Integrating Values into Public Service: The Values Statement as Centerpiece

The public administration community needs to focus more attention on how values can be integrated into the structures, processes, and systems of public organizations. In particular, greater emphasis should be placed on the values statement as the central component of a values regime. This article examines the content and format of values statements in four Westminster-style governments, initiatives to make values a pervasive influence in public-service operations, and learning points for other countries. Each government’s values statement should capture the essence of public service. Leaders must serve as both exemplary models of values-based behavior and skillful practitioners of the art of values management. A values statement expressing values that are shared at all organizational levels—combined with the dispersal of leadership roles throughout the organization—provides an especially strong foundation for integrating values into public service.

Introduction

The concept of values has become a major feature of both the practice and the study of public administration. Montgomery Van Wart, in calling for the creation of a separate field of public administration values, asserts that “[t]he art of values management for practitioners has already become the leading skill necessary for managers and leaders of public sector organizations,” and that “[t]he science of values for academics and students of public administration has likewise become a cardinal area of study . . .” (1998, 319, emphasis added). This article argues that both practitioners and academics need to focus more attention on how values can be best integrated into the structures, processes, and systems of public organizations. In particular, greater emphasis should be placed on the values statement as the central component of a values regime—that is, of the collectivity of measures for making shared values an integral part of the public-service culture.

This article begins by explaining briefly the meaning and types of values and the main reasons for their enhanced status in public administration. The second section examines the content and format of statements on public-service values in four Westminster-style governments—Australia, New Zealand, the United Kingdom, and Canada. All four countries have been trying in recent years to integrate values into public service. The third section describes initiatives in these countries to make values a pervasive influence on the decisions and actions of public servants. The final section draws out learning points not only for these countries, but for other countries as well.

Classifying and Celebrating Values

Meanings and Interpretations

Public servants and academics differ among themselves as to the meaning of the concept of values and the related concepts of ethics and principles. Values are defined here as enduring beliefs that influence the choices we make among available means or ends (Rokeach 1973, 5). The terms “values” and “ethics” often are used as synonyms, but they do not mean the same thing. Not all values are ethical values, that is, enduring beliefs as to right and wrong behavior. “Values can be ethical, unethical or simply non-ethical” (Henry 1998, xiv). Ethical values increasingly are...
viewed as a subset of values in general (Guy 1990, 14; Kernaghan 1994, 621–22; Van Wart 1998, 316).

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In this article, the total field of values is divided into four categories (see Table 1): ethical values, such as integrity and fairness; democratic values, such as the rule of law and loyalty; professional values, such as efficiency and innovation; and people values, such as caring and compassion (Canada 2000, 53–58). With respect to professional values, a distinction is made between traditional values (efficiency) and new values (innovation). The perennial problem of trying to separate values into watertight compartments can be seen in the fact that certain values fall into more than one category (for instance, accountability as both an ethical and a democratic value). Value conflict, both within and between the four categories of values, is a pervasive feature of public administration. Reference to ethical values can help to resolve conflict between such democratic values as accountability and legality and between a democratic value such as accountability and a professional value such as innovation.

The concept of principles, like that of ethics, is often used interchangeably with the concept of values. Various governments describe the same type of document as either a statement of principles or a statement of values. However, principles are frequently viewed as a broader, more basic concept than values. Stephen Covey, in Principle-Centered Leadership, argues that principles “are the laws of the universe that pertain to human relationships and human organizations,” whereas values “are internal and subjective” (1990, 18, 19). The principles that Covey names—fairness, equity, justice, integrity, honesty, and trust—are widely described by other scholars as values. Often, a principle takes the form of a single sentence containing several values. For example, one of the principles in New Zealand’s Code of Conduct provides that “[p]ublic servants should perform their official duties honestly, faithfully and efficiently, respecting the rights of the public and their colleagues.” Australia, by way of contrast, has a statement of values that makes no mention of principles but serves as a broad servicewide “philosophical underpinning” (Australia 1999b) for a code of conduct and for departmental codes containing more specific guidance.

Valuing Values

During the mid-1960s, the United States and the developed Westminster countries entered an “ethics era” in public administration. Since that time, many other governments have significantly increased their focus on preserving and promoting public-service ethics (OECD 2000). The focus during this early period was on ethics “rules” (regulations, guidelines, and statutes) dealing with specific issues. Codes of ethics or conduct contained few explicit references to fundamental public-service values. Occasional references to values such as integrity and legality were intermingled with detailed provisions on such matters as conflict of interest, confidentiality, and harassment. Current examples of this kind of document include the United States’ Standards of Ethical Conduct for Employees of the Executive Branch and Canada’s Conflict of Interest and Post-Employment Code for the Public Service. Yet, in the Organisation for Economic Co-operation and Development’s (OECD) study on Trust in Government, these documents are shown as the “core values” statements for these countries (OECD 2000, 118–19, 318–19).

The unprecedented emphasis on public-service ethics since the mid-1960s has been reinforced—especially since the mid-1980s—by a similarly unprecedented emphasis on public-service values. Official documents in the developed Westminster governments affirm the central importance of values. In Australia, for example, “The Values encapsulate the distinctive character of the Australian public service (APS) and are central to the public interest aspect of public sector employment. They provide the real basis and integrating element of the Service, its professionalism, its integrity and its culture of impartial and responsive service to the government of the day” (Australia 2001, 17). And in New Zealand, “Values are essentially the link between the daily work of public servants and the broad aims of democratic governance….” (New Zealand 2001a, 1).

The enhanced status of public-service values is largely the result of two developments that picked up steam in the early 1980s. The “corporate culture” movement, with its emphasis on clarifying and articulating corporate values, argued that there is a strong connection between organizational culture and organizational success. Peters and Waterman’s (1982) focus on values as the essence of corporate culture and on shared values as the key to companies’ success had a substantial influence on thinking and practice in public organizations. The second movement—New Public Management, with its emphasis on applying business practices and technologies to public organizations—affected public-service values in several ways. The call for strategic plans with mission, vision, and values statements, the increased focus on accountability for results, the emphasis on business values such as innovation...
and service, and the downplaying of traditional public-service values brought the issue of public-service values to the fore. Westminster governments, with their cabinet-parliamentary systems, have struggled with the tension between the constitutional convention of ministerial responsibility and new professional values such as innovation and entrepreneurship. The increased focus on values is also the result of specific domestic concerns. In Australia, for example, the emphasis on values is partly a means of promoting a unified public service in the context of considerable devolution of authority to individual organizations. In Canada, the recent focus on values represents an effort to align values and actions on such matters as the relationships between public servants and ministers, traditional values and new directions, and public-service leadership (Canada 2000, 1).

Since the mid-1980s, ethics and values initiatives in many governments have moved in two separate streams. One stream, with its origins in the 1960s, involves updating and refining the existing ethics rules and statutes and creating new ones. The other stream involves the adoption of values statements, either as an integral part of strategic plans or as discrete documents. This development has contributed to the ongoing proliferation of ethics and values documents that is characteristic of many governments. Some governments recognize that the two streams should flow together, both because of the close connection between values and ethics and because of the need to recognize and formalize this connection. Some of these governments have merged or explicitly related their ethics and values documents, and a few have provided a values foundation that underpins a superstructure of ethics and other rules.

Getting the Values Right

This section examines the content and format of documents adopted by the four Westminster governments to express their core public-service values.

Australia

Values are a remarkably central dimension of the Australian Public Service (APS). The APS Values were first set out in a 1993 publication of the Management Advisory Board (Australia 1993). Then, in 1999, a statement of APS values was enshrined as the opening section of the new Public Service Act (Australia 1999a). The statement comprises primarily democratic, ethical, and traditional professional values, but includes new professional values as well. Moreover, several of the statement’s 15 provisions contain more than one value. Among the provisions are that “the APS delivers services fairly, effectively, impartially and courteously … and is sensitive to the diversity of the Australian public,” and “the APS is apolitical, performing its functions in an impartial and professional manner” (6).

The APS Values statement is followed in the act by the APS Code of Conduct. These two documents are linked, in that the code provides that “[a]n APS employee must at all times behave in a way that upholds the APS Values” (9), and the values statement provides that “the APS has the highest ethical standards” (6). The code contains a mix of values (most of which are ethical values such as integrity and respect) and ethical rules on such matters as confidentiality and conflict of interest. Among its provisions are, “An APS employee must behave with honesty and integrity in the course of APS employment” (8), and “An APS employee must disclose, and take reasonable steps to avoid, any conflict of interest (real or apparent) in connection with APS employment” (8).

The values statement provides a foundation that is the basis for the ethical and other rules of conduct. These two statutory documents are complemented by (though not explicitly linked to) the Guidelines on Official Conduct of Commonwealth Public Servants (Australia 1995). This 100-page document provides detailed guidance on a wide range of values and ethics issues covered in legislation, regulations, and guidelines and relating to democratic, professional, and people values as well as ethical ones.

New Zealand

Although there is no single statement affirming New Zealand’s core public-service values, official documents summarize these values as integrity, honesty, political neutrality, professionalism, obedience to the law, respect for the institutions of democracy, respect for the Treaty of Waitangi (regarding aboriginal peoples), and free and frank advice (New Zealand 2001b, 6). The most comprehensive statement of the values is contained in the Public Service Code of Conduct. This lengthy document does not contain the word “values,” but it states and elaborates three main principles, which do contain values. For example, the first principle provides that “[p]ublic servants should fulfill their lawful obligations to the Government with professionalism and integrity” (8). Elaboration on this principle includes guidance under such headings as political neutrality and release of official information.

Unlike the APS Values and Code of Conduct, which are enshrined in statute, the New Zealand code is issued by the state services commissioner under the authorization of the State Sector Act of 1988. Like the APS Values and Code of Conduct, however, it is intended to provide a foundation on which individual departments can base more detailed provisions to meet their particular requirements. The New Zealand code is complemented by several other documents, including a Directory of State Sector Guidance providing links to online publications and Web sites covering
a wide variety of values and ethics issues (New Zealand 2001a). There is also a Statement of Government Expectations for the State Sector (New Zealand 2001a) issued by the minister of state services which includes, in a different format, the same values as the code. However, the statement goes beyond the code by including professional values and setting out certain obligations of the state to public servants, as well as those of public servants to the state.

United Kingdom

Reference to the state’s obligations to public servants is also a feature of the United Kingdom’s Civil Service Code, adopted in 1996 (United Kingdom 1996). As in New Zealand, there is more than one statement outlining the core values of the public service, most notably the Civil Service Code and the Vision and Values Statement (United Kingdom 1999). Like New Zealand’s code of conduct but unlike the APS Values statement, the Civil Service Code gives pride of place to democratic and ethical values and pays little attention to professional values. The U.K. code, like both the Australian and New Zealand values and ethics documents, is largely concerned with relations between ministers and public servants—a concern animated by the importance of the constitutional convention of ministerial responsibility in Westminster systems. The code notes, “The constitutional and practical role of the Civil Service is, with integrity, honesty, impartiality and objectivity, to assist the duly Constituted Government … in formulating their policies, carrying out decisions and in administering public services for which they are responsible” (1). Peter Hennessey observes that the code is “as good a definition of what the Civil Service is for as you can find” (1995, 134).

The Civil Service Code interweaves references to values, principles, guidelines, and procedures. While it contains more than a dozen values, the word “values” does not appear. However, a Vision and Values Statement adopted in 1999 as part of Britain’s Modernizing Government agenda provides “a set of common principles or ‘values’” for public servants. (United Kingdom 1999, emphasis added). While the statement includes a few of the democratic and ethical values contained in the code, it largely comprises professional values (such as results, innovation, and quality). Indeed, every one of its values is explicitly benchmarked against the fundamental concepts underpinning the Excellence Model of the European Foundation for Quality Management. The statement, which is only weakly linked to the Civil Service Code, is intended to complement rather than to supercede it.

Canada

Unlike the other Westminster countries, Canada does not yet have an official servicewide statement of values or principles. There is substantial informal agreement, however, that the core values include loyalty, accountability, due process, honesty, integrity, fairness, equity, excellence, quality, and efficiency (Bourgon 1997). These were among the major values highlighted by the federal Deputy Ministers’ Task Force on Public Service Values and Ethics, which reported in 1996 (Canada 2000). The task force called for the adoption of a statement of principles for the public service and for the creation of an office to provide advice, collect information, and coordinate the administration of the principles.

In response, the government established the Office of Values and Ethics (http://www.tbs-sct.gc.ca/veo-bve/res_e.asp) in 1999 to take the lead, to be a center of expertise in promoting values and ethics, and to support departmental initiatives. The office also provides secretariat services to the two deputy ministers (administrative heads of departments) who serve as the co-champions on public-service values and ethics. In 2001, the co-champions sought the comments of all public servants on a draft statement of principles. In addition to consultations on the draft statement with 2,000 public servants across the country, it was posted, together with explanatory notes, on a government Web site. In a spirit of openness and transparency, both the draft principles and public servants’ comments were made available to the general public. While most of the many comments from public servants supported a statement of principles, concern was expressed about the likelihood that managers would live up to them. Thus, getting the values right must be followed by vigorous efforts to integrate them into public-service practice.

Making Values Come Alive

This section examines major initiatives taken by the four Westminster governments to embed their values in the culture and operations of the public service.

Australia

In 1998, Australia’s public service commissioner began to submit an annual report to Parliament which assessed the extent to which each agency incorporates the APS Values and the adequacy of agency systems and procedures for ensuring compliance with the Code of Conduct. This recognized the fact that “[v]alues need to be imbedded into the organizational culture before they can form a strong framework for making decisions and responding to emerging issues” (Australia 1999c, 18). The first major step in this direction was the publication of a paper explaining the meaning of each of the values, providing a checklist for agencies and individual employees to use in applying the values to organizational objectives and personal conduct, and setting out indicators for agencies to use in evaluating
the application of the values (Australia 2000c). For example, the indicators for an apolitical, impartial, and professional public service are that the agency (1) establishes systems and structures enabling it to provide a clear and sufficient analysis of all relevant issues and options; (2) has systems to monitor the effectiveness and quality of its advice to the government; (3) can demonstrate that its advice is objective, impartial, and timely; and (4) has clear, accessible systems in place to facilitate the fair and timely resolution of concerns, including those relating to political influence.

Several agencies have articulated their own values within the framework of the APS Values. The public service commissioner encouraged agencies that already had values statements to supplement them by explaining the relationship of agency values to the APS Values and advised agencies against focusing on agency-specific values to the detriment of the values of the APS as a whole.

The inclusion of the APS Values and Code of Conduct as the lead sections of the 1999 Public Service Act signaled the government’s determination to integrate the provisions of the values and the code into the public-service culture. The public service commissioner describes the State of the Service Report as “a report card … on how well the Service understands and applies the APS Values and Code of Conduct across the range of its functions.” (Australia 2001, 11). References to the values and the code pervade the chapters of the report dealing with such themes as merit employment, client service, and leadership. The commissioner not only monitors the systems and procedures that agencies use to promote values and ethics, but also surveys employees on the success of these efforts.

The measures taken by individual agencies to promote the APS Values range from basic compliance in the form of information sessions, intranet listings, and bookmarks to the integration of the values into recruitment processes, performance agreements, and learning events. Similar initiatives have been taken to promote awareness of the code, and the commissioner monitors the agencies’ procedures—including those for imposing sanctions—to ensure compliance with the code (Australia 2000a).

New Zealand

In 2001, the State Services Commission took a major initiative to integrate core values into the New Zealand public service. Under the overall title of Walking the Talk: Making Values Real (New Zealand 2001b), the commission made widely available a facilitation guide to foster knowledge and understanding of the core values, to encourage public servants to uphold these values in their decisions and actions, and to bring the code to life. The guide includes the code, a video that explains the importance of shared values (especially of trust and integrity), and several values-based scenarios. Learning plans are provided to enable persons who may not be experts on values and ethics to facilitate informed discussions on values-based issues and dilemmas.

United Kingdom

Whereas Australia’s values and conduct documents are entrenched in statute and New Zealand’s Public Service Code of Conduct is authorized under the State Services Act, the United Kingdom’s Civil Service Code is issued under the authority of the Civil Service Order in Council 1995 (a legal regulation made by the minister for the civil service). The Civil Service Management Code, which provides guidance on a broad range of matters, requires all departments and agencies to incorporate the Civil Service Code into their employees’ conditions of service, to make clear appropriate standards of conduct and the sanctions for breaching them, and to ensure that these rules “fully reflect” the code.

The 1999 Vision and Values Statement is intended to complement the code. It provides departments and agencies with a set of common values on which they can build their own visions, and it explains “how the vision and values can be imbedded in the work of the Civil Service in the future, so that the Service ‘lives’ these values, rather than just talks about them” (United Kingdom 1999, para. 3). To accomplish this, public servants are urged to reflect the values in the major management processes of performance management, recruitment and selection, and training and development. For example, the performance-management system must “recognize and reward the people who deliver and uphold the values; confront the poor performance of the people who consistently work against the values; and develop competencies … which reflect the behaviors required to underpin the vision and values” (para. 12).

Canada

Since 1999, Canada’s Office of Values and Ethics has promoted dialogue, research, and case studies and has begun to develop a statement of principles as a central component of a comprehensive framework for managing values and ethics. Several departments had already taken action to develop their own values and ethics regime. For example, the strategic approach of the Department of Public Works and Government Services involved developing a statement of ethical values; aligning policies and procedures with the statement; promoting ethical awareness through education, training, and development; emphasizing the vital role of ethical leadership beginning at the top and cascading down the organization; stressing frequent communication, feedback, and success; and adopting a fair-
action policy to handle misconduct allegations (Robillard 2000, 8–9).

**Learning Points**

Experience in the Westminster countries provides lessons for governments and individual public organizations that wish to adopt or revise statements of values (or principles). “The ideal statement would be succinct, dignified in tone and diction, focused on the great principles of public service, and intended to endure” (Canada 2000, 61).

**Values, Ethics, and Principles**

Both scholarly writings and administrative practice indicate that universal agreement on the meaning and usage of the terms “values” and “principles” is unlikely. What is important is that each government’s formal statement captures the essence of public service, whether this statement is described as a statement of values or a statement of principles.

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It is helpful to conceptualize ethical values as a subset of values in general and to assess the priority of ethical values in relation to democratic, professional, and people ones. There is substantial agreement that statements of values should be concise and should contain only the most fundamental values underpinning public service. The challenge is to decide whether values should be included from each category and, if so, which values. The 15 provisions of Australia’s values statement contain about 25 values drawn from all four categories, but especially from the category of professional values, including several new ones (see table 2). New Zealand’s *Public Service Code of Conduct*, by contrast, has three principles containing a total of eight democratic, ethical, and traditional professional values complemented by an elaboration of each principle that identifies additional values. New Zealand’s “great principles of public service” are easier to identify—and to remember. However, Australia may be able to offset the length of its list of values by its vigorous efforts to integrate them into its structures, processes, and systems.

**Clearing and Clarifying the Clutter**

While a concise statement of core values will facilitate the integration of values into the public service, this statement must be distinguished from other official documents with a bearing on values and ethics. Australia, New Zealand, and the United Kingdom all have more than one major document of this kind. In Australia, the two primary documents—the APS Values statement and the Code of Conduct—are clearly and closely linked, whereas in the United Kingdom, the link between the two primary documents—the Civil Service Code of Conduct and the Statement of Values—is unclear and tenuous. The search for coherence is complicated in all three countries by the existence of numerous other related documents, especially those dealing with ethics which have been developed over many years as ad hoc responses to specific problems.

In addition to all of these documents, most departments and agencies have developed their own rules to respond to particular problems, often without reference to servicewide provisions. Ideally, these scattered rules should be organized into a clear, coherent, and comprehensible set of interrelated and cross-referenced documents—an exercise that also would facilitate the removal of overlapping and unnecessary rules. In practice, such an exercise can be extremely time-consuming and may require substantial collaboration, especially if it is conducted on a servicewide basis. Thus, priority should be given to linking and rationalizing the most central and comprehensive documents, such as values statements and codes of conduct or ethics that apply to the public service as a whole. This tends to focus public servants’ attention on the primary values, principles, and standards of public service. This, in turn, promotes a better understanding of the core values of public service that underlie many public-service rules and provides a foundation for individual departments and agencies to build their own values regimes.

**Building a Firm Foundation**

Acting on the first two learning points will help to ensure the quality and visibility of the values statement. Experience in the Westminster countries suggests that serious consideration should be given to establishing a two-tier system consisting of a foundation of core public-service values underpinning a second level of rules. For example,
the importance of regulations, guidelines, and statutes on conflict of interest could be explained by reference to such ethical values as integrity and fairness. Rules on political partisanship would be linked to such democratic values as neutrality and loyalty.

In determining the core values, it is necessary to assess the staying power of new professional values, such as innovation and entrepreneurship, which are closely linked to the New Public Management movement. Twenty years ago, these values would not have been ranked as core public-service values. People values, such as caring and compassion, are virtually absent from the Westminster statements and codes, but it may be desirable to include such values to signal government’s intention to be the employer of choice in competition with the private sector.

The two-tier system of values and rules for the public service as a whole should be complemented by a similar two-tier system tailored to meet the requirements of individual organizations. A department can reinforce the servicewide core values and supplement them with values flowing from its particular responsibilities (for instance, fiscal prudence for a finance department). Similarly, the department could supplement servicewide rules with provisions to meet its specific needs (for example, stronger and more detailed conflict-of-interest rules for a purchasing department).

Enshrining Core Values

Another major influence on the integration of public-service values is the instrument used to express those values. For example, the values may be entrenched in a statute (Australia), contained in a regulation (United Kingdom), or set out in guidelines (New Zealand). Advocates of the statutory approach argue that it will do the following:

1. Signal and symbolize strong government support for the statement
2. Promote public, legislative, and media discussion of the statement’s form and content
3. Inform the public in a high-profile manner of the values that public servants stand for, thereby enhancing public appreciation of the public service
4. Inform public servants in a formal manner of the values to which they are expected to aspire
5. Permit the possibility of greater bipartisan support for the statement.

Advocates of a nonlegislative approach argue that it will:

1. Help to achieve objectives 3 and 4 outlined above
2. Make it easier to revise the statement to account for new challenges (for instance, greater emphasis on new professional values like innovation or on ethical values like integrity arising from increased conflict-of-interest concerns)
3. Avoid the possibility of partisan conflict over the statement (the length and inclusiveness of Australia’s statement is in substantial part the result of parliamentary debate).

The choice among these instruments cannot be made in isolation from decisions about matters such as whether there will be one central document or more, whether the statement will be brief and inspirational or lengthy and prescriptive, and, in particular, whether the values statement will be accompanied by vigorous measures to promote and monitor compliance.

Seeking Compliance

Among the Westminster countries, Australia has the most formalized system for promoting compliance with its values statement and Code of Conduct. As noted, the public service commissioner is required under the Public Service Act to report to Parliament on agencies’ incorporation of the APS Values and their compliance with the code. The commissioner’s directions (December 5, 1999) “now provide a mandatory framework of standards and principles against which the performance of agencies and their staff in upholding the Values can be assessed” (Australia 2000c, 24). Agency heads are required to establish procedures for determining whether employees have breached the code, and they are authorized to impose such sanctions as termination of employment, reassignment of duties, and salary reduction. While it is too early to assess the success of these efforts, it is notable that the commissioner’s report has praised the efforts of particular agencies to inculcate respect for, and compliance with, the APS Values and the Code of Conduct, lamented the performance of other agencies, and forewarned of a continuing focus on promoting values and ethics.

The Australian state of Victoria has taken a notable approach to integrating values and ethics into its public service. A code of conduct issued under the state’s 1998 Public Sector Management and Employment Act sets out four “conduct principles”—impartiality, integrity, accountability for results, and responsive service. The commissioner for public employment describes these principles as “consistent with the most frequently stated core public service values in the 29 OECD countries” (State of Victoria 2000). The commissioner has issued a direction on upholding public-sector conduct that requires agency heads to show their commitment to the principles and to establish fair processes for investigating and reporting alleged unethical conduct. The commissioner also reports to Parliament on the extent to which agencies are applying the principles. Data for the report include process indicators, output indicators, periodic studies, and ad hoc cases (Salway 2001, 568).
Final Thoughts

These learning points indicate that a values statement is an essential but insufficient condition for integrating values into public service. Getting the statement right and its implementation wrong poses the risk of raising cynicism and reducing morale. Effective values management requires that public organizations answer the following four questions.

Where Are We Now?

A review of an organization’s values management should include an assessment of its values statement (or the desirability of adopting one). The most popular mechanism for evaluating an organization’s values milieu is a values (or ethics) audit that provides data on current practices and problems and possible improvements (Lewis 1991, 192–93, 199–202). Other approaches include customer and citizen assessments, employee assessments, performance assessments, benchmarking, and quality assessments (Van Wart 1998, 260–70).

Where Do We Want to Be?

Ideally, a public organization will use these data as a basis for adopting measures to infuse respect for its core values into all aspects of its operations. Each organization can assess the data in relation to its vision of an ideal model of a values-driven organization and consider the extent to which its resources will permit it to move in that direction.

How Do We Get There?

As demonstrated by the Westminster countries, governments vary considerably both in the resources allocated to values management and in the mechanisms by which values integration is pursued. Governments elsewhere can assess the desirability and feasibility of adopting or adapting these mechanisms and can devise innovative initiatives of their own.

How Do We Make It Happen?

The successful integration of values into public service requires values-centered leadership. Leaders must serve not only as exemplary models of values-based behavior, but also as skillful practitioners of the art of values management. As early as 1957, Phillip Selznick recognized that the leader of an organization is “primarily an expert in the promotion and protection of values…. The art of creative leadership is the art of reworking human and technological materials to fashion an organism that embodies new and enduring values” (28). This message is echoed by James M. Kouzes and Barry Z. Posner (1995, 18) in their best-selling book, The Leadership Challenge. Among the elements of exemplary leadership are drawing others into a common vision by appealing to their values, interests, hopes, and dreams, and setting the example by behaving in a manner that is consistent with shared values. And the leadership principle in Lord Nolan’s celebrated principles for Standards in Public Life (United Kingdom 1994), is that “[h]olders of public office should promote and support these principles [selflessness, integrity, objectivity, accountability, openness, honesty] by leadership and example.”

Among the four countries examined in this article, Australia is the most notable for its recognition of the central importance of leadership to effective integration of the right values into public service. As explained previously, the responsibilities of the public service commissioner and the agency heads for providing leadership in this sphere are formally prescribed. However, senior public servants, in Australia and elsewhere, must go beyond formal and legalistic mandates to inspire a common vision and to set an example by living the values through their actions and decisions. Moreover, while values-based leadership is especially important at the senior levels of public organizations, it can be found—and encouraged—at all levels. A values statement expressing values that are shared at all organizational levels, combined with the dispersal of leadership roles throughout the organization, provides an especially strong foundation for integrating values into public service.

Note

References