

NATIONAL UNIVERSITY OF PUBLIC SERVICE
Doctoral School of Public Administration Sciences



AUTHOR'S GUIDE TO DOCTORAL (PHD) DISSERTATION (THESIS)

**The possibilities of the integrity approach in the fight against
corruption in particular regarding the job level risk analysis**

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1. The problem

Corruption is a social phenomenon which follows the modern history of human societies. Its presence can be found in thousand-year-old texts, in the headlines of newspapers from the last century and on the continuously updated internet portals as well. Yet, what is this seemingly ineradicable phenomenon which is able to resurface so persistently in ever newer forms and survives every form and system of society?

However, if we look back on the last two decades we have been witnessing spectacular changes. With the adoption of international anti-corruption conventions, new international standards to prosecute corruption crimes were formed and unified. Both in the political and economic decision-making process as well as in the assessment of a given country, the scale and extent of corruption became an important factor. Furthermore, citizens now have access to a huge quantity of data regarding the state and its institutions.

As we can see a relevant change of attitude is taking place in the fight against corruption in Hungary. Beside the formerly dominant rule-based approach, a new trend focusing on prevention is emerging. The integrity approach which is based on the balanced use of repressive and preventive tools is able to incorporate management tools such as values, leadership skills, organization development or risk analysis, formerly unknown to rule-based approach.

The integrity risks analysis was introduced to the Hungarian public administration by Government Decree No. 50/2013. (II. 25.) on the integrity management system of organs of public administration and on the procedural rules applicable to dealing with lobbyists, and since 2016, it has become an essential part of the integrated risk management system. Section 4 of the Government Resolution No. 1336/2015. (V. 27.) on the National Anti-Corruption Programme and on the Action Plan on related measures for 2015-2016 extended the risk assessment to jobs. The risk assessment of jobs was completed by the majority of the public administration organizations by 2015; however, neither the questionnaire nor the results of the survey were researched by scientific methods until now.

Therefore my research is relevant not only due to the changes in legislation that recently entered into force but also because it will contribute both to the development of the integrity management system of the public administration organizations and to the wider use of risk management measures.

2. Hypotheses, research objectives and methods

Based on the above, I set up the following hypotheses:

1. The job integrity risk analysis as a method can be incorporated into the toolkit of the integrity management system.
2. The ÁSZ-NVSZ risk assessment survey used by the Hungarian public administration organizations for the analysis of job integrity risks explores the critical integrity risks and after it is further developed it can be used as a solid foundation for the management of these risks.

The main objective of my research is to help to further the development of the integrity management system of the public administration organizations through scientific research and to contribute through practical research to the development of the methodology of risk analysis and to the wider use of modern risk management methods in the public administration.

The verification of the first hypothesis of my research is based on the notions of integrity, risk and job. During the examination of these notions – as secondary sources – I primarily relied on content analysis of the relevant international and Hungarian studies and documents. Furthermore, to a limited extent, I was able to make historical/comparative analyses as well. Besides these fundamental research methods, consultation with other researchers and expanding on their recommendations helped me to synthesize the information acquired.

The verification of the second hypothesis builds substantially on the connections and research results revealed by the verification of the first hypothesis. However, regarding its methods and tools, this verification is a primary research based on the analysis and processing of the available statistical data. In this case, the focus of my research is the job risk evaluation method used in the Hungarian public administration which was first applied as part of the Job Based System (Munkakör Alapú Rendszer - MAR) project in 2013 and later, in 2015, separately of MAR. I played an active, initiating role in the elaboration of this job risk questionnaire in 2012 as an official of the Ministry of Public Administration and Justice. Based on the assumption laid down in the first hypothesis, I elaborated the first version of the integrity risk questionnaire in the framework of the MAR project and the questionnaire was finalized after consultations with the relevant experts.

The job risk survey prescribed by the referenced government decision was based on a slightly modified version of the questionnaire; however, neither the questionnaire nor the results of the survey were researched by scientific methods until now.

My research to verify the hypotheses stated above has a multidisciplinary nature and affects several fields of science. My research belongs to the domain of the social sciences and is located in the nexus of organizational sociology, management sciences, political sciences and public administration sciences. Additionally, my thesis incorporates the fields of law, statistics and corporate governance.

I started my secondary research studying the international and Hungarian literature and legal background in 2011. The source of the primary research was the integrity risk survey based on the referenced government resolution and carried out by the Pest County Government Office (Pest Megyei Kormányhivatal) and the Fejér County Government Office (Fejér Megyei Kormányhivatal) in November and December of 2015. These statistical data were obtained by a public data request.

3. The structure of the thesis and the brief description of the analyses carried out

Job integrity risk analysis, the topic of my thesis, is at the crossroads of integrity, risk analysis and job. My thesis contains 10 Chapters, which are completed by an appendix and an annex containing the relevant resources, regulations, standards and the list of my own publications.

The goal of Chapter 1 is to describe the scientific problem and the reasons underlying the choice of my theme and its relevance, and to clarify the notions used in the research. Therefore, integrity is *"the regular functioning of the public administration organ based on the objectives, values and principles laid down by the head of the organization and the superior organization"* [Government Decree No. 50/2013. (II. 25.) par. 2. point (a)]; job is the smallest unit of the organizations, the tasks of which are carried out by a single person; and risk is *"a factor which endangers the objectives of the organization"* [Government Decree No. 370/2011. (XII. 31.) par. 2. § point (m)].

In Chapter 2, I set up the hypotheses, the planned research objectives and its limitations. In Chapter 3, in order to provide a solid foundation for the research, I focus on the presentation of corruption as a social phenomenon, highlighting the governmental and institutional framework of the fight against corruption. In Chapter 4, I present the most relevant steps of

the fight against corruption in the last decades. I conclude that the integrity approach appeared at a later phase of the fight against corruption when the purely rule-based approach had reached its limits. Simultaneously, with the changes in the socio-economic environment, the prevention-based approach gained greater significance. Therefore, ample opportunity emerged for the expanded use of the integrity approach, which aims at a balanced application of preventive and repressive methods. The integrity approach includes a series of well-coordinated measures which create an integrity management system. The characteristics of this system were described by the OECD as an integrity framework (OECD, 2008), by the Dutch public administration as an integrity system (Báger, 2012), by the ISO 37001:2016 standard – limiting its scope to anti-bribery measures – as an anti-bribery management system (ISO, 2016). The shared particularity of all integrity management systems is that they are based on the COSO internal control model (COSO, 2013) and all include risk analysis as an essential part of the system.

As I present in Chapter 5 on the application of risk analysis, risk analysis can be used flexibly for the analysis of big structures, organizations or units and – in compliance with the COSO's point of view – processes. However, in my opinion, from an organizational level risk analysis it is very difficult to draw conclusions of the inherent risks in a single unit or on the consequences of interactions of different processes.

A partial solution for this problem could be to utilize the job risk analysis which is commonly used by HR specialist with a view on occupational health or selection criteria. However, job analysis can be extended to other kinds of risks as well, namely to assessing integrity risks.

I present the job-related scientific and practical research in Chapter 6. The analysis of jobs that form the organization was started primarily by Edward N. Hay (Benge – Burk – Hay, 1941) and the propagation of the method was mainly due to the Equal Pay Act of the United States. Today, the main objective of job analysis is to define the salary which corresponds to the knowledge, responsibility, problem-solving skill, and working conditions of a given job. I refined my research in Chapter 7 to the presentation of international and Hungarian job integrity risk practices. A general method of job integrity risk assessment is to define the risk factors which are relevant to the integrity of the job. These factors are then made measurable and measured by objective methods. The analysis and assessment of organizational integrity risk factors is a widely used method. In the Netherlands, it is known as IntoSAINT (Algemene Rekenkamer, 2016). In Hungary, the methodology elaborated and further developed by the State Audit Office is named Integrity Survey (Állami Számvevőszék, 2015). Good examples

of the job corruption risk analysis can be found in the practice of federal and province level public administration organizations in Germany (Richtlinie, 2004).

In Chapter 8 of my thesis I examine what conclusions can be drawn regarding the job risks and risk factors from the data of the integrity risk survey carried out in November and December 2015. Given that I had no access to the whole database of the survey, I have decided to use a single government office, the Pest County Government Office, as subject for my further research. Based on the available data I carried out the risk analysis of the jobs of the government office with a special focus on the risk factors identified in the Methodological Guideline of the State Audit Office and the National Protective Agency (ÁSZ-NVSZ, 2015), and on the risk factors of leaders and subordinates. Following the guideline, I carried out the weighting of job scores and categorized the jobs of the government office based their integrity risks. I validated the results with the help of the data received from the Fejér County Government Office.

At the end of my thesis, in Chapter 9, I summarize my recommendations regarding the modification and further development of the job integrity risk analysis. In compliance with the public administration's strategic based, integrated human resource management model (Szakács, 2014), I made recommendations for further risk management measures to be implemented. Finally, Chapter 10 of my thesis contains the following summarized conclusions.

4. Summarized conclusions

In my thesis, I proved that, like the integrity approach, risk analysis also focuses on the future and promotes prevention. Furthermore, risk analysis is an integral part of integrity management systems such as those of the OECD, the Dutch public administration, the ISO or the Hungarian public administration. I also proved that the risks linked to the smallest unit of the organization can be assessed and measured and that the results of this risk analysis can be used not only for traditional occupational health or recruitment purposes but for corruption and integrity risk assessment as well. These kinds of risks are likewise measured by the Dutch and German federal public administration by risks surveys.

In order to prove the second hypothesis of my thesis, I evaluated the relevant international and Hungarian professional literature, in particular the job integrity risk questionnaire linked to the new public service carrier system of the Hungarian public administration. I examined the practical application of the integrity risk survey based on the data gained from the Pest County Government Office and concluded that it contains the most relevant risk factors identified by the international and Hungarian literature; therefore, it is also capable of assessing the most critical job-related integrity risk factors. The validation of the risk analysis

showed that the assessment results obtained by the Pest County Government Office are – with minor differences – valid for Fejér County Government Office as well (see Figure 1); therefore, the results of

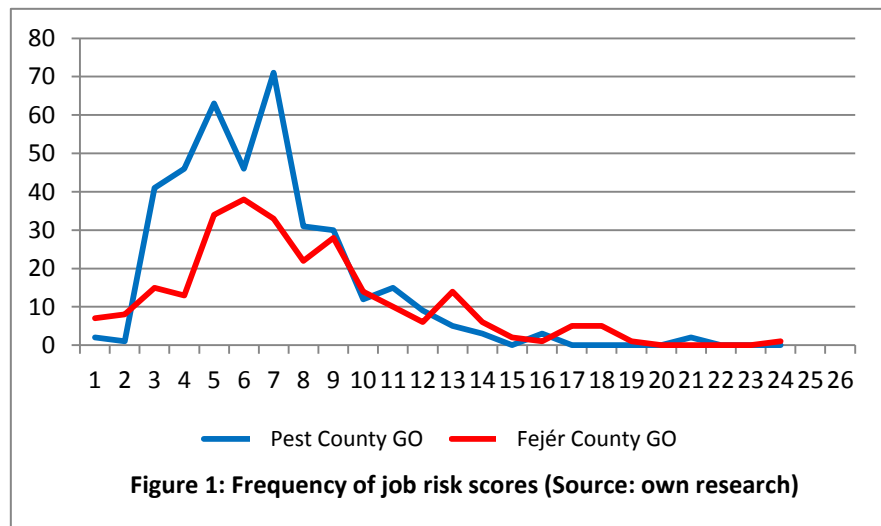


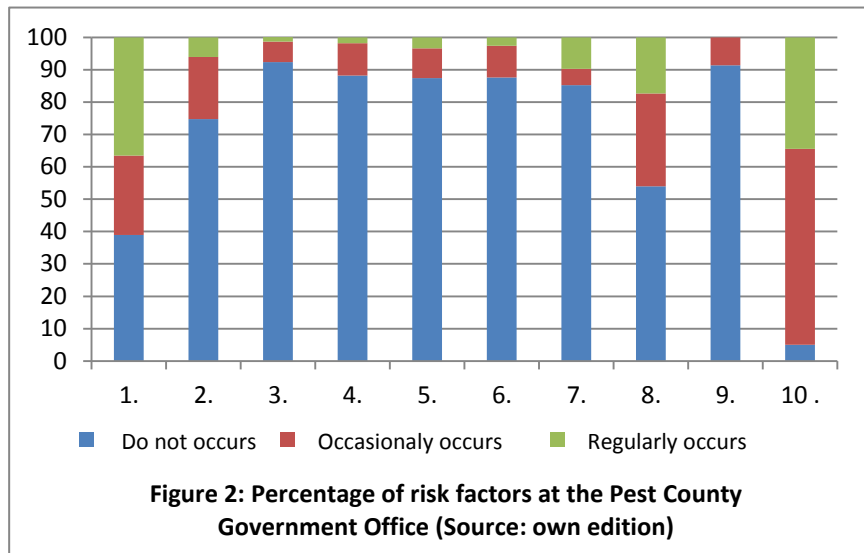
Figure 1: Frequency of job risk scores (Source: own research)

the risk analysis can be generalized. Additionally, I defined the possible development objectives regarding the questionnaire and proved that the questionnaire can be further developed and fine-tuned and can be used in the practice in order to manage integrity risks. Therefore, the hypotheses formulated at the beginning of my research proved to be valid.

5. New scientific results and recommendations

Perhaps the most relevant scientific result of my thesis is that it is the first scientific research on job integrity risk analysis in the Hungarian public administration. In my research, I explored the percentage distribution of the risk factors (see Figure 2) of the Methodological Guideline of the State Audit Office and the National Protective Agency (ÁSZ-NVSZ, 2015). I found, based on the statistical data, that the lack of external control (Question 10) is the most relevant risk factor in the public administration. The participation in administrative proceedings (Question 1) and the possession of confidential information (Question 8) are also quite frequent risk factors. Based on this data, the concentration of risk factors for a specific job can be observed as well: the questions on public procurement (Question 3), on contracting procedure with externals (Question 4), on the control of economic activities

(Question 5), on the evaluation or implementation of EU-funded projects (Question 6), on the management of cash or other valuables (Question 7), and on regular direct contact with criminals (Question 9) have very similar risk patterns in the survey.



Based on the research the job risks of managers and subordinates, I distinguished some factors which are characteristic for managerial jobs (Questions 3, 4, 8 and 10) and proved that the risks are most often linked to the category “occasionally occurs” instead of “regularly occurs”. Unlike for manager jobs, the most typical risk factor for subordinates is the regular direct contact with criminals (Question 9). By using statistical data, I proved that based on the Methodological Guideline of the ÁSZ-NVSZ, almost 95% of the jobs of the Pest County Government Office can be categorized as “no risk” or “low risk”.

Therefore, I have decided to create new category groups consisting of 5 categories which I think would better reflect the distribution of risks (see Table 1):

	Risk groups	Scores	Percentage of jobs
1.	slight risk	0-2	11,57
2.	low risk	3-4	28,69
3.	moderate risk	5-7	38,95
4.	high risk	8-10	15,00
5.	increased risk	11-28	5,79

Table 1: Recommended new job risk groups (Source: own research)

Furthermore, I propose broadening the scope Question 9 to include direct connection with citizens, business organizations and lobbyists. I also suggest clarifying some questions and putting more emphasis on the factors that effect and influence the integrity job risk analysis. I make further proposals for the application of risk-specific measures in compliance with the strategic based, integrated human resource management model of the public administration (e.g. tools and methods of recruitment, duration of integrity trainings, asset declaration, and implementation of the exit interview).

6. Possible practical application of the results of the research

The results of my research are widely applicable. First of all, they provide a solid foundation for the comprehensive scientific research of the job integrity risk survey of 2015 and a deeper understanding of the job integrity risks of the Hungarian public administration.

Secondly, the methodology and data quality of the job evaluation can be further developed and contradictions within the job evaluation database can be filtered out by comparing job-specific results.

Third, in connection with paragraph 88 of the Act CXCV of 2011 on the public officials, the law authorizes the Government to define the “*significantly sensitive jobs regarding public ethics*”, however, the Government has not yet created a government decree on this topic. I hope that the job integrity risk method could contribute to the professional foundation of this government decree, and to contribute to basing governmental measures related to anti-corruption and transparency (e.g. security clearance, asset declaration) on risk analysis.

Finally, I am confident that the job integrity risk analysis as part of the integrated risk management system could provide useful support for the planning and implementation of risk management measures, especially in developing human resources management system of the public administration.

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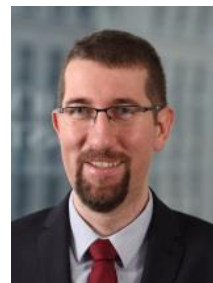
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21. Klotz Péter
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of the conference “Sustainable development and human rights” (*Fenntartható fejlődés -
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Curriculum Vitae

Name: Dr. Péter Klotz

Date of birth: 30/08/1979



Education

- 09/2015 – 09/2016 **Arizona State University – The McCain Institute** Washington, DC
Next Generation Leaders Program – leadership development program based on values, ethics and leadership
- 09/2013 – **National University of Public Service, Graduate School for Public Services** Budapest
PhD studies (thesis in integrity and job risk assessment)
- 09/2013 – 05/2014 **National University of Public Service** Budapest
integrity adviser postgraduate course
- 10/2007 – 10/2008 **Ecole Nationale d'Administration/Universität Potsdam** Paris/Potsdam
Master of European Governance and Administration
- 09/2001 – 07/2004 **University of Pécs, Institute for Adult Education and Human Resources Development** Pécs
BA in human resources
- 09/1998 – 07/2003 **University of Pécs, Faculty of Law** Pécs
MA in law

Professional experiences

- 10/2015 – 08/2016 **Management Systems International** (expert) Washington, DC
Results: preparation of anti-corruption projects for Afghanistan, Ukraine, Honduras and Zambia
- 12/2014 – 08/2015 **National Protective Service** (deputy head of department) Budapest
Results: preparation of a 5.5 bn forint anti-corruption project and a job level anti-corruption risk assessment methodology
- 08/2014 – 11/2014 **Ministry of Interior** (anti-corruption expert) Budapest
Results: elaboration of the Hungarian National Anti-Corruption Program for 2015-2018

- 05/2012 – 08/2014 **Ministry of Public Administration and Justice** (anti- Budapest
corruption expert) Results: government decree on integrity
management system, new act on whistleblowing, new
expert, management and staff level integrity trainings
(involving almost 9000 persons), ÁROP-1.1.21 project
- 03/2011 – 03/2012 **State Audit Office** (integrity and training expert) Budapest
Results: anti-corruption training methodology and e-
learning course development, participation in the
organizational level risk analysis development (ÁROP-
1.2.4.)
- 07/2009 – 02/2011 **Ministry of Justice and Law Enforcement/Ministry of Budapest
Interior** (head of the Human Development Unit)
Results: implementation of fellowship and trainee
programs & new trainings
- 06/2004 – 06/2009 **Ministry of Justice/Ministry of Justice and Law Budapest
Enforcement** (fellow, legal desk officer)
Results: coordination of the ministry's legislative program
(7 semesters), implementation of a new file registry system
(for 100 work stations)

Further information

Languages	English (C1 level), German (C1 level), French (C1), Hungarian (mother tongue)
Computer skills	MS Office, LotusNotes, typewriting
Bar exam	Bar exam (2009)
Driving license	'B' type (1997)
International experiences	2009 – General Secretariat of the French EU Council Presidency (Paris) – ENA trainee, 3 months 2011 – European Parliament (Brussels) – trainee, 1 month 2013 (Podgorica) – expert (support of Montenegrin justice project) 2012-2015 – Hungary's representative at the OECD Public Sector Integrity (PSI) and Senior Public Integrity Officer (SPIO) working groups 2012 (Moscow) – invited OECD-expert in anti-corruption risk analysis 2014 (Tunis) – invited OECD-expert in public service ethics
Other professional activities	Since 2013: National University of Public Service – lecturer, trainer, external expert in anti-corruption, integrity, ethics and open government topics