

LUX BARCELONA

METROPOLITAN TRANSPARENCY REVIEW

03

| *English edition* |

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THE INTERNATIONAL REFLECTION OF THE PROMOTION OF INTEGRITY

The third issue of the magazine *Lux Barcelona* is a monographic publication on the global dimension of the promotion of public integrity. The Barcelona Metropolitan Area, together with Bogotá, Montreal and Paris, has articulated a network of international cooperation through the Lorenzetti Programme for the exchange of experiences and best practices in the field of transparency, public integrity, prevention of corruption and good governance.

The result of this project is the summary document that forms the pillar of this issue. It systematically presents the initiatives, experiences and best practices that the partners have shared in the framework of the Lorenzetti Programme, which were presented in New York to the United Nations Ethics Office on 20 June 2019.

The summary document is preceded by an introductory article by Gemma Calvet, director of the Transparency Agency, an opinion article by the journalist Joana Bonet and seven “Lighthouses” by the partners and collaborators of the Lorenzetti Programme: Brigitte Bishop, inspector general of Montreal; Jean-Louis Nad-

al, chairman of the French High Authority for the Transparency of Public Life; Yves Charpenel, chairman of the Ethics Committee of elected officials of the Council of Paris; Marie-Françoise Lebon-Blanchard, chief ethicist of the Paris City Council; Fabrizio Dall'Acqua, secretary general and officer for transparency and corruption prevention of the Milan City Council; Jaime Torres-Melo, district supervisor of Bogotá; and Bloomberg Associates.

As in previous volumes, the articles include portraits of the metropolitan reality by the photographer Kim Manresa, illustrations by the graphic commentator Jordi Duró related to the contents of the magazine and a selection of quotes for reflection collected by Gemma Calvet.



“Unfortunately, States cannot die without involving many precious values and many men in their agony. But the amount of irreparable suffering and destruction, both material and spiritual, would be lessened if a sufficient number of responsible men could achieve sufficient lucidity and resolution to prepare and systematically promote that transformation which, luckily, cannot in any case be avoided.”

Simone Weil

“Without nobility of spirit, democracy succumbs to its own freedom.”

Rob Riemen

THE UTOPIA OF INTEGRITY

The *Allegory of Good Government*, a series of three frescos contrasting with the *Allegory of Bad Government*, was painted by Ambrogio Lorenzetti in the city of Siena in the early Renaissance. It portrays a utopia as the ethical ideal for political action by institutions.

The painting *Effects of Good Government* is located in the Sala della Pace of the Palazzo Pubblico, seat of government of the Council of Nine in the incipient Republic of Siena. As described by Maria Luisa Meoni, it represents the ideals of harmonious, serene community coexistence in a territory well governed by a just and non-abusive power.

Four years ago, the expression of the city in the concrete dimension of power and the ethical political ideal expressed by Lorenzetti inspired the beginning of a joint project of the Transparency Agency of the Barcelona Metropolitan Area, the City Council of Paris, the Veeduría (Surveillance Office) of Bogotá and the Office of the Inspector General of Montreal. The Lorenzetti Programme Memorandum that was signed and the involvement of the parties to it allowed us to generate very valuable synergies and contribute to the conclusions we present here, which pose stimulating challenges for 21st-century democracies. The paradigms of transparency and integrity are democratic principles that are in force more than ever at this time of the COVID-19 pandemic.

Citizens have the right to a good public administration and to know how public money is managed. Their participation should be fostered and private interests should be prevented from having undue influence on the public administration. These are challenges that can be met. Changes in public procurement regulations, e-government, the identification of conflicts of interest, the relationship with lobbies and the right of access to information have been strategic issues. In the fight against corruption, broad integrity policies should be based on prevention and on building a new culture of good governance and administration.

We have started from models of guarantee and control services that are very different in functions and size and apply to different geographical and cultural contexts. However, we have been able to draw conclusions that emphasize that making progress in integrity requires autonomy, specialized services and a strong political commitment, and that it is essential to strengthen the training of managers in compliance with ethical codes.

The Lorenzetti Programme has helped us grow and endure; it is an umbrella that allows us to continue working to foster a technically specialized public leadership based on a desire for ethical action.

In June 2019 we were invited by the United Nations Ethics Office to present the conclusions of the Programme and the strategic lines to follow. The Programme is modest and driven by public operators whose duties are related to good governance. Perhaps this small seed is the one that can best guide the great challenges of the tree of global governance. We operate between utopia and the tangibility of positive law. Things are changing and, despite resistance and setbacks, the light of belief in citizens eager for good government on a small and medium scale allows us to have hope and faith in our joint work.

In the recent stage, the city of Milan, which has promoted a comprehensive vision of public integrity, has joined our Lorenzetti network for the exchange of good practices in integrity policies, public ethics and prevention of conflicts of interest. In this new issue of *Lux Barcelona* we wish to extend this capacity for exchange from the ground by fulfilling our responsibility and asking ourselves a constant question: is the promotion of public integrity useful? As always, the citizens will decide.

Lorenzetti placed in his fresco the scheme of the four virtues in the company of peace: prudence, justice, temperance, and courage.

From the Renaissance to the Global Agenda 2030, in which Sustainable Development Goal 16 includes the objective of sound institutions and a culture of peace: on this path we will continue together. We must avoid the permanent risk of a new dark age.

I would like to express special thanks to Rose Gill, of Bloomberg Associates, for her continued support; to Jean-Louis Nadal, former president of the High Authority for Transparency of Public Life in France, for his charismatic leadership against corruption as a result of his long legal career; and to Elia Yi Armstrong, Director of the United Nations Ethics Office, for her conviction that this joint effort is meaningful for the future.

Gemma Calvet Barot

Director of the Transparency Agency
of the Barcelona Metropolitan Area

THE FLOWERS OF GOOD

*“Now, that which imparts truth to the known and the power of knowing to the knower is what I would have you term the idea of good, and this you will deem to be the cause of science, and of the truth insofar as the latter becomes the subject of knowledge; beautiful, too, as are both truth and knowledge, you will be right in esteeming this other nature as more beautiful than either.” (Book VI, *The Republic*, Plato).*

In addition to bread, we should demand books as part of our staple diet, like Victor Hugo, Federico García Lorca, Michel de Montaigne, Emilia Pardo Bazán and Hannah Arendt. The history of humanity cannot be understood without the evolution of thought, which is far more important than economics, productivity curves and macro-financial development. But what place does thought occupy in our mainstream culture today? Current life is dependent on stock markets, inflation and GDP, which have become the real gauges of growth. Of course, this growth does not include intellectual progress, because we have turned our backs on the classic thinkers who held the unshakeable values of goodness, beauty, truth and knowledge.

In *Memoirs of Hadrian*, Marguerite Yourcenar states that almost everything that men have said best has been said in Greek: democracy, literature, philosophy, art, etc. But today the news from Greece that fills our screens is only about the hardship of its citizens and the balancing acts of its politicians. The same can be said of Rome. And in Alexandria the library of Hypatia continues to burn in our inherited memory, a symbol of the destruction of culture, the essential food of humanity that has been relegated to the category of mere entertainment.

The world is now moved by intolerance, heightened by radicalism and/or populist movements that promote xenophobia, inequality, the subjugation of women and the regression of individual rights and freedoms under demagogic banners. All this is cloaked in the ignorance of those who sacralize dogma and feel they possess the absolute truth. However, theirs is a fake truth because they are not driven by the search for certainty or the force of doubt but by the desire to impose a fixed idea.

Citizens at large feel that information is being hijacked by interest groups spreading fake news as a new weapon of mass destruction. The citizens, meanwhile, must prove their innocence and credibility with every breath, responding to an opaque administration that often takes arbitrary action (called errors of the system) rather than ensuring fair justice.

In a world that has lost direction, culture has become the last resort for fighting corruption, revolving doors of politicians and unconstructive hypercriticism. Culture is no longer the property of misanthropic artists starving in garrets. It must now overcome its peripheral condition and take a central place in public policies. It will not only provide a humanist guarantee for upward mobility and civic life, but also act as a preventive measure. Societies should be provided with the tools of an education in excellence. Its transforming power should be fostered for the sake of that idea of good that Plato considered the most beautiful, no longer for its intrinsic meaning but for its extrinsic power, guaranteeing the society of the just, an essential condition of good governance.

Instead of fostering hollow values such as success, money, vanity, ultra-competitiveness and individualistic interest, culture promotes the classical values of civic virtue: *andreia* (courage), *sophrosyne* (moderation or prudence) and *dikaiosyne* (justice). It thus fosters authenticity, accountability and transparency. When power does not foster the common good, it leads to perversion and the mastery of cynics over the naïve.

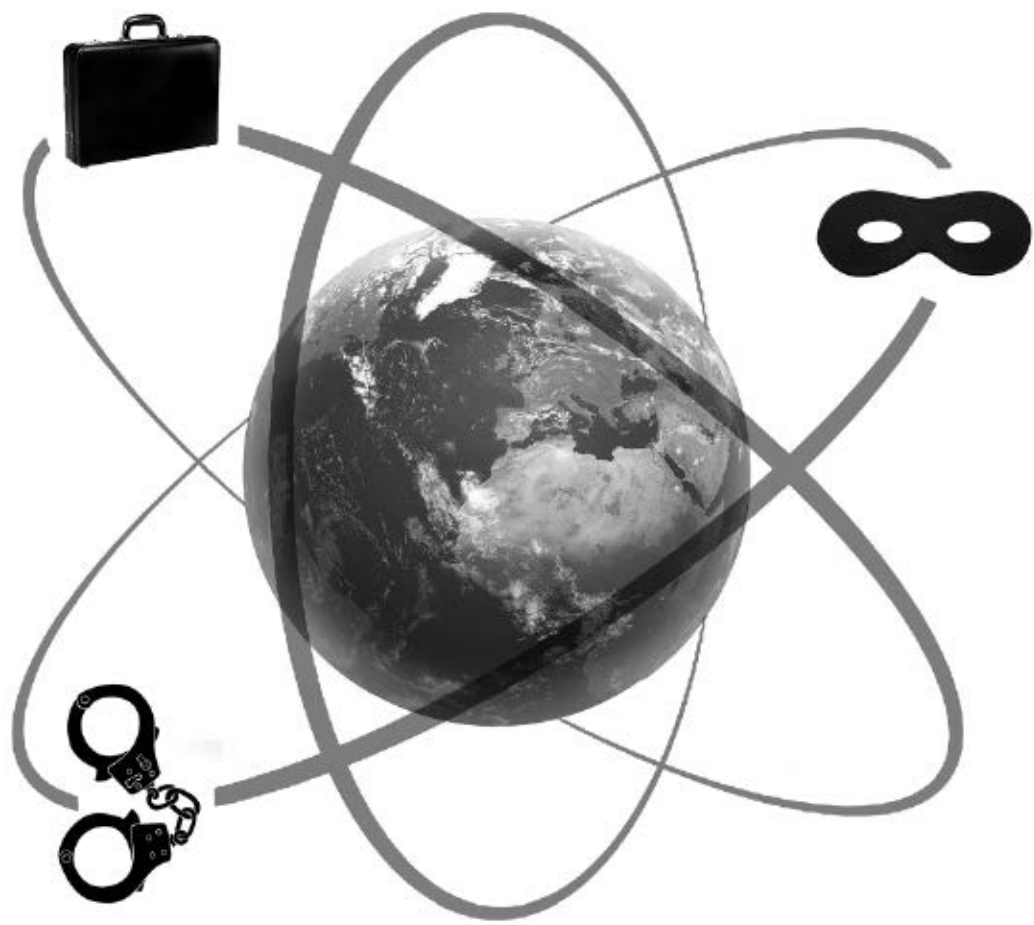
After triumphing in battle as an artillery officer during the Crimean War, Leon Tolstoy could not be decorated because he was in prison for playing chess when on guard. Chess was his emotional refuge. Soon afterwards, he left the army, shocked to find that most of the peasants he met were illiterate. He was then converted, realizing that the most important thing was to do good to others, starting with providing them with a good education, an effective weapon against cruelty. He freed his serfs and set up a school for the illiterate poor on his estate in Yasnaya Polyana. He asked to be buried just like one of them, with no tombstone or obituary. He continued to play chess until his death and, after a very bad streak, he managed to win his last game against his good friend Goldenweiser, a professor at the Moscow Conservatory. He wrote that men vainly seek to improve “through altering the external forms of life, whereas changes in life’s external forms are always a consequence of shifts in consciousness; life is only improved to the extent to which this change is based on modified consciousness.”

The idea of good is driven today from a new public space of volunteer work, associations, crowdfunding and defence of the common good. With the profound conviction of what should be understood by public service, these efforts are spreading a global consciousness based on transparency and accountability.

Bertrand Russell portrayed a high-minded idealist standing for parliament who “is astonished by the cynicism of the electorate which assumes that he only desires the glory of writing the letters “MP” after his name. When the contest is over and he has time to think, it occurs to him that perhaps after all the cynical electors were in the right”. Unfortunately, the vanity that Russell exemplifies so well, in addition to arrogance, lack of dialogue and the often slow and cumbersome operations of the administration, hinders the construction of a new framework for fostering knowledge: the evolution of that consciousness that, according to Tolstoy, is the only one that leads to an improvement in life. Society is demanding an ethics of care that involves putting people’s lives at the centre of politics and requires leaders to alter the order of public priorities and finally eradicate the flowers of evil. Indeed, culture nourishes our existence and, like bread, is part of our staple diet.

Joana Bonet

Journalist



FIGHTING TOGETHER FOR INTEGRITY

Like the Transparency Agency of Barcelona and many other similar organizations, the Office of the Inspector General of the Montreal City Council was created in response to a scandal that broke out in the public sector. The establishment of such institutions is a firm, responsible and courageous gesture for those who want to give the necessary leadership to redress the situation and restore the confidence of citizens in their public administration.

However, even if the initial feeling of indignation at injustices can be mitigated, it would be a serious mistake to forget that corruption, fraud and other evil abuses of all kinds persist over the centuries and across borders. An efficient state cannot be allowed to respond to serious crises through brief

ethical stands, however intense; a well organized crime must be dealt with through sustained, methodical and systematic efforts.

This goal translates into several priorities that require constant attention. Obviously, the key is to value and protect people who face personal consequences because they report unacceptable behaviour for the benefit of the common good. The easiest way for an organism to achieve this is to live up to the trust shown by the individual; that is, to act effectively to stop the problem.

To achieve this, any criminal activities that may arise from time to time must be suppressed. However, institutions must not only *fight corruption*: they must also have a broader vision and *fight for integrity*. They must anticipate

the facts by cultivating ethical reflections in the actors through training and implementation of other preventive measures with the same effect. Integrity ambassadors appointed for this purpose will reinforce the efforts.

However, the dialogue must work in both directions. Individuals and specialists in various fields must be listened to daily on the ground, and their expert advice must be sought. Only in these circumstances will the institutions be able to detect the defects in the system and provide concrete, pragmatic solutions. A programme of cooperation and exchange of best practices, such as the Lorenzetti Programme, is perfectly in line with this philosophy.

In short, having been created as a result of scandals, these institutions know better than anyone that other

similar cases may well arise. Although their fundamental mission is to prevent them, they can only do so by joining forces with others and encouraging a systemic strategy.

Brigitte Bishop



THE HIGH AUTHORITY FOR TRANSPARENCY IN PUBLIC LIFE AND THE EMERGENCY OF A CULTURE OF INTEGRITY IN FRANCE

In a democratic society, ethics and the prevention of conflicts of interest must be fundamental values of general interest. The many political and financial scandals during the period 1990-2000 showed the limits of the French legal framework of integrity and contributed to a crisis of public confidence in public institutions and their officials.

The Law of 11 October 2013 establishing the High Authority for Transparency in Public Life meets public expectations of integrity and exemplarity. Regulating the behaviour of public officials and guaranteeing access to relevant and precise information must be the responsibility of institutions that are independent, but also alive, in contact with reality and capable of showing transparency and integrity.

As an independent body, the High Authority has made a place for itself in the French institutional sphere and has demonstrated its effectiveness. Its

composition, structure and organization are guarantees of its independence and neutrality. As part of its mission to monitor declarations of assets and interests, it has become an institutional tool for disseminating a culture of integrity in the public sphere on both an individual and an institutional level.

The proliferation of regulations related to transparency, ethics and prevention of conflicts of interest (there have been no fewer than eight texts since 2013) can be a source of difficulties for public officials subject to these obligations and for the institutions that have to apply them. It is therefore of crucial importance to carry out a long process of awareness-raising, teaching and learning in order to establish these principles and mechanisms and to promote a new mentality at each level of public responsibility.

It is precisely for this purpose that the High Authority was created as an ethical partner of public officials.

Within the framework of the prerogatives conferred on it by the Law of 11 October 2013 on transparency in public life, it has been able to develop coherent guidelines and gain recognized experience in ethical matters in order to advise public officials on prevention of conflicts of interest. The main objective of preventing conflicts of interest is not to introduce suspicions about public officials but to protect them from criminal, ethical and democratic risks.

The obligations of disclosure imposed on the 15,800 public representatives and officials so that they can exercise their public mission with integrity to serve the general interest must be combined with specific operational ethical advice and guarantees regarding the difficulties that may arise in the exercise of their mission. Declarants to the High Authority may approach it to seek confidential advice on any ethical issues they encounter and on implementing internal mechanisms for the ethical management

of their structures, such as codes of ethics. Since 2017, the High Authority has also been consulted prior to the appointment of senior officials in both ministries and the central administration. Individual opinions are given, recommending preventive measures of varying types: internal disclosure of the interest that leads to the conflict, change of post or—if the risk is high—relinquishing of the interest.

Advice must also be given on the termination or resumption of public functions. The public-private boundary has become increasingly permeable in recent years, and it has become imperative to provide a legal framework for the “revolving doors” between the public and private sectors. Therefore, prior to accepting an appointment in the private sphere, former members of the government or of independent administrative authorities and holders of local executive functions must submit to the High Authority, which checks the compatibility of the new private activity with the previous

public functions. The risk involves not only criminal conflicts of interest but also ethical ones.

This function of providing ethical advice has also been considerably expanded with the High Authority's absorption of the Civil Service Ethics Commission under the Law of 6 August 2019. From 1 February 2020, the High Authority will guarantee the ethical control of all officials. Hierarchical superiors will be the first level of control in cases of departure to the private sector. In case of serious doubts, a reference ethicist may be consulted. The High Authority will intervene as a last resort only if the doubt is not resolved or if the action is justified by the hierarchical level or type of duties of officials exposed to ethical risks.

France therefore now has a solid framework for building a culture of integrity. We must not resign ourselves

to the erosion of citizens' confidence in their public institutions and officials. The latter, with their exemplarity, with transparency, with the spread of this new culture of integrity, have already begun to renew the link with the public, with the ultimate goal of restoring the desire for democracy.

Jean-Louis Nadal



VALUES AT THE CENTRE OF GOOD GOVERNANCE: THE EXAMPLE OF PARISIAN PUBLIC REPRESENTATIVES

Since 2013, a series of laws resulting from France's great move towards transparency in public life have significantly strengthened the mechanisms aimed at preventing and suppressing attacks on the integrity of public service.

The new High Authority for Transparency in Public Life is responsible for collecting and monitoring declarations of interests and assets of public representatives and senior officials. An important role is also played by the national financial prosecutor, who investigates and prosecutes corruption cases, and by the French Anti-Corruption Agency, a national service under the Ministries of Justice and the Economy whose mission is to help legal and natural persons prevent and detect corruption.

As part of this move towards better public governance, in 2014 the mayor of Paris established a mechanism for achieving greater transpar-

ency. The new obligations voluntarily assumed by Parisian public representatives and senior officials are based on a code of ethics adopted in May 2014. Its provisions outline the values that should inspire the mandate of the 163 councillors of Paris and their main collaborators (the 52 members of the municipal government and their deputies).

The code of ethics highlights five fundamental values of persons in public positions: the public interest, which must prevail over their private interests; integrity, which excludes any personal advantage in the exercise of their functions; impartiality, which prohibits involvement in cases in which they have a personal, family or professional interest; independence, which means that they must not be placed in a situation of dependence on any legal or natural person; and exemplarity, which means that they should foster the principles of

the code of ethics in the diligent performance of their functions.

The objective assigned to the new mechanism adopted in 2014 is to translate these fundamental values of good governance into everyday life.

The Ethics Commission of Paris City Hall, established in October 2014, is an independent body composed of five members appointed by the mayor from the Court of Cassation, the Council of State, the Court of Auditors, universities and civil society. Its purpose is to implement these values so as to prevent conflicts of interest.

The public representatives were invited to make a commitment to respect the code of ethics by declaring their interests and those of their spouses, their assets at the beginning and end of their term of office, and any travel and gifts related to the performance of their duties in the city council.

A summary of these declarations is published on the city council website, where they can be consulted by the general public.

In 2017, the commission's area of action was extended to the main collaborators of the mayor and her deputies, all of whom were obliged to submit the declaration, and in 2019 to the collaborators of district mayors and to the ethicists of the mixed (public-private) companies dependent on the Mayor's Office, who can request opinions from the Ethics Commission.

The goal of the Ethics Commission is to provide opinions requested by the municipal executive or by public representatives themselves, as part of the general mechanism established by the Mayor's Office since 2018, especially in relation to the chief ethicist, who ensures compliance with the ethical obligations of the city's 50,000 officials.

Four new programmes have taken on particular importance since 2019.

First, guidelines on conflict of interest and practical tools have been developed in collaboration with the chief ethicist and the High Authority for Transparency in Public Life.

Second, in order to prevent the “revolving door syndrome”, in accordance with the case law of the Public Service Ethics Commission, recommendations have been drafted on the ethical conditions governing the departure of municipal officials to the private sector.

Third, assistance has been given in the drafting of end-of-term declarations with a view to the municipal elections in March 2020.

Finally, national partnerships have been developed with comparable insti-

tutions and organisations of the main French local authorities and with international associations, in particular with the participation of Paris in the Lorenzetti Programme launched by the Transparency Agency of the Barcelona Metropolitan Area.

After five years of operation of the Ethics Commission of the Paris City Council, the affirmation of these values of integrity and transparency promoted by the mayor of Paris shows three encouraging trends.

The first is the success of a demanding declaration mechanism for public representatives, as evidenced by the fact that the Ethics Commission has received and published declarations of interest in 100% of the cases, despite the fact that it is purely voluntary and based on no legal imperative.

The second is the progressive elimination of the distinction between public representatives and officials on the central issue of conflicts of interest, favouring convergence regarding the practical details of real transparency.

The third is the emergence of a true culture of integrity, fuelled by internal and external exchanges of good practices in this area.

The crucial moment for municipal democratic life will be the elections of March 2020, when it will be possible to check once again the efficiency of this move towards transparency in order to foster a political climate that reduces controversies concerning the integrity of Parisian public representatives.

Yves Charpenel



Castellbisbal. Devil's Bridge over the River
Llobregat that connects Castellbisbal to Martorell
© KIM MANRESA

WHAT DOES INTEGRITY MEAN FOR THE OFFICIALS OF THE PARIS CITY COUNCIL?

Although the honesty and integrity of public employees are values that all authorities proclaim clearly and forcefully through laws, guidelines and codes of ethics, these values must be effective and their application must be measurable.

This positive initiative is part of an often-reaffirmed objective of the Mayor of Paris to achieve good governance and risk control. The independent French Anti-Corruption Agency and the French Court of Auditors are responsible for verifying compliance with this objective through the Compliance Programme, whose implementation was recently assessed.

1. Instruments

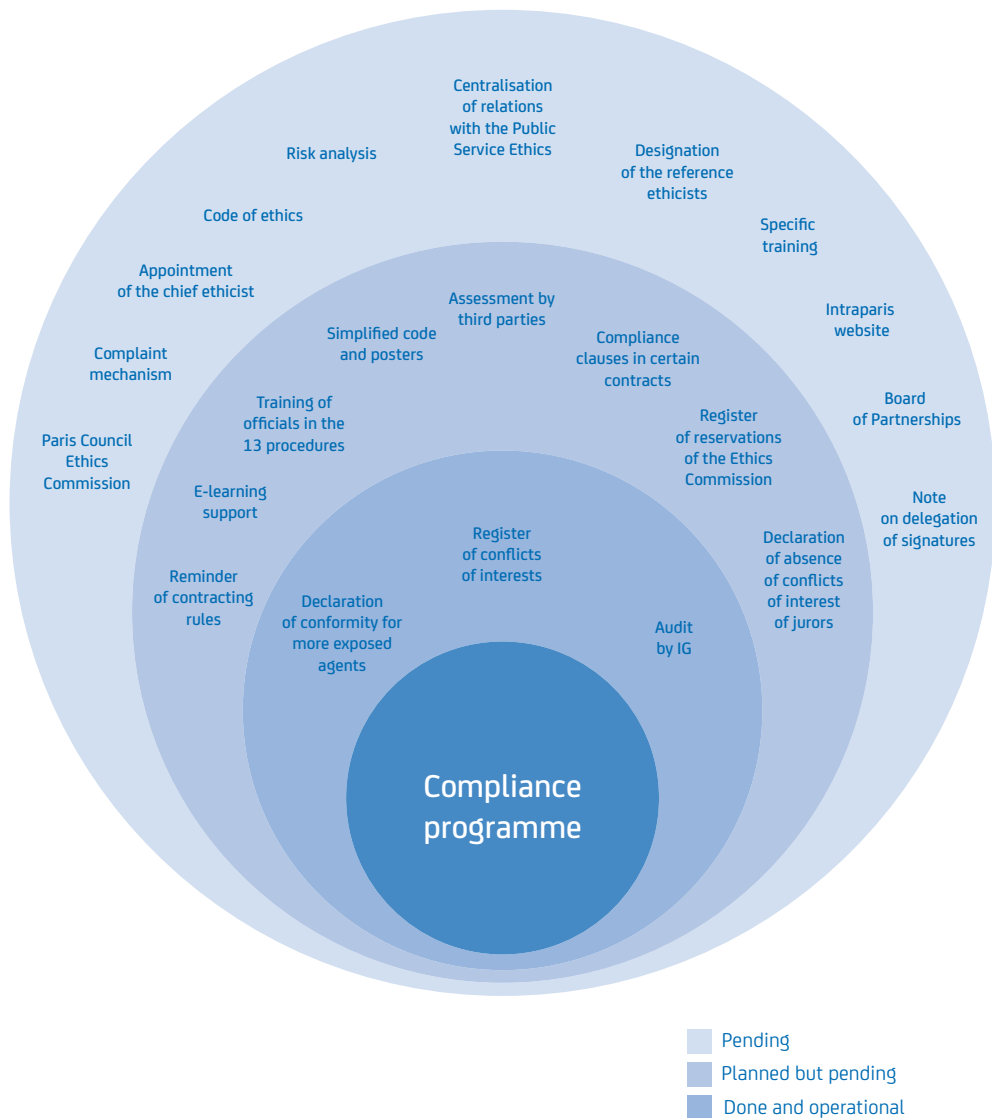
The code of ethics for officials of the Paris City Council was rewritten and published in May 2019 with the participation of the city's twenty directorates and their representatives. It

was approved by the trade unions representing the employees of the Paris City Council. It was also validated by the High Authority for Transparency in Public Life, an independent authority created as a result of a scandal affecting various French politicians.

This Parisian code of ethics has even been simplified and presented in comic book format to facilitate its adoption by officials. Last spring, a communication campaign was launched, offering online learning resources, a video, and in the near future a chat room or live question and answer session.

Training is also essential for developing a culture of ethics. General training is offered to executives and new recruits, and specialized training is offered at the request of the services according to the ethical risks envisaged in the analysis. Technical data sheets are prepared for most cases that

One year after its approval, an assessment of the implementation of the compliance programme



arise (multi-employment, departure to the private sector, conflicts of interest, etc.) and are made available to senior officials and their staff.

2. Mechanism

Central control is vested in the General Secretary's Office, which is responsible for implementation. The General Secretary's Office draws up circulars addressed to all directorates, which apply them through the directors and through the network of designated reference ethicists who are at the service of the 55,000 public servants of the Paris City Council.

Though this initiative is political in nature because it stems from a decision of the Mayor's Office, it was taken by an honorary magistrate who was appointed chief ethicist by the mayor. The independence of the ethicist is an important asset because her goal is to strengthen the trust of officials.

Human resources devoted to ethics are becoming increasingly important. Currently, for example, the ethicist has a team of three people, including two mission managers, who listen to, accompany and advise officials in the prevention of ethical risks. A special email address allows all officials to consult the chief ethicist in total confidentiality. Online reporting mechanisms are currently in place in a confidential space for dealing with gift, travel and invitation issues. Each member of the Paris City Contracting Committee must submit a declaration that they have no conflicts of interest.

3. The effectiveness of ethical work

The ethical principles proclaimed have value only if they are applied, monitored and verified. That is the only way to maintain or even regain the trust of our fellow citizens in the public sector. Below we present some figures that illustrate the growing im-

portance that the officials of Paris City Council attach to ethical issues.

In France, as with all state officials in the public hospital service or regional services, when employees of the Paris City Council (statutory or non-statutory staff) want to move to the private sector, which is commonly known as the “revolving door syndrome”, they must obtain the authorization of the Public Service Ethics Commission.

The general secretary of the Paris City Council has set up a circuit (in which the involvement of the Department of Human Resources is mandatory) to process the case and ensure that there are no conflicts of interest between the work of the official in the Paris City Council and the planned new occupation in the private sector and, furthermore, that there is no lack of knowledge of ethical principles.

To this end, a reasoned opinion

is requested from the chief ethicist to assist the commission in taking its decision. Thirty opinions have been issued on a total of more than fifty consultations of the Public Service Ethics Commission. We can illustrate this with two real examples:

– A senior official who has participated in the announcement of a future private or mixed (public-private) company will not be able to join this company due to a conflict of interest, as he could be committing a crime.

– An official of the Paris City Council specialized in circular economics who decides to join a private recycling company will not be able to maintain dealings with the City Council in his future professional activity, nor will he be able to disclose information about his previous work at the City Council.

Above all, the chief ethicist can and must guarantee respect for ethical standards. Here is a real example: The mayor of Paris, asked by a Parisi-

an woman about the legality of a real estate operation, commissioned an investigation by the secretary general. As a result of this investigation, the ethicist responded to the citizen that the ethical principles had not been violated.

What is foreseen for the future?

A reform involving the transformation of public service will be implemented in France as of February 2020. It is planned to replace the Public Service Ethics Commission with the High Authority for Transparency in Public Life. The role of the chief ethicist will be promoted throughout the career of civil servants, from their incorporation. She must be consulted on certain positions, can express any serious questions that are raised and will pass them on to the High Authority for Transparency in Public Life. In Paris, it is planned to establish an advisory council to assist the chief ethicist in drawing up opinions. In addition, the Office of the Secretary General

will play a key liaison role between the Ethics Commission of the Paris Council, chaired by Yves Charpenel, and the chief ethicist.

The Paris City Council is actively preparing for this reform, which, without violating legal and jurisprudential principles, requires a rapid and effective adaptation of the ethical mechanisms. As pointed out by the UN Ethics Office, the Paris City Council will, like other members of the Lorenzetti network invited to New York, be exemplary and innovative in its ethical approach to good governance.

*Marie-Françoise
Lebon-Blanchard*



THE EXPERIENCE OF MILAN CITY COUNCIL IN FIGHTING CORRUPTION AND DISSEMINATING INTEGRITY RULES

In the firm conviction that effectively fighting corruption involves not only repressive actions but also preventive ones, in January 2014 the Milan City Council approved the three-year Anti-Corruption and Transparency Plan, which is updated annually.

The plan was approved by the Plenary Session of the Council at the proposal of the Secretary General responsible for Anti-Corruption and Transparency. It was the result of an analysis shared with all municipal executives, taking into account the external and internal context of the administration, the strengths and weaknesses of the work processes, and the indications of the Anti-Mafia and Pro-Transparency Committee and of the various agents related to the corporation.

The Anti-Corruption and Transparency Plan of the Milan City Council is a very specific tool that identifies

- the areas of activity exposed to the highest risk of corruption,
- the organisational measures to be taken to prevent or reduce the possibility of corruption,
- the timetable for implementing the measures and
- the executives responsible for implementing the measures.

A strong point is the involvement of all the municipal political bodies and all employees responsible for sharing and implementing the rules of the plan, whose main objectives are to create an unfavourable environment and a reduction of opportunities for corruption, and to uncover any cases of corruption that occur within the corporation.

With the support of the Internal Audit Department and a risk manager, the Milan City Council has developed a particularly effective method for assessing the risk of corruption. In order to identify the degree of exposure to this risk, this method takes into account the discretionary or non-discretionary nature of administrative activity, the existence of transparency rules, the presence of economic interests of third parties, the existence of conflicts of interest and the status of application of the anti-corruption measures provided for in the plan.

The City Council, which has also adopted an ethical code of conduct, invests heavily in the training of its staff on issues specific to fighting corruption and ethical values, in the awareness that fighting corruption presupposes above all a process of cultural maturity.

The main measures envisaged in the plan include those related to staff turnover; control measures, intro-

ducing transparency rules, integrity agreements for public contracts, controlling post-resignation interests, and reporting illegal acts.

With regard to the last measure, the Council allows its employees and the staff of economic operators who have contracts with the corporation to report illegal facts of which they have knowledge through a computer platform that guarantees the confidentiality of the data of the reporting person, thus allowing abuses of public power to be revealed.

In conclusion, the anti-corruption strategy applied in recent years has been very positive and the transparency measures have strengthened the confidence of citizens in the Council and of employees in their superiors. The feeling of belonging and pride has helped, even abroad, to offer the image of a reliable and efficient city that is impervious to illegal proposals.

Fabrizio Dall'Acqua



Santa Coloma de Cervelló. Crypt of the
church of the Colònia Güell (Antoni Gaudí)
© KIM MANRESA

BOGOTÁ IS COMMITTED TO IMPLEMENTING THE DISTRICT PUBLIC POLICY OF TRANSPARENCY, INTEGRITY AND NON-TOLERANCE OF CORRUPTION

Bogotá approved the District Public Policy of Transparency, Integrity and Non-Tolerance of Corruption, in accordance with the city's sustainable development agenda. The policy focuses on rights and has two central commitments: open government and a culture of integrity. Under the leadership of the Veeduría Distrital (District Oversight Office), the policy was based on a broad strategy of participation by citizens and strategic actors.

The policy establishes a ten-year road map for the city aimed at increasing transparency, implementing preventive actions, moving towards a culture of integrity, and contributing to good governance. The strategies should be based on shared norms and values, with responsibilities and commitments being held by all actors—especially decision makers—in the public and private sectors and in civil society.

1. A local commitment to transparency

The central objective of the policy is to strengthen institutions in order to mitigate the negative impact of corrupt practices in the public and private sectors and among the general public. The policy has four specific objectives: (i) to move towards open government, (ii) to achieve a culture of integrity, (iii) to implement anti-corruption measures and (iv) to strengthen institutional capacities to prevent corruption.

The preparation of the policy involved recognizing the problem of corruption in the city and making the decision to address it with a long-term planning tool based on prevention. As corruption affects the direct relationship with citizens in access to goods and services in the area, threatening trust in institutions and sustainable development, it was considered essential for the city to develop a local commitment to transparency. The policy

is therefore committed to open government, with more transparent and accountable institutions and open and participatory decision making.

Based on a diagnosis and using the strategy of citizen participation, the problems were identified and the information was analysed from seven perspectives: human rights, gender rights, population rights, differential rights, territorial rights, environmental rights and cultural rights. This analysis provided a greater understanding of the problems and a more comprehensive approach to improving the living conditions of citizens. The individual was recognized as a subject of rights, with his or her specific particularities and needs, and public policy was seen as the tool for removing barriers to the effective enjoyment of these rights that are caused by corrupt practices.

Transparency measures must therefore be accompanied by measures to

strengthen people's capacity to act on available information and spaces for participation. Actions to guarantee the right of access to public information include the generation of information that meets quality and accessibility requirements. This is essential when the information is used to guarantee fundamental rights and carry out processes of social control.

2. Integrity for good governance

One of the aspects highlighted by citizens during the preparation of the policy was the lack of integrity of public officials and the high perception of corruption. In order to consolidate the open government model in Bogotá, it is therefore necessary to strengthen the culture of integrity in public and private entities and among the general public.

The generation of information without standards of quality, accessibility and ethics directly affects the

trust people place in institutions. The policy therefore adopts the integrity framework promoted by the Organization for Economic Cooperation and Development (OECD). Based on this system, Bogotá will implement an integrity strategy and preventive guidelines. It will also develop shared standards and values for the district public sector, including responsibilities and commitments of all actors, especially decision makers. This action must be accompanied by a culture of integrity that embraces the public and private sectors and civil society.

International conventions against corruption have promoted measures of co-responsibility of the private sector. Of the companies surveyed in the diagnosis, 96% considered that bribes were offered in the business environment and that in 53% of cases the bribes result from direct or indirect requirement by public officials to offer some benefit or carry out cumber-

some official procedures. Despite the above, only 47% of companies have plans in place to counter bribery.

Public policy is therefore an ideal instrument for strengthening governance, sharing responsibility in the fight against corruption, strengthening district institutions and encouraging the active participation of citizens. Multi-level governance is a key element in generating spaces for coordinating the actions of national and local actors and district entities, with the involvement of civil society and the private sector.

Jaime Torres-Melo



INTEGRITY: A CITY'S CORE VALUE

Integrity must be the bedrock upon which government operates, for government functions best when citizens trust their government and where everyone operates on a level playing field. As cities expand the quality and scope of services, they must also invest in corresponding oversight to ensure that government is transparent, honest, and efficient. For a government to operate at that level, it is essential to have an effective watchdog to protect and nurture that integrity. Often the watchdog takes the form of an Inspector General's Office (OIG), although there are other effective models. OIGs hold wrongdoers accountable, improve internal controls, and save valuable tax dollars for better and more efficient city services.

In the US, most large cities, including New York, Philadelphia, Baltimore, Miami and Detroit, have estab-

lished OIGs. Those cities, and many others, are members of the national Association of Inspectors General (AIG). The AIG provides a professional certification program, training conferences, a website and a venue where ideas and best practices can be shared. The AIG's vision is to advance accountability in government through independent oversight. The AIG has established principles and standards for operations of OIGs, which it published as an advisory to guide the conduct of OIGs' official duties in a professional manner.

The Bloomberg Associates (BA) Municipal Integrity team has assisted cities internationally in reviewing, building and strengthening integrity systems. In Atlanta, BA worked with the city's Task Force for the Promotion of Public Trust to hold

public hearings, and issued a report recommending the establishment of an OIG. BA worked in the City of Bogotá with the Ombudsman and the Health Secretary on an anti-corruption overhaul of the city's largest public hospital. In the City of Milan, BA assists the procurement and anti-trafficking offices to increase vetting procedures to avoid purchasing goods tainted by human trafficking. BA is also helping to build the Institutional Integrity Office of Lima, a newly established anti-corruption agency. BA is assisting the City of Detroit to manage its criminal record expungement process. BA will be working with the City of Paris, reviewing its integrity system.

Integrity is not like picking up trash or filling a pothole. It is more elusive and has to influence everything a city does. The message must come from

the top and it must be a constant reminder that integrity is the heart and foundation of government.

Bloomberg Associates

“Learn to be kind to good people and tough to tough people. Try to stay as far away from envy as you can, and learn the secret of a genuine smile. [...] Learn that there can be honest failure and embarrassing victory. Learn to ridicule the cynics. [...] However, teach them that for every selfish politician there is a dedicated leader.”

Abraham Lincoln

“Narrow minds devoid of imagination. Intolerance, theories cut off from reality, empty terminology, usurped ideals, inflexible systems. Those are the things that really frighten me.”

Haruki Murakami

Initiatives, experiences and good practice in the implementation of policies of transparency, public integrity, prevention of corruption and good governance

Lorenzetti Programme Synthesis Document

Transparency Agency of the Barcelona Metropolitan Area, Mayor's Office of Paris, Office of the Inspector General of Montreal and Veeduría Distrital of Bogotá

I. Introduction

The Lorenzetti Programme: objectives and goals

The Lorenzetti Programme, promoted by the Transparency Agency of the Barcelona Metropolitan Area, the Mayor's Office of Paris, the Office of the Inspector General of the City of Montreal and the Veeduría Distrital of Bogotá, aims to generate shared knowledge for the development of good governance in the 21st century. To this end, it has established the exchange of experiences and good practice in the implementation of policies of transparency, public integrity, prevention of corruption and good governance.

The promoting institutions, which have different dimensions, powers and formats, are bodies that have assumed responsibility for guaranteeing transparency and public integrity, preventing conflicts of interest, fraud and corruption, and promoting good governance with a local or metropolitan impact. They also share the objective of strengthening mutual collaboration, developing projects of common interest and valuing the nature of the guarantor bodies that they represent. The formalization of this objective is embodied in this programme—named after the Italian painter Ambrogio Lorenzetti, who painted the *Allegory of Good Government*, in the Palazzo Pubblico in Siena—which is based on the exchange of experiences and good practice in the implementation of policies of transparency, public integrity, prevention of corruption and good governance.

The origin of the Lorenzetti Programme is to be found in the First International Seminar on Transparency and Good Governance, held in Barcelona

in 2016, in which some of the heads of the signatory parties participated. This was followed by regular contacts, exchanges of information and dialogue about good practice, the basis for this pilot project having already been established. The following year, in the context of the Second International Seminar, a working meeting was held in which the projects and challenges faced by the respective organizations were presented and all the parties reiterated their will to consolidate these exchanges by signing a Memorandum of Understanding that formalized this collaboration.

There are four top-priority working areas covered by the signed agreement: prevention of corruption, management of conflicts of interest, methodologies for implementing transparency, and promotion of public ethics and integrity.

Within the framework of the Lorenzetti Programme, two face-to-face meetings were held in Barcelona on 10 and 11 May 2018 and on 12 April 2019 to share the progress made in the policies of transparency and public integrity in the participants' respective areas of responsibility, to share the experiences and good practice of each of the parties and to specify strategic lines of work.

The present synthesis is the culmination of these years of collaboration and shared learning and it gathers together the specificities of each of the organizations participating in the Lorenzetti Programme, and their respective contributions to this project involving the exchange of information and experiences. The first part of the document includes the most innovative initiatives that have been promoted by the different bodies in their implementation of the policies of transparency, public integrity, prevention of corruption and good governance. The second part of this synthesis analyses, for each of the seven strategic lines of work, the programmes and actions implemented by each of the parties and the results obtained, as well as the resistances, difficulties and pending challenges identified.

Bodies guaranteeing good governance in Barcelona, Bogotá, Montreal and Paris

Transparency Agency of the Barcelona Metropolitan Area

The Transparency Agency was created in 2015 with the objective of promoting, coordinating and evaluating the implementation of transparency legislation, guaranteeing the right of access to public information and fostering good governance throughout the metropolitan territory.

Its powers go beyond the metropolitan body itself, as it also works with other entities in the fulfilment of its obligations, such as autonomous bodies, business organizations, public service consortia, and service providers. To this end, it relies on the support of the Advisory Council on Metropolitan Transparen-

cy, set up a year later and made up of experts and academics. This Council holds debates, formulates non-binding proposals and sets criteria in relation to the actions assigned to the Transparency Agency. Furthermore, it is fed by a network of workers from all the management areas of the Barcelona Metropolitan Area (AMB) and its related entities and service providers, who are responsible for the implementation of transparency obligations.

As soon as it came into being, the Transparency Agency created the AMB Transparency Portal, interoperable with the Transparency Portal of Catalonia, as a tool that facilitates the right to access information. Among other procedures, it can regulate the processes of management and response to requests for access to public information. It also promoted the creation of a code of ethics and conduct for senior officials and directors of the AMB, and it developed the SERGI programme, an application for monitoring relations with lobbies, given that the law requires the agendas of senior officials and administrative personnel to be made public.

In 2016, with the collaboration of several AMB directors and external experts, it promoted the elaboration of the bases of the Metropolitan Transparency Strategic Plan, while also instigating a programme of subsidies to metropolitan councils; following the indications of the Metropolitan Action Plan (PAM), the Agency established mechanisms of coordination and collaboration with other institutions, especially with the supervision and guarantor entities: Commission for the Guarantee of the Right of Access to Public Information (GAIP), the Catalan Data Protection Authority (APDCAT) and the Anti-Fraud Office of Catalonia (OAC).

Moreover, the Agency took on the promotion of gender equality in the AMB, and promoted the Demeter Programme as an instrument to incorporate the gender perspective in transparency policies and innovative projects of good governance. Another of the measures undertaken was the creation of the Aula de Transparència, a continuous training programme in transparency that organizes conferences, seminars and dialogues. Finally, it publishes *Lux Barcelona*, the metropolitan transparency magazine, and promotes research and ongoing training in transparency, the right of access and good governance as a metropolitan model of governance.

Mayor's Office of Paris

The Ethics Commission of the Council of Paris was created in 2014 and is part of a global system of transparency and corruption prevention that, at the state level, includes the High Authority for the Transparency in Public Life, the French Anti-Corruption Agency and the National Financial Prosecutor's Office.

In the case of Paris, this is a voluntary mechanism, as there is no law obliging the municipality to have such mechanisms in place. However, the politicians subject to this mechanism have an interest in collaborating to demonstrate their will for integrity.

Formed by three magistrates, a professor of Law and a former minister, proposed by the Mayor's Office for a period of six years, its guiding principle is transparency, and to this end it publishes an annual report with all the data it collects.

The Commission's first mission is embodied in three types of declaration: firstly, the declaration of commitment to transparency of the 163 councillors of Paris and the 50 collaborators with the Mayor's Office—they all signed this declaration; secondly, the declaration of interests, which ranges from participation in trade unions to corporate activities, including non-profit organizations, and professional activities (of the signatory and their spouse), among others—this declaration is obligatory and it is published; finally, the declaration of assets at the time of taking office, stating wealth and the origin of assets—also obligatory, although its publication is optional (half of the signatories agreed to publish it).

The second mission is to issue recommendations on potential conflicts of interest arising from these declarations, such as the deontological incompatibility between public and private activity in the same sector by an elected official.

The third mission is to declare the incompatibility between the elected representatives of Paris and access to protected housing. The fourth consists of advising the Mayor's Office in the event of possible conflicts of interest of its councillors in the decision-making processes in which they participate.

The fifth and sixth missions are to respond to queries. On the one hand, those carried out by the Mayor's Office and political groups on the interpretation of the Code of Ethics; on the other hand, those of councillors or collaborators on matters that may affect them. On the basis of these consultations, criteria were established, for example, for the possibility of receiving gifts or invitations.

New technologies are a basic tool for the implementation of the ethics policy and the promotion of transparency. The Paris City Council website provides access to the declarations of assets and interests of elected representatives, annual reports, enquiries, forms, etc. There is also a computerized tool for publishing meetings with representatives of lobbies, as well as a system of alerts that allows officials and the general public to safely make anonymous complaints about malpractice or risks of corruption that they have detected.

Office of the Inspector General of Montreal

The Office of the Inspector General of Montreal was created in 2014 following an administrative corruption scandal that affected the city's municipality. The Parliament of Quebec passed the law creating it, and did so as an independent overseeing body that ensures the integrity of public procurement processes and aims to promote transparency and restore trust between the municipal administration and citizens.

The Inspector General's mandate is to oversee the contracting processes and their execution by the City of Montreal and any related corporations, such as the Montreal Traffic Corporation (STM), the Montreal Housing and Development Corporation (SHDM) and the Jean-Drapeau Park Society (SPJD). It should be borne in mind that the city has almost 40,000 public employees, distributed among its 19 districts and entities.

It aims to maintain and promote accountability and integrity. Its work is based on the trust that citizens must have in public institutions in contractual matters, which is why it supervises integrity in the awarding and execution of contracts. It also works to improve the transparency of municipal activities and decisions, influencing various issues and formulating recommendations and action plans.

The main functions of the Inspector General are to monitor contracting processes and their execution by the city or related corporations; to recommend to the Board of Directors measures aimed at preventing integrity violations in relation to the execution of contracts; to advise on measures designed to promote compliance with legal provisions or performance requirements; to check the application of recommended measures; and, finally, to train members of the Municipal Council, as well as public servants and employees, in order to prevent violations of integrity and know the applicable rules of contracting and execution.

In the performance of its duties, the Office of the Inspector General has the power to demand information and documents from any member of the Council or any city employee; that is, it can make copies of any book, record or file, just as it can access any computer equipment found in the facilities it visits, where it must be given all the assistance that it requires.

Furthermore, the Inspector General has the authority, granted by law, to cancel any process for awarding contracts, or rescind them or suspend their execution, if it determines that the requirements set out in the documentation have not been met or if it considers that the breaches are sufficiently serious to justify these measures. This decision may subsequently be overturned by the Municipal Council.

The independence of the Inspector General is based on various factors: on the one hand, it is regulated by law, which prevents the municipal administration from influencing its existence; on the other hand, the appointment of the Inspector General must have the support of two thirds of the votes of the Municipal Council. In addition to having hierarchical and budgetary autonomy, its mandate is not renewable and its members may not engage in outside employment.

Veeduría Distrital of Bogotá

The Veeduría Distrital or District Oversight Office of Bogotá is Bogotá's preventive control public agency, which promotes social control, transparency and the fight against corruption in order to improve public management in the city. Bogotá city has more than 8.1 million inhabitants; it is organized in 20 Municipal Halls, 15 administrative working areas, and four Health Services networks. The Veeduría Distrital is an agency that seeks to improve the trust between citizens and the public administration.

The agency was created by the Acuerdo Distrital 24 de 1993, which establishes that in the exercise of its functions, the Veeduría Distrital must promote citizen participation for the follow-up, evaluation and supervision of the design and implementation of public policies, the administration's contracts and the performance of public servants. Moreover, the Veeduría endeavours to foster the co-management of the city. For these reasons, the agency follows the development of the city, based on the different dimensions of urban development in order to improve the comprehension of the city's reality, informing the citizens about the progress or delay in the solution of public management problems and orienting the decision-making process in Bogotá.

The Veeduría Distrital is comprised of four Veedurías Delegadas (Designated Oversight Offices) and two Strategic Projects associated with Bogotá's Development Plan, "Bogotá Mejor para Todos 2016-2020", with the aim of fulfilling its assigned duties. These are the Designated Oversight Office for Administrative and Budgetary Efficiency; the Designated Oversight Office for Attention to Claims and Complaints; the Designated Oversight Office for Participation and Special Programmes, and the Designated Oversight Office for Public Procurement. There is also the Strategic Project for Transparency, Access to Information and Anti-Corruption Measures, and the Strategic Project LABcapital or Innovation Lab in Public Management.

Owing to its preventive nature, the Veeduría is different to other control agencies. The agency does not sanction other public agencies in the city, but rather undertakes administrative inquiries on alleged cases of corruption or administrative inefficiencies. The Veeduría Distrital issues alerts and recommendations to the sanctioning bodies in Bogotá as a result of these investigations.

Since 2016, more than 120 administrative inquiries have been conducted, and the average time taken to complete them has decreased from a year and a half to just two months.

Furthermore, the Veeduría Distrital exercises preventive control in public procurement and risk management. Its work on these issues relates to providing a real-time accompaniment to the selection processes and other elements of the contractual management of the city. Specific alerts about situations that may legally affect their transparency in these processes are issued by the Veeduría Distrital to different public agencies. In this way, the Veeduría Distrital has accompanied more than 123 selection processes corresponding to \$31 billion Colombian pesos.

The Veeduría's vision for 2020 is to be an agency recognized for its high standards in technicality and innovation, influencing public management in Bogotá and contributing to the improvement of trust between the citizenry and public agencies.

Part one: good practice

In accordance with the objectives of the Lorenzetti Programme, each of the parties undertook to share their knowledge and experiences with the implementation of policies of transparency, public integrity, prevention of corruption and good governance. Of the many initiatives presented and discussed with the rest of the partners in this exchange programme, each of the parties has chosen the three good practices that it considered most relevant and representative of its experience to include in this synthesis.

Part One includes a detailed description of these three initiatives by each of the bodies participating in the Lorenzetti Programme, in order to promote mutual learning and inspire similar actions by those responsible for implementing the transparency and good governance measures of other local governments.

Transparency Agency of the Barcelona Metropolitan Area

The ethical code and the prevention of conflicts of interest

The Transparency Agency has promoted the creation of an ethical code for senior officials and executives of the Barcelona Metropolitan Area (AMB) in the 2015-2019 mandate, in accordance with public action that conceptualizes the principles and values to be observed by the people who head the AMB. The Code establishes standards of conduct, is configured as an instrument of self-regulation that obliges through the subscription of the commitment of individualized adhesion and, although it is not normative, is linked to the sanc-

tioning regime of the Law on Transparency, Access to Public Information and Good Governance of Catalonia.

This Code applies to all representative positions, to all members of the Metropolitan Council, to the senior officials and directors of the AMB and its related services, and it represented, at the time, an attempt by the Transparency Agency to identify all these profiles from the information about each entity.

Debate, elaboration and approval of the Code of Ethics and Conduct

The Code was drafted between June 2016 and July 2017. The Transparency Agency carried out a participatory process marked by three essential axes: deliberation, participation and consensus.

The participatory process involved collaboration from senior officials of the AMB and its related entities, advisors from the metropolitan groups that had participated in the Training in Transparency sessions, those people involved with transparency in all the services, the Advisory Council on Metropolitan Transparency and the public workers of the AMB and its related entities. All the contents of the Code were based on the analysis of specific cases and contributions from participants. To this end, two working sessions were held with directors, the results of which were submitted to the Advisory Council on Metropolitan Transparency.

Despite its non-regulatory character, it was considered advisable to present the text to the Metropolitan Council, the highest decision-making body, as well as to open a hearing phase so that those people under the remit of the Code could make suggestions and observations. It was approved by the Metropolitan Council on 30 January 2018, and subsequently exposed to public information for 30 working days. Declarations were received from various metropolitan groups and from the Anti-Fraud Office of Catalonia, whose suggestions were discussed with the Advisory Council on Metropolitan Transparency.

Sending of questionnaires and accession commitments

In accordance with the Metropolitan Action Plan, concerning the development, application and evaluation of instruments for the prevention of conflicts of interest, the Transparency Agency sent the declaration of adherence to the Code of Ethics and Conduct, as well as the questionnaire for the prevention of conflicts of interest, to the senior officials and directors of the AMB and to related entities. The binding power of the Code rests on the individual adherence of those people that come under its remit. Subscription to the adherence document commits a holder of public office to the performance of the provisions of the Code, at the same time as that holder voluntarily assumes the consequences derived from any possible non-compliance. The strength of the Code therefore derives from the personal commitment assumed by each holder of public office through individual subscription. In the end, 166 of the 276 post-holders subscribed to it.

Conflicts of interest: questionnaires and management

The Transparency Agency has the mission of overseeing the application of the Code, and this mandate implies the detection and management of conflicts of interest that arise during the exercise of public powers by the AMB's senior management and related entities. Conflict of interest questionnaires were sent out in the first half of 2017. Once they had been returned, they were subjected to an exhaustive analysis, and the management measures considered appropriate for minimizing any risks that might arise were also assessed.

Furthermore, the Transparency Agency supports those people who fall under the remit of the Code by being at their disposal for any clarification, interpretative doubt or ethical advice in relation to the application of the precepts of the Code. This advice, which amounts to a tool for managing conflicts of interest, is in the process of being developed. Moreover, good management of conflicts of interest necessarily involves training and awareness-raising. In this respect, several specific training sessions are carried out throughout the mandate.

Monitoring relations with stakeholders (SERGI)

The Metropolitan Action Plan provides for the creation of a register of interest groups (or lobbies) and the SERGI programme is the application for monitoring the relations established with them, as established by the Law on Transparency, Access to Public Information and Good Governance. This law obliges senior officials and management of all public administrations to make public their agendas with regard to their relations with interest groups. Specifically, Article 55 provides, as an ethical principle and rule of conduct, for the transparency of official activities, acts and decisions related to the management of the public affairs entrusted to them and of their official agendas for publication purposes.

Furthermore, the Code of Ethics and Conduct for senior officials of the AMB and related entities states that the public agenda must be accounted for in relation to stakeholders. And it specifies that this has to be carried out via the monitoring system implemented by the Transparency Agency, in order to make accountability effective in its work.

Given the two mandates, and in view of the powers attributed to the Transparency Agency by the Presidency of the AMB (Presidential Decree of 14/12/2015), the development of the SERGI programme began during the month of April 2018 and ended in March 2019.

On 24 May 2018, the Instruction for the follow-up, inspection and control of relations with AMB interest groups and related entities was approved and communicated to the Metropolitan Council. This Instruction provides that

the persons in charge of the agenda of elected officials with executive responsibility, and of those of senior positions and directors, must follow an established protocol when making appointments for meetings, hearings and contacts by completing the form from the SERGI application. Moreover, the Instruction establishes that the information managed in relation to stakeholders should be monitored by the AMB Transparency Agency, along with the aggregated information of the contacts made with stakeholders by the senior officials of the AMB, and that the information resulting from the completed forms must be published on the AMB Transparency Portal, with guaranteed protection of personal data, and must be regularly updated.

Once this Instruction came into force, in June 2018, it became mandatory for elected officials with executive responsibility (presidency, executive vice-presidency and area vice-presidents) and the rest of the senior officials, area directors and service directors of the Metropolitan Area under their ultimate responsibility, to make public their official agenda in relation to stakeholders.

The SERGI monitoring application

In order to comply with the Instruction, the Transparency Agency implemented the prototype application and its functionalities were developed. This application monitoring relations with stakeholders is an IT tool for registering the meetings of the AMB's senior managers and executives and their entities with individuals, companies, organizations or entities that could be considered stakeholders. Via this application, the Transparency Agency reviews or validates the information introduced and manages its publication in the Transparency Portal.

In order to facilitate its implementation, the Agency has drawn up a user manual which exhaustively details the procedure to be followed at any given time to introduce and register a meeting. It is also worth mentioning that sessions were undertaken in various institutions to inform them about the existence and functionalities of the SERGI system; these institutions included the Executive Committee and Management Board of the AMB, the Anti-Fraud Office of Catalonia and Barcelona City Council.

Transparency assessment and analysis (MIPAT methodology)

In accordance with the functions assigned by the Presidency and the Action Plan of the AMB, the Transparency Agency has developed the necessary actions for the design of a methodology to implement a system for monitoring information, active publicity and transparency (MIPAT) applicable to the AMB.

MIPAT is configured as the main instrument that measures, through the direct observation of information published on websites, the level of publication of the contents established in the Law on Transparency, Access to Public In-

formation and Good Governance, at the same time as it makes it possible to identify the strengths and weaknesses existing in the fulfilment of active publicity obligations. This tool allows the promotion of the necessary corrective measures, prioritizing those actions that have the greatest impact on good governance and on the integrity of public management. The system is based on 160 parameters, classified into categories and subcategories, differentiated into five levels of prioritization, which refer to public administrations and public-sector entities.

The MIPAT elaboration process took place in 2017, based on previous work that detected the main parameters in the matter; and it was structured in the five phases detailed below:

- Definition of the parameters of transparency from the contents established by the relevant reference entities and the results of the previous work.
- Classification and grouping of content into six broad categories and twenty subcategories.
- Identification of the contents applicable to public administrations and public-sector entities.
- Prioritization of transparency contents in five priority levels.
- Development of the analysis and monitoring system.

The process of developing the MIPAT methodology culminates in a series of presentation sessions focusing on this instrument, aimed at AMB staff and related entities, as well as transparency links. Once the analytical methodology has been designed and presented, the Transparency Agency, as the body that promotes and monitors transparency in the metropolitan public sector as a whole, begins the periodical preparation of individual reports to monitor transparency of five different types, depending on their exhaustiveness and the contents analysed: from the basic report, which analyses the top-priority parameters, to the most exhaustive, in addition to the InfoParticipa (a project created to analyse transparency at the Autonomous University of Barcelona) and the ITA report, which corresponds to the indicators of the International Transparency Index.

The results of MIPAT are systematized in an individualized report that includes, for each body evaluated, an overall numerical assessment, a set of qualitative observations on the parameters included, as well as recommendations and proposals for improvement. These documents are presented to the entities analysed so that they may become aware of them and promote the necessary actions to comply with their obligations in this area, while at the same time they are published on the Transparency Portal.

Mayor's Office of Paris

Ethics policy

Taking into account the background of corruption that had affected several mayors of Paris following the Cahuzac scandal, in 2012, the Mayor's Office of Paris actively promotes policies of transparency, integrity and democratic regeneration in order to recover the bonds of trust with the citizens. The Transparency, Anti-Corruption and Modernization of Economic Life Act, 2016, obliges all municipalities to have an ethics body, and the city of Paris has been a pioneer in establishing the Ethics Commission and providing it with the necessary authority and independence.

The work of this commission falls on the 163 members of the Municipal Council, the 20 districts of the city and the 50,000 officials who report to the Mayor's Office.

As an initial declaration, the 163 councillors and the 50 employees of the Mayor's Office signed the Commitment to Greater Transparency. From this point on, the Ethics Commission started to collate and publish the rest of the declarations.

Declarations of interest

Declarations of interest submitted by consultants to Paris are reviewed and, where appropriate, recommendations are issued to elected officials in a situation that may give rise to conflict. This includes their membership of non-profit organizations, as well as the interests and professional activity of their spouses. The Code of Ethics stipulates that all consultants in Paris must complete this declaration, which is then published on the website of the Deontology Commission.

Declarations of assets

When elected officials take office, they must declare their wealth and the origin of their assets. In this case, the publication of the statement is optional, but by the end of 2018 more than 90% of councillors had published their statement.

The publication of these declarations by the Paris consultants is carried out with strict respect for their private life, in accordance with the decision of the Municipal Council of 9 October 2013, which considers that such publication should not disproportionately affect the privacy of elected representatives.

Apart from the elected officials, four senior officials are also required to submit their declarations of assets and interests: the general secretary, his/her deputy and the administrative directors. In this case, however, they do not address their declaration to the Ethics Commission, but to the city's Transparency Authority, a collegiate body with powers to examine the declarations of interests and assets of civil servants.

Housing, gifts and other cases of reference

The committee examines the situation of the Paris councillors with regard to their obligation to remain in social rental housing, managed by the Paris administration, in accordance with the Solidarity and Urban Renewal Act of 13 December 2000. In this respect, the Code of Ethics stipulates that those councillors who, at the time of their election, must not occupy social housing undertake not to have access to or dispose of it. In the case of those who already had it before and wish to remain there, the Code of Deontology justifies its continuance. In any event, it is the Mayor's Office of Paris that takes the decision, after taking account of the Commission's opinion.

Furthermore, annual declarations of gifts, invitations and travel made by elected representatives as part of their mandate are reviewed. It also advises on the interpretation and application of the Code of Ethics in those questions raised by the Mayor's Office or the Municipal Council commissions (these recommendations are made in writing when they are a response to a collective interest). Finally, the doubts raised by the Code of Ethics to the advisors in Paris are dealt with confidentiality. In this regard, there is a consultation mailbox open to all city officials.

New technologies are a basic tool for the implementation of the ethics policy and the promotion of transparency. The platform www.paris.fr/deontologie provides access to declarations of the assets and interests of elected officials, annual reports, queries, forms, etc.

Relations with lobbies

The city of Paris wanted to go beyond the 2016 Transparency, Anti-Corruption and Modernization of Economic Life Act, known as the Sapin 2 law, which obliges interest groups to declare their activity to the High Authority for the Transparency in Public Life (HATVP).

In this respect, since November 2017 Paris City Council has had a computer tool for publishing the meetings held by the Mayor's Office, its deputies and delegated councillors with representatives of interest groups.

Promoted by agreement of the Council of Paris on 30 January of the same year, the application for monitoring relations with lobbies publishes in an open format the data from these meetings, which involve elected officials from organizations that have an interest in influencing public policies in Paris.

Collaboration between organizations

This application was developed jointly by the NGO Transparency International and the HATVP; the latter is also the creator and maintainer of a directory of interests of high-ranking local representatives. All this is supervised by the Ethics Commission of the Council of Paris. In other words, the Commission supervises the meetings between elected representatives and lobbies registered by the HATVP.

Although initially there was some reluctance to publish this information, it was later valued positively as an instrument of self-protection for elected officials, who can thus demonstrate that they have acted impartially. The results of these meetings are published in the link <http://transparence.lobby.paris.fr>

Alert system

Another tool that has recently been put in place is an alert system that allows officials and the general public to safely make anonymous complaints about malpractices and corruption risks that they have identified. During the first months of 2018, five alerts were received.

Informers or whistleblowers, who raise the alarm in the general interest, allow the prevention or disclosure of errors or malfunctions of the State; their contribution is particularly important in the fight against corruption in all areas. The Transparency, Anti-Corruption and Modernization of Economic Life Act 2016 creates a general regime for the protection of informants.

According to the same law, an informant is a natural person who reveals or points out, selflessly and in good faith, a crime or offence, a serious and manifest error of an international commitment regularly ratified or approved by France, of a law or regulation, or a serious threat or damage to the general interest, of which he/she has personal knowledge. Facts, information or documents, of any form or in any medium, that are covered by national defence secrecy, medical confidentiality or the confidentiality between a lawyer and his/her clients are excluded from the alert system.

The whistleblower may contact a direct or indirect supervisor, his/her employer or a reference designated by him/her. If these are not diligent, the whistleblower may appeal directly, within a reasonable period of time, to the judicial or administrative authority. Finally, if there is no reaction, the whistleblower can disclose the facts publicly.

In order to grade alerts, the law provides that some institutions or organizations, depending on their size, are equipped with internal procedures to collect alerts issued by their staff or collaborators. These protocols must guarantee

strict confidentiality as regards the identity of the persons involved (both those who issue a complaint and those who manage it).

Protection of whistleblowers and warning targets

The identity of the whistleblower cannot be revealed without his or her consent, nor can he or she be held criminally responsible, and he or she is also protected from possible retaliation at work by his or her employer (in the case of a civil servant, he or she cannot be sanctioned).

Similarly, the law punishes bad faith on the part of whistleblowers, just as it punishes groundless alerts and the issuance of malicious reports.

Office of the Inspector General of Montreal

Training programme

To detect gaps that may affect the integrity of people interacting with government, whether they are employees or elected officials, staff must be prepared to analyse public contracts and carry out cost analyses. Since 2007, more than 800 public workers have been trained each year to carry out this task, which has had an impact on the quality of hiring processes and the response to complaints received.

The purpose of the training is to enable both the people who are part of the administration of the City of Montreal and the related corporations to identify, detect and prevent deficiencies affecting the integrity of contractual processes and understand the role of the Inspector General in this respect.

Course design

Courses are designed specifically for managers and employees responsible for drafting bidding documents, awarding contracts, and overseeing their execution. They cover the identification of factors of vulnerability and failures of integrity, clues and schemes for collusion, good practice in contractual matters, and the interpretation and application of contractual requirements.

The training that has taken place since the Office's inception is presented in two modules:

- Training module on the functions and responsibilities of the Office of the Inspector General, which develops its mission and jurisdiction, the powers and operating procedures it exercises, the independence from which it works and the different provisions that develop the protection of the so-called whistleblowers, i.e., those people who report possible irregularities in any of the strata of the administration or entities.
- Practical module to recognize and prevent gaps in integrity, so as to avoid problems of corruption or collusion. Work is being done on the recognition of corruption, complicity and dishonesty; also on the detection of

vulnerability factors that can lead to higher risks of collusion; locating alarms and non-compliance; and finally, using contractual cost estimates as a prevention tool.

From 2018, two more modules were added:

- Lessons learned from previous investigations by the Inspector General, which show recurrent patterns, regarding, for example, complicity and fraudulent actions, business malpractice and dishonesty. Moreover, emphasis is placed on the relevant legal concepts and rules, and the importance and impact of the introduction of contractual clauses in public tenders are further explored.
- Online information modules available on the web. In this case, an introduction is made to the Office and the communication options that can be established with the Office are presented. It also analyses tenders and estimates of contractual costs, and delves into the cases of collusion that may occur in certain industries.

In 2018, in the first six months of the year alone, more than 800 people participated in these training programmes. Of these, most were city employees, but there were also elected officials and a large number of people from outside the public administration who work in agencies that depend on it.

This whole process helps to establish public confidence in municipal institutions by reducing risks.

Acting in the field

It is important to ensure the permanent presence of the Office on the ground, in particular on construction sites, together with representatives of the municipality and other strategic actors. In this respect, the Office has carried out specific interventions in specific contracts.

One example is the intervention carried out in the complementary programme for the asphaltting of public roads. In this case, the Office identified problematic situations with regard to the quality of the final product and errors in monitoring. In particular, shortcomings were found in the quality of the materials used and the unsuitability of the staff of the subcontractors. An expert opinion was sought, and this pointed out a need to correct these irregularities. As a result, the contract was suspended until the correct action was taken.

Areas of coordination

In order to achieve the objective of work in the field, it is important to coordinate with all departments, so that the Office does not work in isolation and an individualistic mentality is overcome in all areas of administration.

The presence of the Office in all administrative sections is essential, since the achievement of these objectives should not be the exclusive responsibility of the Auditor General, but each and every one of the employees and elected representatives, in addition to the related entities, should share the established purposes of control and respect for honesty. To this end, the coordination unit of the different departments was created, and a programme has been implemented to assign a researcher to each district and each department.

This task of promoting permanent collaboration, dialogue and exchange of information extends to other entities that carry out inspection tasks, such as, for example, the State security forces, to which offences that may have a criminal dimension are referred.

Furthermore, and in the same vein, the Office is building international partnerships with other cities, in addition to the United States Association of Inspectors General, which make periodic visits to continuously evaluate the work of the Inspector General and propose specific recommendations.

Results

Together with preventive action, such as the complaint box, prior analysis of tenders, study of conflicts of interest and consideration of allegations, action on the ground improves compliance with contractual requirements and understanding of practical problems and challenges.

The results detected are that the credibility and visibility of contracts are higher, that compliance with recruitment requirements is being encouraged and that, with the support of training, the awareness of a large number of people has been raised, and there is a better understanding of the practical problems of recruitment, as well as better cooperation and collaboration between interest groups.

Proactive prevention

It is important to have a proactive system of prevention because this often makes it possible to avoid more complex situations. For this reason, the Office of the Inspector General of Montreal has a pre-analysis unit that investigates complaints, during the bidding process and prior to the award of a contract, about unjustified restrictions on the free market, excessively specific criteria, non-compliance with legal requirements and allegations of conflicts of interest.

The Inspector General can intervene quickly at this stage by addressing city officials directly and warning them of potential problems, if necessary. Moreover, if it is justified, the case can be passed on to an investigator for in-depth analysis, so that any irregularities detected in this first phase can be corrected.

Public reports

The Office of the Inspector General may issue both public reports on specific contracts and general reports on the status of a particular situation or industry.

In this respect, documents have already been published that reveal the fraudulent practices of certain entities, such as publishing few contracts and having contacts that do not meet the established standards of honesty. For example, as a result of an Office report, an investigation was opened with more than 100 witnesses and the findings were handed over to the municipal government. In this case, collusion tactics were detected, so the companies involved were sanctioned by exclusion from public procurement for five years. Cases were also identified of unauthorized persons entering into a public contract through authorized front companies, and these were also sanctioned. As a result of these investigations, new standards were introduced at the provincial level to prevent such practices and to ensure that the persons acting in all contracts are authorized to do so.

In another case, the Inspector General intervened to ensure that the municipal government applied the principle of good faith, as it was found that a tender was being unjustifiably delayed. In another case, the municipal government also took advantage of some types of non-profit organizations linked to companies in order to win contracts without going through an open process. The Inspector General intervened to verify that such contracts were not misused.

In order to carry out all these preventive actions, the Office has a complaints box, a substantial network of informants, a prior analysis of the tenders being called, and a study of conflicts of interest, and it takes into consideration any allegation that might arise. Moreover, there is an emphasis on the control and improvement of the period of payment to suppliers, because this is an aspect that affects competition and the possibility of more companies participating in public contracts.

The Office of the Inspector General also has the power to verify that the administration has implemented its recommendations (which may range from the exclusion of a natural or legal person to a proposed reform of procurement processes) and that stricter controls and checks are carried out, and that the contexts of bidders in certain industries are scrutinized.

Veeduría Distrital of Bogotá

Citizen Control Panel

What is it?

The Citizen Control Panel (Tablero de Control Ciudadano or TCC) is an interactive tool for the management of information about the different requests presented by citizens, through the district's online complaint system, "Bogotá

Te Escucha” (Bogotá Listens to You). The TCC allows the city’s administration to adopt a strategic approach to the city’s problems and improve the services and attention for all citizens. Moreover, the TCC provides Bogotá with an interactive channel that allows follow-up and analysis of complex data in simple language to facilitate the exercise of social control.

The objective is to manage strategically the information regarding different citizens’ requests and petitions in Bogotá through the system of complaints and solutions, “Bogotá Te Escucha”, so that the platform is able to tackle problems in a focalized way as a better approach. In addition, the objective is to improve the services and attention provided to the citizens in Bogotá.

How was it done?

The Veeduría Distrital proposed the design and implementation of a tool for the geographic visualization of Bogotá’s citizens’ complaints using the information from the system of complaints and solutions “Bogotá Te Escucha”. This proposal was later executed with the technical assistance of Bloomberg Associates, a consulting firm from the United States of America.

The TCC was launched in an official event on 2 May 2018 with the participation of the Mayor of Bogotá, the Veedor Distrital and Bogotá’s Secretary General. After the launch event, the Veeduría Distrital conducted training sessions with the heads of all administrative sectors of the city. These training sessions reinforced knowledge on the use of the tool. As a result, each Secretariat and its managing teams collected suggestions and inquiries, as inputs towards improving the tool in a second version with better items and a better search display instrument.

How does it work?

The TCC works with six items:

- The distribution of citizen’s requests by channel, typology and sector. Additionally, the TCC categorizes the 10 top agencies geographically with a record of the highest and lowest number and distribution of requests presented in the last twelve months. Requests per administrative division within Bogotá are also displayed in the TCC, including the most relevant topics.
- Interactive search fields which reach the data through date, type of request, sector, agency and topic filters. Search results from the TCC display the information through graphics based on the number of requests, response opportunities, requests per agency, and distribution per administrative division.
- A table of contents where users can consult the information by request, sector, agency, work area, topic, subtopic, administrative division, channel of attention, initial state of the request, and final state of the request, among others.

- Comparative analysis of an agency’s performance in different time periods.
- Redirecting of users to the system of complaints and solutions “Bogotá Te Escucha” in order to make a request.
- A video with instructions of how to use the platform and its different functions.

Methodologies for preventive control

With the support of the Union of Ibero-American Capital Cities (UCCI), the Veeduría Distrital officially presented a series of 10 methodologies for preventive control. This series aimed at providing public servants and citizens with concrete tools for preventive control, improvement of public management, and promotion of social control.

The Veeduría Distrital has succeeded in directly affecting urban governance in Bogotá through these methodologies. This endeavour was led with a clear intention of strengthening a culture of transparency in the city, while promoting citizen participation and making progress in the fight against corruption. This series of methodologies seeks to improve the trust of citizens in public agencies in Bogotá and to strengthen processes and procedures of Bogotá’s public management. These actions are meant to be comprehensive, reduce economic costs, promote social control by the citizens and are effective in the fight against corruption.

These methodologies are self-contained documents that may be adapted, replicated and escalated. They are self-contained because they have all the necessary information and tools for their execution. The methodologies can also be adapted, replicated and escalated given that they can be modified according to a specific context, whether is a local context or a national context.

Each methodology has a general presentation, the basic concepts of the topic, and the conditions under which it can be applied. It also has a step-by-step explanation, concrete examples, and formats for its implementation. This is a unique series of documents in Latin America, because none of the existing guides or manuals has such a systematic methodology for its implementation.

The 10 documents are:

1. Methodology for the development of citizen oversight.
2. Methodology for the application of a public management follow-up tool.
3. Methodology for public administration accountability.
4. AEI (action, empathy and intuition) methodology for public innovation.
5. Methodology for the identification of corruption risks in public procurement management.
6. Methodology to manage conflicts of interest in the public sector.

7. Methodology for the evaluation of service to citizens in public agencies.
8. Methodology for the evaluation of anti-corruption plans.
9. Methodology for the identification of micro-corruption risks in citizen service points.
10. Methodology for the evaluation of accessibility to facilities in citizen service points.

The series Methodologies for Preventive Control develops three main areas: i) social control and innovation; ii) transparency and fight against corruption; and iii) improvement of management in services to citizens.

The first working area includes the methodology for the development of citizen oversight, the methodology for the application of a public management follow-up tool, the methodology for public administration accountability, and the AEI (action, empathy and intuition) methodology for public innovation. These methodologies aim to strengthen the citizen as an agent of change.

The methodology for the identification of corruption risks in public procurement management and the methodology to manage conflicts of interest in the public sector emphasize integrity and risk management.

Finally, the methodologies for the evaluation of service to citizens in public agencies, evaluation of anti-corruption plans, identification of micro-corruption risks in community service points, and evaluation of accessibility to facilities in community service points are aimed at reaching a real improvement in public management.

Colibrí: commitment tracking platform

Colibrí (or hummingbird) is a web platform that allows for the permanent follow-up of progress and fulfilment of commitments agreed on by public agencies and local communities in different participation scenarios.

For the first time, a city in the region has a participatory democracy tool that allows citizens and public agencies to follow up on commitments established in scenarios of citizen participation in real time. Colibrí is positioning itself as a social control tool for public management and an institutional management instrument. It enables permanent accountability on the decision-making processes for plans, programmes and projects executed by the government of Bogotá.

Which is the objective of the Colibrí platform?

Colibrí seeks to overcome obstacles and challenges to Bogotá's low levels of trust in public agencies and in the fulfilment of commitments between the public administration and the communities in scenarios of citizen participation. The platform also aims to strengthen access to information, account-

ability and social control in Bogotá for the improvement of public management and the standard of living of its inhabitants.

How was the platform designed and executed?

The Veeduría Distrital of Bogotá designed a methodology to track and follow up on commitments agreed between public agencies and the citizens in scenarios of citizen participation since 2017. In 2018, with the support of the Union of Ibero-American Capital Cities (UCCI) this methodology was enhanced with the idea to design and create a web platform for the follow-up of commitments between the public agencies and citizens of Bogotá in real time.

The Colibrí platform has been implemented in five regulated participation scenarios and four non-regulated scenarios where the communities have been able to establish direct commitments with more than 40 public agencies of Bogotá. The work stemming from Colibrí enables the enhancement of social capital, accountability, as well as the evaluation and follow-up of public policies and the quality standards of public decisions in the city.

Colibrí has a current record of 172 commitments between the public agencies and the citizens, which contributes to the prevention and management of social conflicts. It also guarantees actions in topics like security, the environment, education, health, infrastructure, mobility, and public space, among others.

How does the Colibrí platform work?

Once the public agencies and the citizens agree on certain commitments within citizen participation scenarios, these are registered in the Colibrí platform. Afterwards, public agencies upload evidence that supports advances in the fulfilment of these commitments agreed with the communities. In this way, the citizenry is able to follow up on the evidence provided by public agencies, comment on it, issue warnings when there is a non-compliance risk, and propose additional ideas for the improvement of the public management of the city.

The commitments may be observed in the platform by agencies and by citizens through diverse functions that display the percentage of commitments fulfilled in Bogotá, and details of the progress on each commitment by sector and specific agency. Moreover, the commitments are georeferenced in the platform, which allows for the identification of commitments by location according to the different administrative divisions of Bogotá.

Why the name “Colibrí”?

The platform takes its name from a popular belief in Bogotá, which says that whenever a hummingbird (*colibrí* in Spanish) appears, a promise is fulfilled.

Part two: strategic lines of work, initiatives, results and resistance

As noted, the second part of this synthesis document has its origin in the conclusions of the first face-to-face meeting of the Lorenzetti Programme in May 2018. As a result of the deliberations and the experience accumulated in the exchanges of objectives, challenges and difficulties, the parties identified seven strategic lines of work shared by the four signatory parties.

In order to systematize the exchange of information and experiences and prevent the Lorenzetti Programme from being limited to a succession of monologues, the working methodology of the second face-to-face meeting in April 2019 consisted of sharing, for each of the seven strategic lines of work, the initiatives and projects that each party has implemented, the results obtained and the challenges that they have posed.

The second part of this synthesis document summarizes, schematically, for each of the seven strategic lines, the initiatives that each of the parties has implemented and the results obtained, as well as the resistances and difficulties encountered during the process.

1. Political commitment to transparency and good governance

The lack of leadership and political commitment to transparency has often been seen as a threat to public integrity and as an obstacle to an ambitious policy to prevent fraud and corruption. For this reason, political involvement at the highest level is considered essential by all the parties; this means, in practice, an appropriate institutionalization of the guarantor bodies and the development of their regulations.

Objective: To ensure that transparency and good governance are at the heart of the political will of institutions. If policies are based solely on technocracy, their impact and effectiveness are limited.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Creation of the Transparency Agency.
- Approval of the Code of Ethics and Conduct.
- Creation of the Advisory Board as an external instrument for independent advice.
- Elaboration of the Strategic Plan for the Transparency Agency.

Results

- 166 officials have adhered to the AMB Code of Ethics and filled in the questionnaire for preventing conflicts of interest.

- The deliberations of the Advisory Board have consolidated a model of an independent, specialist Agency as the best instrument for applying the principles of transparency and public integrity.
- A dossier has been opened for the analysis of a possible conflict of interest with respect to a director of the metropolitan administration.
- A sanctioning proceeding has been opened against the water supply company for lack of accountability.

Reticence and difficulties

- There is reluctance on the part of the various services to provide information to citizens and a lack of diligence in complying with procedures and deadlines.
- There is resistance to giving the Transparency Agency sufficient resources and autonomy to exercise its mandate.
- There is a need for greater political commitment to give the Agency the operational autonomy that would guarantee its independence.
- The director's mandate is linked to the political mandate, which limits her independence from the positions she has to control.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- Creation, for the elected representatives, of the Ethics Commission of the Council of Paris, which is a collegiate body (2014).
- Appointment, for officials, of a central person responsible for ethics (May 2018).
- Commitment, leadership and political impetus from the Mayor of Paris, formalized by the Council of Paris.

Results

- The elected officials have fulfilled their obligations to declare.
- The Ethics Commission of the Council of Paris meets regularly to decide on cases of prevention of conflicts of interest.
- A network of 22 persons responsible for deontology has been set up.
- The new Code of Ethics has been published.
- The Ethics Officer issues opinions and recommendations on a regular basis.

Reticence and difficulties

- The argument for the protection of the private life of both elected officials and civil servants is frequently put forward.
- Some elected officials argue that they have no time.
- Some officials do not understand why there is a standard for public ethics and integrity because they believe that they are essentially honest already.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

- Establishment, in June 2014, of the Office of the Inspector General of the City of Montreal, whose mission is to ensure the integrity of the contractual process (award, concession and execution).

Results

- After five years of existence, the Office of the Inspector General has become inescapable in the contractual landscape.
- Public reports are prepared, denouncing collusive behaviour and actions.
- Training and prevention programmes are carried out in contractual matters.

Reticence and difficulties

- Corruption, the interference of organized crime in the award of public contracts. This was highlighted by a commission of inquiry into the construction industry (CEIC) for the period 2011-2014.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- Definition of the formulation of the district's Public Policy of Transparency, Integrity and Non-Tolerance of Corruption as the long-term planning instrument to comprehensively articulate the city's interventions and investments in the fight against corruption.
- Implementation of a participatory strategy in the formulation of this policy to involve public, private and social actors, academia, media and citizens in identifying the problem and defining objectives and strategies.
- Definition of an action plan for the implementation of this policy, with ten-year responsibilities and results.

Results

- Bogotá is the first city in Colombia and in the region to have a public policy of transparency, with a 10-year action plan, four key objectives, 10 strategic results and 104 products. The 15 administrative sectors of the city are responsible for the policy's implementation and the involvement of the public sector and the citizenry.

Reticence and difficulties

- A lack of political will to build a public policy of transparency. If the phenomenon of corruption is not addressed through a long-term process that transcends the periods of government administration, there will be no tangible results to mitigate and eliminate corrupt practices in the public sector.

- Lack of human, economic and time resources necessary for the formulation and implementation of the public policy of transparency.
- The lack of articulation of the different public and private actors to guarantee the sustainability and continuity of the process.

2. Identification of criminal risks

In all democratic systems there has been a hardening of the criminal consequences of irregularities, fraud and corruption in public management. In order to ensure the responsible exercise of political power and to prevent fraud and corruption, it is essential that public administrations draw up risk maps of possible criminal offences and promote training and awareness-raising schemes for elected officials with executive responsibilities and public managers, so that they are aware of the criminal risks they face in their management.

Objective: To adequately identify the criminal risks faced by the various public officials in the exercise of their responsibilities and to raise awareness of these risks among the most exposed sectors, especially political parties and their foundations.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Commissioning and publication of a guide (*Lux Barcelona*, no. 2) to the identification and prevention of criminal risks.
- Training session for managers on the prevention of criminal risks.
- Training day for public employees on transparency in public procurement, conflicts of interest and prevention of criminal risks.

Results

- *Lux Barcelona* magazine is distributed: 2,700 copies in Catalan (1000), Spanish (800) and English (900).
- 41 officials attended the training session on criminal risks, with 11 speakers.

Reticence and difficulties

- There is a lack of knowledge of the sanctioning regime of Law 19/2014, on Transparency, Access to Public Information and Good Governance.
- The deterrent power of the sanctioning regime is impaired.
- There is a lack of interest in knowing the criminal risks associated with the management of each service.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- Drafting of dossiers for the detection of criminal risks, intended for elected officials, cabinet collaborators and agents, or on an individual basis.

- Identification of risks through mapping the framework of an internal control system.

Results

- The results are not evident; we will have to wait until the end of the electoral period for those who have been elected.
- The effectiveness of the purely declaratory mapping of risks must be checked and action plans for their prevention must be implemented.

Reticence and difficulties

- It is feared that public life will be excessively penalized.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

- Assignment of inspectors and investigators from the Office of the Inspector General to municipal officials and contract managers to support and train them.
- Organization of training sessions on signs of collusion and corruption.

Results

- Risks in the field are analysed and staff are sensitized to them through the presence of the Office of the Inspector General.
- Complaints by politicians and contractors are increasing (in application of the training received).

Reticence and difficulties

The Office of the Inspector General does not act in criminal matters. However, with respect to other possible contractual and administrative risks:

- Excessive proximity of municipal authorities to contractors.
- Delegation to engineering companies of the choice of, criteria for, and budgets of the works and construction contracts.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- First measurement of the Bogotá Transparency Index (ITB), in partnership with the National Chapter of Transparency International, the Bogotá Chamber of Commerce and the Foundation for Progress in the Capital Region (ProBogotá). This tool identifies flaws in the institutional design of the city's administration and highlights practices that pose risks of corruption in administrative management.
- Design of a methodology to identify errors in institutional design and practices that present risks of corruption in the city's administrative management. The methodology establishes three risk factors and evaluates agencies using 14 indicators.

- Performing two ITB measurements. The first, for 2016 and 2017, was applied to 34 district public agencies and focused on three factors of corruption risk analysis (visibility, institutionality and control, and sanction). The second measurement will evaluate the years 2018 and 2019 with the purpose of observing the progress in the implementation of improvement actions in the evaluated agencies. The goal is to raise the district average five points above the results of the first measurement.

Results

- Transparency is becoming a major topic on Bogotá's public agenda: the results from the first measurement of the ITB 2016-2017 allowed the city to begin to understand transparency as an underlying policy in the administrative and mission management processes of public agencies.
- The ITB establishes the baseline for the formulation of the district's Public Policy of Transparency, Integrity and Non-Tolerance of Corruption.
- The city has used these results to generate maps of risks of administrative corruption for each public agency, for each administrative sector and for Bogotá as a whole, based on the areas of public management evaluated.
- A ranking has been created, according to five levels of corruption risk: very high risk (0-44.4 points), high risk (44.5-59.39 points), medium risk (60-74.4), moderate risk (74.5-89.4 points) and low risk (89.5-100). The average score is 68.7 out of a possible 100 (medium risk).

Reticence and difficulties

- It is important to note that the Veeduría Distrital does not identify criminal risks. In its preventive control action, the agency identifies risks of administrative corruption, understood as the probability of a case of corruption occurring on the basis of the existence of institutional failures in administrative management processes.
- The ITB identifies vulnerable areas that may present risks of administrative corruption.
- It defines an innovative and independent assessment that assesses compliance with international, national and district standards and implements good practice of transparency and integrity.

3. Training drive

There is a broad consensus that the full implementation of an open and integral model of government requires the consolidation of a change in administrative culture to overcome the secrecy and opacity that had traditionally dominated the administrations of the 20th century. In order to achieve this cultural change, the training and awareness of public administration personnel is a key factor, since proactive collaboration of the civil service is essential to apply the principles of open government and to warn of irregularities or bad practices. At the same time, public authorities must also inform and sensitize citizens

about their rights and obligations so that they are jointly responsible for the integrity of the administrations, get involved in participatory decision-making processes and demand the information needed to evaluate performance.

Objective: To design training plans for all levels of administration on the obligations and instruments of the policies of integrity, transparency and good governance.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Implementation of the continuous training programme Aula de Transparència, aimed at officials of the metropolitan administration, the staff of public sector entities, companies providing public services and public management professionals.
- Publication of the metropolitan transparency magazine *Lux Barcelona* as a tool for debate, reflection, awareness-raising and dissemination of new models of democratic governance and open government.

Results

- There have been 31 training sessions representing 158 hours in which 180 speakers and 1,771 attendees have participated.
- Two issues of *Lux Barcelona* magazine have been published (1,500 copies of issue 1 and 1,200 copies of issue 2), in which 18 collaborators have participated and 14 articles have been published.

Reticence and difficulties

- There is a lack of commitment on the part of managers with respect to their staff attending the training sessions.
- There is a lack of job security that makes it difficult to get involved in complying with transparency rules.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- Systematic training for those in charge of deontology.
- Awareness programme for newcomers.
- Work by each management with its executives on this subject (for example, management and ethics).

Results

- The activity report delivered to the Mayor of Paris has noted a greater awareness, since the person in charge of deontology and its mission managers are increasingly consulted and requested by the directorates.

Reticence and difficulties

- The municipal government of Paris does not currently have the necessary human resources to train the 55,000 officials of the city of Paris in ethics.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

Implementation of five training programmes for elected officials, municipal administration and municipal employees:

- The Office of the Inspector General and integrity.
- Collusion and cost estimation.
- The interpretation and application of contractual requirements.
- Contracts with public entities.
- The Office of the Inspector General and the Public Procurement Authority.

Results

There have been 348 hours of training since 2017, with 1,705 people trained:

- 1,444 city employees.
- 73 employees of related companies.
- 146 outsiders.
- 42 elected officials.

Reticence and difficulties

The following contractual difficulties have been identified:

- There is no history of cost analysis.
- Lack of knowledge about the signs of collusion and corruption.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- The agency has designed an online training platform focused on promoting the exchange of experiences around key policy issues like social control, citizen participation and access to public information. This project has stemmed from the Veeduría's knowledge and dissemination strategy, as well as the work done with other local agencies and the citizenry.
- Implementation of a diagnosis and adjustment to the accessibility and usability of the agency's online training platform, and updating of the platform, tools and various contents of the courses.
- Formulation of the theoretical and conceptual approach that establishes the foundations on which each of the courses is developed, based on their specific contents, available on the agency's training platform.
- Design of each of the training courses, focused on topics such as the principles of open government, innovation and transparency, preventive control and social control, once the theoretical bases and the conceptual elements are defined.

Results

- 186 employees of the city have been trained through the Citizen Service Programme. This programme includes training in techniques for the evaluation of citizen service systems and the collaborative construction of innovative solutions to problems in the field of service.
- 200 employees of the city have been trained through the programme for transparency and integrity in state contracting.
- 264 employees of the city have been trained through the Public Innovation Programme. The programme was acknowledged as one of the 20 best innovative practices at the Latin American Meeting on Innovation in the Public Sector 2018.
- A total of 845 secondary and middle school students have been trained through the Citizen Culture and Social Control Programme. As part of the programme, students acted as social control multipliers with elementary students, their families, and neighbourhoods.
- 138 citizens have been trained through the Social Control Programme. This programme enable the assessment of 13 new social control initiatives in the city and the development of two experience panels on social control in areas such as infrastructure, security, citizen perception, education and health.
- Sixty-four people have been trained through the virtual programme on Transparency and Access to Public Information. This programme has, as an optional tool, three face-to-face workshops with the participation of experts.

Reticence and difficulties

- Difficulties have presented themselves with regard to the use of the tools available to students on virtual platforms, due to ignorance about their use, and problems in accessing the required instruments—computers and the Internet.
- There are difficulties with respect to the participation of students in the different spaces provided for dialogue with each other and with the tutor of the courses, which decreases the impact generated from the knowledge created and experiences undergone in the city. On some occasions, there have been difficulties in filling the various courses, bearing in mind that there are no constraints on participation in these courses. It is difficult for students to remain in the courses, because of either lack of time or lack of motivation.

4. Ethical code of conduct

The implementation of a code of ethics and deontology in public administrations has a twofold mission. On the one hand, to have an instrument of self-regulation of top-ranking officials and managerial personnel in the public administration that makes it possible to generalize the standards of ethical behaviour and to sanction their non-compliance. On the other hand, since it is a norm self-imposed by the obligated individuals themselves, the participatory process for the elaboration of the respective ethical codes has made it possible to debate about ethical dilemmas and to sensitize elected officials and directors to the new standards of behaviour.

Objective: To establish a code of ethics and deontology with very precise commitments and obligations as regards declarations of interests, assets and liabilities.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Approval of the code of ethics and conduct for senior officials and executives, which incorporates a questionnaire on the prevention of conflicts of interest.
- Compilation and analysis of responses to questionnaires.
- Analysis and management of possible conflicts of interest with respect to management staff.

Results

- All the officials that adhered to the Code of Ethics (166 out of 276) responded to the questionnaire on the prevention of conflicts of interest (60% of public officials).

Reticence and difficulties

- There are still 110 public officials that have not adhered to the AMB Code of Ethics.
- There is resistance from senior management and directors to publishing statements of assets and activities and incompatibilities.
- There is resistance from public employees to publishing statements of compatibility.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- The Ethics Commission of the Council of Paris has carried out an analysis of the declarations of interest submitted by elected representatives and has handled any irregularities detected.
- Extension of the list of civil service personnel subject to the obligation to

present a declaration of interest, and analysis of these declarations by the commission formed by two councillors (legal and human resources) and by the person in charge of deontology of the civil service personnel.

Results

- The dual system of monitoring the ethics of elected officials on the one hand and civil servants on the other has proved effective. The explanations given when behaviour or actions incompatible with the code of ethics has been detected have been accepted, and the recommendations have been applied.

Reticence and difficulties

- The implementation of these codes of ethics raises the following question on the part of some individuals bound by these codes: why is a code or ordinance necessary if laws already exist?

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

- The implementation of a code of ethics and deontology is outside the mandate of the Office of the Inspector General in Montreal.

Results

- While the implementation of a code of ethics is not within its mandate, the Office of the Inspector General monitors the degree of compliance with the reports it issues to ensure that its recommendations are respected, many of which are based on ethical principles applicable to all individuals subject to the supervision of the Inspector General.

Reticence and difficulties

Given that this objective is outside the mandate of the Office, no reluctance or difficulties have been identified in the application of ethical principles.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- In 2017, Colombia's Integrity Code was approved by the Administrative Department of the Civil Service, in response to the recommendations of the OECD. The objective of this Code is for all government agencies to implement this provision thereby generating a joint alignment (Decree 118 of 2018, of the Mayor's Office of Bogotá, in which local agencies are given instructions to adapt this new code).
- Within the topics set out by the Administrative Department of Public Service on integrity issues, the implementation of integrity plans of government agencies was established. These plans determine the activities, responsibility,

indicators and monitoring of the work to be done on integrity issues, with the support of integrity managers (responsible for leading the activities to be carried out within each agency). The components of the integrity plans include recruitment, harmonization of ethical lines, and diagnosis of the ethical issue within each agency, as well as implementation of activities of appropriation of the code, and its monitoring and evaluation.

- The Veeduría Distrital and the General Secretariat of the Mayor's Office of Bogotá carried out various workshops and training sessions for the city's agencies in order to explain the process of adapting the codes of ethics to the code of integrity and the creation of the Integrity Management Plan.

Results

Local agencies in Bogotá have begun the process of adapting the integrity code, appointing integrity managers, and the integrity plan. Progress can be evaluated with the second measurement of the Bogotá Transparency Index 2018-2019, with the participation of 36 district entities.

The Veeduría Distrital has designed a series of preventive control methodologies to support the implementation of lines of integrity and transparency in district agencies:

- Methodology for the evaluation of the Anti-Corruption and Citizen Assistance in Public Agencies Plan.
- Methodology for the identification of micro-corruption risks in citizen service points.
- Methodology for the identification of risks of corruption in public contract management.
- Methodology for managing conflicts of interest in the district's public sector.

Reticence and difficulties

- Unlike concepts such as transparency and integrity, the theoretical concept of public ethics does not have a consensus in the field of public management, which generates difficulties in its approach and use in the issues of ethics and integrity.
- There is a lack of unification with respect to ethical guidelines: the OECD integrity report suggested that Colombia should create a single integrity code for government entities. In this regard, the Administrative Department of Public Function (DAFP) investigated the ethical codes of government agencies and identified various ethical guidelines, which were not unified into one. For this reason it was decided to unify these codes through a participatory process with public officials.
- There are weaknesses in the processes of promotion and training in ethics: in the first evaluation of the ITB 2016-2017, of the 34 entities evaluated, only four did not have an ethics code. However, the same evaluation shows that 21 entities did not carry out any type of promotion of the code of eth-

ics and ethical behaviour. Although there are agencies and groups involved with ethical work, only 28% meet regularly.

- There is a lack of tools for detecting corruption risks and implementing preventive actions: when faced with the existence of declarations of conflict of interest within the agencies, it is evident that 28 of them did not have this type of declaration or guidelines. Eleven agencies did not register the process of declarations of assets and income in the evaluation of the ITB 2016-2017.

5. Protocol on relations with the private sector

All models of public service management in market economies include varying degrees of collaboration with the private sector, ranging from the provision of services and supplies to the management of public services through mixed capital enterprises, from the concession of public services to private companies to the total privatization of certain services. Any of the various formulas for the public sector's relationship with the private sector poses challenges and threats to public integrity and the defence of the general interest. For this reason, it is essential that administrations develop mechanisms that guarantee the transparency and legitimacy of public-private partnerships.

Objective: To establish a protocol for relations with the private sector in order to promote transparency in public-private exchanges, contracting processes and stakeholder actions.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Instruction for the monitoring, auditing and control of relations with stakeholders.
- Development of an application for monitoring relations with interest groups (SERGI).
- Recommendation on transparency obligations of undertakings operating public services or providing services of general or universal interest, and of the administrations responsible for these services.

Results

- Transparency and good governance clauses were included in 100% of AMB bids in 2018 (284 bids: 128 via an open procedure, 96 via a simplified procedure and 60 via an abbreviated procedure).

Reticence and difficulties

- The agendas of senior officials, which should include meetings with interest groups, represent information in the public field that can be accessed less frequently, and its publication generates a great deal of reluctance.
- Private sector companies providing public services are not considered to

be subject to transparency legislation. There is practically no public information on companies that manage public services or services of general interest.

- The concept of public-private integrity is not considered relevant by public administrations.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- Development of the lobby call project for elected officials, in order to facilitate the transparency of all the meetings with the lobbyists identified by the High Authority for the Transparency in Public Life.
- Support for the Transparency International network.

Results

- The implementation of the lobby call is planned to take place in a few months.

Reticence and difficulties

- It is difficult to regulate relations with companies outside the public authorities. It is a real demand, however, especially from officials, who need an integrity framework to manage public-private partnerships.
- At the request of the mayor, the autonomous mixed-economy companies have been provided with a code and a person in charge of deontology.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

- Given the inspective nature of the Office of the Inspector General of Montreal regarding the performance of public authorities in the area of contracting, it is not applicable for this institution to establish protocols on relations with the private sector.

Results

- Not applicable.

Reticence and difficulties

- Not applicable.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

Considering that the private sector is a key actor in the Public Policy of Transparency, Integrity and Non-Tolerance of Corruption, the following actions have been developed:

- An awareness strategy document on transparency, integrity and anti-corruption issues with the private sector, NGOs, academia and/or social organizations in Bogotá. The objective of this document is to carry out transparency and anti-corruption actions with the help of the Veeduría Distrital, all within the framework of the public policy.
- A planning tool for supplier integrity programmes. This document allows private companies that contract as suppliers to have greater clarity about the anti-corruption policies and guidelines that they should have in place by the time they work with district entities.
- Studies, conducted together with the private sector and academia, on corruption issues that provide criteria, mechanisms and tools to support the fight against corruption.

Results

In the work carried out by the Veeduría Distrital, in the definition of specific work actions on issues of transparency and the fight against corruption in the private sector, there is a willingness to generate spaces for the formulation, promotion and exchange of good practice. The private sector, academia and other actors who have been contacted show interest in working on these types of issues and demonstrate a commitment to generating actions that support the creation of a culture of integrity. The following actions have been carried out with the identified actors:

- Talks on transparency in academic spaces to promote the district's Public Policy of Transparency, Integrity and Non-Tolerance of Corruption, and the work on the joint responsibility of other actors apart from the public sector to support the fight against corruption.
- Workshops and talks for the private sector, academia and citizens, in order to generate greater knowledge about anti-corruption issues.
- Business forum: exchange of experiences between public and mixed companies in Bogotá and associations of private entrepreneurs, with the aim of informing them about practices related to issues of transparency and integrity that are being carried out in the city.

Reticence and difficulties

- The private sector should be identified and involved as a key actor in the fight against corruption: the diagnosis of the public policy identifies the importance of this actor, since it has been involved in corruption cases in the city.
- There is little articulation between the public and private sectors for the prevention of corruption in Bogotá. At the national level, experiences of articulation with the private sector have been identified, such as the transparency pacts led by the Transparency Secretariat of the Presidency of the Republic, or the "Towards Integrity" initiative of the Bogotá Chamber of Commerce, which have demonstrated the importance of creating articulation spaces for the prevention of and fight against corruption.

6. Centralized control of transparency and public integrity

The creation of guarantor bodies specializing in the implementation of policies of transparency, public integrity, corruption prevention and good governance is the result of the administration's own awareness of the difficulties presented by this challenge, especially if different administrative structures address it independently. In order to improve the effectiveness, efficiency and coordination of the implementation of this public policy, several administrations have attributed to centralized bodies the definition, design and implementation of a strategy for public integrity. This approach is, however, not free of challenges and difficulties.

Objective: To centralize the monitoring and control of transparency and public integrity mechanisms in order to avoid a dilution of responsibilities, with particular emphasis on the role of guarantor bodies.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Circular on the procedure for the right of access to public information.
- Application for monitoring relations with interest groups (SERGI).
- Questionnaire on the prevention of conflicts of interest.

Results

- The capacity for control and intervention on the part of the Transparency Agency is increased.

Reticence and difficulties

- There is a technological obstacle to the implementation of the application for monitoring relations with interest groups (SERGI).
- The circuit for processing requests for access to public information is bypassed.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- Validated internal control programme.

Results

- Action plans need to be programmed with support at the highest level.
- Internal control can serve as a lever to trigger “fear” of external control by, for example, the Regional Court of Audit or the French Anti-Corruption Agency.

Reticence and difficulties

- It is always difficult to strengthen internal control because the community

tends to pay more attention to the operational function and does not stop to think about evaluating the means required.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

Public reports of the Office denouncing problematic situations and/or good practice:

- Public procurement completion report, recommendations and status reports.
- Annual reports.

Results

The publicity of the reports of the Office of the Inspector General aims to involve the citizenry in the investigations of the Office in order to achieve effective social disapproval of irregular behaviour:

- Publication of actions aimed at the general public.
- Mediatization of problems, and therefore a larger field of dissemination.
- Increase in the number of complaints received following a public report.

Reticence and difficulties

- Not applicable.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- The Veeduría Distrital leads the measurement of the Bogotá Transparency Index (ITB) in partnership with the Chamber of Commerce of Bogotá, Transparency for Colombia and the Foundation for Progress ProBogotá. This measurement makes it possible to evaluate the agencies and establish a baseline for the adoption of transparency measures and generates inputs for optimal management of corruption risks that may arise in the city's agencies.
- The district's Public Policy of Transparency, Integrity and Non-Tolerance of Corruption is a long-term planning instrument to articulate preventive actions in the district's agencies. The Veeduría Distrital is partly responsible for monitoring and evaluating its implementation.
- With regard to the district's Committee for the Fight against Corruption, the Veeduría Distrital, the Ombudsman's Office and the Comptroller's Office of Bogotá drive this working body and design annual work plans to promote and implement measures, strategies and actions for the prevention and detection of corruption.

Results

- The preventive control actions for the fight against corruption implemented by the Veeduría Distrital for the control and monitoring of transpar-

ency and integrity measures in the city are focused on formulating public transparency policy, designing preventive control tools, and measuring risks of administrative corruption.

- Bogotá is the first city in Latin America to implement the measurement of risks of administrative corruption. The evaluation generates maps of corruption risks to identify vulnerable areas of management in each entity evaluated. On this basis, each entity develops improvement plans for strengthening the institution and its conditions and creating guidelines and specific anti-corruption tools.
- The Veeduría's actions on preventive control of corruption are geared towards monitoring transparency and integrity initiatives, and focus on evaluation, formulation of the public policy on transparency, and designing tools for preventive control. A series of methodologies has been designed comprised of (i) a methodology for the evaluation of the Anti-Corruption and Citizen Assistance in Public Agencies Plan, (ii) one for the identification of micro-corruption risks in citizen service points, (iii) one for the identification of risks of corruption in public contract management, and (iv) a methodology for managing conflicts of interest in the city's public sector.

Reticence and difficulties

- The preventive role of the Veeduría Distrital is understood, given that the Veeduría is one of the three existing control agencies in the city. However, its legal function is of a preventive nature, in the sense that it is in charge of identifying administrative failures and risks of corruption in the district public management, and it can take preventive actions, but it does not have sanctioning powers.
- There is little communication between monitoring agencies in Bogotá to carry out coordinated actions for the prevention and detection of corrupt practices. Although there has been a regulation in force since 2005 that created the Committee for the Fight against Corruption, made up of the three monitoring agencies (the Bogotá Comptroller's Office, the Ombudsman's Office and the Veeduría Distrital), this coordinating body has not worked and nor has it implemented any joint action plan to comply with the established obligations.

7. Effective sanctioning regime

Any policy that aspires to be effective requires a sanctioning regime to ensure compliance. Beyond the administrative and criminal penalties to which irregularities, fraud and administrative corruption are subject, it is essential to have an administrative sanctioning regime for non-compliance with obligations regarding transparency, the code of ethics or the principles of good governance. However, the existence of a sanctioning regime and an organism that effectively controls infractions, and is willing to apply the corresponding sanctions, has a primarily dissuasive function, by encouraging compliance with regulatory standards.

Objective: Definition of an effective sanctioning regime that progressively acts as a coercive mechanism in the administrative field before resorting to the judicial field.

Transparency Agency of the Barcelona Metropolitan Area

Initiatives, programmes and actions promoted

- Opening of the first sanctioning proceedings in the application of the sanctioning regime provided for in the Transparency Law of Catalonia.

Results

- Sanctioning proceedings in the pre-trial phase.
- A change in the attitude of service providers.

Reticence and difficulties

- The lack of an electronic administration system guaranteeing the confidentiality of sanctioning procedures.
- Reluctance on the part of the administration to resort to the sanctioning system.

Mayor's Office of Paris

Initiatives, programmes and actions promoted

- For officials of the city of Paris, the establishment of disciplinary sanctions, after investigation by the Inspectorate General. If necessary, the city may have recourse to the French justice system under article 40 of the Criminal Code.

Results

- Disciplinary sanctions are applied and the French justice system deals with criminal offences.

Reticence and difficulties

- Good practice is difficult to implement in the face of bad habits.

Office of the Inspector General of Montreal

Initiatives, programmes and actions promoted

- The Office acts exclusively in administrative and contractual matters.
- Establishment of contract management regulations applicable to all contracts, contractors and subcontractors.

Results

- The sanctioning regime applicable by the Office of the Inspector General may prohibit contracting with the City Council of Montreal for a maximum period of five years.

Reticence and difficulties

— Not applicable.

Veeduría Distrital of Bogotá

Initiatives, programmes and actions promoted

- The Veeduría Distrital is a monitoring agency that is characterized by being fundamentally preventive and independent, and it has as its primary purpose the safeguarding of public morals and vigilance of the city's public servants, in order to establish whether the conduct analysed is contrary to probity, discriminatory or in open violation of the existing legal system.
- The Veeduría Distrital does not formulate sanctioning measures in the administrative field. If there is any evidence of disciplinary or fiscal infractions or criminal conduct, these are brought to the attention of the competent authorities so that the corresponding action may be taken.
- However, the Veeduría Distrital does issue early warnings of risks of corruption in specific processes of the city's administration. Moreover, the Veeduría Distrital submits reports with specific recommendations for the city's administration on various issues that influence the efficiency of the administration, and it initiates preventive administrative investigations that are then directed to the corresponding control bodies for due investigation and sanction.

Results

— Not applicable.

Reticence and difficulties

— Not applicable.

Conclusions

The new governance of the 21st century is based on the need for models of public management based on good governance as the guiding principle of all public policies. The specification of this principle in the daily functioning of public administrations requires a constant updating of knowledge and a search for references among the administrations pioneering the models of open government.

The Lorenzetti Programme for the exchange of experiences and good practice in the areas of transparency, public integrity, prevention of corruption and good governance is an initiative for the innovation and modernization of local administration led by the guarantor bodies of four major metropolises: Paris, Montreal, Bogotá and Barcelona.

This collaboration is based on two premises. On the one hand, the programme aims to share information between guarantor bodies adapted to different contexts and regulations, in order to generate synergies that deepen the knowledge of good governance instruments that make it possible to participate in a shared process based on the successes achieved and the difficulties identified. On the other hand, one particularity of this exchange programme is that it has not been developed from the academic sphere but from the learning generated from the practical application of public-private integrity policies promoted by public administrations.

This synthesis document collects and systematizes the work carried out during these months of exchanging experiences, good practice and specialized models of management of transparency, public integrity and good governance, as provided by each of the participants. As a result of the lessons learned in this process, the Lorenzetti Programme concludes with some brief reflections on the future challenges faced by the guarantor bodies in relation to the strategic lines of work.

1. The question of the institutionalization and consolidation of the bodies that guarantee transparency, public integrity and the prevention of corruption, in general, creates reticence on the part of the administration and managers and civil servants subject to their control and supervision. It seems clear that the fact of not having full operational autonomy significantly diminishes the ability to act with the required independence and, in any case, there is a need for a strong political commitment to guarantee the existence and authority of these bodies in order to ensure their effectiveness.
2. In relation to the criminal risks associated with local public management, there is a common perception that public managers do not take them se-

riously, despite the training and awareness-raising actions undertaken by the guarantor bodies with their respective directors and senior officials. It will be necessary to deepen the training of managers and public officials so that they become aware of the possible consequences of an inappropriate exercise of their public responsibilities.

3. The training of civil servants in transparency and good governance is a strategy shared by all the bodies that guarantee public integrity and it is the main driving force for change in administrative culture. However, a change in model and principles such as the one proposed represents a great transformative challenge, insofar as the personnel receiving this training goes beyond the civil servants involved in administrative management and includes citizens themselves, who must know their rights to information and participation and must demand and exercise these rights in the face of the administrations.
4. In the field of ethics and deontology, it has been found that the simple adoption of a code of ethics applicable to elected officials and managers is not sufficient to guarantee impeccable conduct. In this respect, it is considered essential that the ethical code itself incorporates mechanisms for the control and supervision of public integrity, such as declarations of interests and assets or questionnaires on conflicts of interest, and that there are specialist bodies that can analyse the information declared by public officials in order to detect any possible non-compliance and propose appropriate corrective measures.
5. Despite the enormous progress being made globally in the area of public procurement as a method to ensure a more efficient and fair use of public resources, administrative culture has not incorporated the concept of “public-private integrity”. In this regard, it will be necessary to continue to implement methods of control and supervision of relations with the private sector in order to ensure that the general interest prevails over the legitimate interests of the private sector.
6. The very existence of guarantor bodies in the areas of transparency, public integrity, prevention of corruption and good governance as specialist bodies that centralize the monitoring and control of integrity mechanisms creates some reticence. By nature, these bodies with oversight or supervisory functions sometimes cause discomfort to the administration itself and are confronted by problems in internal management and hostility obstructing the achievement of their objectives. In this respect, it is necessary that they receive the necessary authority to be able to act effectively, on the basis of technical criteria.
7. Finally, the need for these specialist supervisory, control and guarantor bodies to have an applicable sanctioning regime that provides them with dissuasive or coercive mechanisms for the implementation of legal stan-

dards in the areas of transparency, public integrity and good governance cannot be ignored. Without an effective sanctioning regime in the administrative sphere, the only recourse is criminal sanctions, which may be excessive for some ethically reprehensible behaviours. In order to fill the gap that exists in some political systems, and to ensure the effectiveness and impact of the specialist guarantor bodies, it is essential to provide them with a sanctioning capacity in the administrative sphere.

In order to advance in the effective design of public-private integrity policies, three criteria need to be satisfied:

- a. There must be a determined and technically specialized public leadership with a clear will for “ethical action”.
- b. Integrity policies are the result of a combination of different instruments and programmes that complement each other and take on the different challenges of democratic governance: participation and accountability, active publicity, prevention of conflicts of interest, ethical reinforcement of management positions and deterrence through sanctioning procedures.
- c. Persistent exchange of good practices between different action models and contexts provides methodological evidence for the consolidation of policies of transparency, public-private integrity, prevention of corruption and good governance.

Annexes

List of meetings

- Barcelona, 15-16 December 2016: **1st International Seminar: The New Paradigm of Metropolitan Transparency: Challenges of Good Governance**
- Barcelona, 23-24 November 2017: **2nd International Seminar: Fostering Good Governance**
- Barcelona, 10-11 May 2018: **First meeting of the Lorenzetti Programme**
- Barcelona, 8-9 November 2018: **3rd International Transparency Seminar: Public-Private Integrity for a New Governance**
- Paris, 14 December 2018: **European Conference on Ethics and Deontology**
- Barcelona, 12 April 2019: **Second meeting of the Lorenzetti Programme**
- New York, 19 June 2019: **Presentation of the Lorenzetti Programme at the United Nations Ethics Office**

List of participants

Leadership

- Ms. **Gemma Calvet**, Director of the AMB Transparency Agency and Director of the Lorenzetti Programme
- Mr. **Issam El Abdouli**, Counsellor of the Mayor of Paris responsible for Legal Affairs, Laicism, Fight against Discrimination and Human Rights
- Ms. **Brigitte Bishop**, Inspector General of Montreal
- Mr. **Yves Charpenel**, President of the Ethics Commission of the members of the Council of Paris and First Advocate General at the Court of Cassation
- Mr. **Jaime Torres-Melo**, Veedor Distrital of Bogotá
- Ms. **Marie-Françoise Lebon-Blanchard**, Honorary Magistrate and Central Ethicist of the Council of Paris
- Mr. **Denis Gallant**, Inspector General of Montreal (2014-2018)

Staff

- Mr. **Joan Cotxà**, Chief of the Active Publicity and Transparency Portal of the AMB Transparency Agency and technical coordinator of the Lorenzetti Programme
- Mr. **Simon Laliberté**, Lawyer, Office of the Inspector General of Montreal
- Ms. **Francy Alba**, Coordinator of the Transparency Team of the Veeduría Distrital of Bogotá
- Ms. **Carolina Rodríguez**, support for Codes of Ethics, Transparency and Integrity of the Veeduría Distrital of Bogotá

- Ms. **Valeria Caballero**, support for the Transparency Index of the Veeduría Distrital of Bogotá
- Ms. **Maribel Vela**, Chief of Transparency and Right of Access to Information of the AMB Transparency Agency
- Ms. **Mar Cardona**, Chief of Code of Ethics and Registry of Interest Groups of the AMB Transparency Agency
- Ms. **Laia Soriano-Montagut**, Chief of Training, Evaluation and Good Governance of the AMB Transparency Agency
- Ms. **Alba Viñas**, officer of Active Publicity and Transparency Portal of the AMB Transparency Agency
- Ms. **Pilar Mundo**, director's secretary of the AMB Transparency Agency
- Ms. **Núria Ramon**, administrative officer of the AMB Transparency Agency

External collaborators

- Mr. **Manel Camós**, member of the Advisory Council on Metropolitan Transparency of the AMB
- Mr. **Sebastià Grau**, Secretary General of the Barcelona Metropolitan Area
- Dr. **Stefan Rating**, lawyer
- Ms. **Isabel Baixeras**, lawyer
- Dr. **Pau Bossacoma**, member of the Observatory of the Evolution of Institutions at Pompeu Fabra University
- Dr. **Oriol Mir**, lecturer in Administrative Law at Pompeu Fabra University
- Ms. **Elia Yi Armstrong**, Director of the United Nations Ethics Office
- Ms. **Adriana Alberti**, Chief of the Capacity Development Unit, Division of Public Institutions and Digital Government of the United Nations
- Mr. **Rick Sanchez**, Chief of the Ethics and Protection against Retaliation Unit of the United Nations Ethics Office



CONTRIBUTORS

Contributors to this issue

Brigitte Bishop holds a degree in Law from the University of Ottawa and a graduate degree in Financial Crime from the University of Sherbrooke. She has been a member of the Quebec Bar Association since 1989. She has served as a prosecutor for more than twenty-seven years, during which time she has participated in several specialized organized crime prosecution teams. She has also collaborated in the drafting of municipal, provincial and federal bills to promote public integrity. In 2017 she joined the Office of the Inspector General of Montreal as an assistant and in 2018 she was appointed inspector general of the city of Montreal.

Joana Bonet is a journalist and linguist. For twelve years she has been an opinion columnist in *La Vanguardia* newspaper, writing about feminisms, politics, culture, fashion and social trends. Over three decades she has worked in various publishing groups creating new titles. She has collaborated with written, radio and television media, published several books and taught courses at the School of Humanities in Madrid and the UAM El País School of Journalism. Since 2014 she has been the editorial director of Prisma Publicaciones, and in 2016 she created the monthly supplement of *La Vanguardia Fashion & Arts Magazine*, of which she is currently the editor. In 2019 she published her latest book, *Fabulosas y rebeldes. Cómo me hice mujer* (Destino), a personal journey through the learning of femininity and a tribute to 40 pioneers who proposed stimulating ways of being a woman.

Gemma Calvet is a lawyer with a Master's Degree in Social Policies and Human Rights from the University of Barcelona and postgraduate studies in Diplomatic Law from the Barcelona Bar Association. Since 1991, she has practised as a lawyer and consultant in the fields of criminal law and human rights. She has been an independent MP in the Catalan Parliament, where she was rapporteur of the Transparency Law. She has written several books and has contributed for over 14 years in many media. She is a member of the association European Democratic Lawyers. Since 2015, she is director of the Barcelona Metropolitan Area (AMB) Transparency Agency.

Yves Charpenel has been a magistrate since 1978 (a judge and later a prosecutor), director of criminal affairs and pardons, technical adviser to two ministers of justice, attorney general of the Criminal Division of the Court of Cassation and first attorney general of the Third Civil Division of the Court of Cassation. He is an expert in organized crime, cybercrime and human trafficking at the United Nations, the Council of Europe and the European Commission; president of the Scelles Foundation against sexual exploitation; director of training sessions at the French National School for the Judiciary in the criminal field; and a member of the French National Ethics Advisory Committee. Since 2015 he has been chairman of the Ethics Committee of the elected positions of the Council of Paris.

Fabrizio Dall'Acqua holds a degree in Law from the Università degli Studi di Palermo, a postgraduate degree in Management for Public Administrations from Bocconi University and a master's degree in Anti-Corruption and Crime-Fighting Policies organized by the Ministry of the Interior and Libera Università Internazionale degli Studi Sociali Guido Carli (LUISS). In 1997 he won the competition of the Ministry of the Interior to be a communal secretary. Between 1998 and 2004 he served as communal secretary in several municipalities in the provinces of Palermo and Bergamo and until 2007 he was secretary general of the municipalities of Belmonte, Monreale, Trapani and Palermo. Since 2017 he has been secretary general and officer for transparency and public integrity of Milan City Council.

Jordi Duró is a graphic designer. He has worked in the USA, at Louise Fili's prestigious studios, and later on as a contributor to Pentagram in Paula Scher's team. He is co-founder of the magazine *Scope*, and founder and creative director of the design and branding studio Duró. At present he also teaches at Pompeu Fabra University and EINA School of Design. He has been vice-president of the Art Directors and Graphic Designers Association (ADG-FAD). He has had his own graphic opinion section in the newspaper *Ara* since it was founded.

Marie-Françoise Lebon-Blanchard has a degree and a master's degree in Law from the University of Bordeaux. She entered the judiciary in 1979, where she has held various posts: deputy inspector general of the Judicial Services, president of the Court of First Instance of La Roche-sur-Yon, first vice-president of the Court of First Instance of Nantes, advisor to the Court of Appeal of Angers, vice-president in charge of the Court of First Instance of Paris 14, vice-president in charge of the Court of First Instance of Nantes, investigating judge of the Court of First Instance of La Rochelle and Judge of La Rochelle. Between 2015 and 2019 she was responsible for gender equality at the Ministry of Justice and since 2018 she has been the chief ethicist of the city of Paris.

Kim Manresa is a European photographer. He has used photography as a tool for social criticism. He has won numerous awards, and his photostories on child prostitution, poverty and female genital mutilation have generated great interest and a new vision of these problems. His photostory "The day Kadi lost part of her life" has been selected by the agency Associated Press as one of the 100 best photostories of the 20th century. He has produced more than 30 books, some of which have been published in several languages (Catalan, Spanish, Basque, Portuguese, French, English, Arab, Turkish and Korean).

Jean-Louis Nadal has a degree in Law and a postgraduate degree in Private Law and Comparative Law from the Faculty of Law of Toulouse and a diploma from the Institute of Political Studies in Toulouse. He has been an auditor of justice, a prosecutor in the Court of Appeal of Bastia and the Court of Appeal of Lyon and a general prosecutor in the Court of Appeal

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Bloomberg Associates is the philanthropic consulting arm of Michael R. Bloomberg's charitable organization Bloomberg Philanthropies. Founded in 2014, it works side by side with client cities to improve the quality of life of residents, taking a strategic, collaborative and results-oriented approach to make cities stronger, safer, more equitable and efficient. Its team of globally recognized experts and industry leaders has worked with cities across the globe on hundreds of projects in order to ignite change and transform dynamic vision into reality.

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Transparency Agency of the Barcelona Metropolitan Area, Mayor's Office of Paris, Office of the Inspector General of Montreal and Veeduría Distrital of Bogotá

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LUX BARCELONA

Light (Lux, lucis in Latin). «Physical agent, one of the forms of energy to which eyes react, making things visible».

This magazine, supported by the Barcelona Metropolitan Area, aims to be a converging point for brainstorming and generating useful materials for good governance. It is well aware of the unique opportunity to work for a contemporary humanism which adopts the challenges that the 21st century democracies are facing. Public policies must dig down to the roots for them to guarantee the future of an ethical and fair society. In this matter, the metropolitan administration is a governance tool for cities, and thus it cannot disregard the democratic transformation. This series of texts intend to lead this transformation and shed light on the idea of good governance that had illuminated the world during the Enlightenment.

The Director of the Transparency Agency, **Gemma Calvet**, introduces this third volume of the *Lux Barcelona* magazine with a critical and hopeful reflection on “The Utopia of Integrity”, in which she presents the Lorenzetti Programme for the international exchange of experiences and best practices in the field of transparency, public integrity, corruption prevention and good governance. The subject of this monographic issue is the global dimension of promoting public integrity, and its “pillar” is the summary document presenting the conclusions of this initiative of the **Barcelona Metropolitan Area, Bogotá, Montreal and Paris**, to which **Milan** has recently added. The idea is to share knowledge among public services in charge of the promotion of transparency and good governance, in order to learn from each other about their initiatives.

“The Flowers of Good”, by **Joana Bonet**, introduces the “Lighthouses”, in which the collaborators of the Lorenzetti Programme reflect on the global challenges of the fight against corruption and the promotion of public integrity and on the role of their organisations in improving democratic governance. The lights guiding us in this issue of *Lux Barcelona* are presented by **Brigitte Bishop, Jean-Louis Nadal, Yves Charpenel, Marie-Françoise Lebon-Blanchard, Fabrizio Dall’Acqua, Jaime Torres-Melo and Bloomberg Associates**. The issue is completed by the sharp gaze of photographer **Kim Manresa**, the graphic opinion of the illustrator **Jordi Duró** and a selection of quotes collected by **Gemma Calvet**.