing demands from the public. From issues of the environment and natural resources, health, epidemics, to technology and innovations in governance, issues and challenges in public administration keep mounting. These challenges neatly reflect the evolving relationship between the state and its citizens and the increasing expectations of citizens amidst dwindling state resources.

The critical question that arises in managing public affairs is what should be the response of the public administrator to these challenges. In my view, the starting point should be to go back to our essential values.

While the values of integrity and valour have always been at the centre of the public administrators work, the mounting challenges of the 21st century make it even more relevant. These cardinal values have always been important because public office is fiduciary and held in trust for the citizenry. So understood, public office suggests that the public administrator is entrusted with public power by the people; power that must be used only for benefit of the public, and never for the benefit of themselves or for a few. Public power is held in trust in the sense that it is to be exercised altruistically in the interests of a beneficiary or a class of beneficiaries, Thus, as a trustee, anybody who bears the tag of a public servant should serve the public with integrity and all the enthusiasm that they can muster. Integrity also seeks to address the fundamental issues relating to the civil servants' duty to act as a "steward" for the public. In my mind, "stewardship" thus conceived, refers to the core values which should guide the judgment of public servants in the performance of their daily tasks and in their relations with the public.

Integrity is often seen as being related to values such as trustworthiness, consistency and reliability. A person of integrity is someone upon whose word it is possible to rely, and who accepts the responsibility to answer for their actions. Indeed, the values most closely associated with the notion of integrity are sincerity and honesty. However, in most cases, it is possible to show sincerity without having integrity, since the latter requires consistency in behaviour. Thus, an overt display of sincerity on a given issue would not necessarily reflect integrity unless the person in question always demonstrates such sincerity.

The three core elements of integrity are a coherent and stable set of highly cherished values and principles, the public expression of the same, and conduct that is consistent with them. Integrity means the consistent alignment of, and adherence to, shared ethical values, principles and norms for upholding and prioritising the public interest over private interests in the public sector. Public administrators must behave appropriately in their dealings with the citizens they purport to serve and they must behave in ways that are consistent with their profession. They must not commit fraud, accept bribes, or leak confidential information. Even without a code of conduct, the public administrator must be guided by his personal integrity.

On the issue of valour, I insist that this can only be understood and attained when we perceive public service as a calling. Public service is a call to duty and service to fellow men. Valour is what drives the public servant to go to the office everyday but also challenges him to go the extra mile to fixing public problems. It is great courage in the face of danger.

In this regard, let me provide you with a concrete example by Prof Woode, which will hopefully be useful in this context. In one of the many conversations I had with Prof, he recounted an instance when his wife had delivered fresh in the hospital, and how he could only see her and the newborn for a few minutes because of a public assignment in Cape Coast. As he narrated the experience, I had to pinch myself to see if I could do that, but that shows how Prof understood public service and committed his life to it. Valour implies responding to calls for service and being brave and bold to do what is right in the overall interest of the public. Public administrators should not only lead of implementers of policy but do so with exceptional courage, regardless of personal needs and discomforts. Public administrators should dare to call for changes in approaches that are not working and do not serve the public interest.

Managing public affairs with integrity

Recent years have witnessed a renewed focus on ethical governance and the strengthening of the integrity system in public administration. This is because integrity in public life is an essential component in establishing trust between citizens and their governments and promoting professional conducts of public officials (Van Steden, 2020). It must be underscored that integrity violations have the tendency to undermine social stability, public service delivery, and the constitutional state. In fact, where the existing public service ethical laws are disregarded, citizens' trust in state institutions tends to decrease and citizens' overall confidence in the government is undermined. Khaltar and Moon (2020) have argued that integrity violations are dangerous pathologies of a modern democracy due to its tendency to threaten public confidence in governments resulting in waste of public resources and undermining of productivity. Thus, integrity violations may trigger behaviors such as corruption, bribery, fraud and theft of resources, conflict of interest, improper use of authority, and general democratic breakdown. Managing public affairs with integrity have oftend been examined from two broad approaches: *compliance-based (legal-institutional approach)* and Values-based (personal responsibility) Approaches (Menzel, 2015; de Sousa & Coroado, 2022).

1. Compliance-based approaches to managing integrity.

The compliance-based approach (CBA) or legal-institutional approach emphasizes strict compliance with rules, regulations and sanctions for non-compliance. Thus, much of the attention is devoted to creating legal regimes and anti-corruption institutions to control corruption and other integrity violations rather than building a robust national integrity system (NIS) that would promote and encourage integrity and other positive behaviours among public officials (Heywood & Rose 2015). The emphasis on "compliance *with these rules reflects a belief that 'integrity is ensured when behaviour is maximally regulated, regardless of the intentions of those holding office*." It focuses on following rules and monitoring systems to detect violations with appropriate sanctions.

However, the key question is; *how effective is compliance-based approach or legal-institutional approach to integrity management in Ghana?*

Since independence, Ghana's anti-corruption system tends to place too much emphasis on the compliance-based or legal-institutional framework, which emphasizes internal and external control through legislations and anti-corruption institutions. In this regard, several anti-corruption institutions have been established in Ghana with the objective of inducing compliance and improving accountability in the public service. These include the Parliament, National Intelligence Bureau (NIB), Ghana Police Service, the Commission on Human Rights and Administrative Justice (CHRAJ), the Attorney- General Office, the Office of Auditor General, the Economic and Organized Crime Office, the Financial Intelligence Center, the judiciary, and the Office of Special Prosecutor (OSP).

Moreover, some important legislations and guidelines have been passed to engender appropriate public conducts including Article 286 (1) of 1992 Constitution and Public Office Holders (Declaration of Assets and Disqualification) Act (550), the Right to Information Act, 2019 (Act 989), Public Financial Management Act, 2016 (Act 921), Public Procurement Act, 2003, (Act 663), and Whistleblowers Act, 2006 (Act 720) are foremost anti-corruption laws in Ghana (Haruna, 2008).

Despite these legal and institutional mechanisms, Ghana is still saddled with corruption and corruption-related offenses prompting a need to build a robust ethics and integrity system (Government of Ghana, 2011). The data from the Transparency International (TI) revealed that Ghana maintained the score of 43 (out of 100) for 2020, 2021, and 2022. The report ranked Ghana 72 out of 180 countries on the global corruption perception index (CPI). In fact, the Auditor-General's report shows that corruption and other ethical violations are still prevalent in Ghana. The nature of corruption stems from embezzlement of funds, unaccounted revenues, tax evasion, unsubstantiated payments. Public discourse shows clearly that this stagnation and lack of progress in the fight against corruption tend to undermine citizens' trust in state institutions, hinder the provision of essential services, and create vulnerabilities for the emergence of extremist activities.

Generally, Ghana scores have high reputation in terms of multiparty democracy, but lower level performance in terms of the effectiveness of the public bureaucracy. The global integrity which prepares the African Integrity indicators has ranked Ghana poorly on many of the indicators especially those relating to integrity. In general, the Africa integrity reports attribute the integrity deficiencies in Ghana to failure in adhering to conflict of interests laws, nepotism in the bureaucracy, and very importantly the absence of a performance-driven organizational culture.

2. Values-based approaches to managing integrity.

Values refer to the important and enduring beliefs or principles, based on which an individual makes judgements in life (Surbhi, 2016). Values-based approach (VBA) to managing integrity focuses on promoting and encouraging positive behaviours among public officials. VBA asserts that the appropriate motivation for behaviour is the desire to do the right thing (Huberts et al., 2022). It emphasizes ethics, moral awareness training, ethical codes, ethical competence and ethical leadership in building and internalizing integrity in public administrators. Therefore, whereas compliance-based approach focuses on regulation and punishment of the unethical behaviours, Values-based approach focuses on preventing corruption and other integrity violations by assisting public officials to identify and professionally handle ethical dilemmas.

Public values and values of the public are distinct – in simple terms, public values are those values considered important to guide the behaviour of public servants – transparency, selflessness, impartiality, honesty, integrity, etc. Those expectations and values come across as largely rational-critical, being professional and bureaucratic (Romzek & Dubnick, 1987), legal and administrative (Bovens, 2007).

Values of the public however, are those values what guide the entire society and drives our daily lives.

It must be noted that an effective anti-corruption architecture is the one that emphasizes both compliance-based and Values-based approaches to public integrity management. In fact, empirical evidence from Denmark and Netherlands suggests that ethical training, code of conducts, ethical awareness, and ethical leadership are effective mechanisms for the fight against corruption (Huberts et al., 2017). Thus, anti-corruption laws and institutions respond to a logic that does not resonate easily with the promotion of integrity. The reason is that policies designed to combat corruption are usually developed as a reaction to particular scandal or to prevent specific behaviour, which may not be strictly enforced. They are driven by an attempt to address the visible expression of corruption by focusing on institutional configuration instead of promoting integrity mind set. Therefore, an effective public integrity management must ensure that public officials engage in ethical behaviour, acting with honesty and fairness whilst complying with prevailing legal norms (Behnke and Maesschalck 2016). For example, an empirical study conducted by Meyer-Sahling and Mikkelsen (2020) in Poland finds that

while codes of ethics when applied in isolation have no impact in reducing corruption, there was lower level of corruption when are applied in conjunction with disciplinary codes that stipulate penalties for integrity breaches. Moreover, Meine and Dunn (2013) argues that codes of conduct need to be linked to regulation, prohibition and enforcement regimes to have any impact.

Ghana's anti-corruption framework is gradually being shifting towards values-based approach with the aim of promoting integrity among public officials. Thus, CHRAJ has developed a number of ethics and integrity codes and conducts to guide the conduct of public affairs with integrity. These include guidelines for Conflict of interests (Col), Declaration of Assets, Code of conducts, and gift registers for public officials. Though these administrative codes are meant to build public integrity by serving as a guide to the conduct of the government business, there are gaps which render them ineffective due to Weak regulatory enforcement, inadequate resources for anti-corruption institutions, excessive partisanship and selective prosecution.

Moreover, the National Anti-Corruption Action Plan (NACAP) was recently adopted as a holistic tool to fight corruption and promote integrity in public life. The uniqueness of NACAP is its multistakeholder approach where anti-corruption practitioners, government, parliamentarians, civil society, the citizens, the private sector and development partners are key partners. With CHRAJ as its implementation agency, NACAP aims to improve the prevention, investigation, and prosecution of corruption by strengthening a number of state agencies as well as putting emphasis on public awareness of corruption (Rahman, 2018). NACAP contains strategic action plans agreed by all stakeholders. It is expected to be directly integrated into national development planning, which is expected to make NACAP an integral part of the regular annual activities Ministries, Departments, and Agencies (MDAs). However, NACAP currently lacks a bi-partisan support as politicians across the political divide seem not committed to the common strategy but rather to some mere party manifestos slogans and pledges.

Elements of public integrity management

There are several elements for building and sustaining integrity in public administration. Three of these elements are discussed here: servant leadership, ethical leadership, ethical training, and institutionalization of good governance practices.

Public administrators as servant leaders

Moreover, scholars have emphasized the need for public officials to act as servant leaders. Servant

leaders are characterized by behaving ethically, putting interests of others first, stewards of public resources, and creating public values (Liden et al., 2008). Servant leaders focus more on behaving ethically and can go beyond organizational interest to serve employees and a broader community. Since 'leadership is a cause and all other things can be effects', public officials under servant leadership orientation in the public sector would internalize value of serving communities by emulating their supervisors' altruism and integrity. Servant leaders set aside their self-interest by being concerned about improving the welfare of society in general. The literature argues that servant leaders who act in a morally significant manner, exhibit genuine care for those whom they serve, conduct their affairs on the basis of trust, and feel that they have to benefit others more than they benefit themselves (Miao et al., 2014).

The need for ethical leadership

Scholars have pointed to the role of ethical leadership in strengthening and promoting integrity in the public affairs (Kim, 2022). Scholars have argued that ethical leadership is the foundation of every integrity management system (Resick et al., 2013). Ethical leadership is "the demonstration of normatively appropriate conduct through personal actions and interpersonal relationships, and the promotion of such conduct to followers through two-way communication, reinforcement, and decision making" (Brown et al., 2005: 120). Brown et al., (2005) further define two components of ethical leadership: 1) being a moral person – a leader may promote good conduct and discourage unethical behaviour by exhibiting exemplary behaviours and leading in a principled and just manner. And 2) as a moral manager – suggesting that a leader tries to influence followers by providing ethical guidelines, clarifying ethical expectations and standards, rewarding ethical conduct, and sanctioning unethical behaviours. Both aspects of ethical leadership are important in shaping the ethical disposition and behaviour of followers. However, the literature shows that public managers exhibit limited awareness of their responsibility to build and sustain organizational integrity (Menzel, 2015). This implies that where there is strong ethical commitment from the leaders by resourcing integrity institutions, ethical culture will be institutionalized.

Integrity and ethical training

Ethical training has been suggested in the existing literature to play an important role in cultivating and building ethical culture (Kyarimpa & Garcia-Zamor, 2006). Ethical training provides guidance on rules, codes, methods, and opportunities for practical application. Integrity and ethics training is often viewed as incorporating two strands: values and compliance. On one hand, Value oriented training seeks to encourage staff to adopt a principled stance that can be referred to when they encounter

ethical dilemmas. This type of training urges people to go beyond the minimum legal requirements to behave with honesty and integrity. On the other hand, compliance oriented training instructs employees in their obligations and spells out penalties and rewards for different sets of behaviour to deter non-compliance and incentivise staff to report wrongdoing (Warren et al., 2014). Thus, continues training in ethics builds integrity by transferring valuable and valid information about ethics, which tends to enhance ethical climate (Perlman et al., 2023). Menzel (2015) argues that ethical training provides decision tools for individuals to maintain high ethical standards during challenging ethical dilemmas. Ethical training is central to the integrity promotion and should form part of the organizational management. "**The** state serves the people better if at least it has an ethical bureaucracy, which is trained and has high degrees of autonomy in its administrative decision making. Implementation of civil service reforms must be accelerated"

The cornerstone of the public integrity challenge is cultural, and tools must be used to manage a culture of integrity in government institutions.

Institutionalising good governance practices

To ensure practical institutionalization of integrity among public administrators, the general political and governance climate should be more favourable for integrity policies (Demmke et al., 2023). The literature suggests that effective integrity system is possible in an environment where good governance principles including the rule of law, accountability, freedom of the press, transparency, and accessibility to public information are well entrenched. The evidence also suggests that integrity interventions such as integrity training, conflict of interest, and codes of conduct may not be effective if there exist no robust enforcement mechanisms (Molina, 2018).

Celebrating public administrators of integrity

Link promotion of/appointment of Chief Directors and Directors to number of incidence of infractions.

Final Thoughts

It should be noted that both theoretical and empirical discussions laid out in this paper suggest that both compliance-based and Values-based approaches are critical for dealing with corruption and other integrity violations. Thus, while it is important to create legal regimes and anti-corruption institutions, it is equally critical to emphasize on personal responsibility dimension of anti-corruption framework. As argued by Meyer-Sahling and Mikkelsen (2022: 21), "corruption needs to be attacked from multiple sides using multiple tools at once." The most promising results seem to emanate from interventions

that raise the (material) costs of corruption while simultaneously increasing the (social-normative) benefits of behaving ethically. As such, integrity-led interventions can provide a useful complement to direct anti-corruption measures but appear unlikely to work if applied in isolation.

Integrity means that the public administrator to the consistent alignment of, and adherence to, shared ethical values, principles and norms for upholding and prioritising the public interest over private interests in the public sector. This means that insincerity and hypocrisy are incompatible with integrity and being authentic and true to oneself are a key element of acting with integrity.

Integrity in public affairs is essential in establishing trust between citizens and their governments. In other words, trust depends upon a belief in the integrity of officials, who are expected to conduct themselves in a manner that will bear the closest possible scrutiny. I hasten to add that this obligation is not fully discharged just by acting within the law. Trust as a product of integrity also requires that officials make recommendations and decisions only with an eye to serving the public interest, that is, not in order to benefit themselves, their families, or their friends.

The challenges in managing the public sector in contemporary times and the need to have administrators of integrity and valour reminds us of the call by Dr Kwame Nkrumah, in his call for Africa to Unite when he says....

For this end Africa needs a new type of citizen, a dedicated, modest, honest and informed man. A man submerges self in service to the nation and mankind. A man who abhors greed and detests vanity. A new type of man whose humility is his strength and whose integrity is his greatness".

In the same vein we can say that Ghana needs a new type of public administrator, a dedicated, modest, honest and informed administrator. One who submerges self in service to the nation and mankind. One who abhors greed and detests vanity. A new type of administrator whose humility is his strength and whose integrity is his greatness.

Integrity in the civil service remained low due to weak legal frameworks and cronyism.

Ghana's performance on the Civil Service Integrity remained the lowest among the six subcategories assessed. Although indicator 36 notes that there is a Whistleblower Act of 2006 (Act 720) that protects those who report cases of corruption from recrimination or other

negative consequences, indicator 35 mentions that this law does not specifically require civil servants to report cases of alleged corruption in the public sector. For this reason, Ghana received a "No" on indicator 35. The law also does not prohibit cronyism, nepotism and patronage in all branches of government (indicator 37), and the Civil Service Law of 1993 (PNDCL 327) does not place any restrictions on civil servants entering the private sector after leaving office (indicator 40). In addition to the absence of relevant laws, the Ghanaian civil service suffers from cronyism; indicator 39, which assesses appointments in the civil service, reports that many civil servants are hired through their political, ethnic and social connections. It is to be noted, however, that indicator 38 earned a 100 score as during the study period, disciplinary procedures against civil servants followed due process and no civil servants were removed when the last change of government occurred in 2009.

Background

Corruption has a wide range of corrosive effects on society. Thus, corruption is a serious impediment to good governance in most developing countries. It distorts markets, leads to denial of basic services, erodes the quality of life, and allows organized crime, terrorism and other threats to human security to thrive. It also undermines efforts to alleviate poverty, hampers political stability and economic growth and diminishes a country's attractiveness as an investment destination. Moreover, corruption does not only weaken the perceived legitimacy and effectiveness of public institutions, but also impairs the moral fabric of a society by lowering incentives for people to value honesty and uphold the rule of law.

In fact, the recent data from the World Bank estimates that approximately \$2.6 trillion dollars (5% of global GDP) of global economy is lost to corruption; enriching the corrupt and robbing generations of the future (World Bank, 2020). The report suggests that \$1 trillion dollars is paid in brides to public officials every year. According to the African Union (AU), corruption costs Africa over \$148 billion annually; equivalent to 50% of tax revenue and 25% of GDP (AU, 2021). In Ghana, it is estimated that the cost of corruption on the economy is over \$3 billion dollars.

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