ŠIAULIAI UNIVERSITY

Rita Toleikienė

FORMATION OF INTEGRAL SYSTEM OF ETHICS MANAGEMENT IN THE MUNICIPALITY

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Rita Toleikienė

INTEGRALIOS ETIKOS VADYBOS SISTEMOS FORMAVIMAS SAVIVALDYBĖJE

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INTRODUCTION

Research topic relevance. Local authorities are in a close proximity to citizens, their expectations and needs. They represent the interests of the locals and, therefore, must be transparent, responsible, accountable, and responsive to the changes and the values of the period. However, in practice, public administration organizations (including municipalities) are not completely ready to face the challenges stemmed from the constant change and evolution. Demmke and Moilanen (2011) argue that this has a negative effect on governance processes and the ultimate outcomes, which include decreasing satisfaction by public services and diminishing trust of society in public governance and administration institutions and even in public sector itself. Seeking of the positive outcomes in public sector is linked to the values. Therefore, the management model, which is value-based or oriented to public management principles, should be used. Such a model implies value-oriented management determined by organizational processes and procedures. The use of this model allows lowering the gap between the values and facts, between what we must do and what we really do, by also increasing the transparency in public administration institutions. It is necessary to identify and also to ensure the compliance of the organizational values of public governance and administration institutions to make their activity transparent.

The problematic context reveals the importance of ethics management, which is described as a systematic institutionalized process, which can include the alignment of interests of various stakeholders, as well as the measures for formation, implementation, auditing and adjustment of values and behaviour standards (Pučėtaitė, 2007). Broadly defined ethics management is explained as the universe of formal and informal measures to ensure ethical behaviour. Vasiljevienė (2006) defines ethics management as the universe of managerial actions, which develop ethical sensitivity and awareness. Those include *soft management methods, ethics institutionalization, ethics infrastructure* (legal acts, which determine ethics categories, ethical behaviour norms, goals and responsibilities, ethics supervision institutions, ethics codes, ethics committees/ commissions, ethics consultants, ethics education and etc.). Such issues as *ethical climate and leaders' role* in developing ethical organizational culture become important in a given context. Institutions use ethics management to implement, audit and develop managerial values and ethical standards. The experience of various types of organizations in the foreign countries shows that soft management forms (linked to ethics management) help lowering and even eliminating activity disfunctions and errors, encourage sustainability and ensure efficiency of the outcomes. Institutionalized professional ethics has

an important meaning in the concept of ethics management, which manifests as an innovative organizational management technology. The innovative organizational management technology is associated with the successful implementation of the organization mission. It is also linked to the organizational attitude towards the values and their impact on labour efficiency and the perception of the quality. Moreover, it is related to the practical implementation of those values into management and control (self-control) structures based on the professional standards (Vasiljevienė, 2006; Chokprajakchat, Sumretphol, 2017). The organization leaders play a key role in directing the organization members towards the goal. The leaders exhibit those characteristics, which they propagate, and on their own example, they encourage the employees to follow the propagated values, principles and standards (Bryman, 1992; Bedi, Alpaslan, Green, 2016; Downe, Cowell, Morgan, 2016). Deepening the perception of the values and facts and their interaction as well as causal relationships allows people to agree on the values and on their rational management in practice.

It is important to note that analysis of the context of ethics management in the municipality faces the versatility of the *municipality* concept. Astrauskas (2014) argues that the term "municipality" could have two meanings: 1) this is a territorial administrative unit, a territorial corporation, which satisfies the public needs of the community; 2) this is a legal entity, which implements the granted rights and duties through their bodies. Astrauskas (2002) argues that "the territorial self-government rights in Lithuania are only granted to the people's communities in the territorial administrative units" (p. 72). However, Mačiulytė and Ragauskas (2007) explain that territorial community autonomy is very limited, because "Lithuanian laws allocate self-government not to the territorial community, but to local authority institutions, which represent and serve the community". The municipality's representative institution (a municipality council) and the municipality's executive institution (a municipality administration) are two institutions, which are responsible for the implementation of self-government rights on behalf of municipal community interests (Republic of Lithuania Law on Local Self-Government, 2017). Thus, the dissertation uses the approach, where the municipality is considered as an entity, which performs public administration and public services functions (Baltušnikienė, Astrauskas, 2005; Petrauskienė, 2005; Gudelis, 2007; Baltušnikiene, 2010; Astrauskas, 2013; Klimovský, Mejere, Mikolaityte, Pinteric, Šaparniene, 2014). In addition, this approach explains the formal institution as organized units (organizations) (Zenger, Lazzarini, Poppo, 2001, p. 277–278; Skoog, 2005, p. 19; Bjørnskov, Dreher, Fischer, 2010, p. 420; Domarkas, Juknevičienė, Kareivaitė, 2012, p. 464; Juknevičienė, 2015, p. 77). Such an approach allowed the **dissertation author to consider the municipality as the public administration organization (a formal organized unit), which is managed (also in the area of ethics management) at a political and administrative level.**

In the context of the bureaucratic management theory, which emphasizes hierarchy, rules, standards and procedures, the essence of administrative behaviour lies in the compliance with laws, and ethical behaviour is considered as law compliance-oriented. Thus, the law-oriented goal was to seek the justice and equal opportunities, to protect citizens from the arbitrary decisions made by public officers. It is obvious that in today's multidimensional management context, this concept becomes too narrow and can ensure only minimal ethical behaviour. Currently dominating new public governance paradigm emphasizes higher decentralization of management functions, lowering an administrative burden, a better quality of service, higher public satisfaction by authorities, which allow to ensure transparent, efficient and ethical management dimensions. At the same time, discussions on the efficiency of ethics management become more complex. Therefore, there is a switch from the focus on rules, sanctions, regulated fight with corruption and fraud to the **integrity,** i.e. the implementation of the values, developing awareness, ethical leadership and the implementation of new, informal (soft) measures for encouraging ethical behaviour (Huberts, 2014; Downe, Cowell, Morgan, 2016). In this case, from the organizational perspective, the integrity as the value determines the coherent compliance with ethical principles and their integration into all organizational activity areas, including certain measures, structures, processes and practices. The integral system in the organization includes internal organizational ethics management aspects and external ethics supervision mechanisms, i.e. the ombudsman, the police and justice systems, (Pučėtaitė, 2009; Huberts, Six, 2012; Vasiljevienė, 2014). The integrity is developed systematically. It includes the following processes: the determination of decisions and behaviour standards, organizational structures, the development and auditing of discourse conditions, the corrective actions of activity practices (Vasiljevienė, 2006a; Pučėtaitė, 2009). Thus, the implemented measures of ethics management used to ensure the integrity, shape internal organizational protection network, which helps to solve ethical problems and helps to develop organizational culture, which motivates its members to behave ethically and to make ethical decisions (Pučėtaitė, 2009; Vasiljeviene, 2014). However, due to the lack of the integrity, ethics management in the organizational practice often becomes declarative and allows officers to behave non-transparently, hypocritically, without considering the expectations of the external stakeholders and at the same time developing the distrust in organizations. Thus, the integrity is one of the efficiency conditions for ethics management, which ensures maximal ethical behaviour.

Moreover, the role of ethics management in public sector organization is very important due to several reasons. First, citizens pay taxes, therefore they expect particularly high management standards of all resources (intellectual, personnel, material and financial). Second, the application and management of

ethical principles are integrated in a legal and organizational context, although organizational goals and strategic decisions are highly impacted by political circumstances. Third, the employees of public administration organizations (including municipalities) are required to develop various competences, because their primary goal is to serve public interests and respect the laws. All those reasons affirm that the use of professional ethics management must ensure the satisfaction of the society's expectations (Demmke, Moilanen, 2011).

The other important aspect, which is specific to current public governance and administration systems, is the modernization of public sector institutions (and municipalities), by integrating business sector elements, which allow to seek higher efficiency and effectiveness. However, by providing public services and other administrative services, the dominated profit-making principle weakens the value background in organization. Precisely, ethics management measures are often chosen as an instrument to mitigate/eliminate ethics problems (corruption, abuse of position and etc.), which can contribute to the problem identification and mitigation. The background of ethics management is identifying and coding organizational values, which determine the organization identity and structure its decisions. From the research perspective ethics management measures must be applied consistently. Their combination must be goal-oriented and reflect the moral responsibility of the organization. Ethics management as one of disciplines of management science contributes to the organization development and determines which directions the organization must develop. Therefore, it could be stated, that ethics management is a necessary element for the existence of public sector organizations.

Recent scholarly debates discuss an integral system term, which is applied in ethics management more and more often (Maesschalck, 2011; Hoekstra, Kaptein, 2012; Yuhariprasetia, 2015). Bunge (2004) argues that the integral system is the complex object, whose individual parts and components are specifically linked (p. 188). It consists of such components as strategy, practical experience, institutions and their integrity (Six, Lawton, 2013). Integral system of ethics management of the local self-government (the municipality) must be composed of all institutions, politics, practices and instruments, which would contribute to the integrity of the certain municipality and to the resistance of local authorities to corruption and other ethical issues (Huberts, Six, 2012). However, up until now there is no clear explanation of the concept of integral system of ethics management and no clear or solid definition of the system. In addition, conditions and measures required for the system formation (and later for its support), which are applicable in the self-government context, are not identified.

To give the theoretical and practical meaning to integral system of ethics management, it is necessary to identify the manifestation of ethics management measures and their coordination and integrity possibilities into organizational

management processes. It is also important to develop and justify integral system of ethics management, which could be formed in public sector institutions (municipalities) to ensure higher transparency and more efficient management of all processes (including formation).

Research problem exploration level. The concept of ethics management was explored in various Lithuanian and foreign authors' research:

- *Ethics measures coordination and their links to the organizational culture were explored in* M. Kaptein (1998; 2011); D. McAuliffe (2005); C. Lewis, S. C. Gilman (2012); N. Vasiljevienė (2000, 2006a, b); L. Šimanskienė (2001, 2008a, b); S. Deshpande ir J. Joseph (2009); E. Ki, S. Kim (2010); M. Kaptein (2011); R. Pučėtaitė, A. Novelskaitė, R. Pušinaitė (2015);
- *Ethics management measures were explored in* M. S. Frankel (1989); B. Stevens (2009); S. Pattison ir P. Wainwright (2010); F. M. Meine and P. T. Dunn (2010); M. Callaghan, G. Wood, M. J. Payan, J. Singh and G. Swensson (2012); N. Vasiljevienė (2006); J. Palidauskaitė (2010); R. Pučėtaitė et al (2015);
- *Ethical climate in organizations was explored in* L. K. Bartels, E. Harrick and K. Martell (1998); J. B. Cullen, K. P. Parboteeah and B. Victor (2003); D. Malloy and J. Agarwal (2003); S. H. Appelbaum, K. J. Deguire and M. Lay (2005); S. L. Grover and C. A. Enz (2005); F. Jaramillo, J. Mulki and P. Solomon (2006); M. Ambrose, A. Arnaud and M. Schminke (2008); J. Lemmergaard, J. Lauridsen (2008); J. Belak, M. Mulej (2009); R. Laratta (2009); R. Stewart, S. D.Volpone, D. R. Avery and P. McKay (2011); C. C. Huang, C. S. You and M. T. Tsai (2012); H. Mutebi, P. Kakwezi and J. M. Ntayi (2012); Y. D. Wang, H. H. Hsieh (2012); A. Endriulaitienė, G. Janonienė (2012);
- *The role of the leaders in creating ethical environment was explored in* E. H. Schein (2004); D. Mayer, M. Kuenzi, R. Greenbaum (2010); J. Thaler, B. Helmig (2016); J. Downe, S R.Cowell, K. Morgan (2016), A. Endriulaitienė, G. Janonienė (2012);
- Ethics management programme development was analysed in D. McAuliffe (2005); M. J. McNamee ir S. Fleming (2007); S. Valentine ir G. Fleischman (2008); I. Beeri, R. Dayan, E. Vigoda-Gadot, B. S. Werner (2013);
- *Professional ethics was studied in* Ch. J. Fox (2001); T. Faust (2008); J. S. Bowman, J. P. West, M. Berman, M. Van Wart (2016);
- *Ethics education was analysed in* D. C. Lee (1990); D. C. Menzel (1997); K. Harsh, R. Karri (2005); C. L. Lau (2010); A. Vaisvalavičiūtė (2007);
- *Ethics issues in an integral system approach were researched in* N. Vasiljevienė, V. Jakimenko (2012); A. Doig, S. McIvor (2003); A. Armstrong (2005); J. Maesschalck, J. Bertók (2009); A. Hoekstra, M. Kaptein (2014); R. Pučėtaitė (2009);

- *Ethics in public sector was explored in* H. Gail, D. Grimshaw and M. Marchington (2003); J. Maesschalck (2004a, 2004b); S. Flemming, M. McNamee (2005); A. Lawton (2005); C. D. Menzel (2005, 2007, 2012); D. Malloy, J. Agarwal (2010); H. O. Stensöta (2010); A. H. Shacklock, M. Manding and L. Hort (2011); H. G. Frederickson et al (2012); N. Henry (2015); J. Stare, M. Klun (2016); T. Scapin (2016); P. Papšienė (2010); A. Patapas, G. Labenskytė (2011); Tauginienė (2013);
- *Ethics in municipalities was studied in* J. Palidauskaitė (2005, 2010); D. C. Menzel (1993, 2010); D. Radhika (2012).

Although ethics management research and insights are quite numerous, they lack the structured analysis and do not consider ethics policy formation, ethics auditing instruments and etc. The author of the dissertation did not find the studies in Lithuania, which would provide the answers to the certain problematic questions such as: (i) how *ethics management* (measures, processes, structures) is manifested in public sector institutions: in municipalities at a political and administrative level; (ii) what are ethics management efficiency conditions in municipalities; (iii) what are the characteristics of integral system of ethics management in public administration. Thus, there is still a need for the research on the structured analysis of the ethics concept in local self-government, *implementation practices* of ethics measures, processes and structures in solving ethical problems in the municipality at a political and administrative level.

Research problem is described as the lack of conceptual insights on integral system of ethics management and its formation in the municipality (at a political and administrative level).

Research object is integral system of ethics management.

Research goal is to provide integral system of ethics management by revealing the theoretical dimensions of ethics management in public sector and empirically exploring formation of ethics management in municipalities.

Research objectives are as follows:
1. To reveal the structured approach to ethics management in a context of new public governance paradigm and institutionalization, as well as in a context of Grid-Group theoretical approaches.
2. To conceptualize the concept of integral ethics management in a context of the municipality as the public administration organization, by identifying ethics management elements: ethics management measures, processes, structures, their relationships and efficiency conditions.
3. To analyse the manifestation of ethics management system elements in the municipality context (at a political and administrative level), revealing advantages, disadvantages and improvement perspectives of ethics management practice.

4. To identify the relations between formal and informal elements of ethics management system in the integrity context.
5. To justify integral system of ethics management in the municipality, which reflect the concept of ethics management and an empirical context of Lithuania, highlighting necessary conditions for its formation and efficiency conditions.

Theses to be defended
1. The concept and content of ethics management in the municipality has specific characteristics, which are affected by the dualistic nature of the municipality as the public administration organization as well as by the need to apply the strategic obedience and integrity approaches.
2. Ethics management system in the municipality is fragmentary, because its formation lacks the integration of measures, processes and structures specific to integral system of ethics management at a political and administrative level.

Scientific novelty of the research
1. Ethics management system in the municipality at a political and administrative level is explored for the first time.
2. Using empirical research methods, the dissertation compiles the scientific facts, which allow to determine ethics management formation (implementation) practice in the municipality at a political and administrative level. This ensures ethical behaviour and conditions for creation of ethical environment.
3. The analysis of ethics management in the municipality at a political and administrative level allowed to identify measures and strategies for the formation of newly conceptualized integral ethics management including both dimensions.
4. The dissertation proposed and justified ethics management system in the municipality at a political and administrative level, the formation of which would ensure ethics management measures, processes and structures in the municipalities and would create ethical climate.

Scientific and practical significance of the research. Theoretical significance is described by the extended concept of ethics management in the municipality at a political and administrative level, the identified measures and strategies of ethics management and the categorization of the proposed concept. The dissertation applies the new public governance paradigm, institutionalization and Grid-Group theories, which revealed the manifestation of ethics management formation in the development of measures, structures and processes. It also justifies the research methodology to explore ethics

management in the municipality at a political and administrative level. Practical significance of the research is described by the fact that the conducted study on integral system of ethics management in the municipality extends the field of research in a studied problem context implemented by Lithuanian researchers (by doctoral students) and deepens the tradition of the application of the case study, as the research strategy, in Lithuania. The results of the empirical research contribute to the preparation of integral system of ethics management at a political and administrative level, which can contribute to the determination of ethics management manifestation and efficiency conditions; to the identification of the leader's role in creating ethical environment; and to the improvement of ethics management formation and implementation process. The analysis of integral system of ethics management can become the background for the development of new ethics management measures using organizational practices.

Research methods and organization. The dissertation contains the theoretical justification of the research object, research methodology and empirical research results, which give the background for the preparation of integral system of ethics management in Lithuanian municipalities at a political and administrative level and formulate conclusions and recommendations. The theoretical part identifies ethics management elements and finds their relationships and efficiency conditions. It allowed to operationalize individual goals, objectives of each research stage and to construct research instruments. The research employs theoretical and empirical methods of social research. *Theoretical research* employs scientific literature analysis, generalization and comparison, logical distribution and classification, interpretation, deduction and theoretical modelling methods. The above methods allowed to identify ethics management elements, to determine the relations, efficiency conditions, to draw conclusions, which contribute to the preparation of the integral system.

Empirical research methodology employs the **sequential exploratory strategy**, which uses the mixed methods (qualitative and quantitative research methods) approach. This strategy is characterized by the primary stage of qualitative data collection and analysis, which is followed by the stage of quantitative data collection and analysis. Thus, the research phenomenon is explored from different perspectives to avoid the biases, unilateralism and to ensure research objectivity, representativeness and better understanding of the research object (Kardelis, 2016; Cooper, Shindler, 2014). The research employs *the case study* to reveal ethics management manifestation and formation in municipalities. The case study analysis is considered as one of the most functional empirical approaches to analyse ethics management practices, which form ethical organizational culture (Pučėtaitė, Novolskaitė, 2015), and this is extremely important for the current research. To select the appropriate case, the

criteria-based selection method is used, which implies the sample selection based on the determined criteria (Bitinas, Rupšienė, Žydžiūnaitė, 2008; Juknevičienė, 2015). This dissertation uses one district of Lithuania.

Empirical research has three complementary stages: 1) the analysis of national legal documents and institutional documents to determine ethics management measures, processes, structures, efficiency conditions in the municipalities of Siauliai region (analysed documents and legal acts of EU, the Republic of Lithuania and municipalities, N=224); 2) the use of experts' interview data to determine ethics management manifestation practices, efficiency conditions in the municipality at a political and administrative level (the experts are the chairs/members of the municipality ethics commission, the chairs/members of the anti-corruption commission, Human resources leaders/ officers responsible for the personnel, N=21); 3) the analysis of survey data to identify the relations between ethics management elements, the leader's role in implementation of ethics management measures in municipalities at a political and administrative level (7 respondents – members of Municipal Council of Siauliai region, N=71 and officers of municipality administration, N=203).

Empirical research methods:
• *Data collection methods:* the analysis of legal documents and institutional documents (the Republic of Lithuania; Special Investigation Service of the Republic of Lithuania, Chief Official Ethics Commission of the Republic of Lithuania, municipalities); the experts' interview (oral survey); the paper survey (questionnaire).
• *Data analysis methods:* a comparison, structural analysis, frequency distribution, joint frequency distribution, pivot tables and correlation analysis. The interview and survey data is analysed using "Microsoft Office Excel 2007" and a software package of IBM SPSS Statistics 23.0.

The dissertation preparation stages
To implement the dissertation goal, six stages were realized. *The first stage* (2011) includes the literature review, formulation and specification of the dissertation topic and the problematic research areas as well as the review of recent research on the dissertation topic. It also includes the consultations with researchers, whose scientific interests are close to the research problem of the dissertation, which helped to clarify the topic and research methods. *The second stage* (2012) includes the literature review, definition of most important concepts of the dissertation and formulation of the research objectives. *The third stage* (2013-2014) includes the formulation of the methodological background and selection of the mixed research strategy (quantitative and qualitative research methods). It determines the research sample based on the evaluation of the research methodology review, dissertation scope, period and

author's abilities. This stage starts with the content analysis of the documents (national legal acts and legal acts of Special Investigation Service of the Republic of Lithuania; Chief Official Ethics Commission of the Republic of Lithuania and municipalities). The questionnaire of the experts' interview is initiated considering how the research ethics will be followed. The pilot research was implemented, which allowed to modify the research questions. *The fourth stage* (2014) simultaneously implements the directed (semi-structural) interviews. Transcribed audio records were read many times. The qualitative data was analysed using the qualitative research criteria (consistency, reliability, completeness, accuracy, interpretative approach). The results are grounded with the prior research and theoretical literature. The document analysis was continued and completed in 2015-2016. *The fifth stage* (July 2016 - May 2017) includes the preparation of the quantitative research instrument and research completion. *The sixth stage* (2017) includes the generalization of all analysed and structured materials, stating the research limitations, and the preparation of the research report – the research dissertation and the summary.

Research structure and scope. The dissertation contains the introduction, three chapters, conclusions and recommendations, reference list and appendixes. The research includes 248 pages (excluding appendixes), 21 exhibits, 45 tables, 27 appendixes. A reference list contains 435 sources.

Table of Content

I. CONCEPTUALIZATION OF ETHICS MANAGEMENT AND ITS INTEGRAL SYSTEM IN THE MUNICIPALITY AS THE PUBLIC ADMINISTRATION ORGANIZATION

1.1. The definition of ethics management in the conception of organizational ethics

Section 1.1. explains an ethics management concept as the complex theoretical construct in a context of local self-government, consistently providing theoretical approaches, characteristics and relations. Ethics management background is the determination and codification of those organizational values, which define the identity and structure its solutions. Therefore, ethics management functions are to find out the reasons of unethical organizational behaviour and to eliminate them using ethics management "tools" (Vasiljevienė, 2000, p. 232). Maesschalck (2004), Yuhariprasetia (2015), Maesschalck and Bertók (2009) argue that the most important **ethics management elements** include *measures, processes and structures*. All of them can be divided into formal, informal and leadership, which focus on the implementation of three objectives (communication, teaching and management) and are institutionalized and transformed into according structures and functions.

1.2. The theoretical discourse of the ethics management concept

Section 1.2. justifies the analysis **of ethics management concept**, which is based on various theories: new public governance theory, institutionalization theory and Grid-Group theory. New public governance focuses on the autonomy and responsibility and, therefore, emphasizes the innovative organizational activity, decentralization, high freedom of personnel activity, which are the values adopted from business management experience (Smalskys, 2010, p. 91). Thus, the important values are transparency and accountability, legitimate procedure, honesty and efficiency (Osborne, 2010b; Domarkas, Juknevičienė, 2007, p. 31). An ethics institutionalization idea is based on institutionalization theory related to the well-developed strategy, which allows to create such a culture, which would ensure and support ethical behaviour of leaders and stakeholders (Foote, Ruona, 2008). Ethics institutionalization has unexpressed and expressed forms. In the first case, the employees consider ethical behaviour as an essential functioning element of the organization, which lies in the organizational ethical climate and shapes the perception of the organizational leadership through the enhanced routine practice and episodical informal interactions. In the second case, ethical behaviour is coded with the measures such as ethics codes, policy

makers, oriented programmes, ethics committees, training and identifying the values, which are used to mitigate unethical behaviour cases and to reinforce intolerance to those cases (Singhapakdi et al., 2010; Lee et al., 2012; Popoola et al., 2017). Both of them are important for ensuring ethics institutionalization.

Grid-Group theory emphasizes the importance of *coherent ethics management*, when various measures reinforce each other synergistically. In this case, ethics management measures must be in line with the other management measures (the link to the importance of ethics management integrity).

When analysing ethics in public administration organizations, ***a political level*** (public policy makers) and ***an administrative level*** (public policy takers) are important. Public policy makers (politicians – representatives of authorities) make decisions and solve problems. Those are identified as the priority of the political agenda. Those decisions are realized by various institutions, agencies and their officers (public administration specialists), responsible for the implementation of an administrative function (Knoepfel, Larrue, Varone, Hill, 2007; Anderfuhren-Biget, Varone, Giauque, 2014). Although ***the issue of politics-administration dichotomy*** is constantly raised, scholars agreed that both are necessary in the public administration concept, both are closely related and cannot be completely separated; and, that is why both are important in ethics formation and implementation activities (Campbell, Peters, 1988; Rosenbloom, 1993; Cohen, Eimicke, 2000; Overeem, 2005; Yang, Holzer, 2005; Farazmand, 2009; Georgiou, 2014). Under societal changes, the traditional politics-administration dichotomy model is replaced with ***the complementarity model*** in the context of public administration organizations. This model highlights that both the policy and administration share the area of responsibility, interact with each other; and therefore, public governance must be considered as an individual and integral functional system (Andrijauskaitė, 2014). Developing this complementarity idea and considering the need for the integration of management methods into public administration, the dissertation presents the ethics management concept in the context of new public governance, Grid-Group and institutionalization theories.

1.3. Ethics management characteristics and manifestation in the municipality as public administration organization

Section 1.3. reveals ethics management issues in the municipality as the public administration organization. This dissertation uses a legal definition approach, which considers ***the municipality*** as an entity implementing functions of public administration and public services. This approach is based on the concept of formal institutions as organizational units (organizations) (Baltušnikienė,

Astrauskas, 2005; Petrauskienė, 2005; Gudelis, 2007; Baltusnikiene, 2010; Astrauskas, 2013; Klimovský, Mejere, Mikolaityte, Pinteric, Saparniene, 2014). **The dissertation defines the municipality as the public administration organization (a formal organized unit), which is managed (in the ethics management area) at a political and administrative level** (representative and executive – council and adminsitration). Ethics management is grounded with the complex attitude towards ethics, and its various components holistically complement each other. They compose the whole and function in harmony. It is not enough to focus only on one of the components. It is necessary to consider the complexity in revealing the concept and its characteristics.

Subsection 1.3.1. analyses ethics policy, which in public administration must determine the guidelines to the organization members' behaviour and activity from the ethical perspective. Based on the existent policy (Ethics policy…, 2014, p. 1–2), the dissertation author provides the major **ethics policy principles** realizable in municipalities (at a political and administrative level).

Subsection 1.3.2. analyses the manifestation of ethics management elements (measures, processes and structures) using *ethics infrastructure* definition, which reveals system characteristics. Thus, ethics infrastructure prevent unethical behaviour, encourages professionalism and high behaviour standards, when each function and elements can be systematically implemented not only at a national (macro), but also at an individual public administration organization (micro) level.

Subsection 1.3.3. defines *ethical organizational culture* (Ferrell et al., 2010; Huhtala et al., 2011), which improves organization members' understanding of the principles, which would help to explain and forecast unethical behaviour of leaders and employees, encourage leadership, negotiating compromises and satisfaction with the organization as a whole (Webb, 2012). *Ethical climate* as a part of organizational culture is an essential factor for good relationships among the employees (Sert, Elci, Uslu, Sener, 2014). Organizational ethical climate includes beliefs, views on organizational ethical behaviour, views on organizational standards for an appropriate behaviour inside the organization (Grover, Enz, 2005, p. 28; Mutebi et al., 2012). Organizational ethical climate is also related to the appropriate behaviour factors, which also affect decision making and ethical behaviour of the organization members. The narrower concept of ethical climate is defined by an *organizational behaviour* term, which defines the perception of organizational values and practices by the employees from the ethical perspective.

Subsection *1.3.4.* analyses *the role of the leader* in ethics management processes of public administration organizations. Often the leader is the person who is elected and/or is taking a leading position in the organization (Kolzow, 2014, p. 9) (in the municipality – at a political level: a council member, the mayor;

in the municipality – at an administrative level: the director of administration, the heads of the departments and divisions and etc.). Prior research agrees that the leaders have a strong impact on ethical behaviour of the employees, because they control working environment. It also argues that any ethics initiative starts with the leadership's responsibility to ethical practice through the assurance of certain resources, mechanisms, policy, responsibility guidelines, processes and training, as well as through the support of ethics institutionalization and ethics auditing (Segon, Booth, 2013; Segon, Booth, 2015). In the behaviour, the leader of the organization is an example, thus shaping the type of informal behaviour that is considered ethically appropriate. When considering how ethics management contributes to the accountability, transparency and impartiality, this dissertation explores the level at which the obedience and integrity strategies operate in the organization and how they fit together in the management and leadership context.

1.4. The theoretical background for integral system of ethics management in the public administration organization on a local self-government level

Section 1.4. reveals the multidimensionality of the terms "integral", "integration" and "integrity" and explains the differences. Described as integral, the objects form the whole, which is characterized by wholeness and entirety (Kontrimienė, 2014, p. 76). Integration as a process means integrating individual elements into the whole. Thus, ethical culture, climate and ethics management elements (measures, processes, structures) should be integrated into the whole, should be characterized by general provisions and should reflect the ethics policy in the organization, i.e. the integrity should ensure that ethics management becomes the part of all processes in the organization. This section forms the system, which integrates the elements into the whole and which can be considered as integral.

Subsection 1.4.1 reveals the relationship between ethics and integrity. The dissertation takes a two-dimension approach including individual and organizational levels (Argyris, Schön, 1988; Hall, Smith, Langfield-Smith, 2005; Tang, Liu, 2012). *Individual integrity* (a micro level) is characterized by 5 aspects: moral values (i.e. honesty), motives (i.e. desires, interests, ideals), obligations (by mind, word and work), characteristics (stamina and courage) and constant speed (even at the adversity). *Organizational integrity* (a meso level) is determined by leadership (statements, intentions, actions), strategy, policy, information and culture (Federation of European Accountants, 2009).

Subsection 1.4.2. explores *integral (ethics) management* as the universe of management measures for encouraging and stimulating the integrity in the organization: (i) *rule-based measures,* which prevent from unethical behaviour, are characterized with the pessimistic attitude to human nature, emphasize

external control (laws, strict codes of behaviour, rigid procedures); *value-based measures,* which stimulate ethical behaviour, are related to the optimistic attitude to human nature, emphasize internal control (seminars and training sessions, ambitious ethics codes, individual training) (Maesschalck, 2011).

The integrity in the organizations must be a managed phenomenon. Therefore, it requires ethics management system (formed and functional), which must be based on both obedience and integrity aspects. Moreover, its elements (measures, processes and structures) should contribute to the integral development (See: Exhibit 1).
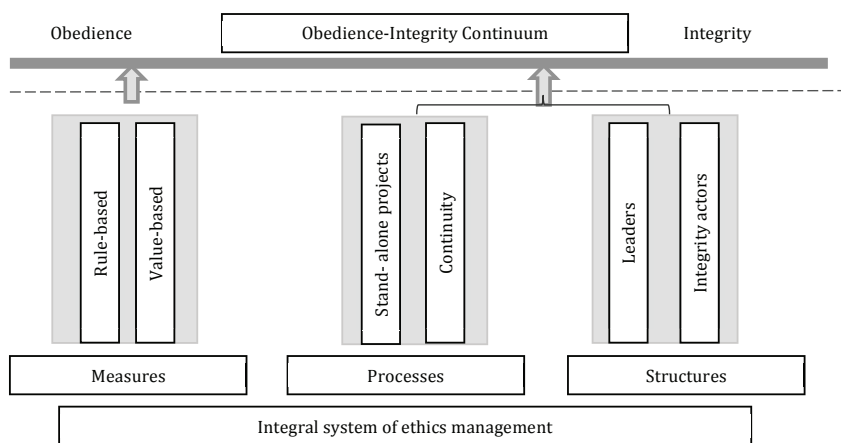
Exhibit 1. Elements of integral system of ethics management
Source: Yuhariprasetia, 2015, p. 87.

Yuhariprasetia (2015) argues that, *integral management system* is characterized by the continuum in the obedience-integrity environment. It is characterised by rule-based and value-based measures; by continuous and stand-alone projects (processes), as well as by leaders and other organization members, who ensure the integrity structures. Ethics institutionalization would facilitate the formalization of integrity structures and processes (Hoekstra, Kaptein, 2012), where the entire system would be affected by organizational ethical climate and culture (Yuhariprasetia, 2015). Thus, such a system with its complexity, sustainability and enabled managerial measures, can be called **integral system of ethics management**.

Because of the above-mentioned specific features of the municipal activities (including political and administrative levels), those organizations must form and ensure the appropriate **integral system of ethics management –** the universe of measures, processes and structures integrated in all municipal

activities and ensuring the coordination of municipal values and actions (manifestation of ethical values in practice). Inevitably, this system is affected by the national integral system and ethical culture. That is why each country applies different models. Up until now, there is a gap in Lithuanian and foreign scientific literature on the analysis of integral systems of ethics management in the context of municipalities. Therefore, this dissertation aims to reveal the research problem limitations selecting Lithuanian municipalities and explaining the concept of integral system of ethics management with the empirical research findings.

II. RESEARCH METHODOLOGY ON FORMATION OF INTEGRAL SYSTEM OF ETHICS MANAGEMENT IN THE MUNICIPALITY

2.1. The theoretical and methodological background

This dissertation uses the mixed method approach, which rests on the pragmatism philosophical paradigm, which makes it possible to separate from abstraction and absoluteness and to turn to specificity and adequacy, facts and action. To reveal the ethics management concept, the dissertation employs following theoretical approaches: new public governance, institutionalization and Grid-Group theories. It also uses the **sequential exploratory strategy**, which is the mixed methods (qualitative and quantitative research methods) approach. This strategy is characterized by the primary stage of qualitative data collection and analysis, which is followed by the stage of quantitative data collection and analysis. This strategy is selected because it is the most suitable in explaining and interpreting the relationships, when the primary research goal is to explore the phenomenon (Creswell, 2013, p. 211).

The aim to study the formation of integral system of ethics management in the municipality (at a political and administrative level) determines the inductive logics for the data search. The anticipated logics implies quantitative and qualitative research components. According to the strategy, the research is divided into two main groups. It includes research stages and structure (See Exhibit 2).
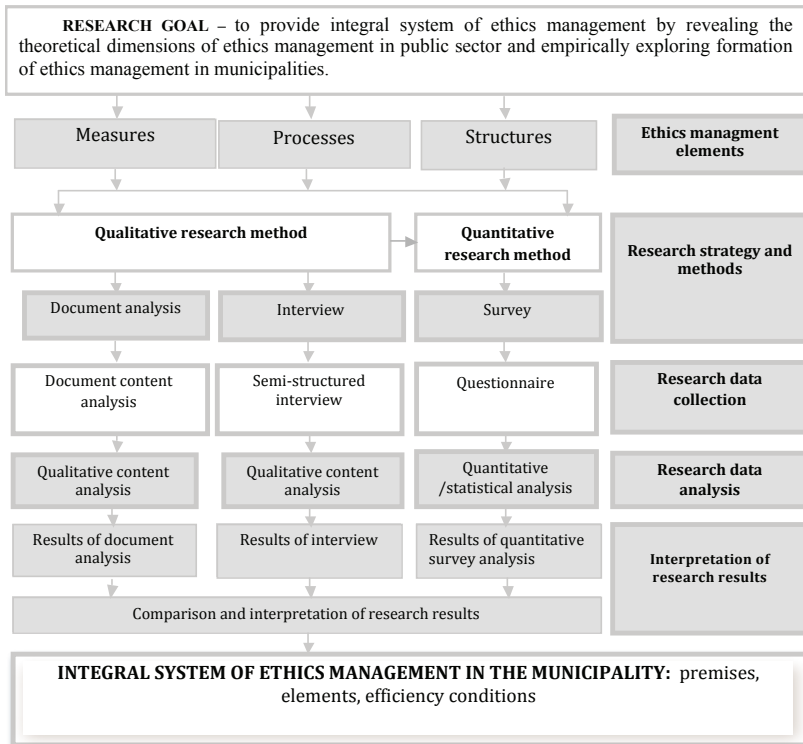
Exhibit 2. The scheme of the dissertation research

Source: composed by the author of the dissertation

2.2. Selection criteria for the research cases (municipalities) and justification

Section 2.2. provides *a case study analysis strategy* for the selected sample and presents *a criteria-based selection method. Siauliai region case* was chosen based on the selected criteria. The choice of Siauliai region was justified by comprehensive geographical, social and institutional criteria, which ensured the homogeneity of Siauliai region municipality with the other municipalities of Lithuanian regions. *The case study analysis strategy* implies the sample of several (2-3) objects with the same characteristics, which were selected in accordance with the research purpose (Bitinas, Rupšienė, Žydžiūnaitė, 2008, p. 136). Siauliai region has *7 municipalities* (Šiauliai city, Šiauliai district, Radviliškis district, Pakruojis district, Kelmė district, Joniškis district, and Akmenė district municipalities), and all of them are included into the sample.

2.3. Justification of the analysis of integral system of ethics management and its formation in the municipality

Section 2.3. justifies **a method of document content analysis**. It does a manifested document content analysis in three directions: affirmation of ethics management measures; ethics management directions in municipal activities; efficiency conditions for ethics management measures. The document analysis is implemented at two *logical cross-sections* of ethics management subjects: at a political level (council members) and administrative level (public officers). The period of six years (2011-2016) for the document analysis was selected and justified. The research sample includes *193 national-level and institutional-level legal acts and documents*.

2.4. Justification of the research methodology for experts' attitude to integral system of ethics management in local self-government

A semi-structured interview of individual experts is also selected to understand ethics management formation practices in local self-government and to contribute to the knowledge on ethics management manifestation. Subsection 2.4.1. justifies the selected method and validates the applied instrument. The dissertation selects a semi-structured interview with the specific group of informants (experts) for several reasons. First, it aims to interview individuals, who have special knowledge and competences in the field of ethics management in the local self-government. Second, experts directly face ethics issues in municipalities, and, therefore, they can evaluate the application practice of ethics management measures, advantages and disadvantages, and can evaluate the efficiency of structures (assumption of reliability of research results). For the research *the questionnaire* is prepared and justified, which include three elements: ethics management measures, ethics management processes and ethics management structures.

Subsection 2.4.2. describes *the characteristics of the research sample*. The research sample for the experts' interview includes two expert's groups: politicians (council members in municipalities) and administrators (public officers in municipal administrations). To construct the sample, the *criteria-based selection method* was used. The sample includes those experts, who meet the following *criteria*: a political or administrative position in local self-government (in the municipality), which (i) implies decision making at a local self-government level; (ii) implies the direct participation in ethics management processes representing one of the levels (political, political and administrative, administrative). *The research sample includes 21 experts*, representing 7 municipalities of Šiauliai region.

Subsection 2.4.3. describes the research itself. The semi-structured experts' interview was implemented in September, 2014 – May, 2015 (interview *research duration is 9 months*). The semi-structured experts' interview was *transcribed* and its *textual content* was analysed using ***descriptive analysis*** (reveals informants' attitude to descriptions of behaviour, norms and principles) and ***prescriptive analysis* (**suggest the improvements for the descriptions of behaviour, norm and principles and their operationalization). **A manifested type of qualitative content analysis** was selected.

2.5. Justification of the research methodology for municipalities' representatives survey on integral system of ethics management in the municipality

The dissertation also uses quantitative research in municipalities to complement qualitative research data and to reveal the attitude of representatives of local governance institutions (municipalities) towards ethics management manifestation. Section 2.5. presents the aspects of quantitative research approach.

Subsection 2.5.1. describes the theoretical background and the research instrument.

Experts' (oral and paper) survey was selected to evaluate the clarity, comprehensibility and appropriateness of the questionnaires before starting the research (survey). The questionnaires were given to ***11 experts*** (1 – scientist in the field of organizational management, 5 – Council members, 5 – administrators). The sample purposefully included those experts, who previously participated in the qualitative research stage (an interview) and who were accessible at that research stage. They were also required to have work experience in ethics or anti-corruption commissions. They provided their constructive comments and suggestions for improvement of the research instrument.

The research instrument (the questionnaire) employs normative and descriptive questions, which allow to reveal ethics management manifestation at a political and administrative level. Normative questions reflect the individual attitudes (which are at risk of being impacted by socially desirable attitudes). Descriptive questions aim to reveal an existent practice in municipalities. The instrument consists of ***two questionnaires***: one for municipal council members (at a political level) and one for municipal administration officers (at an administrative level).

Subsection 2.5.2. shows that the sample of municipal representatives is constructed in a systematic way. ***The research population*** is 7 municipalities of Šiauliai region and consists of ***180 council members*** and ***661 administration officers***. Once the population size is known (i.e. the number of people, who can be surveyed), ***the research sample*** could be worked out. This dissertation uses

the formula of the sample size for a finite population proposed by Rudzkienė (2005). The demographic characteristics of 274 respondents included the following evaluation categories: work experience and participation in activities of ethics management structures.

Subsection 2.5.3. describes the research in terms of data analysis methods. The research uses the online survey to access the respondents easier. The online survey took place in 7 municipalities of Siauliai region in March-June of 2017 (*the duration is 4 months*). The research results are provided in tables and diagrams. Quantitative data is analysed using descriptive statistics and multivariate statistical analysis methods: frequency distribution analysis, central tendency and variability (mean and standard deviation), scales method, correlation analysis and factor analysis.

III. RESEARCH FINDINGS ON FORMATION OF INTEGRAL SYSTEM OF ETHICS MANAGEMENT IN THE MUNICIPALITY

Chapter 3 presents empirical research findings.

3.1. The legal background for ethics management in Lithuanian municipalities.

This section presents the legal background for ethics management in Lithuanian municipalities and shows the regulatory evolution. The research finds that the legal acts of the Republic of Lithuania regulate ethics management elements (measures, processes and structures) and determines the area and possibilities for their application. However, in practice legal regulation does not guarantee effective ethics management and does not ensure the efficiency conditions for integral system of ethics management. This call for the further research, which would explore the modernization opportunities of ethics management in local self-government. The implementation and affirmation (regulation, justification of measures and processes, creation of structures) of ethics management in Lithuanian municipalities is a continuous process (See Exhibit 3).
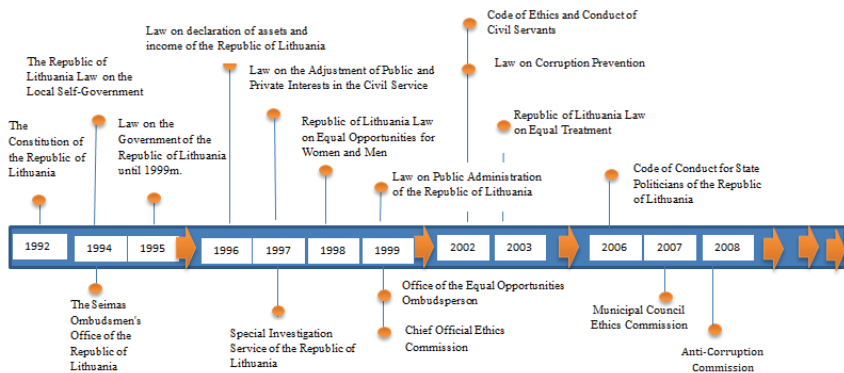
Exhibit 3. Timeline of ethics management legal regulation
Source: composed by the author of the dissertation.

3.2. The analysis of activity of national ethics management structures in Lithuania

Section 3.2. explores the documents of activities of national structures: the Seimas Ombudsmen's Office of the Republic of Lithuania (3.2.1.); Chief Official Ethics Commission of the Republic of Lithuania (3.2.2.); Special Investigation Service of the Republic of Lithuania (3.2.3). The analysis of annual reports of 2011-2016 and statistical data of the Seimas Ombudsmen's Office of the Republic of Lithuania on ethics management from a local self-government perspective shows, that the number of complaints is quite high, which evidences the awareness, activity and willingness of members of society, politicians and officers to deal with the abusive service of officials and the problem of bureaucracy. However, it can also indicate the continuous problems in municipalities. The recommendations made by those institutions contribute to ethical problem management (abuse and bureaucracy), but the level of scope of the problems remains quite high. The analysis of the reports of 2011-2016 of Chief Official Ethics Commission of the Republic of Lithuania (from a perspective of ethics management in local self-government) shows that their investigations related to the municipal institutions and representatives mostly focus on the cases of failure to fulfil the obligations to avoid the conflicts of interests and to resign properly as well as the obligations not to use an official property and position. Chief Official Ethics Commission suggests the following directions for ethics management improvement: improvement of legal acts, training, and changes in the commissions' requirements. The analysis of annual reports of 2011-2016 and investigations of Special Investigation Service of the Republic of Lithuania on ethics management from a local self-government perspective shows that even though it runs a national anti-corruption programme, encourages municipalities to analyse the corruption risk, to evaluate anti-corruption legal acts and to enable institutional structures for the corruption prevention; anti-corruption commissions still face the following challenges: the appropriate planning and organization of commission activities, higher motivation of commission members and initiative to carry out the corruption prevention and other assigned tasks.

3.3. The analysis of activity of ethics management structures in municipalities of Šiauliai region

Section 3.3. presents institutional activity practices of the municipal council ethics commissions (3.3.1.), anti-corruption commissions and ethics commissions (3.3.2.) in 7 municipalities of Šiauliai region. The section presents the analysis of provisions, protocols and reports of municipal council ethics commissions in municipalities of Siauliai region for the period of 2011-2015. It finds out

provisions for the commissions' composition were changed aiming to involve the community members. However, the commissions focus more on solving ethical problems rather than reducing the risk of such situations. The attempts to find the evidence of the use of preventive measures (i.e. council members consulting, discussions to avoid the conflict of public and private interests) in the ethics commissions' reports were not successful. Ethics commissions activities are impacted both by regulations and members' activeness, views and attitudes. The six-year period (2011-2016) selected for the document analysis is considered to be reasonable and appropriate. First, the selected period for the document analysis was linked to the four-year tenure of municipal council, which covered the period of 2011-2014 and which is also the period of ethics commission activity. Because the qualitative research (an interview) was conducted in 2015-2016, the analysis sample was complemented with the documents of this period. The analysis of anti-corruption commissions' activity information (protocols, reports, activity reports of the administration director, annual activity reports of the mayor and municipal council) in municipalities of Šiauliai region shows that: (i) changes in composition of the anti-corruption commission and in regulations of activities unified the functioning conditions for all commissions and ensured an involvement of the community members into the composition of the commissions; (ii) the commission members participate in training activities on the implementation of the corruption prevention in municipalities, organized by Special Investigation Service of the Republic of Lithuania; (iii) the commission members initiate/ participate in the events dedicated to the Anti-corruption Day and report to the council members on the implementation of the institutional anti-corruption programme activities. However, the commission activities are found to be formal, exhibiting a limited systematic approach in exchanging the information with structural divisions of the municipalities and ethics commissions. There is also a lack of information transparency for ensuring corruption prevention and control.

3.4. The research on experts' attitudes towards the practices of integral system of ethics management in the municipality (at a political and administrative level)

Section 3.4. presents experts' attitude to the use of ethics management measures, and to activity practices of the structures (council ethics commissions, anti-corruption commissions) in municipalities. Subsection 3.4.1. reveals the use of ethics management measures in municipalities. According to the experts' opinion, in municipalities at a political and administrative level the most of attention is paid to the compliance with the legal acts (at an individual level) and the process actions following ethics management measures. The analysis

of the experts' insights indicates that the most important factors, which hinder the efficiency of ethics management measures in municipalities (creating and supporting ethical climate) are as follows: (i) ethics is considered not as an essential, but as a complimentary activity object (as a result of insufficient understanding of ethics management); (ii) ethics is linked to the individual's morality; (iii) ethics standards are considered to be just formalities; (iv) ethics codes lack the guidelines for practical applicability; (v) the content of ethics training is hardly applicable in practice; (vi) too little attention is paid to ethical behaviour of the human resources in a management process (especially in the motivation and evaluation stages). Experts at an administrative level emphasized the role of leaders as creators of ethical climate and ethical behaviour. Experts at a political level did not emphasize the role of the mayor to the same extent. Therefore, it is assumed that the role of the mayor was implicitly incorporated in the leader's concept, considering him as a supporter, rather than a creator of ethical climate. The results of the analysis indicate the fragmented nature of the implementation of ethics management measures. There is a lack of systematic approach at an organizational level and difficulties in decoding the value of ethics management measures.

Subsection 3.4.2. explores the activity practices of ethics management structures (council ethics commissions) in municipalities. It finds that the integration of ethics management structures (specifically, council ethics commissions) into municipal council activities (decision making process) has some limitations. Those structures have limited professional ethics knowledge, which makes it difficult to develop politically ethical behaviour norms. That is why commissions perform the formal (limited) functions, focusing on monitoring and control of the policy compliance with ethics code (doing less consulting, and trainings and etc.). Then the question is who is responsible for the prevention of ethical problems and who has to take care of the evaluation of appropriate behaviour in municipal council. Moreover, to avoid the conflict situations (when contradicting decision are made, they lead to the dead end) an interinstitutional (council ethics and anti-corruption commissions) communication and collaboration has to become direct and balanced. Subsection 3.4.3. presents the activity practices of ethics management structures (anti-corruption commissions) in municipalities. The main barriers for commission activities are as follows: (i) commission composition formation issues, which cause the problem situations when identifying and considering ethics violation cases; (ii) negative attitudes of commission members about work in the commission as an additional, imposed work, which forms a tendency to perform activities inly formally; (iii) a limited understanding of importance of the commissions' work results and declaration of the results in municipalities, which mitigates members' motivation to perform their functions

appropriately; (iv) not clearly expressed leader's position on the support to the commission work and decisions, as a result of the communication of leaders' ethical standards, which is very important in creating rule-based ethical climate and implementing ethics management measures.

3.5. Integral system of ethics management from the point of view of council members and administration officers: the survey results

Section 3.5. presents the survey results of council members and administration officers. Subsection 3.5.1. identifies ethical problems in municipalities, which arise because of inappropriate professional behaviour or violation of norms, which regulate interpersonal relationships in social environment. The survey results argue that council members often find the violations in their colleagues' activities and note that such doubtful behaviour occurs *quite often* in the council. Whereas administration officers note that they find such activity characteristics *only sometimes*.

The research aimed to find out the opinion of the council members (politicians) and administration officers on professional relationships from the ethics perspective. It should be noted that both political and administrative representatives, who participated in the research, agree on the statement that municipal council members from administration officers expect professional decision making (M_{cm}=4,38; M_{ad}=4,11)[1]. A number of respondents think that both council members and administration officers feel equally responsible for decisions made ((M_{cm}=3,44; M_{ad}=3,34) and both *disagree* with the statement that municipal administration officers and council members have ethical problems (pressure, abuse of position and etc.) (M_{cm}=2,27; M_{ad}=2,96). Thus, the relationships between municipal council members and administration officers are not too conflicting in the ethics context, but there is a lack of the mutual trust and collaboration in municipal decision making.

Subsection 3.5.2. explores the respondents' opinion on the manifestation and attributes of ethical climate in municipalities. It finds that ethical climate in the municipal administration is mostly based on *laws and principles of the public interest* (M=3,89, SD=0,63). It also finds that ethical climate is oriented to *efficiency* (M=3,80, SD=0,56). The respondents favourably evaluated this type of ethical climate in public sector, because public officers understand their responsibility for the citizens' welfare and serving their interests, and therefore, work for public interests. Representatives of a political level favourably evaluated ethical climate based on *personal ethics* (M=3,68, SD=0,72) and *oriented into stakeholders* (M=3,67, SD=0,53).

[1] M – mean, where 5 means "strongly agree", and 1 – "strongly disagree". CM – Council members (a political level), AD – administration officers (an administrative level).

Subsection 3.5.3. presents evaluation results of measures of integral system of ethics management. The results confirm that the following measures dominate in municipal administration: *training* (M=3,91, SD=1,28), *application of ethics standards* (M=3,62, SD=1,01) and *debate culture* (M=3,59, SD=1,33). The dominant measures in municipal councils are as follows*: training and control* (M=3,71, SD=0.74), *publicity and sanctions* (M=3,68, SD=0,73) and *informal ethics managements measures, discussions* (M=3,58, SD=0,83).

Subsection 3.5.4. presents the respondents' attitude to the leader's role in shaping ethical behaviour. Administration officers think that the line leader discusses the situation with the officer and makes a decision in accordance with the laws (M=3,77, SD=0,78), and also consults with the legal department specialists, the other officers, who can provide ethics related information (M=3,72, SD=0,78). The statement that line leader pays little attention to ethical behaviour of the officers is at the bottom of the ranking (M=2,71, SD=0,96), which indicates that ethics issues are important to the leaders. Municipal council members were asked to evaluate the mayor's as the leader's role in the municipal council. The results show that the mayor consults with the legal departments specialists and the other officers, who can provide ethics related information (M=3,93, SD=0,75). Moreover, the mayor deals with the situation in accordance with the provisions of the politician's ethics code (M=3,73, SD=0,93).

The relationships of the elements of integral system of ethics management in the municipality stemming from the research results are presented in subsection 3.5.5. The analysis of the correlation of ethics management measures in municipal administration based on the survey results show that many measures are moderately correlated. The strongest correlation is identified between *control measures* and *encouragement and sanctions (r=0,69**)*[2], *anti-corruption commission activity* and *encouragement and sanctions (*r=0,63**), *discussion culture* and *application of standards* (r=0,58**). At a political level the correlation of most of ethics management measures is weak. A moderate correlation is identified among *informal measures, suggestions, discussions and activity of ethics management institutions* (*r=0,53***).

Quite high correlation coefficients identified among ethics management measures show that they are interrelated and that they are the integral parts of ethics management system in ensuring close relationships between individual dimensions (measures, processes and structures) and also among measures themselves.

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[2] * Correlation is significant, when a significance level is 0.05; ** Correlation is significant, when a significance level is 0.01.

3.6. The background and efficiency conditions for formation of integral system of ethics management in the municipality

The theoretical and empirical analysis allowed to form integral system of ethics management in the municipality, which includes both political and administrative dimensions (See Exhibit 4). Formation of integral system of ethics management takes into account specifics of the institutional duality of municipalities, because the council makes political decisions and the administration implements them.

Exhibit 4 shows the relationships of main ethics management elements, which are related to municipal activity processes and are essential for formation of efficient system: identified measures and processes; institutional and national structures; the most significant ethics management measures at both political and administrative level; efficiency conditions for measures, processes and structures.

Exhibit 4 illustrates formation of integral system of ethics management distinguishing its elements: measures and processes T1, structures T2, the leader's role T3. Thus, essential conditions for the system formation and functioning include: integral ethics management measures, processes, structures and the leader's role (at a political and administrative level). The system will function when all elements form a unified process (input, process, output). External national institutions, which coordinate the implementation of the ethics policy, determine and control the functioning conditions of system elements. The efficiency of integral system of ethics management is manifested in municipal institutions (council and administration) activities and their outcomes (through the formation and implementation of the policy, through culture formation and support). The manifestation of the system efficiency is evaluated considering the results: ethical decision making, ethical behaviour of the council members, which indicates ethical municipal (organizational) culture. When forming integral system of ethics management in the municipality, it is necessary to ensure the compatibility of ethics management elements, clear application procedures, implementation and support of formal and informal rules and standards in all activities, behaviour and decisions. The integrity level of municipal ethics management system determines citizens' trust and they both determine the need for constant periodical inspection of the system and the need for the further support, revision and correction as well as reinforcement.

Exhibit 4. Integral system of ethics management in the municipality: formation and support

Source: composed by the author of the dissertation.
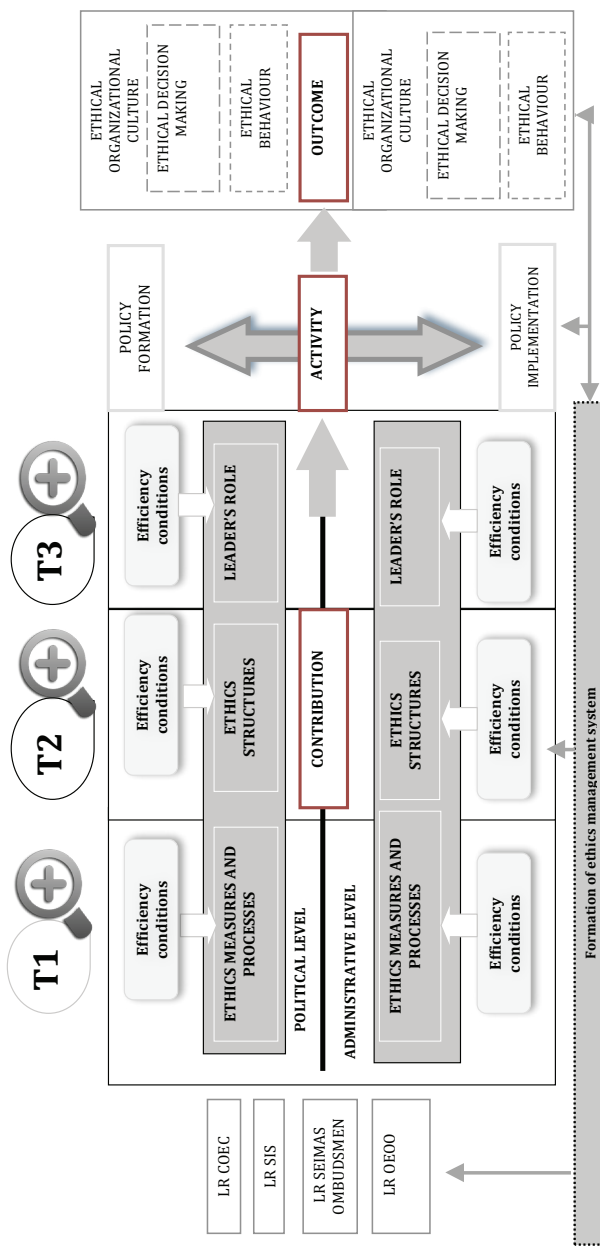
Special Investigation Service of the Republic of Lithuania (hereinafter – LR SIS), Office of the Equal Opportunities Ombudsperson of the Republic of Lithuania (hereinafter – LR OEOO), Chief Official Ethics Commission of the Republic of Lithuania (hereinafter – LR COEC), The Seimas Ombudsmen's Office of the Republic of Lithuania (hereinafter – LR Seimas Ombudsmen)

CONLCUSIONS

1. *Integral systematic approach to ethics management, which are discussed in new public governance, institutionalization and Grid-Group theories, is characterized with a clear orientation to transparency and honesty, compatibility of ethics management elements (measures, processes and structures), balance between an orientation to rules (compliance) and values (adherence to principles.* Lithuanian and foreign authors find that modernizing management of public administration organizations raises the question of the role and power of moral value, which reinforces ethics as the field of management activity accompanied by modern management dilemmas: the risk of bigger ethical issues (corruption, reconciliation of public and private interests and etc.), the need for ethical behaviour and ethical decision-making corresponding to the public interest. The change in ethics management, aiming to integrate it to organizational processes, reinforced the coordination of two ethics management strategies – compliance and adherence to principles in public administration. Measures and processes of ethics management strategies as well as institutionalization of structures receive more attention in a theoretical context, which develops a concept of ethics infrastructure, identifies efficiency conditions of integral system of ethics management for creating ethical organizational culture.

New public governance paradigm explains how ethics management facilitates the regulation of behavioural norms and standards institutionalizing ethics management measures, processes, structures in creating ethical climate and ethical organizational culture. *Institutionalization theory* allowed to conceptualize ethics management strategies, justify institutionalization processes and reveal organization ethics as a whole and its context in the organization. *Grid-Group theory* allowed to identify the compatibility of ethics management measures with other management measures, as a reference to the importance of ethics management integrity. Moreover, ethics management practices were revealed using the construct of ethical climate, associated to organizational culture.

2. *Integral system of ethics management in the municipality (self-government level in public administration organization) includes political and administrative dimensions (municipal representatives, who make decisions; executives, who implement decisions). Consistent integration of measures, processes and structures as well as integral support is one of the important efficiency conditions for ethics management. Ethics infrastructure, changes and development of ethics management (measures, processes and structures) in the integrity context are impacted by coordination of applied ethics management strategies and the level of leaders' support.* Formation of modern organizational

ethics requires the construction of ethics management systems, whose measures, processes and structures would determine individuals' actions and behaviour, organizational intolerance to ethics violations, their outcomes and impacts. Integral system of ethics management includes management measures, which stimulate ethical organizational environment: *rule-based measures,* which prevent from unethical behaviour, are characterized with the pessimistic attitude to the human nature, emphasize external control (laws, strict codes of behaviour, rigid procedures); *value-based measures,* which stimulate ethical behaviour, are related to optimistic attitude to the human nature, emphasize internal control (seminars and training sessions, ambitious ethics codes, individual training). System complexity, coherence and enabled management measures may positively contribute to reconstruction of organizational culture; to communication of ethics standards; to reinforcement of organizational agreements; to enforcement of ethics codes and the other management measures. This system is impacted by external (dominating behaviour traditions and competition in society) and internal factors (staff management characteristics, activity evaluation standards, motivation and awareness of performance, moral maturity level of individuals, scepticism/passivity and etc.). One of the most important efficiency conditions of ethics management is the leader's role. It is because she has a power to form ethics management attitudes and processes, which impact ethics importance inside and outside the organization, also impacting organizations members' and society's (dis)trust in decisions made. To ensure integrity it is necessary to strengthen the following aspects of ethics management system: understanding of ethics management as a system integrated into organizational processes; politicians' and officers' approaches to decoding of generated values/benefits; creation of ethics management mechanisms, which would lower the gap between desirable (a formal approach to the implementation of management measures) and existing reality. Thus, one of the efficiency conditions of integral ethics management is an aware perception of benefits of this system for the organization (creating the trust, reputation, which facilitate ethical decision-making) by officers and politicians. The leader's role and consistent institutionalization of ethics management measures into organizational processes in creating ethical climate has a huge impact on the formation of such a perception.

3. *The analysis of the manifestation of ethics management elements in the municipalities context (at a political and administrative level) identifies sufficient legal regulation and ethics institutionalization level (creation of structures). However, the implementation of ethics management measures is found to be fragmented. There is a lack of systematic approach at an organizational level and the lack of understanding of the value of ethics management measures in creating ethics management practices (appropriate ethical climate and ethical organizational culture).*

At a political and administrative level, municipalities pay most of attention to monitoring of the compliance with legal norms at an individual level and to monitoring of processual activities, using ethics management measures (a normative approach). The most important factors, which hinder the efficiency of ethics management measures and processes in municipalities (creating and supporting ethical climate), are as follows:

At an administrative level:
- Ethics is considered not as an essential, but complementary activity object (this is determined by not sufficient understanding of ethics management);
- Ethics standards are considered to be only formality;
- Ethics codes fail to provide the guidelines of practical applicability;
- The implementation of ethics management measures is considered as the implementation of certain formal functions, which comply with the provisions of ethics management strategies, when the measures, which may encourage ethical behaviour and strengthen the institution's reputation, are not discussed;
- Ethical behaviour in human resources management process receives too little attention (especially at the motivation and evaluation stages);
- The content of ethics training is difficult to use in practice.

At a political level:
- Ethics is considered as an individual's morality issue;
- When developing ethical behaviour norms for politicians, there is a lack of professional ethics knowledge;
- Codes of behaviour become supplementary and insignificant documents;
- Ethics commissions' functions and their practice are mostly focused on the fulfilment of regulated formal functions (rarely being fulfilled) such as: consulting, education and prevention.

Ethics management system processes are integral to ethics management measures as instruments, which are used in processes (activity) and ethics management structures as subjects, who use those instruments or encourage to use them in processes (activity). The processes are closely related to the measures, because the legal regulation is often unified and is not divided by three ethics management elements. *Processes in municipalities depend on the situation, its actors and conditions, which are explained by existing legal acts, and as a result, the supervising (controlling) structures emerge.* Decision making is an essential area of activity for representatives of both political and administrative level, which requires a special focus on ethical aspects. National and municipal institutional legal acts (laws, codes, resolutions) are applied in decision making process, reflecting a communication dimension of ethics management process. A communication dimension includes the implementation of formal ethics management measures (values, missions, visions, ethics code, behaviour code,

ethics standards, ethics programmes). One of the most important ethics standards in the decision-making is the understanding and following ethics principles (values). Ethics management structures in municipalities operate under the regulated requirements, but their mission identification and the understanding of the need for activity is still a problematic phenomenon, which is difficult to address because of the lack of members' motivation of the structures. There is a lack of professional ethics knowledge in ethics management structures, which are characterized by council ethics commission integration in municipal council activities (decision preparation and decision-making processes), forming ethical behaviour norms for council members. This is the reason why commissions limit their activities to the formal (limited) functions, focusing on monitoring and control of the policy compliance with ethics code (doing less consulting, and trainings and etc.). Anti-corruption commission develops anti-corruption policy in the municipality. It uses educational measures, which shape intolerance to corruption, to implement preventive activities, and which are implemented by municipal administration departments. The main barriers for commission activities are as follows: (i) commission composition formation issues, which cause the problem situations when identifying and considering ethics violation cases; (ii) negative attitudes of commission members about work in the commission as an additional, imposed work, which forms a tendency to perform activities only formally; (iii) a limited understanding of importance of the commissions' work results and declaration of the results in municipalities, which mitigates members' motivation to perform their functions appropriately; (iv) not clearly expressed leaders' position on the support to the commission work and decisions, as a result of the communication of leaders' ethical standards, which is important in creating rule-based ethical climate and implementing ethics management measures as well as functioning of commissions as separate segments.

4. Identification of relationships between formal and informal ethics management measures in the integrity context indicates the need for their coordination in ethical policy context, continuity and leadership position.

Ethics management measures, processes and structures are attributable to a political and administrative level, which are ensured by institutionalization and constant support. It is necessary to ensure the continuity of the selected strategy, to develop appropriate ethical culture and ethical climate, which contribute to utilization of formal and informal ethics management elements.

Formal (normative ethics measures) regulate ethical behaviour (laws, ethics codes, legal documents, institutions). Formally ethics is integrated into decision-making (at a political level), into such management functions as planning, organization, management and control (at an administrative level). Existing structures control (supervise) ethical behaviour of politicians and

administrators, develops ethics policy, ethics culture and ethical climate in the municipality. External national structures (institutions) control, consult and regulate municipal politicians and officers' behaviour. The efficiency conditions and barriers for the application of measures and structures impact the final ethics management outcome.

Informal ethics management measures are integrated into officers' selection and communication processes. Leader's responsibility – a support and personal example (at a political level), institutionalization and implementation of ethics management measures through governance function (at an administrative level) are very important.

The research finds that the integration of measures and processes of ethics management system into municipal activities is understood as an additional administrative burden, which does not contribute to the achievement of municipal goals. Activities of municipal council ethics commissions are often considered as insignificant. Activity of politicians in the council is not their main job. That is why, when ethics management system measures are integrated into their activities, there is a question of prioritizing due to the limited resources (time, funding). This becomes the additional function for municipal administration officers (for example, the anti-corruptive evaluation of the projected legal acts), which requires additional time and knowledge (legal, analytical and etc.) from the officer. Thus, formal institutionalization of ethics management measures may become a challenge to the leader (the administration director) due to the limited resources (staff skills and knowledge, funding). Therefore, ethics institutionalization integrity could be only achieved by enabling informal measures (i.e. communication).

5. *Formation of integral system of ethics management in the municipality depends on the close relationships of ethics management elements (measures, processes and institutions) and on the coordination of formal and informal premises and mechanisms for formation of ethical environment at a political and administrative level.*

Ethics management measures in the municipality institutionalized at a political and administrative level create ethical communication and collaboration culture in the municipality, which is based on ethical sensitivity, openness and help to the client. Following the standards is considered as the requirement for the work specifics. The representatives of a political level emphasize the importance of personal ethics and orientation to the stakeholders. At a political level the strongest relations are found between the mayor, who follow informal ethics management measures, and the ethical climate oriented to the team interests. The representatives of an administrative level emphasize the power of law, public interests and efficiency. At an administrative level the strongest relations are found between the leader, who follows formal ethics measures

(laws, codes) in activities, and efficiency. It should be noted that relationships based on the laws and clear ethics standards create ethical climate, oriented to efficiency/outcomes and complied with new public governance paradigm. Thus, the implementation of formal ethics measures in the municipality at a political and administrative level impacts the support for the compliance with the ethics management strategy. However, the gap (between what should be and what is) in practice explains the reasons of distrust of society in municipal activities and decision- making. In modern self-government system, it is important to ensure the integrity of both formal and informal measures and processes by ensuring the support of the leaders at both levels and communication processes as the mechanisms for ethics management integrity support. The literature review confirms the thesis that the diversity of ethics management concepts does not allow to perceive the concept unambiguously. The definition of integral ethics management in Lithuanian language is complex and has many meanings: ''integral'' means not only the integration of one system into another, but also the complementarity and coordination of system elements. Integral system of ethics management includes two strategies (oriented to the compliance and the values) and their coordination at a political and administrative level as one of the system efficiency conditions.

Empirical research confirms the thesis that ethics management measures, processes and structures perform in a fragmented way. They do not form integral system of ethics management, including two ethics management strategies. Currently dominating ethics management strategy focuses on the compliance and legal regulation, and formal measures with the main focus on their institutionalization (for example, trainings, complementary notes to documents and etc.). It should be noted that municipal administration officers and council members determine this as an administrative burden. The research finds that one of the efficiency conditions for integral system of ethics management (its formation and support) is ethical leadership, which is characterized by the leader's attitude to the values, encouragement of ethical behaviour, support of the activities of ethics structures. The leader's role determines the manifestation of ethical culture at an administrative level (orientation to the values), while at a political level the role is more formal (orientation to the compliance). This reveals that informal measures, which form the dialogue culture, and the implementation of reputation models can lower the gap between desirable and existing reality and can create ethical culture.

RECOMMENDATIONS

Recommendations to the public ethics policy makers and executives LR COEC, LR SIS:

1. It is recommended to prepare the guidelines for ethics management in the municipality, which would facilitate the formation of ethics policy in local self-government and would determine the coordination of formal and informal measures to enhance ethics management efficiency in developing self-regulatory mechanisms, which are integrated into activities and organizational culture. Thus, this would allow reducing the fragmented nature of the implementation of ethics management measures.
2. It is suggested to enhance the leader's (the mayor, the administration director, the heads of the departments and divisions) role in the processes of institutionalization of ethics management measures, processes and structures. It could be achieved by organizing practical training and revealing the importance of ethics management not as implementing formal measures, which increases the administrative burden, but as adding the value (trust, reputation, transparency and etc.) to the municipality as an ethical organization.
3. It is recommended to evaluate ethics management system. This would allow evaluating how the ethics management guidelines are implemented by applying the compliance and value management principles. It is recommended to conduct an ethical audit, which would allow determining the interval (discrepancy) between what is prescribed by the law and what is done in the reality.
4. It is suggested to organize the distant ethics training, to create e-forum, in which LR COEC, LR SIS would provide ethical problem situations for the public discussion (without disclosing personal data).

Recommendations to the representatives of municipalities:

1. It is recommended to form a more favourable attitude towards the implementation of ethics management system measures, politicians' and public officers' knowledge and competences, focusing on leaders and individuals, who are responsible for ethics, and on the development of competencies. It is suggested to include this into the municipal strategies considering ethics management guidelines, if they are created.
2. It is suggested to form the integral system of ethics management, which would reinforce ethics management measures and structures, for example, including preventive measures into ethics and anti-corruption commissions'

activity in the municipality, and composing the ethics commission mostly from individuals who are not working in the municipality. This would ensure the reduction of the conflict of interests.

3. Municipal politicians and public officers are suggested to periodically organize the meetings for the discussion of interpretation of institutional values and ethics principles to ensure their equal perceptions.

GUIDELINES FOR THE FURTHER RESEARCH

The study of the implementation practices of ethics management measures, processes and structures revealed more problematic issues, to which both public administration science and local public sector organizations should pay more attention. The further research should focus on the issues, which were fragmentarily presented and analysed in an ethics management context in the dissertation.

It is recommended to further explore the following issues:

1. The good practice of the integral system of ethics management in the municipality, foreign and Lithuanian case studies.
2. Integral system of ethics management in a general municipal governance context, focusing more on the interaction of the representative and executive authority and the impact on ethics management processes.
3. The complex analysis of relationships of efficiency conditions and measures of integral system of ethics management.
4. The leaders' attitude to ethics management measures, processes and structures existent in the municipal administrations in creating ethical environment and trust in the municipality (considering that in the current research the leader's attitude was not explored separately, and that public officers' views confirmed that the leader's role is extremely important in an ethics management context).
5. Continuous qualitative research in the municipalities of Šiauliai region to evaluate the efficiency of ethics management system in creating ethical organizational culture.
6. The complex analysis of the attitudes of the citizens and other stakeholders (i.e. business and non-governmental organizations) to ethics management system in municipalities.

The main dissertation theses are presented in the following publications:

1. Toleikienė, R. (2013). Ethics management in public sector organizations. Editor D. Šaparnienė, A. Krupavičius. *Public governance: concepts and dimensions*. Scientific study. (pp. 338–350). Vilnius: BMK press.
2. Toleikienė, R., Rybnikova, I. (2013). Waht do Lituhuanian Students Expect from Leaders? First Results of the GLOBE Study in Lithuania *Socialiniai tyrimai / Social Research*, 1 (30), p. 52–63.
3. Toleikienė, R., Meškytė, A. (2014). Public Administration Discourse in the Programs of the Lithuanian Political Parties. *Socialiniai tyrimai / Social Research*, 1 (34) p. 86–97.
4. Toleikienė, R., Slaboševičiūtė, K., Sapiegienė, L. (2014). Relations between Ethical Climate and Job Statisfaction: Case of Siauliai County State Tax Inspectorate. *Socialiniai tyrimai* 3(36), ISSN 1392-3110, p. 113–122.
5. Rybnikova, I., Toleikienė, R., Lang, R., Šaparnienė, D. (2015). Leadership in local government organizations in Lithuania and Germany. Ed. L. Gnan, A. Hinna, F. Monteduro. *Contingency, Behavioural and Evolutionary Perspectives on Public and Nonprofit Governance. Studies in Public and Non-Profit Governance,* Vol. 4 (pp. 217–245). United Kingdom, North America, Japan, India, Malaysia, China: Emerald.
6. Rybnikova, I., Toleikienė, R. (2015). The influence of leaders on social corporate responsibility in a public sector context. Editor S. Žičkienė. *Social responsibility in business and public sector*. Research study (pp. 239–253). Vilnius: BMK press.
7. Juknevičienė, V., Toleikienė, R. (2017). Theoretical Issues of Ethics in the Context of Changing Public Administration Paradigm. *Technology, Engineering, Management, Entrepreneurship, Learning - International Journal*, ISSN 2545-4390, Vol. 1, Issue 2, p. 63–69. URL: http://temel-ij.org/index.php/volumes/.

Research findings are presented in the following international conferences:

1. *Ethics Management: The Case of Lithuania*. 2nd Copernicus Graduate School Interdisciplinary Conference "Good Governance and Civil Society". Nicolaus Copernicus University, Toruń (Poland). 2013 04 19-20.
2. *Ethics management in the context of good governance: the case of Lithuania*. 22nd NISPAcee Conference "Government vs. Governance in Central and Eastern Europe". Budapest (Hungary). 2014 05 22-24.
3. *Ethics and Anti-Corruption Activities in Creating Ethical Environment in Municipalities*. 4th International Scientific-Practical Conference "Good Governance At Local Self-Government: Theoretical and Practical

Transformations". Siauliai University, Siauliai (Lithuania). 2015 10 16-17.

4. *Ethics management in local government organisations in Lithuania. The consequences of duality of political and administrative level*. XII Chemnitz EAST FORUM "Leadership and governance OF and IN public and private organizations in CCE countries". Chemnitz University of Technology, Chemnitz (Germany). 2015 09 09-11.

5. *Ethical management measures in self-government.* 6th international scientific-practical conference „Good Governance at Local Self-Government: Towards Efficiency and Welfare State".Siauliai University, Siauliai (Lithuania). 2016-10-13-14.

6. *Expression of ethics management measures in local self-government: the case of Lithuania*. 20th International Scientific Conference „Enterprise and Competitive Environment". Mendel University in Brno, Brno (Czech Republic). 2017 03 08-11.

7. *Model of Ethics Management in the Context of Local Government Modernization: The Case of Lithuanian Municipalities*. CGS Final International Conference "Nation and Society". Nicolaus Copernicus University, Toruń (Poland). 2018 06 29-30.

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2011–2018	Doctoral studies in Social sciences area, Management science field (joint right of the doctoral studies at Vytautas Magnus University, Klaipėda University, Aleksandras Stulginskis University, Mykolas Romeris University, Šiauliai University).
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2018 – to date	Šiauliai University, Department of Business and Public Management. Lecturer.
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2015	Grant for academic achievements in doctoral studies by Research Council of Lithuania.
2014	Grant for academic achievements in doctoral studies by Research Council of Lithuania.
2012	Grant for academic achievements in doctoral studies by Research Council of Lithuania.
2014	International scientific research "Leadership in Public Administration: Case Study of Lithuania and Germany". The project was funded by the Baltic-German Office, the Baltic States and German High Schools Office through the German Academic Exchange Service (DAAD), the Federal Ministry of Foreign Affairs of the Federal Republic of Germany.

Internships:

5–19th of June, 2014	Intensive Erasmus programme PhD summer school "Doctoral Studies in Research Methodologies", Finland.
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1–5th of Oktober, 2018	Research visit "Ethics management in local self-government" at University of Latvia, Latvia.

Research interest:

Ethics in civil service; creation of anticorruption environment in self-government; transparency of public administration organizations.

SANTRAUKA

Temos aktualumas. Vietos savivalda, būdama arčiausiai piliečių, jų porei-
kių ir lūkesčių, atstovaudama vietos gyventojų interesams, privalo būti skaidri,
atskaitinga ir atsakinga, prisitaikanti prie laikmetį atliepiančių pokyčių ir ver-
tybių. Tačiau praktikoje pastebima, kad viešojo administravimo organizacijos
(įskaitant ir savivaldybes) nėra pakankamai pasirengusios sutikti nuolatinės
kaitos ir raidos keliamus iššūkius, dėl to, pasak Ch. Demmke ir T. Moilanen
(2011), nukenčia valdymo procesas ir galutiniai jo rezultatai – mažėja pasiten-
kinimas viešosiomis paslaugomis, visuomenės pasitikėjimas valstybės valdymo
bei administravimo institucijomis ar net viešuoju sektoriumi. Gerų rezultatų sie-
kimas viešajame sektoriuje siejamas su vertybiniais dalykais, todėl turėtų būti
naudojamas vertybėmis grįstas, arba į viešojo valdymo principus orientuotas,
valdymo modelis. Tokio modelio esmė – organizaciniais procesais ir procedūro-
mis formuojamas valdymas, orientuotas į vertybes, leidžiantis mažinti atotrūkį
tarp vertybių ir faktų, tarp privalomybės ir esamybės, taip didinant skaidrumą
viešojo administravimo institucijose. Kad valstybės valdymo ir administravimo
institucijų (įskaitant ir savivaldybes) veikla būtų skaidri, būtina ne tik identifi-
kuoti jų, kaip organizacijų, vertybes, bet ir užtikrinti atitinkamą jų laikymąsi.

Šiame probleminiame kontekste išryškėja etikos vadybos (angl. *ethics ma-
nagement*), kaip sisteminio institucionalizuoto proceso, galinčio apimti įvairių
suinteresuotųjų grupių interesų derinimo, vertybių ir elgsenos standartų forma-
vimo, diegimo, auditavimo, koregavimo priemones (Pučėtaitė, 2007), svarba.
Etikos vadybos sąvoka plačiąja prasme aiškinama kaip formalių ir neformalių
priemonių visuma etiškam elgesiui užtikrinti, o anot N. Vasiljevienės (2006a,
b) – kaip visuma vadybinių veiksmų, ugdančių etinį jautrumą ir sąmoningumą.
Tai *minkštosios vadybos metodai*, *etikos institucionalizavimas*, *etikos infras-
truktūra* (teisės aktai, apibrėžiantys etikos kategorijas, etiško elgesio normas,
tikslus ir atsakomybę, etikos priežiūrą vykdančias institucijas, etikos kodeksus;
etikos komitetai / komisijos, etikos konsultantai, etikos švietimas ir pan.). Na-
grinėjamame kontekste svarbūs tampa *etikos klimato*, *vadovų vaidmens* kuriant
etišką organizacijos kultūrą klausimai. Pasitelkiant etikos vadybą, institucijose
diegiama, audituojama, organizuojama vadybinės vertybės, etiniai standartai.
Užsienio šalių įvairaus tipo organizacijų praktikoje įrodyta, jog būtent minkš-
tosios vadybos formos (susijusios su etikos vadyba) padeda mažinti ar net eli-
minuoti veiklos disfunkcijas ir klaidas, skatina darnumą ir suponuoja rezultatų
efektyvumo prielaidas. Etikos vadybos sampratoje ypatingą reikšmę turi tikslin-
gai institucionalizuojama profesinė etika, kuri pasireiškia ir kaip inovatyvi orga-
nizacijų valdymo technologija, susijusi su organizacijos misijos įgyvendinimo
sėkme, jos požiūriu į vertybes, jų poveikio darbo efektyvumui ir kokybei suvo-
kimu bei praktiniu tokių vertybių diegimu į valdymo ir kontrolės (savikontro-

lės) struktūras, grįstas profesiniais standartais (Vasiljevienė, 2006a, b; Chokpra-jakchat, Sumretphol, 2017). Svarbų vaidmenį prisiima ir organizacijų vadovai, nukreipiantys organizacijos narius tikslo link, asmeniškai rodydami pavyzdį, pasižymintys vertinamomis savybėmis ir skatinantys darbuotojus vadovautis jų propaguojamomis vertybėmis, principais ir standartais (Bryman, 1992; Bedi, Alpaslan, Green, 2016; Downe, Cowell, Morgan, 2016). Tikslingas vertybių ir faktų, jų sąveikos ir priežastinių ryšių suvokimo gilinimas įgalina žmones susi-tarti dėl vertybių ir jų racionalios vadybos visuomenės praktinės veiklos srityse.

Būtina pažymėti, kad, analizuojant etikos vadybos savivaldybėje kontekstą, susiduriama su *savivaldybės* sampratos įvairialypiškumu. A. Astrauskas (2014) nurodo, kad terminas „savivaldybė" gali turėti dvi prasmes: 1) tai yra teritorijos administracinis vienetas kaip teritorinė korporacija, tenkinanti teritorinės ben-druomenės viešuosius poreikius; 2) tai yra viešasis juridinis asmuo, kuris jam suteiktas teises ir pareigas įgyvendina per savo organus. Nors, kaip teigia A. Astrauskas (2002), „teritorinės (vietos) savivaldos teisė Lietuvoje suteikta tik administraciniuose-teritoriniuose vienetuose – savivaldybėse esančioms žmo-nių bendruomenėms" (p. 72), tačiau, anot J. Mačiulytės ir P. Ragausko (2007), teritorinių bendruomenių savarankiškumas yra labai ribotas – „Lietuvoje ga-liojantys įstatymai savivaldos teisę priskiria ne teritorinei vietos bendruome-nei, o jai atstovaujančioms ir ją aptarnaujančioms valdžios institucijoms". Už savivaldos teisės įgyvendinimą teritorijos bendruomenės interesais atsakingos dvi institucijos: savivaldybės atstovaujamoji institucija (savivaldybės taryba) ir savivaldybės vykdomoji institucija (savivaldybės administracija) (LR vie-tos savivaldos įstatymas, aktuali redakcija 2017). Taigi, disertaciniame tyrime vadovaujamasi teisine prieiga, kur savivaldybė traktuojama kaip subjektai, at-liekantys viešojo administravimo ir viešųjų paslaugų teikimo funkcijas (Baltu-šnikienė, Astrauskas, 2005; Petrauskienė, 2005; Gudelis, 2007; Baltušnikienė, 2010; Astrauskas, 2013; Klimovský, Mejere, Mikolaityte, Pinteric, Šaparniene, 2014). Ši prieiga taip pat remiasi ir formalių institucijų kaip organizuotų vienetų (organizacijų) samprata (Zenger, Lazzarini, Poppo, 2001, p. 277–278; Skoog, 2005, p. 19; Bjørnskov, Dreher, Fischer, 2010, p. 420; Domarkas, Juknevičienė, Kareivaitė, 2012, p. 464; Juknevičienė, 2015, p. 77). Tokia prieiga įgalino **di-sertacijos autorę traktuoti tyrime savivaldybę kaip viešojo administravimo organizaciją (formalų organizuotą vienetą), kuri (taip pat ir etikos vadybos srityje) veikia valdoma dviem lygmenimis – politiniu ir administraciniu**.

Biurokratinio valdymo teorijos, kuri akcentuoja hierarchiją, taisykles, stan-dartus, procedūras, kontekste administracinės elgsenos esmė – įstatymų laiky-masis, o etiškas elgesys suprantamas kaip paklusimas įstatymui arba orienta-cija į atitiktį (angl. *compliance oriented*) įstatymams. Taigi, teisinės orientaci-jos tikslas buvo siekti teisingumo ir lygių galimybių, apsaugoti piliečius nuo valstybės tarnautojų savavališkų administracinių sprendimų. Akivaizdu, kad

šiandienos daugiapakopio valdymo kontekste ši samprata tampa per siaura, galinti užtikrinti tik etiško elgesio minimumą. Šiandien vyraujanti naujojo viešojo valdymo paradigma, akcentuojanti didesnį valdymo funkcijų decentralizavimą, administracinės naštos mažinimą, geresnę paslaugų kokybę, didesnį piliečių pasitenkinimą valdžia, yra pagrindas užtikrinant skaidraus, veiksmingo ir etiško valdymo dimensijas. Kartu diskusijos dėl etikos vadybos veiksmingumo sąlygų tampa vis sudėtingesnės ir pereinama nuo dėmesio taisyklėms, sankcijoms, reglamentuotai kovai su korupcija ir sukčiavimu prie **integralumo**, t. y. vertybių diegimo ugdant sąmoningumą, etiškos lyderystės pasireiškimą ir naujų – neformalių (minkštųjų) etiško elgesio skatinimo priemonių įgyvendinimo (Huberts, 2014; Downe, Cowell, Morgan, 2016). Šiuo atveju integralumas kaip vertybė organizaciniu požiūriu apibrėžia nuoseklų etinių principų laikymąsi ir jų integravimą į visas organizacijos veiklos sritis, apimant konkrečias priemones, struktūras, procesus ir praktikas. Integralumo sistema organizacijoje apima tiek vidinius organizacinjų etikos vadybos aspektus, tiek išorinius etikos priežiūros mechanizmus, pvz., policijos ir teisingumo sistemas, ombudsmeną (Pučėtaitė, 2009; Huberts, Six, 2012; Vasiljevienė, 2014). Integralumas kuriamas sistemingai ir apima šiuos procesus: sprendimų ir elgesio standartų nustatymą, organizacijos struktūrų, diskurso sąlygų kūrimą, auditavimą, veiklos praktikų koregavimo veiksmus (Vasiljevienė, 2006a; Pučėtaitė, 2009). Tokiu būdu integralumui užtikrinti diegiamos etikos vadybos priemonės suformuoja vidinį organizacijos (ap)saugos tinklą, padedantį operatyviai spręsti kylančias etines problemas bei sukurti organizacijos kultūrą, motyvuojančią jos narius etiškai elgtis ir priimti etiškus sprendimus (Pučėtaitė, 2009; Vasiljevienė, 2014). Tačiau neretai dėl integralumo trūkumo etikos vadyba organizacijų praktikoje tampa deklaratyvi ir sudaro galimybę tarnautojams elgtis neskaidriai, veidmainiškai, neatsižvelgiant į išorinių suinteresuotųjų šalių lūkesčius, formuoja nepasitikėjimo organizacija nuostatą. Tai leidžia teigti, kad integralumas yra viena iš etikos vadybos veiksmingumo sąlygų, užtikrinančių etiško elgesio maksimumą.

Būtina pabrėžti, kad etikos vadybos vaidmuo viešojo sektoriaus organizacijoje ypač svarbus dėl keleto priežasčių. Pirmiausia, piliečiai moka mokesčius, todėl tikisi ypač aukštų visų išteklių valdymo normų / standartų (intelektinių, personalo, materialiųjų bei finansinių). Antra, etikos principų taikymas ir vadyba yra neatsiejami nuo teisinio ir organizacinio konteksto, nors organizacijos tikslai ir strateginiai sprendimai stipriai veikiami politinių aplinkybių. Trečia, viešojo administravimo organizacijų (įskaitant ir savivaldybes) darbuotojams keliamas reikalavimas tobulinti įvairias kompetencijas, kadangi jų pirmoji užduotis – tarnauti viešajam interesui ir gerbti įstatymus. Visos šios priežastys byloja apie tai, kad profesionalia etikos vadyba turi būti siekiama užtikrinti visuomenės lūkesčių tenkinimą (Demmke, Moilanen, 2011).

Svarbus dar vienas aspektas, būdingas šiandienos valstybės valdymo ir administravimo sistemoms, – tai viešojo sektoriaus institucijų (ir savivaldybių)

modernizavimas, integruojant verslo sektoriaus elementus, įgalinančius siekti didesnio veiklos veiksmingumo ir rezultatyvumo. Vis dėlto, teikiant viešąsias ir kitas administracines paslaugas, įsigalėjęs pelno siekimo principas sudaro prielaidas organizacijos vertybinio pagrindo silpnėjimui. Būtent etikos vadybos priemonės neretai pasirenkamos etikos problemų (korupcijos, piktnaudžiavimo tarnybine patirtimi ir kt.) mažinimo / eliminavimo instrumentu, galinčiu prisidėti užtikrinant šių problemų identifikavimą ir mažinimą. Etikos vadybos pagrindas – organizacijos vertybių, kurios apibrėžia jos identiškumą bei struktūrizuoja jos sprendimus, nustatymas ir kodifikavimas. Moksliniu požiūriu etikos vadybos priemonės privalo būti taikomos nuosekliai, derinant tarpusavyje, orientuojant į tikslą ir atspindėti organizacijos moralinę atsakomybę. Etikos vadyba, kaip viena iš vadybos mokslo disciplinų, prisideda prie etiško organizacijos plėtojimosi, nustato, kokiomis kryptimis ji turi plėtotis, todėl galima teigti, kad etikos vadyba – būtinas viešojo sektoriaus organizacijos egzistavimo elementas.

Pastarojo meto mokslinėse diskusijose vis dažniau minimas *integralios sistemos* terminas, taikomas ir etikos vadybos srityje (Maesschalck, 2011; Hoekstra, Kaptein, 2012; Yuhariprasetia, 2015). Pasak Bunge (2004), integrali sistema yra „sudėtingas objektas, kurio atskiros dalys ir komponentai yra susiję tam tikrais saitais" (p. 188), ji sudaryta iš tokių komponentų kaip strategija, praktinė patirtis, institucijos ir jų integralumas / principingumas (Six, Lawton, 2013). Vietos savivaldos (savivaldybių) integrali etikos vadybos sistema turėtų būti sudaryta iš visų struktūrų, politikos, praktikos ir instrumentų, kurie prisidėtų prie konkrečios savivaldybės integralumo ir vietos valdžios atsparumo korupcijai ir kitoms etikos problemoms (Huberts, Six, 2012). Tačiau iki šiol stokojama ne tik detaliai paaiškintos integralios etikos vadybos sistemos sampratos, bet ir konkretaus vienodo šios sistemos apibrėžimo, jos formavimui (vėliau ir palaikymui) būtinų sąlygų ir priemonių, tinkamų taikyti vietos savivaldos kontekste, identifikavimo.

Tam, kad integrali etikos vadybos sistema įgautų ne tik teorinę, bet ir praktinę prasmę, būtina identifikuoti etikos vadybos priemonių raišką, jų tarpusavio dermę ir integralumo į organizacijos valdymo procesus galimybes bei sukurti ir pagrįsti integralios etikos vadybos sistemą, kurią būtų galima suformuoti viešojo sektoriaus institucijose (savivaldybėse), siekiant jų didesnio skaidrumo ir visų procesų veiksmingesnio valdymo.

Problemos ištirtumas. Etikos vadybos samprata analizuota įvairiuose Lietuvos ir užsienio mokslininkų darbuose:

- *etikos priemonių dermė* ir *sąsajos su organizacijos kultūra* nagrinėtos M. Kaptein (1998; 2011); D. McAuliffe (2005); C. Lewis, S. C. Gilman (2012); N. Vasiljevienė (2000, 2006a, 2006b); L. Šimanskienė (2001, 2008a, b); S. Deshpande ir J. Joseph (2009); E. Ki, S. Kim (2010); M. Kaptein (2011); R. Pučėtaitės, A. Novelskaitės, R. Pušinaitės (2015);

- *etikos vadybos priemonės* analizuotos M. S. Frankel (1989); B. Stevens (2009); S. Pattison ir P. Wainwright (2010); F. M. Meine ir P. T. Dunn (2010); M. Callaghan, G. Wood, M. J. Payan, J. Singh ir G. Swensson (2012); N. Vasiljevienės (2006a, b); J. Palidauskaitės (2010); R. Pučėtaitės ir kt. (2015);
- *etikos klimato organizacijoje tematiką* gvildeno L. K. Bartels, E. Harrick ir K. Martell (1998); J. B. Cullen, K. P. Parboteeah ir B. Victor (2003); D. Malloy ir J. Agarwal (2003); S. H. Appelbaum, K. J. Deguire ir M. Lay (2005); S. L. Grover ir C. A. Enz (2005); F. Jaramillo, J. Mulki ir P. Solomon (2006); M. Ambrose, A. Arnaud ir M. Schminke (2008); J. Lemmergaard ir J. Lauridsen (2008); J. Belak ir M. Mulej (2009); R. Laratta (2009); R., Stewart, S. D.Volpone, D. R. Avery ir P. McKay (2011); C. C. Huang, C. S. You ir M. T. Tsai (2012); H. Mutebi, P. Kakwezi ir J. M. Ntayi (2012); Y. D. Wang ir H. H. Hsieh (2012); A. Endriulaitienė ir G. Janonienė (2012);
- *vadovų vaidmenį kuriant etišką aplinką* tyrė E. H. Schein (2004); D. Mayer, M. Kuenzi, R. Greenbaum (2010); J. Thaler, B. Helmig (2016); J. Downe, R. Cowell, K. Morgan (2016), A. Endriulaitienė ir G. Janonienė (2012);
- *etikos vadybos programų rengimas* analizuotas D. McAuliffe (2005); M. J. McNamee ir S. Fleming (2007); S. Valentine ir G. Fleischman (2008); I. Beeri, R. Dayan, E. Vigoda-Gadot, B. S. Werner (2013);
- *profesinės etikos* tematiką nagrinėjo Ch. J. Fox (2001); T. Faust (2008); J. S. Bowman, J. P. West, M. Berman ir M. Van Wart (2016);
- *etikos švietimas* analizuotas D. C. Lee (1990); D. C. Menzel (1997); K. Harsh ir R. Karri (2005); C. L. Lau (2010); A. Vaisvalavičiūtės (2007);
- *etikos klausimas integralios sistemos prieigoje* tirtas N. Vasiljevienės ir V. Jakimenko (2012); A. Doig ir S. McIvor (2003); A. Armstrong (2005); J. Maesschalck ir J. Bertók (2009); A. Hoekstra ir M. Kaptein (2014); R. Pučėtaitės (2009);
- *etikos raišką viešajame sektoriuje* analizavo H. Gail, D. Grimshaw ir M. Marchington (2003); J. Maesschalck (2004a, 2004b); S. Flemming ir M. McNamee (2005); A. Lawton (2005); C. D. Menzel (2005, 2007, 2012); D. Malloy ir J. Agarwal (2010); H. O. Stensöta (2010); A. H. Shacklock, M. Manding ir L. Hort (2011); H. G. Frederickson ir kt. (2012); N. Henry (2015); J. Stare ir M. Klun (2016); T. Scapin (2016); P. Papšienė (2010); A. Patapas ir G. Labenskytė (2011); Tauginienė (2013);
- *etikos apraiškas savivaldybėse* nagrinėjo J. Palidauskaitė (2005, 2010); D. C. Menzel (1993, 2010); D. Radhika (2012).

Nors mokslo darbų ir įžvalgų apie etikos vadybą yra nemažai, tačiau juose stokojama etikos sisteminės analizės, neskiriama dėmesio etikos politikos formavimui, etikos audito instrumentams ir pan. Disertacijos autorei nepavyko rasti mokslinių darbų Lietuvoje, kuriuose būtų pateikiami atsakymai į tam tikrus

kylančius probleminius šios tematikos klausimus: kokia *etikos vadybos raiška (priemonės, procesai, struktūros)* galėtų būti taikoma viešojo sektoriaus institucijose (savivaldybėje) administraciniu ir politiniu lygmenimis; kokios yra etikos vadybos veiksmingumo sąlygos savivaldybėse; kuo pasižymi integrali etikos vadybos sistema viešajame administravime. Taigi, vis dar egzistuoja mokslinių tyrimų poreikis sistemiškai nagrinėti etikos sampratą vietos savivaldoje, etikos *priemonių, procesų ir struktūrų diegimo praktikas* sprendžiant etikos problemas savivaldybėje politiniu ir administraciniu lygmenimis.

Mokslinė problema – integralios etikos vadybos sistemos ir jos formavimo savivaldybės politiniame ir administraciniame lygmenyse koncepcinių įžvalgų stoka.

Tyrimo objektas – integrali etikos vadybos sistema.

Tyrimo tikslas – atskleidus viešojo sektoriaus etikos vadybos teorines dimensijas ir empiriškai ištyrus etikos vadybos formavimą savivaldybėse, suformuoti integralią etikos vadybos sistemą.

Tyrimo uždaviniai:
1. Atskleisti sisteminį požiūrį į etikos vadybą naujojo viešojo valdymo paradigmos ir institucionalizmo, tinklų-grupių teorinių prieigų kontekste.
2. Konceptualizuoti integralios etikos vadybos sąvoką savivaldybės kaip viešojo administravimo organizacijos kontekste, identifikuojant etikos vadybos elementus: etikos vadybos priemones, procesus, struktūras ir jų tarpusavio ryšius bei veiksmingumo sąlygas.
3. Išanalizuoti etikos vadybos sistemos elementų raišką savivaldybių kontekste (administraciniu ir politiniu lygmenimis), atskleidžiant etikos vadybos praktikos privalumus, trūkumus ir tobulinimo perspektyvas.
4. Identifikuoti ryšius tarp etikos vadybos sistemos formalių ir neformalių elementų integralumo kontekste.
5. Pagrįsti integralią etikos vadybos savivaldybėje sistemą, atspindinčią konceptualiąją etikos vadybos sampratą ir empirinį Lietuvos kontekstą, išryškinant jos formavimui būtinas prielaidas ir veiksmingumo sąlygas.

Ginamieji teiginiai:
1. Etikos vadybos savivaldybėje samprata ir turinys pasižymi specifiškumu, kurį lemia dualistinė savivaldybės kaip viešojo administravimo organizacijos prigimtis bei poreikis taikyti paklusnumo ir integralumo strategines prieigas.
2. Etikos vadybos sistemai savivaldybėje būdingas fragmentiškumas, kadangi jos formavimas stokoja integralios etikos vadybos sistemai būdingo priemonių, procesų ir struktūrų vientisumo politiniame ir administraciniame lygmenyse.

Tyrimo mokslinis naujumas:
1. Pirmą kartą etikos vadybos sistema nagrinėjama, savivaldybėje apimant politinį ir administracinį lygmenis.
2. Taikant empirinius tyrimo metodus, sukaupti mokslo faktai, kuriais remiantis nustatytos etikos vadybos formavimo praktikos savivaldybėje politiniu ir administraciniu lygmenimis, įgalinančios etiško elgesio ir etiškos aplinkos kūrimo sąlygas.
3. Analizuojant etikos vadybą savivaldybėje politiniu ir administraciniu lygmenimis, identifikuotos priemonės ir strategijos naujai konceptualizuotos integralios etikos vadybos formavimui apimant abu minėtus lygmenis.
4. Pasiūlyta ir pagrįsta integrali etikos vadybos sistema savivaldybėje politiniu ir administraciniu lygmenimis, kurios suformavimas įgalina etikos vadybos priemones, procesus, struktūras ir kurti etišką klimatą.

Tyrimo teorinis ir praktinis reikšmingumas. Teorinis tyrimo reikšmingumas apibūdinamas tuo, kad išplėsta etikos vadybos savivaldybėje administraciniu ir politiniu lygmenimis samprata, identifikuotos etikos vadybos strategijos (priemonės, procesai, struktūros). Pritaikyta naujojo viešojo valdymo paradigma, institucionalizmo, tinklų-grupių teorija, kurios atskleidė etikos vadybos formavimo raišką priemonių, struktūrų, procesų plėtotėje. Pagrįsta etikos vadybos savivaldybėje administraciniu ir politiniu lygmenimis tyrimo metodologija.

Tyrimo praktinis reikšmingumas pasireiškia tuo, kad atliktas integralios etikos vadybos sistemos savivaldybėje tyrimas išplečia Lietuvos mokslininkų (doktorantų) vykdytų tyrimų lauką nagrinėjamos problemos kontekste ir pagilina atvejų analizės kaip tyrimo strategijos taikymo tradicijas Lietuvoje. Remiantis atlikto empirinio tyrimo rezultatais, suformuota integrali etikos vadybos sistema administraciniu ir politiniu lygmenimis, galinti svariai prisidėti nustatant etikos vadybos raiškos ir veiksmingumo sąlygas organizacijoje, identifikuojant vadovo vaidmenį kuriant etišką aplinką, tobulinant etikos vadybos formavimo ir įgyvendinimo procesą. Parengta integralios etikos vadybos sistemos analizė gali tapti pagrindu ir naujų etikos vadybos priemonių plėtrai, pasitelkiant institucijų turimas praktikas.

Tyrimo metodai ir organizavimas. Disertacinį darbą sudaro tyrimo objekto teorinis pagrindimas, tyrimo metodologija ir empirinio tyrimo rezultatai, kuriais remiantis kuriama integrali etikos vadybos savivaldybėje sistema, apimanti politinį ir administracinį lygmenis, formuluojamos darbo išvados bei rekomendacijos. Teorinėje darbo dalyje identifikuoti etikos vadybos elementai ir išskirti jų tarpusavio ryšiai bei veiksmingumo sąlygos leido operacionalizuoti atskirų empirinio tyrimo etapų tikslus, uždavinius ir formuoti tyrimo instrumentus.

Tyrimo metu buvo naudojami teoriniai ir empiriniai socialinių tyrimų metodai. *Teoriniam tyrimui atlikti* taikyta mokslinės literatūros analizė, apibendrinimas ir lyginimas, loginio skirstymo ir klasifikavimo, interpretavimo, apibendri-

nimo, dedukcijos, teorinio modeliavimo metodai. Taikant išvardytus metodus, identifikuojami etikos vadybos elementai, išskiriami tarpusavio ryšiai, veiksmingumo sąlygos, daromos išvados, kurių pagrindu suformuojama integrali etikos vadybos sistema.

Empirinio tyrimo metodika remiasi kokybinio ir kiekybinio tyrimo dermės mišrių metodų prieigos **nuosekliąja strategija** (angl. *Sequential exploratory strategy*), kuri charakterizuojama pirmine kokybinių duomenų rinkimo ir analizės faze, po kurios eina kiekybinių duomenų rinkimo ir analizės fazė. Tokiu būdu tiriamas reiškinys analizuojamas iš kelių pozicijų, siekiama išvengti duomenų ir išvadų šališkumo, vienpusiškumo ir užtikrinti tyrimo objektyvumą, reprezentatyvumą bei geresnį tiriamo objekto suvokimą (Kardelis, 2016; Cooper, Shindler, 2014).

Siekiant atskleisti etikos vadybos raišką ir formavimą savivaldybėse, pasirinktas *atvejo analizės* tyrimas. Atvejo analizė traktuojama kaip viena funkcionaliausių empirinių prieigų analizuojant etikos vadybos praktikas, formuojančias etišką organizacijos kultūrą (Pučėtaitė, Novolskaitė, 2015), o tai ypač svarbu šiame tyrime. Siekiant tyrimui parinkti tinkamą atvejį, naudojamas **kriterinės atrankos metodas**, kai tyrimo imties vienetai atrenkami pagal tam tikrą nustatytą kriterijų (-us) (Bitinas, Rupšienė, Žydžiūnaitė, 2008; Juknevičienė, 2015). Disertaciniam tyrimui buvo pasirinkta viena Lietuvos apskritis.

Empirinį tyrimą sudaro trys vienas kitą papildantys etapai: 1) vadovaujantis nacionalinių teisės dokumentų ir institucinių dokumentų analize, nustatoma Šiaulių regiono savivaldybių etikos vadybos priemonės, procesai, struktūros, veiksmingumo sąlygos (analizuoti ES, LR ir savivaldybių dokumentai bei teisės aktai, N=224); 2) remiantis ekspertų interviu duomenimis, nustatomos etikos vadybos raiškos praktikos, veiksmingumo sąlygos savivaldybių politiniame ir administraciniame lygmenyse (ekspertai – savivaldybių etikos komisijų pirmininkai / nariai, antikorupcijos komisijų primininkai ir nariai, personalo skyrių vadovai / atsakingi tarnautojai už personalą, N=21); 3) vadovaujantis apklausos duomenų analize, identifikuojami ryšiai tarp etikos vadybos elementų, vadovo vaidmuo diegiant etikos vadybos priemones savivaldybių politiniame ir administraciniame lygmenyse (respondentai – Šiaulių regiono 7 savivaldybių tarybų nariai, N=71, ir savivaldybių administracijų darbuotojai, N=203).

Empiriniai tyrimo metodai:

- *duomenų rinkimo metodai*: Lietuvos Respublikos teisės dokumentų ir institucinių dokumentų (LR STT, LR VTEK, savivaldybių) analizė; ekspertų interviu (apklausa žodžiu); apklausa raštu (anketavimas);
- *duomenų apdorojimo metodai:* lyginimo, struktūrinės analizės, dažnių, porinių dažnių, sąsajų lentelių sudarymas ir koreliacinė analizė. Interviu ir apklausos duomenys apdoroti naudojant „Microsoft Office Excel 2007" programą bei kompiuterinį IBM SPSS Statistics 23.0 paketą.

Disertacijos rengimo etapai. Siekiant disertacinio tyrimo tikslo, buvo realizuoti šeši etapai. *Pirmame etape* (2011 m.), atliekant mokslinės literatūros analizę, formuluota ir tikslinta disertacinio tyrimo tema, probleminis laukas; apžvelgti naujausi tyrimai disertacinio darbo tematika. Vyko konsultacijos su mokslininkais, kurių mokslinių interesų sritis yra artima šio disertacinio tyrimo problematikai, padėjusios išgryninti temą, tyrimo metodus. *Antrame etape* (2012 m.), išanalizavus mokslinę literatūrą, apibrėžti svarbiausi disertacinio tyrimo konceptai, suformuloti disertacinio tyrimo uždaviniai. *Trečiame etape* (2013–2014 m.) suformuoti tyrimo metodologijos pagrindai; pasirinkta mišrių tyrimų strategija (apimanti kokybinio ir kiekybinio tyrimo metodus). Įvertinus disertacinio tyrimo apimtį, laiką ir remiantis metodologinės literatūros analizės rezultatais, pasirinkta tyrimo imtis. Šiame etape pradedama atlikti dokumentų turinio analizė (nacionalinių teisės aktų, LR STT, LR VTEK, savivaldybių dokumentų) ir pradedamas rengti ekspertų interviu klausimynas, apmąstyta, kaip bus laikomasi tyrimo etikos principų; atliktas žvalgomasis tyrimas, kuris leido šiek tiek modifikuoti tyrimo klausimus. *Ketvirtame etape* (2014 m.) lygiagrečiai buvo atliekami kryptingieji (iš dalies struktūruoti) interviu. Transkribuoti garso įrašai buvo skaitomi po keletą kartų. Toliau, taikant kokybinio tyrimo kriterijus (nuoseklumą, patikimumą, išsamumą, tikslumą, interpretacinį požiūrį), buvo analizuojami kokybiniai duomenys, rezultatus pagrindžiant kitų tyrėjų darbais bei teorine literatūra. Taip pat 2015–2016 m. tęstas ir baigtas dokumentų analizės tyrimas. *Penktame etape* (2016 m. liepos mėn. – 2017 m. gegužės mėn.) sudaromas kiekybinio tyrimo instrumentas ir atliktas tyrimas. *Šeštame etape* (2017 m.), apibendrinus visą išanalizuotą ir susistemintą medžiagą, įvardijus tyrimo apribojimus, parengta disertacinio tyrimo ataskaita – daktaro disertacija ir jos santrauka.

Darbo struktūra ir apimtis. Disertaciją sudaro įvadas, trys skyriai, išvados ir rekomendacijos, literatūros sąrašas ir priedai. Darbo apimtis – 248 puslapiai (be priedų), yra 21 paveikslas, 45 lentelės, 27 priedai. Literatūros sąraše – 435 šaltiniai.

IŠVADOS

1. *Integralus sisteminis požiūris į etikos vadybą naujojo viešojo valdymo, institucionalizmo, tinklų-grupių teorinių prieigų kontekste pasižymi aiškia orientacija į atvirumą ir sąžiningumą, etikos vadybos elementų (priemonių, procesų, struktūrų) derme ir balansu tarp orientacijos į taisykles (atitikties įstatymams) ir į vertybes (principingumo).*

Lietuvos ir užsienio autorių mokslo darbų teorinės analizės metu nustatyta, kad, modernizuojant viešojo administravimo organizacijų valdymą, buvo iškeltas moralinių vertybių vaidmens ir galios klausimas, kuris vedė link etikos kaip vadybos veiklos srities įsitvirtinimo, lydimo šiuolaikinio valdymo dilemų: didesnės etikos problemų (korupcijos, viešųjų ir privačių interesų derinimo klausimo ir pan.) pasireiškimo rizikos, etiško elgesio ir etiškų sprendimų, atitinkančių viešąjį interesą, poreikio. Etikos vadybos siekiant ją integruoti į organizacijos procesus kaita lėmė dviejų – atitikties ir principingumo – etikos vadybos strategijų derinimo viešajame administravime įsitvirtinimą. Teoriniame kontekste daugiau dėmesio skiriama minėtų etikos vadybos strategijų priemonių, procesų ir struktūrų institucionalizavimui, išplėtojant priemonių etikos infrastruktūros sampratą, identifikuojant integralios etikos vadybos sistemos (grindžiamos formaliomis ir neformaliomis priemonėmis) veiksmingumo sąlygas kuriant etišką organizacijos kultūrą.

Naujojo viešojo valdymo paradigma paaiškino etikos vadybos prielaidas reguliuoti elgesio normas ir standartus institucionalizuojant etikos vadybos priemones, procesus, struktūras, tokiu būdu kuriant etikos klimatą ir etišką organizacijos kultūrą. Remiantis *institucionalizmo teorija* pateikiama etikos vadybos taikomų strategijų konceptualizacija pagrindė jų institucionalizavimo procesus bei atskleidė organizacijų etikos visumą ir kontekstą organizacijoje. *Tinklų-grupių teorijos* kontekste identifikuota etikos vadybos priemonių dermė su kitomis vadybos priemonėmis, kaip nuoroda į etikos vadybos integralumo svarbą. Be to, etikos vadybos praktikos buvo atskleistos per etikos klimato konstruktą, siejamą su organizacijos kultūra.

2. *Formuojama integrali etikos vadybos sistema savivaldybėje (vietos savivaldos lygmens viešojo administravimo organizacijoje) apima politinį ir administracinį lygmenis (savivaldybės atstovaujamąją – sprendimų priėmėjų, ir vykdomąją – sprendimų įgyvendintojų, institucijas). Būtent nuoseklus priemonių, procesų ir struktūrų integravimas ir integralumo palaikymas yra viena pagrindinių etikos vadybos veiksmingumo sąlygų. Etikos infrastruktūros, etikos vadybos (priemonių, procesų ir struktūrų) kaita ir plėtra integralumo kontekste yra lemiamos taikomų etikos vadybos strategijų dermės ir vadovo palaikymo lygio.*

Formuojant šiuolaikinių organizacijų etiką konstruojamos etikos vadybos sistemos, kurių priemonės, procesai ir struktūros suponuoja individų veiksmų ir elgsenos pobūdį, organizacijos narių (ne)toleranciją etikos pažeidimams, jų padariniams ir poveikiui. Integrali etikos vadybos sistema apima vadybos priemones, skirtas etiškai visos organizacijos aplinkai skatinti ir stimuliuoti. *Taisyklėmis grįstos priemonės* leidžia išvengti neetiško elgesio, yra pagrįstos pesimistiniu požiūriu į žmogaus prigimtį, akcentuoja išorinę kontrolę (įstatymai, griežti elgesio kodeksai, griežtos procedūros), o *vertybėmis grįstos priemonės* stimuliuoja etišką elgesį, siejasi su optimistiniu požiūriu į žmogaus prigimtį, pabrėžia vidinę kontrolę (seminarai ir mokymų sesijos, ambicingi etikos kodeksai, individualios treniruotės). Užtikrinus sistemos kompleksiškumą, darną ir vadybinių priemonių įgalinimą, galima suponuoti teigiamą veiksmų pobūdį (re)konstruojant organizacijos kultūrą, padėti iškomunikuoti etikos standartus, sutvirtinti organizacinius susitarimus, įgalinti realiai veikti etikos kodeksus ir kitas etikos vadybos priemones. Ši sistema yra veikiama išorinių faktorių (dominuojančios visuomenėje elgesio tradicijos, konkurencijos) ir vidinių veiksnių (personalo vadybos ypatumų, veiklos vertinimo normatyvų, motyvacijos ir sąmoningumo dėl veiklos rezultatų, individų moralinės brandos lygio, skepticizmo / pasyvumo ir pan.).

Viena iš svarbiausių etikos vadybos veiksmingumo sąlygų yra vadovo vaidmuo, kadangi jis turi galią formuoti etikos vadybos nuostatas ir procesus, turinčius įtakos etikos reikšmei organizacijos viduje ir išorėje, lemiant organizacijos narių ir visuomenės (ne)pasitikėjimą sprendimais. Siekiant integralumo, būtina stiprinti šiuos etikos vadybos sistemos aspektus: etikos vadybos, kaip integralios į organizacijos procesus orientuotos sistemos, suvokimą, politikų ir tarnautojų požiūrį, atkoduojant kuriamas vertes; kurti etikos vadybos mechanizmus, kurie mažintų atotrūkį tarp to, kas turi būti (formalus požiūris diegiant etikos vadybos priemones), ir esamos realybės. Taigi, viena iš integralios etikos vadybos veiksmingumo sąlygų – tai sąmoningas tarnautojų ir politikų šios sistemos, kaip kuriančios pasitikėjimą, institucijos reputaciją, padedančios priimti etiškus sprendimus, naudos organizacijai suvokimas. Būtent šio suvokimo formavimui didelę reikšmę turi vadovo vaidmuo ir etikos vadybos priemonių nuoseklus institucionalizavimas į organizacijos procesus kuriant etišką organizacijos kultūrą.

3. *Išanalizavus etikos vadybos elementų raišką savivaldybių kontekste (administraciniu ir politiniu lygmenimis), identifikuotas pakankamas teisinio reglamentavimo (kodavimo) ir etikos institucionalizavimo (struktūrų kūrimo) lygis, tačiau užfiksuotas ir etikos vadybos priemonių diegimo fragmentiškumas, stokojama sisteminio požiūrio organizaciniu lygmeniu, taip pat etikos vadybos priemonių vertės suvokimo kuriant (formuojant) etikos vadybos praktikas (tinkamą etikos klimatą ir etiškos organizacijos kultūrą).*

Savivaldybės politiniu ir administraciniu lygmenimis daugiausia dėmesio skiria teisės normų laikymosi priežiūrai individo lygmenyje ir procesiniams

veiksmams, vadovaujantis etikos vadybos priemonėmis (normatyvinė prieiga). Svarbiausiais veiksniais, trukdančiais etikos vadybos priemonių, procesų veiksmingumui savivaldybėse (kuriant ir palaikant etikos klimatą), galima laikyti:

administraciniame lygmenyje:

- etika suvokiama kaip ne esminis, o šalutinis veiklos objektas (tą suponuoja nepakankamai gilus etikos vadybos suvokimas);
- etikos standartai laikomi tik formalumais;
- etikos kodeksuose pasigendama praktinio pritaikomumo gairių;
- etikos priemonių diegimas suprantamas kaip tam tikrų formalių funkcijų įgyvendinimas, kuris atitinka etikos vadybos strategijos nuostatas, nediskutuojant apie priemones, kurios iš esmės gali skatinti etišką elgesį taip stiprinant institucijos reputaciją;
- per mažas dėmesys etiškam elgesiui žmogiškųjų išteklių valdymo procese (ypač motyvavimo ir vertinimo etape);
- etikos mokymų turinys sunkiai panaudojamas praktikoje;

politiniame lygmenyje:

- etika laikoma individo moralės klausimu;
- formuojant politiko etiško elgesio nuostatas, visgi stokojama profesionalaus etikos išmanymo;
- elgesio kodeksai tampa papildomu ir nereikšmingu dokumentu;
- etikos komisijų funkcijos ir jų praktika labiausiai orientuotos į reglamentuotų formalių funkcijų atlikimą, tačiau retai atliekamos šios funkcijos: konsultavimas, švietimas, prevencija.

Etikos vadybos sistemos procesai yra neatsiejami nuo etikos vadybos priemonių kaip instrumentų, naudojamų procesuose (veikloje), ir etikos vadybos struktūrų kaip subjektų, naudojančių instrumentus ar skatinančių jais naudotis procesuose (veikloje). Procesai glaudžiai siejasi su priemonėmis, kadangi teisinis reglamentavimas dažnai yra unifikuotas ir nedalijamas pagal tris etikos vadybos elementus. *Kaip procesai vyksta konkrečiu atveju savivaldybėse, labai priklauso nuo situacijos, jos veikėjų ir sąlygų, kurios aiškinamos egzistuojančiais teisės aktais, todėl atsiranda struktūros, prižiūrinčios (kontroliuojančios) procesus.* Sprendimų priėmimas – esminė tiek politinio, tiek ir administracinio lygmens atstovų veiklos sritis, reikalaujanti ypatingo dėmesio etiniams aspektams. Nacionaliniai ir savivaldybių instituciniai teisės aktai (įstatymai, kodeksai, nutarimai), taikomi sprendimų priėmimo procese, atspindi etikos vadybos procesų komunikacijos dimensiją. Komunikacijos dimensijai priskiriamas formalių etikos vadybos priemonių (vertybių, misijos, vizijos, etikos kodekso, elgesio kodekso, etikos standartų, etikos programos) taikymas. Vienas svarbiausių etikos standartų sprendimo priėmimo procese yra etikos principų (vertybių) suvokimas ir laikymasis.

Etikos vadybos struktūros savivaldybėse veikia pagal reglamentuotus reikalavimus, tačiau jų misijos identifikavimas ir veiklos poreikio suvokimas – vis

dar problemiškas fenomenas, kurio sprendimui pasigendama ir pačių struktūrų narių motyvacijos. Etikos vadybos struktūros – tarybos etikos komisijos integravimas į savivaldybės tarybos veiklas (sprendimų rengimo ir priėmimo procesus), formuojant tarybos narių etiško elgesio nuostatas, stokoja profesionalaus etikos išmanymo. Tai tampa priežastimi apsiriboti formalių (ribotų) komisijos funkcijų vykdymu, orientuojantis į politikų atitikties etikos kodeksui stebėseną ir kontrolę (vykdant mažai konsultacijų, neorganizuojant mokymų ir t. t.). Antikorupcinę politiką savivaldybėje formuoja antikorupcijos komisija, kuri vykdomoje prevencinėje veikloje naudoja šviečiamojo pobūdžio edukacines priemones, formuojančias nepakantumo korupcijai nuostatas, o į jų įgyvendinimą įtraukiami savivaldybės administracijos skyriai. Pagrindinės kliūtys komisijų veikimui yra šios: komisijų sudėties formavimo klausimai, sukeliantys problemines situacijas etikos pažeidimų nustatymo, svarstymo kontekstuose; komisijų narių neigiamos nuostatos į darbą komisijoje kaip apie papildomą, primestą darbą, formuojančios nusiteikimą atlikti veiklas tik formaliai; komisijų darbo rezultatų reikšmingumo suvokimo ir deklaravimo savivaldybėje stoka, mažinanti narių motyvaciją tinkamai atlikti komisijai priskirtas funkcijas; vadovų aiškiai išreikštos paramos komisijos darbui ir sprendimams stoka, paremta vadovų etinių normų raiška, kuriant etikos klimatą, pagrįstą aiškiomis taisyklėmis, ir įgyvendinant etikos vadybos priemones, taip pat komisijų veikimas kaip atskirų segmentų.

4. *Identifikuojant ryšius tarp etikos vadybos sistemos formalių ir neformalių priemonių integralumo kontekste nustatyta, jog būtina jų dermė etikos politikos kontekste, nenutrūkstamumas, vadovų palaikanti pozicija.*

Integralios etikos vadybos sistemos veiksmingumo sąlygos – institucionalizavimas priemonių, procesų, struktūtų bei jų dermė ir palaikymas.

Tam būtina užtikrinti pasirinktos strategijos tęstinumą, sukurti atitinkamą etikos kultūrą ir etikos klimatą, kurie padėtų išnaudoti formalias ir neformalias etikos vadybos elementų priemones.

Formalios (normatyvinės etikos) priemonės reglamentuoja etišką elgesį (įstatymai, etikos kodeksai, teisiniai dokumentai, institucijos). Etika (formaliai) yra integruojama į sprendimų priėmimą (politiniu lygmeniu), į valdymo funkcijas, tokias kaip planavimas, organizavimas, vadovavimas, kontrolė (administracijos lygmeniu). Esamos struktūros kontroliuoja (prižiūri) politikų ir administratorių etišką elgesį bei formuoja etikos politiką, etikos kultūrą ir etikos klimatą savivaldybėje. Išorinės nacionalinės struktūros (institucijos) veikia kontroliuodamos, konsultuodamos, reguliuodamos savivaldybės politikų, tarnautojų elgesį. Priemonių taikymo ir struktūrų veiklos veiksmingumo sąlygos ir trukdžiai lemia galutinį etikos vadybos rezultatą.

Neformalios etikos vadybos priemonės integruojamos į tarnautojų atrankos, komunikacijos procesus. Didelę reikšmę turi vadovo atsakomybė – palaikymas

ir asmeninis pavyzdys (politiniame lygmenyje), etikos vadybos priemonių institucionalizavimas ir įgyvendinimas per valdymo funkcijas (administracijos lygmenyje).

Tyrimo rezultatai rodo, kad etikos vadybos sistemos priemonių, procesų integravimas į savivaldybių veiklas suvokiamas kaip papildoma administracinė našta, kuri neprisideda prie savivaldybės tikslų siekimo. Veiklos savivaldybių tarybų etikos komisijose gana dažnai suprantamos kaip nereikšmingos – politikų veikla taryboje nėra jų pagrindinė darbo vieta, todėl integruojant į jų veiklas etikos vadybos sistemos priemones iškyla prioritetų nustatymo klausimas dėl ribotų išteklių (laiko, finansavimo). Savivaldybių administracijos tarnautojams tai tampa papildoma užduotimi (funkcija), pavyzdžiui, teisės aktų projektų antikorupcinis vertinimas, kuri reikalauja iš tarnautojo papildomų laiko sąnaudų ir žinių (teisinių, analitinių ir pan.). Taigi etikos vadybos priemonių formalus institucionalizavimas vadovui (administracijos direktoriui) gali tapti iššūkiu dėl ribotų išteklių (personalo įgūdžių ir žinių, finansavimo). Todėl tik įveiklinus neformalias priemones (pavyzdžiui, komunikaciją) būtų galima sukurti veiksmingą etikos vadybos integralią sistemą.

5. *Integralios etikos vadybos sistemos formavimas savivaldybėje priklauso nuo glaudaus etikos vadybos elementų (priemonių, procesų, institucijų) tarpusavio ryšio bei formalių ir neformalių etiškos aplinkos formavimo prielaidų ir mechanizmų dermės politiniame ir administraciniame lygmenyse.*

Etikos vadybos priemonės savivaldybėje, institucionalizuotos administraciniu ir politiniu lygmenimis praktikoje, kuria etišką bendravimo ir bendradarbiavimo kultūrą savivaldybėje, paremtą etiniu jautrumu, atvirumu ir pagalba klientui, o vadovavimasis standartais suvokiamas kaip reikalavimas darbo specifikai. Politinio lygmens atstovai akcentuoja asmeninės etikos svarbą ir orientaciją į suinteresuotąsias šalis. Politiniame lygmenyje stipriausias ryšys nustatytas tarp mero, kuris vadovaujasi neformaliomis etikos vadybos priemonėmis, ir etikos klimato, orientuoto į komandos interesus. Savivaldybių administracinio lygmens atstovai tarnautojai akcentavo įstatymų viršenybės, viešojo intereso principus ir veiksmingumą, stipriausias ryšys identifikuotas tarp vadovo, kuris savo veikloje remiasi formaliomis etikos priemonėmis (įstatymais, kodeksais), ir veiksmingumo. Pažymėtina, kad santykiai, paremti įstatymais ir aiškiais etikos standartais, kuria etikos klimatą, orientuotą į veiksmingumą bei rezultatus, ir atitinka naujojo viešojo valdymo paradigmą.

Taigi, formalių etikos priemonių diegimas ir įgyvendinimas savivaldybės politiniame ir administraciniame lygmenyse lemia atitikties etikos vadybos strategijai palaikymą. Tačiau neatitikimai praktikoje (tarp to, kas turi būti ir yra) paaiškina visuomenės nepasitikėjimo savivaldybių veikla ir sprendimais priežastis. Modernioje savivaldos sistemoje būtina užtikrinti ne tik formalių, bet

ir neformalių priemonių, procesų vientisumą, įgalinant abiejų lygmenų vadovų palaikymą ir komunikacijos procesus, kaip mechanizmus etikos vadybos integralumui užtikrinti.

Mokslinės literatūros analizė patvirtino ginamąjį teiginį, kad etikos vadybos sampratų įvairovė neleidžia suvokti koncepto vienareikšmiškai. Integralios etikos vadybos sistemos apibrėžtis yra kompleksinė, apibrėžianti jos elementų dermę, papildomumą. Integrali etikos vadybos sistema apima dvi strategijas (orientuotą į atitiktį ir į vertybes) ir jų tarpusavio dermę politiniame ir administraciniame lygmenyse, kaip vieną iš sistemos veiksmingumo sąlygų.

Empirinio tyrimo rezultatai patvirtina ginamąjį teiginį, kad etikos vadybos priemonės, procesai ir struktūros praktikoje veikia fragmentiškai, nesuformuodami integralios etikos vadybos sistemos, apimančios dvi etikos vadybos strategijas. Šiuo metu dominuoja viena etikos vadybos strategija – orientuota į atitiktį ir pagrįsta teisiniu reglamentavimu, formaliomis priemonėmis, jų institucionalizavimui skiriamas pagrindinis dėmesys (pvz., mokymai, papildomi aiškinamieji dokumentai ir t. t.), o pačių savivaldybės administracijos darbuotojų ir tarybos narių ji identifikuojama kaip administracinė našta. Tyrimo metu nustatyta, kad viena iš integralios etikos vadybos sistemos (jos formavimo ir palaikymo) veiksmingumo sąlygų yra etiška lyderystė – vadovo požiūris į etikos vertybes, etiško elgesio skatinimą, etikos struktūrų veiklos palaikymą lemia etiškos kultūros raišką administraciniame lygmenyje (orientacija į vertybes), o politiniame lygmenyje vadovo vaidmuo etikos vadyboje yra labiau formalus (orientacija į atitiktį). Tai rodo, kad neformalios priemonės, formuojančios dialogo kultūrą, ir institucijos reputacijos modelių diegimas gali sumažinti atotrūkį tarp privalomybės ir realios praktikos bei formuoti etišką kultūrą.

REKOMENDACIJOS

Rekomendacijos valstybės etikos politikos formuotojams ir įgyvendintojams LR VTEK, LR STT:

1. Rekomenduojama parengti etikos vadybos savivaldybėje gaires, kurios padėtų vietos savivaldoje formuoti etikos politiką, numatyti jos įgyvendinimo formalias ir neformalias priemones ir jų dermę, siekiant padidinti etikos vadybos veiksmingumą, kuriant savireguliacijos mechanizmus, kurie integruojami į veiklas ir organizacijos kultūrą. Tokiu būdu būtų sumažintas etikos vadybos priemonių diegimo fragmentiškumas.

2. Sustiprinti vadovų (mero, administracijos direktoriaus, skyrių, departamentų vadovų) vaidmenį etikos vadybos priemonių, procesų, struktūrų institucionalizavimo procesuose, organizuojant praktinius mokymus, atskleidžiant etikos vadybos ne kaip formalių priemonių, kurios, jų nuomone, didina administracinę naštą, diegimą, o kaip kuriančios savivaldybei pridėtinę vertę (pasitikėjimą, reputaciją, skaidrumą ir kt.).

3. Rekomenduojama atlikti etikos vadybos sistemos vertinimą. Tai leistų įvertinti, kaip įgyvendinamos etikos vadybos gairės taikant atitikties ir vertybių vadybos principus. Rekomenduojama vykdyti socialinį etinį auditą, leidžiantį nustatyti, koks yra intervalas (neatitikimas) tarp to, kas deklaruojama (įstatymuose), ir to, kas daroma praktikoje.

4. Rekomenduojama organizuoti nuotolinius etikos mokymus, sukurti e. forumą, kuriame LR VTEK, LR STT pateiktų etinių problemų situacijas (neatskleidžiant asmens duomenų) viešai diskusijai.

Rekomendacijos savivaldybių atstovams:

1. Rekomenduojama formuoti palankesnį požiūrį į etikos vadybos sistemos priemonių diegimą ir įgyvendinimą, politikų ir tarnautojų žinias bei kompetencijas, ypač vadovų ir asmenų, atsakingų už etiką, kompetencijos formavimą, įtraukiant tai į savivaldybių strategijas ir atsižvelgiant į etikos vadybos gaires, jeigu tokios yra.

2. Rekomenduojama formuoti integralią etikos vadybos sistemą, kuri sustiprintų etikos vadybos priemones ir struktūras, pavyzdžiui, į etikos ir antikorupcijos komisijų veiklą savivaldybėje įtraukiant į prevenciją orientuotus veiksmus ir etikos komiteto sudėtį formuojant didžiąja dalimi iš asmenų, nedirbančių savivaldybėje. Pastaruoju atveju būtų užtikrinamas interesų konflikto mažinimas.

3. Rekomenduojama savivaldybių politikams ir tarnautojams periodiškai organizuoti susitikimus dėl institucinių vertybių ir etikos principų interpretavimo, siekiant įsisąmoninti vienodą jų suvokimą.

TOLESNIŲ TYRIMŲ PERSPEKTYVA

Disertaciniame darbe analizuotos etikos vadybos priemonių, procesų ir struktūrų įgyvendinimo praktikos atskleidė daugiau probleminių klausimų, kurių nagrinėjimui tiek viešojo administravimo moksle, tiek vietos lygmens viešojo sektoriaus organizacijų praktikoje turėtų būti skiriama daugiau dėmesio. Būsimuose tyrimuose tikslinga išsamiau nagrinėti probleminius klausimus, kurie disertacijoje buvo pristatomi ir analizuojami fragmentiškai etikos vadybos kontekste.

Rekomenduojami tokie tolesnių tyrimų klausimai:

1. Integralios etikos vadybos sistemos savivaldybėje praktikų geroji patirtis, užsienio ir Lietuvos atvejų analizė.
2. Integrali etikos vadybos sistema bendrame savivaldybių valdymo kontekste, daugiau dėmesio skiriant atstovaujamosios ir vykdomosios valdžios sąveikai ir poveikiui etikos vadybos procesams.
3. Integralios etikos vadybos sistemos veiksmingumo sąlygų, priemonių tarpusavio ryšių ir priklausomybės išsami kompleksinė analizė.
4. Vadovų pozicija ir požiūris į savivaldybių administracijose veikiančias etikos vadybos priemones, procesus, struktūras kuriant etišką aplinką ir pasitikėjimą savivaldybe (atsižvelgiant į tai, kad tyrimo metu atskirai vadovų nuomonė nebuvo tirta, o tarnautojų nuomonė patvirtino, kad vadovo vaidmuo ypač reikšmingas etikos vadybos kontekste).
5. Tęstinis kokybinio tyrimo atlikimas šiaurės regiono savivaldybėse siekiant įvertinti etikos vadybos sistemos veiksmingumą formuojant etišką organizacijos kultūrą.
6. Piliečių ir kitų suinteresuotųjų (pavyzdžiui, verslo, NVO) požiūrio ir pozicijos į etikos vadybos sistemą savivaldybėse kompleksinis tyrimas.

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2015 iki dabar	Šiaulių Jovaro progimnazijos etikos mokytoja.
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Mokslinio domėjimosi sritys:

Etika valstybės tarnyboje; antikorupcinės aplinkos savivaldoje kūrimas; viešojo administravimo organizacijų skaidrumas.

Rita Toleikienė

FORMATION OF INTEGRAL SYSTEM OF ETHICS MANAGEMENT IN THE MUNICIPALITY

Summary of Doctoral Dissertation
Social Sciences, Management (03 S)