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CommGAP
Towards A New Agora
Innovative Solutions for Governance

**USING COMMUNICATION APPROACHES AND TECHNIQUES TO SUPPORT
ANTI-CORRUPTION EFFORTS: A LEARNING EVENT FOR ANTI-CORRUPTION AGENCIES**

**Vienna International Centre, Vienna, Austria
November 17 – 19, 2008
Rapporteurs' Report**

Opening Session & Introduction

Speakers

- Francis Maertens, Director, Division for Operations, UNODC
- John Sandage, Chief, Treaty and Legal Assistance Branch, Division for Treaty Affairs, UNODC
- Jorge Hage Sobrinho, Minister of State, Head of the Office of the Comptroller General, Brazil
- Dimitri Vlassis, Chief, Corruption and Economic Crime Section, Division for Treaty Affairs, UNODC
- Stuart Gilman, Deputy Director Stolen Asset Recovery Initiative (StAR) and Senior Advisor, UNODC
- Sina Odugbemi, Head, CommGAP, World Bank

Summary

Mr. Maertens stated that communication techniques are critical to anti-corruption work, but the challenge is in using these techniques efficiently to counter corruption. Winning public trust and managing expectations are only part of this work. Preventing corruption should be integrated into the larger governance agenda, and addressing the demand side of corruption through cooperation with civil society, good governance and rule of law is becoming increasingly critical to fight corruption. The UN Convention against Corruption (UNCAC) contains solutions for countering corruption and is an instrument for improving governance.

Mr. Sandage pointed out that recognition of the importance of communication in fighting corruption is growing, and that the learning event provided an opportunity for anti-corruption agency officials and communication experts to discuss and debate on the ways in which communication can support and enhance anti-corruption efforts.

Minister Hage talked about the importance of communication in the fight against corruption and increasing citizen participation in these efforts. He also argued that without effective persuasion by anti-corruption agencies and increased citizen participation in anti-corruption work, adequate measures to combat corruption will not be developed. The Minister also pointed out that along with anti-corruption agencies and civil society the media play crucial roles in anti-corruption work.

Mr. Vlassis stated that communication is important to anti-corruption work for three reasons: 1) to share successes; 2) to fully understand challenges and gaps; and 3) to manage expectations. First, sharing successes allows anti-corruption bodies to learn from each other and help build and sustain momentum as well as determination. Mr. Vlassis said that determination is one of the most important things we need for fighting corruption. Secondly, better understanding the challenges and gaps in the fight against corruption requires more effective communication, so that anti-corruption efforts can be explained to a wider audience to generate additional support and resources. Finally, effective communication is needed to set and manage realistic expectations among citizens in fighting corruption. Mr. Vlassis also pointed out the role that the media can play as an educator in fighting corruption.

Mr. Odugbemi noted that communication is featured prominently as an integral part of UNCAC. He also emphasized the role of the media in anti-corruption efforts, as well as the mission of CommGAP: Adaptive solutions—not only technical fixes—are needed for anti-corruption efforts to be effective. Mr. Odugbemi argued that the challenges of persuading people, changing social norms, and building coalitions are fundamental to effectiveness.

Participants' Expectations and Challenges Faced in Anti-corruption Work

Facilitators
- Stuart Gilman, Deputy Director Stolen Asset Recovery Initiative (StAR) and Senior Advisor, UNODC
- Sina Odugbemi, Head, CommGAP, World Bank

This session elicited participants' expectations of the three-day learning event and included a discussion of the challenges they face in their effort to fight corruption. Facilitators asked participants to focus not on the technical but rather on the adaptive challenges in their work, such as transforming difficult norms and social practices that are impeding the effectiveness of their work on the ground.

Summary

The main challenges voiced by participants included:
- Balancing the need for transparency as well as data protection and confidentiality.
- Generating support from ordinary citizens for anti-corruption efforts.
- Passing and enforcing Freedom of Information acts.
- Communicating effectively in a society that is biased and has high expectations, including ensuring continuous communication with the public to report on progress and results.

- Addressing the dilemma that the more successful one is in uncovering corruption, the more citizens think that corruption is a major problem in society.
- Dealing with overemphasis on aggregate measures, particularly the Transparency International index.
- Getting to a good starting point for new anti-corruption agencies.
- Media-related challenges:
  - Absence of investigative journalism; lack of interest among journalists to report on investigations, particularly serious corruption cases.
  - Abundance of sensationalist media; need for journalists to focus not only on sensational sound bytes.
  - Lack of capacity in the media to professionally report on ACCs.
  - Tendency of the media to represent the achievements of ACC director as those of an individual as opposed to those of the institution as a whole.
  - Balancing the need for openness and transparency, while ensuring that sensitive information is not publicly divulged to the point that the case gets over-reported and thrown out of court.
  - Tendency of the media to focus on the mistakes made by government agencies in conducting investigations.
  - Establishing effective professional relationships/partnerships with the media.

SESSION I: Building Anti-Corruption Networks And Coalitions Within State Institutions

Chair
- Timothy Lemay, Chief, Governance, Human Security and Rule of Law Section, UNODC

Panelists
- José Edgardo Campos, Lead Public Sector Specialist, World Bank (Lead Panelist)
- Gerard Bussier, Director, Corruption Prevention and Education Division, Independent Commission Against Corruption, Mauritius
- Edward Hoseah, Director-General, Prevention and Combating Corruption Bureau, Tanzania
- Goodwell Lungu, Executive Director, Transparency International, Zambia

Panel Summary

The first panel suggested several ways to build anti-corruption networks and coalitions within state institutions. **José Edgardo Campos** offered two main reasons why it is important for anti-corruption agencies to learn how to build coalitions. First, as reform represents a major institutional change, moving from the status quo to the desired state requires a well-oiled machine—a coalition of reform supporters—to help *manage* and *sustain* reform. Secondly, corruption is a "multi-headed animal," the causes of which are varied and complex. Therefore,

instead of employing a shot-gun approach, a reform coalition should *focus* on a few priority issues.

Mr. Campos then shared his experience in coalition building and designing an effective communication strategy for the public procurement reform in the Philippines. He believed that this experience was particularly relevant to the learning event, given that procurement is one of the biggest sources of corruption. To form a coalition that would help sustain the reform process and focus on priority issues, the reform managers undertook the following key activities:

> 1) understand the underlying political landscape;
> 2) build ownership within government (which included recruiting champions in the legislature);
> 3) address the collective action problem among key stakeholders by having one civil society organization that brought all the parties together; and
> 4) solidify core advocacy groups and generate broad public support through a robust media campaign.

Mr. Campos described the media campaign as the glue that held the coalition together. In fact, the media campaign was indispensable in sustaining the coalition throughout the reform process. The specific media tools used included radio announcements (broadcast by trained reporters), TV (used especially to inform the middle class), print media (required to amplify the problem) and advertisements (created a brand name with which the public could easily associate the reform).

Gerard Bussier, Edward Hoseah and Goodwell Lungu served as discussants on the panel. Mr. Bussier underlined the complexity and dynamics of corruption, emphasizing the importance of mobilizing consensus in favor of and anticipating potential opposition to anti-corruption work. The main problems he saw in building anti-corruption networks and coalitions included: lack of cooperation, lack of clarity in legislation, weak cooperative ties, and the fight for supremacy among state institutions. Mr. Bussier recommended that a strategic communication plan be developed after comprehensive actions are taken during what he terms *phase one* (wide, external, awareness and consensus-building) and *phase two* (focused, internal, call for action) communication efforts.

Mr. Hoseah discussed the challenge and need for better coordination in general, particularly because there are so many benchmarks for the government to deal with, including benchmarks set by the donors, media, and civil society. He also pointed out that it is a fundamental issue for the government to strike the balance between the need to enforce transparency measures, including Freedom of Information acts, and the need to honor the constitutional right to privacy. To address this issue, he argued that the media must be brought on board to partner with the government, though he also pointed out the need to closely manage this relationship with the media.

Mr. Lungu presented the "J-curve," which illustrates the movement from the status quo to the desired state of less corruption. He explained that in order to reach this desired state (the top of the letter "J," which denotes stability), it is essential to create space for change and to let politicians occupy that space. Furthermore, Mr. Lungu indicated that at the beginning of a fight against corruption, public perception of corruption increases due to the special attention paid to the issue.

Plenary Discussion

The panel was followed by a rich discussion that uncovered many related issues to the challenge of building anti-corruption networks and coalitions. First, the issue of overlapping mandates of agencies with respect to procurement reform was brought up, and whether there was a template or research methodology in place for defining inter-institutional relationships.

To address overlap in legal mandate, a memorandum of understanding should be drawn and a committee comprised of relevant institutions be set up at the national level to discuss the overlaps and decide on a course of action. Indeed, overlapping mandates of different agencies makes the reform process opaque and vulnerable to corruption. There is a need to commit resources to find out where the overlaps may be.

In the case of procurement reform, two professional consultants were hired to lay out the overlaps in mandates and laws, producing a detailed report after three to four months of 24/7 work. Once the report was done, the problems were spelled out and basis for reform was established. It would be beneficial to conduct this type of research at the start of any reform process.

A participant asked about the interrelationship between democracy, good governance, and the fight against corruption, which sparked a discussion about politics. Reaching agreement among political players is a major issue. The problem is often not that government does not want to fight corruption, but that political players are unable to settle differences among themselves. One participant stated that political problems are solved with political solutions, and that corruption is a political problem.

The discussion then shifted to two types of corruption: *grand corruption and everyday corruption.* Participants agreed that part of the problem is that the focus of anti-corruption efforts is often at the grand level, when more needs to be done at the lower level which contributes to wide-scale, petty corruption that leads to a myriad of problems. Related to this are issues of integrity and the use of benchmarks to measure corruption.

Participants agreed on the difficulty of dealing with benchmarks set by various actors, such as the donor community, civil society and media. They expressed frustration with the media, which often focus international standards/benchmarks that then lead to public perception that the government is doing nothing.

On the challenge of how to prioritize issues, Mr. Campos noted that prioritization depends on the resources at one's disposal. In many countries it would be hard to fight grand corruption, which means one might tackle petty corruption—which is the very thing that would have a more immediate impact on people's lives. *To prioritize, one must be realistic, and deal with things that are smaller but that one is capable of handling, given resources and constraints.*

Mr. Campos talked about the example of recruiting boyscouts in the Philippines to ensure that textbooks reached school districts. They determined that boyscouts were interested in this effort because they were directly affected by the problem, and their participation costs very little. It was a simple process—informing boyscouts through an SMS message that they should receive a certain number of textbooks, then check with their school district and text back the number of books received and when. The point, therefore, is to know what resources are available and decide what one can do within given constraints.

With regard to building coalitions, participants also discussed the difficulty of forming internal consensus within government. Addressing *internal opposition* from reform-minded officials with different objectives and different ideas on how to go about reform is a challenge. To make progress, it is important to pay attention not only to external, but also to internal opposition.

Participants agreed that *while political will was crucial to successfully fighting corruption, it is often lacking, especially in corrupt societies.* There is also a *need to harmonize the activities of various public institutions* fighting corruption, including regulatory agencies, public procurement authorities, and other public institutions. One suggestion was to involve every interested ministry, department, civil society organization, and private sector entity to create integrity committees as well as to establish a committee to address complaints within each ministry.

Finally, participants touched upon the challenge of bringing mass media representatives onboard to talk about corruption prevention because prevention is key to fighting corruption. Releasing budget information to media and civil society so that local governments can be held accountable was one solution posed by a participant on partnering with the media.

PARTICIPANT RESPONSE CARDS

1. Focus on what can be done; use opportunities in the system to make progress.
2. The challenge of converting grand corruption to petty corruption; the imperative of benchmarks; the imperative of role clarity with respect to liaising with government agencies.
3. Sharing information without the influence of confidentiality provisions is important; resources over and above normal budgetary provisions should be made available; institutions and leaders of those institutions should act with integrity; balance of reactive (investigations) and preventive (awareness and empowerment) measures should be considered; media should be responsible in reporting.
4. This is a very interesting topic. Discussions focused on two things. First, the "preventive" and second, means of producing and improving on the procurement process. These are what I am

strongly passionate about and I gained so much information which will help me in the fight against corruption in my country.

5. Investigation: anti-corruption agencies combine both investigation and prosecutorial powers to curb grand corruption; very useful and productive workshop.

6. In building anti-corruption networks and coalitions especially within investigative and prosecutorial bodies, one must be cautious that the impartiality of prosecution authorities in taking decisions to prosecute is not compromised; media should seek to get religious institutions involved in anti-corruption campaigns.

7. A good session that brought to fore the need for state actors in the anti-corruption fight to work in collaboration. The media must be focused to report on issues that help the work of anti-corruption bodies and contribute to linkages that promote transparency and integrity.

8. Need to move from a "shot gun" approach to a "laser beam" approach; take stock of the opposition base and support base; anticipate your opposition; coalition building is a process that takes time and hard work.

9. It is crucial that the state institutions take ownership of the process and initiate activities without being driven by the anti-corruption agencies.

10. How to enhance cooperation and minimize competition among public agencies in a country to assist the national anti-corruption strategy? In other words, how can the "turf wars," which is common in many countries, be minimized? For example, in Singapore, the Ministry of Home Affairs adopted the "Home Team" Approach from 1987 to improve cooperation and minimize competition among these agencies: Singapore Police Force, Civil Defense Force, Immigration and Checkpoints Authority, Central Narcotics Bureau, Singapore Prison Service, and the Ministry Headquarters. The Home Team Approach implies that there is cooperation between these agencies for example in the conduct of joint operations between the Police and the CNB. Secondly, the officers of these agencies attend basic training courses at the Home Team Academy.

11. Build trust in what we are doing and among different players; build coalitions with the media.

12. Train the media and NGO's on anti-corruption methods/practices; widen the coalition by explaining that everyone gains from fighting corruption and corruption is a development issue, not only entitlement/criminal issue; strengthen internal control mechanisms--make them part of your coalition for the fight against corruption; conduct Public Expenditure Tracking Surveys (PETS).

13. Build integrity in state institutions; build cohesion between likeminded state institutions; difficulty in getting media involved when media is controlled by the corrupt or those that have vested interest.

14. There is a need to learn more about specific anti-corruption initiatives in my country and brainstorm ways of packaging and presenting information to the media.

15. A lot of approaches and techniques have been presented which are very useful and practical. The state institutions should be serious about building networks and coalitions with the public and media.

16. An anti-corruption agency must be independent and cannot create coalitions with political public institutions. Their leaders could be corrupt.

17. I was struck by the possible importance of creating networks and coalitions with unexpected partners as being potentially highly effective. Two examples were given--the boy scouts to combat textbook losses in the Philippines, and (although less extraordinary) senior managers in public administration who can actually help effect change within government administration.

18. It is necessary to pay more attention to the prevention side. For this, we have to build a coalition between the anti-corruption and internal control agencies, on one side, and the public officials who are in charge of departments, divisions and government bodies, on the other. If we want to succeed in persuading political leaders to support the fight against corruption in all countries, we will have to

find a more adequate methodology to measure corruption (than the "perception index"), because the "perception measuring" obviously has the opposite effect: it tends to increase where the "perception" increases; and this inevitably happens when the investigation, divulgation and transparency is increasing. The end result of this is the "appearance" of "more corruption," instead of the improvement of the position of that country in the so called "ranking." It is easy to see that this "political cost" may not be encouraging for some countries, and then, it may tend to inhibit, instead of stimulate, their disposition to join this global effort.

19. Excellent comments regarding focusing on integrity with press rather than general anti-corruption rhetoric; media's focus on transparency is good but care must be placed to ensure a balance of privacy protection and fairness.

20. Inter-institutional relations are often not clearly defined and this opaque environment often is used to stump anti-corruption efforts by playing anti-corruption institutions against each other. (*Solution: Legal mandate mapping and inter-institutional relations.*) Method of research is not method based. Often, anecdotal evidence results in faulty policy design. (*Solution: Create templates of research standards thus rationalizing conclusions*.) Theoretical approach does not include history, i.e. neo-classical economics. (*Solution: New institutional economics*.)

21. Integrate more public and private media's officers in the anti-corruption agencies; create a media consulting committee to assist anti-corruption agencies on media matters; anti-corruption agencies must have their own media (newspapers, radio, and maybe TV).

22. Building anti-corruption networks and coalitions could be done if we have real political will in addition to transparent media and people understanding the risk of corruption which could damage the country's economy. We can build coalitions in all state institutions to achieve the goals of fighting corruption.

23. Similarly to what happens in an international environment in fighting serious forms of criminality such as corruption, also on a national level, among state institutions, cooperation and coordination activities are needed in order to pursue a more effective tackling of this matter. In order to achieve this, state institutions need to exchange information between each other and base this exchange of information on mutual trust. Mutual trust without certain state institutions hiding information in order to get all the credits. Mutual trust without confidentiality clauses. Mutual trust in order to have state institutions able to fight corruption in a more pro-active and swift way.

24. Create integrity committees within state institutions; create national anti-corruption policies.

25. Shift the paradigm from corruption to integrity; coordinate benchmarks; strike a balance between privacy and transparency; conduct legal mapping to avoid overlaps; create integrity committees; empower civil society to implement the action.

26. a) Legal mechanisms to combat corruption; b) instructions to the civilians about the way to report corruption, especially the role of the media; c) controlling public tenders and implementation of the work after choosing the best bidders by civil society and media.

27. How to create a conducive atmosphere where some state institutions want to dominate.

28. Anti-corruption measures must make citizens the custodians of accountability; how can the media assist in a national debate on the expected behavior of elected representatives.

29. Building networks and coalitions within state institutions may be possible in case of similarity of opinions and objectives for these coalitions and groups. However, in case of different opinions and objectives, there shall be difficulty in building a united base. I think that the legislative branch with the help of competent authorities can build a real and strong base to fight corruption.

30. a) Fostering political will through media/CSO campaigns; b) institutionalizing prevention of corruption to enhance coordination.

31. a) It is indeed extremely difficult to strike a balance between transparency and personal data protection. Once the ACCs are trying to be more transparent, they will be subject of attack for institutions in the privacy of an individual. *A fine line has to be drawn (benchmark)*. b) Furthermore, public interest tends to be more affected by different politicians who have combinations of various agenda/objectives that somehow hinder whatever communication techniques to be introduced. *More communication with politicians prior to implementation*. c) It is difficult to identify what the politicians would want to achieve or their desires because their objectives could easily change from one extreme to another. *To build up a better network with the politicians contracting out procurement to potential logistics consultant may be able to simplify the procedures on procurement while ensuring a more competitive and transparent tendering exercise.*

32. a) Strong political will; b) sufficient human resources (experts, well-trained, motivated); c) public awareness (securing the support of general public).

33. a) Endeavor to change the status quo of corruption to the desired goal of a corrupt free society, particularly the developing countries; b) the media and other networks would be used effectively in this process; c) anti-corruption commissions must be able to design an effective communication strategy for this purpose.

34. a) Solidifying political will within state institutions and public in an effort to combat corruption; b) creating awareness among the public about what corruption is all about and means of intervention to ensure that corruption is eradicated.

35. A number of good points about the importance of cooperation between state institutions (and lack of cooperative ties) regarding communication strategy building; interesting Zambia case study. Solutions: Good communication strategy based on decentralized approach and communication (not one-way information); first good communication between state institutions; sharing roles and responsibilities; finding joint communication channels within state institutions.

36. Coalition-building is key. Train and regularly inform the media. To be efficient, it requires important coordinate efforts.

37. a) Differentiate between different forms/manifestations of corruption and "tailor" anti-corruption strategies/approaches including coalition-building to address them in specific ways (coalitions will change over time?); b) how to tackle "state capture"/grand corruption? If we decide not to address the issue, how do we avoid getting trapped in hypocrisy and double standards?; c) how to avoid the political instrumentalization of anti-corruption agencies?

38. a) Extend which of the media to include (internal and web-based communities, which can be used to disseminate information without media owners' biases.); b) "professionalization" of the civil service should be advanced to reduce control by corrupt political officials at minimum, appointment and disciplinary process must be de-politicized/merits-based. (Policing→automatic process. Professionalization PS: revitalized role for PSC. Whistleblower protection.)

39. Train media professionals on the challenges of fighting corruption; develop a school program on corruption and raise awareness among the general public.

40. We need to set up a unique agency comprised of the three powers (executive, legislative, and judiciary) that has the power and sufficient autonomy to take action. This agency will need to rely on experts such as auditors and investigators. This agency will need to have a communication department which will be in charge of raising awareness and an operational department in charge of detecting and pursuing corruption cases.

SESSION II: Cultivating A Culture Of Probity And Accountability Within Public Authorities

Chair
- Dimitri Vlassis, Chief, Corruption and Economic Crime Section, Division for Treaty Affairs, UNODC

Panelists
- Jon Quah, Retired Professor, Singapore (Lead Panelist)
- Howard Whitton, Independent Consultant, Malta
- The Honorable Earl E. Devaney, Inspector General, US Department of Interior, USA
- Valentina Knezevic, Head, Republic Relations, Montenegro Agency for Anti-corruption Initiatives

Summary

Jon Quah began the session with the following definition of corruption: monopoly plus discretion minus accountability. He discussed the importance of internal accountability when talking about cultivating a culture of probity, and that at the top of any public service institution, leaders must be committed to ethical standards for the rest of the civil service to follow suit and adopt that commitment. He argued that communication plays a critical role by enabling leaders and heads of public institutions to send a clear message to their staff about their commitment to ethical standards. In order to cultivate a culture of internal accountability, Mr. Quah also suggested conducting ethics training, adopting enforceable codes of ethics, and protecting whistle-blowers as key success factors.

Mr. Quah placed particular emphasis on whistleblower protection to enable public servants to report wrongdoing without any fear of reprisal or punishment. In fact, whistleblower protection is the basis of creating a safe environment for public officials and employees to report corrupt behavior to proper authorities. According to Mr. Quah, the benefits of whistle-blowing include: increased safety and well-being of the organization; reinforcement of the organization's code of ethics; reduction in organizational waste and mismanagement; and improvement in employee morale.

Mr. Quah illustrated his points with case studies, sharing good practices of combating corruption through values training for junior and senior police officers (Singapore), Community Relations Department enhancing integrity in the country's public sector through developing codes of conduct and conducting experience-sharing sessions (Hong Kong), the public sector's whistle blowing culture (Australia), and whistleblower protection in the oil watchdog agency (US). Mr. Quah emphasized that a strong and clear signal from the very top of the organization is needed to change organizational culture.

Howard Whitton talked about the evolution in the development of codes of conduct. In the past, codes of conduct were seen as having disciplinary purposes as well as being a set of rules

and procedures mostly comprised of limits and prohibitions. Today, codes of ethics espouse core values and aspirations of organizations—a development which he described as "professionalization." Mr. Whitton discussed two major problems related to the challenge of cultivating a culture of probity and accountability: 1) seeing the ethics problem, and 2) strategically and competently interpreting codes of conduct in context. He argued that competence in ethics can be raised through training. Whistleblower systems within countries must be established deliberately. Mr. Whitton emphasized ethics and integrity system training for public officials. In his opinion, the main problem of accountability within public authority management is that too much attention is given to technical, rather than ethical issues.

The Honorable Earl Devaney agreed with Mr. Quah's emphasis on leadership commitment and whistleblower protection as key factors for cultivating a culture of probity in public authorities. To illustrate his point, Mr. Devaney talked about examples of two different kinds of leaders and their approaches from his experience. While one head of institution excused an individual who committed egregious ethics violations, thus sending a bad signal to the rest of the workforce, his successor did the opposite. On the first day of taking office, the new leader sent a strong signal articulating his interest in a rigourous ethical climate within the institution and followed that announcement with videotaped messages to hold people accountable. When his staff committed ethical improprieties, he fired those who were responsible.

Mr. Devaney stressed that commitment to ethical standards must be visible at the top and punishment needs to be sure, swift, and fair. Mr. Devaney also discussed whistleblower protection as a key ingredient in the effectiveness of an ethics program. The US Department of the Interior has an anonymous phone-in program, the challenges of which are that whistleblowers come in all sizes and shapes and time and resources are needed to listen to them. The program also has procedures in place if whistleblowers feel they are being retaliated against. Approximately 30 percent of new cases emanate out of whistleblower complaints, and therefore, Mr. Devaney believes that protecting a whistleblower culture is tantamount to protecting ethics and integrity.

Valentina Knezevic described the process of implementing an anti-corruption strategy in Montenegro and legislative amendments related to the process. She described that the attitude of the public was cautionary because legislation was new. Ms. Knezevic pointed out the necessity to increase public awareness regarding corruption and to develop guidelines for enforcement authorities to fight corruption more effectively.

Dimitri Vlassis gave the closing remarks. He underscored the need to actively and tangibly demonstrate leadership commitment by setting the tone from the top and backing it up with zero tolerance. Mr. Vlassis emphasized that it is not only a question of communicating effectively, but also making sure that what is communicated is true. Words should be aligned with deeds. Finally, he stated that rules can be interpreted differently; therefore, it is important to clarify them so that there are no ambiguities.

Plenary Discussion

Participants discussed a wide range of issues related to the challenge of cultivating a culture of probity and accountability within public authorities. They first debated the challenge of *developing the credibility of whistleblower legislation*, and in particular, that of balancing the need to develop employee confidence in the system on the one hand and the decision to dismiss some complaints on the other. Mr. Devaney explained that the whistle blowing program is hard work, noting that one in 10 cases brought to them were significant or actionable. Moreover, a person who comes in with an irrelevant story one day might come back later with important information. Also, it would be good to keep in mind that whistleblowers not only talk to the authorities, but are most likely talking to reporters as well as others.

On the issue of enforceability, Mr. Whitton explained that the objective of whistleblower protection is to encourage people to talk about what the agency needs to know. This means that the agency itself must clearly define what constitutes wrongdoing, and not leave it to the whistleblowers.

Building *a culture of ethics and meritocracy* in countries whose *societal values are based on tribal customs and folklore is difficult*. Mr. Quah noted that context is important, and in terms of addressing this particular challenge, Singapore was at an advantage because it is very small and could strengthen its economy rapidly to be able to direct its attention on setting codes of ethics.

Participants also discussed *asset seizure* procedures in Western countries. In the US, judicial agencies at federal, state, and local levels are the main players in asset seizures. In many instances, assets are seized in drug and tax evasion cases. In seizing assets, it is important to make sure that there is no impunity or impartiality. This needs to be balanced with a prevention strategy based on raising awareness and education.

In some societies, there is a very strong emphasis on human empathy and it is difficult, therefore, to ask citizens to demand ethical behavior from public officials. In this type of context, one could still create awareness among the public to demand accountability by, for example, educating the public about what it means to be a public official (as defined in UNCAC).

Especially in smaller nations, whistle blowing is an act of bravery that deserves a serious response from the government. The US has a witness protection program, and hopefully countries should have laws protecting whistleblowers. In Singapore, a witness cannot remain anonymous but has to testify in court, which necessarily requires that the anti-corruption agency be credible.

PARTICIPANTS RESPONSE CARDS

1. a) Leadership: from the top and by example; b) support for whistleblowers – lack of support for whistle blowers is a communication disaster. Ethical responsibility to whistleblowers to protect them.
2. a) Sufficient payment for government officials and motivate code of conduct; b) punish corrupt officials seriously.
3. Elaboration of ethics codes between developing countries and partners in their bilateral or multilateral relationship.
4. a) Code of conduct should be extended to politicians as well; b) there should be sanctions in the legislation against those that victimize the whistleblowers.
5. a) Whistle blowing; sieving the genuine complaints and information from the frivolous ones; b) build up systems inherent in the organization which are difficult to break; c) blend of strong laws with changing the culture; d) in a corrupt organization, as the old corrupt officers leave and newcomers come in it is important that they do not pass on corrupt manners to the new generation; e) at the same time, it is important to change the culture of the population if they are prone to culture of offering bribes.
6. a) There is a need to train public officers on issues of integrity and ethics; b) ethical behavior/conduct should be part of the general requirements for one to get employed in the public service, and the private sector should be encouraged to do the same.
7. a) For integrity to be effective there must be strong support from the top. Punishment must be swift and fair and must be applied equally; b) if it is visible at the top it will work; c) whistleblower legislation is important for providing protection for whistleblowers.
8. a) Develop a code of conduct/code of ethics; b) encourage whistleblowers.
9. a) Importance of core values/mission statements as a way to foster the implementation of code of conducts; b) training is important, but things have to change from the top; otherwise anti-corruption efforts will not work at any other level; c) even if it is difficult, it is important to have a clear legal and operational framework for using whistleblowers as a means to fight corruption.
10. a) Public sector pay is crucial! Ethics training will only work where public officials earn enough for survival; b) how to make whistle blowing work in cultural contexts characterized by a high degree of social pressure. Are there "socio-cultural" preconditions for the functioning of whistleblower protection?; c) comparison of country case studies: what needs to be in place in order to make whistle blowing work? ("prerequisites"); d) law enforcement agencies need to conform with high integrity standards; otherwise "sure, swift, and fair" punishment is impossible; e) fear of retaliation: how to make the protection of whistleblowers credible.
11. a) The imperative to identify the motivation to engage in corruption and similarly to engage in whistle blowing; b) the imperative to communicate the policy on corrupt behavior as well as the consequences of such acts.
12. a) All anti-corruption laws/sets should make provisions for the protection of whistle blowers and informants; b) to introduce integrity in public life, assets declaration must be the central focus.
13. a) The code of conduct of an institution might be evaluated and adjusted from time to time by an independent institution in order to adjust the code to the new challenges and institution; b) there are legal limits to taking in an anonymous claim about breaking an ethical code seriously.
14. a) Fight against corruption is first of all a pedagogic task; b) training on ethics and anti-corruption should be made at every level of the career of civil servants; c) audio visual tools should be used for general public (example: Hong Kong); d) web 2.0 tools should be used more and more.

15. a) Program for protection of civilians who report corruption; b) exchanging of the experiences about the code of conduct.
16. Suggest the officer of this meeting to ensure simultaneous translation to get much benefit of meeting to the Arab participants.
17. a) Formatting methods of communication (modern) and uniting them to ensure cultivation of good behavior culture promoting the efforts to fight corruption; b) raising awareness among people about the danger of corrupt persons on developing countries and their economies.
18. a) Cultivating a culture of probity and accountability within public authorities. Not only within public authorities, but also in the education sector (schools, universities, and training centers); b) to fight "late corruption (Hong Kong)," include in the anti-corruption law the need of authorization before going from public service to private.
19. a) There is a need to enact whistleblower legislation to protect whistleblowers; b) help whistleblowers in practice who are victimized.
20. a) Integrity must be visible at the top; b) whistleblowers must be protected.
21. a) Develop high profile campaigns to educate citizens on the cost of corruption; b) develop training program for ethics officials, especially in less developed countries.
22. a) Protection of whistleblowers is important; b) core values should be seen to be shared by members of staff in that institution; c) there should be a clear distinction between code of ethics and code of conduct.
23. It could be done in all public institutions if such institutions have the desire to do that.
24. a) Promote a culture of whistle blowing by providing incentives and protection to bona fide whistleblowers; b) increase salaries for public servants as an incentive to ensure that there is a culture of probity and accountability; c) enact legally binding code of ethics applicable to public servants with attendant sanctions.
25. a) Promote a whistleblower program with clear guidelines for what is to be reported and whistleblower protection; b) promote investigative journalism and provide timely and regular information to promote internal accountability in departmental functioning; c) employee performance evaluation includes a separate section for using whistleblower information and whistleblower protection as a prerequisite for promotion.
26. Cultivating a culture of probity and accountability within public authorities depends on the culture of the officials and staff themselves; changes could be made if such officers were educated, cultured and really have the desire to do that for the benefit of all.
27. I believe that it is very important to enact laws that protect whistleblowers. It should focus on the secrecy of information of the whistleblowers and giving remuneration to the person who gives the information to encourage him. For the culture of probity it is necessary to enact laws and regulations to regulate the conduct of staff, reveal integrity culture, and make everyone accountable without any differences.
28. a) To better protect the interest of whistleblowers, a comprehensive system like "Witness Protection Program" is deemed necessary. The WPP has been implemented in Hong Kong after legislation in year 2001 and is considered to be very effective though very much resource intensive; b) it is difficult to ensure that all public servants are familiar with the code of ethics hence to punish them in case of breaches; c) to introduce an Ethics Officer in an organization probably can safeguard that public servants may inadvertently misunderstand the code of ethics.
29. One out of nine cases is followed up. The nine are seen as trivial. My view is that the nine cases are crucial because the lower cadre feel the issues raised can be dealt with administrative or on policy issues. The common person feels those are issues which affect the person on a daily basis. Improve the laws for protecting whistleblowers even after giving evidence.

30. a) While ethics training may be conducted, it is better that ethics starts at home; b) churches and parents do a lot in this respect; c) whistleblowers are heroes and need to be protected be it by law or by the community. Whistleblowers also need to be responsible; d) integrity at the top is what you need to fight corruption; e) nothing else will bring about change in this regard.

31. a) Precondition: make public officials feel secure about their job and satisfied by the way they are treated for what they do (reasonable salaries; respect for their position in society, etc.); b) how to detect ill-intended whistle blowing? When it is tailored towards harming a person or institution without a real reason for it.

32. Three avenues to cultivating a culture of probity within public authorities: 1) countries with the whistleblower legislation to enact laws and legislations to safeguard those who take the risk in reporting corruption; 2) code of conducts should be legislated to become law and firmly enforced by judiciary; 3) new employees when introduced into his or her new job should be inducted into the public service code of conduct.

33. Ensure the confidentiality of whistleblowers; put in place legal mechanisms to ensure the security of whistleblowers

34. Cultivate a culture of probity by raising awareness and training; keeping a close eye on certain activities, such as procurement, and vacancy posting of some higher level positions (rigorous examination of the files).

SESSION III: Learning From The Global Environmental Movement: Raising Issues On The Public Agenda

Chair
- Alun Jones, Chief Advocacy Section, Division for Policy Analysis, UNODC

Panelists
- Mark Meisner, Assistant Professor, Department of Environmental Studies, State University of New York (Lead Panelist)
- Howie G. Severino, Journalist, GMA Network, Inc., Philippines
- André Doren, Director of Communications, Transparency International – Berlin

Summary

Mark Meisner discussed how the global environmental movement was able to raise its issues on the public agenda. Mr. Meisner presented media and issue framing as a social science concept and defined "frames" as cognitive devices that help both journalists and the public put together organized and coherent positions on any given issue. He then presented common media frames for environmental issues, including: Apocalypse/Pandora's Box; Conflict; Uncertainty; Techno-Fix Frame; Personal Choice; Moral Responsibility; and Social Progress/Sustainability.

Regarding lessons learned, Mr. Meisner raised several points. He explained that science is necessary but not enough, and work is needed to put issues on the media agenda. While negative coverage can raise the salience of issues in public minds (e.g., protests against the

WTO in Seattle), people generally like positive frames (e.g., talk about integrity rather than corruption; and what kind of world we want to envision rather than what kind of problems we have now). Finally, different kinds of appeals are appropriate to different audiences and circumstances (e.g., use of humor, etc.). With respect to strategies for getting on the media agenda, Mr. Meisner suggested the following: cultivating relationships with sympathetic journalists; dramatizing the issue in symbolic and visual terms; framing the issue as new and important; using real events as evidence of the issue; framing the issue in culturally resonant terms and in a positive way; and showing the incentives/reasons for taking action on the issue (economic, health, moral, safety, etc.).

Howie Severino made the point that corruption is often embedded in the culture and is not exclusively the fault of individuals. He also emphasized the importance of developing a counter-culture to highlight positive role models, as corruption reporting can indicate that corruption is the norm.

André Doren started out his response by naming the five most successful campaigns over the last 75-80 years that have captured the imagination of people around the world: Anti-Apartheid; HIV/AIDS; Stop Drunk Driving; Anti-Tobacco; and Environmental campaigns, and asking the audience why they were so successful. Mr. Doren then explained that the campaigns worked because they enjoyed the right mix of the following factors: wide support, coalition building, political leadership, mass exposure and public pressure. Mass exposure and public pressure led to an issue gaining momentum. According to Mr. Doren, successful anti-corruption campaigns require real enforcement, combined with statistics and facts to substantiate claims and research, and links to the human condition and human suffering caused by corruption. We need to inspire shock and intolerance, and to a certain degree, anger towards the situation.

Mr. Doren argued that, by far, the biggest challenge is to show the human consequences of corruption (e.g., corruption means that some children cannot have medical attention because families cannot pay bribes. That is, corruption can kill). One promising development is that the number of times corruption is mentioned in the media is on the rise globally. Mr. Doren made several points with respect to lessons learned at TI. Similar to the environmental struggle, corruption is multi-faceted, and hence difficult to package into one single message. However, media attention to corruption is increasing, so it would be good to seize this momentum. Unlike 20 years ago, political parties today run on anti-corruption platforms, which is also a positive signal. Journalistic stories often lack a human element and there is rarely a link made to real situations. The Corruption Perception Index (CPI) saw an enormous spike in the usage of TI's website; web usage went up ten-fold.

Plenary Discussion

The panel presentation was followed by a lively discussion in which participants agreed that lessons learned from the environmental movement can be applied to anti-corruption efforts.

On dealing with the dilemma of *increased media coverage creating a misleading perception of corruption as a widespread phenomenon*, participants agreed that it is a double-edged sword. In these contexts, use of *positive frames* becomes increasingly important since they give people something to hope and strive for. To orchestrate change, positive solutions, positive change, and positive outcomes should be highlighted. While we must not lose sight of the bigger picture—that people suffer due to corruption—the negative consequences of corruption should be doubled with a message of change and hope.

While it is often true that "what bleeds, reads," and that *bad news sells better than positive stories*, this is one media-related challenge that is changing, at least in the Philippines. Positive stories are increasingly attracting audiences. It is a creative challenge to package news in a way that it becomes attractive. To stay out of the negative dynamic, the *use of nontraditional media outlets* (e.g., out of the country media outlets, such as through the diasporas), which also often tend to be cheaper, were recommended to promote positive messages.

While participants were aware that cultivating *positive and reciprocal relationships with key journalists* could help them in their cause, many expressed frustrations with respect to working with journalists. Mr. Severino explained that the duty of journalists is to pursue and present the truth and make the important issues interesting and relevant. Everyone, including journalists, has a bias and there may be some journalists who violate ethical principles, but we have many ways to correct incorrect reporting.

Participants also discussed that the public often focuses on grand corruption, so there is a need to package information in a case study format to highlight that corruption occurs not just at the grand, but also at the petty, everyday level. In doing so, it is important for experts to *transform data, facts and statistics to package them into easily understandable formats*.

A difficult issue voiced by a participant was that unlike the environmental movement, corruption is a topic that government agencies have difficulty tackling due to confidentiality issues. While Mr. Meisner and Mr. Doren agreed that corruption is a controversial topic, there are many examples of *governments conducting social movement campaigns* and *social marketing* (e.g., appropriate food/eating habits, immunization campaigns, anti-smoking campaigns, etc.) This might be more difficult for neutral ombudsman entities, but even within government there is space for social marketing.

On the topic of *independent media*, Mr. Severino agreed that there is no such thing as a totally independent media due to the necessity for various responsibilities within each media outlet (professional journalists vs. business/ownership sides). However, externally, there has been a growth of watchdog organizations. Internally, efforts are being made within media outlets to be truthful and correct themselves.

Discussing ways of putting corruption on the public agenda, participants also talked about the value of understanding frames and implementing a *multi-stakeholder approach to build*

effective coalitions. Training for journalists on these issues was seen as a useful way to generate more public knowledge about corruption.

PARTICIPANTS RESPONSE CARDS

1. a) How can we get the media to focus on the real issues/consequences of corruption rather than on ancillary/unimportant issues; b) the media need to draw lessons from the climate change campaigns by keeping the momentum going through publication of statistics, etc.; c) governments must place the corruption problem at the center of its key programs.
2. a) Sustainability of putting the agenda to the public is essential; b) putting a "human face" (consequences) to the anti-corruption challenge is a very good idea, a concept that should be encouraged; c) it is important to appreciate and understand countries' cultural values and political issues when implementing strategies.
3. The Community Relations Department (CRD) of the ICAC in Hong Kong has been successfully producing a lot of media coverage, including dramas, to reflect the evils of corruption and what the consequences of engaging in corrupt activities will be. The campaign is a main attribute to keep Hong Kong the least corrupt city. The CRD also put up regular advertisements on various media to encourage people to report on corruption. Many of the anti-corruption initiatives are assimilated with environmental movements thus immensely impacting the general public and increasing their awareness.
4. a) Take the show on the road. On Anti-Corruption Day (Dec 9th) public hearings should be held on corruption for coalition building; b) create champions in media for anti-corruption to award those media networks that engage in innovative approaches to fight corruption; c) personify and popularize anti-corruption stories by getting anti-corruption agencies to rank the cases they process.
5. a) Need to dramatize the effects of corruption (children that cannot go to school because their parents do not have the money to bribe officials, etc.); b) TV dramas/series on the effect of corruption; c) spots on ethics values.
6. This panel and the discussion following confirmed the value of employing clear terms of reference, specifically in regards to the distinction between news coverage and campaigns.
7. a) Investigative journalism to be encouraged for sustainability/continuity of information and for public support and pressure of action; b) with respect to media, light is the best disinfectant to continuously and relentlessly report issues of corruption without fear and fallout.
8. a) Support social movements to develop public support for the work of anti-corruption agencies, using the frames suggested; b) communication toolkit for politicians to show them that exposing corruption is a win-win for them.
9. Environmental pollution and its consequences are a danger to both nature and people. Corruption contributes indirectly to increasing pollution, therefore, anti-corruption procedures need to be put in place to stop pollution.
10. The challenge is how to draw up an anti-corruption media campaign and when. In terms of the "how," the best defense is to attack (by media, mainly), and for this people already have frames that they can use; in terms of the "when," the media campaign should be drawn up when corrupt businesses own the private media and corrupt political leaders control the public media.
11. a) The need to use information on how public funds are not accounted for and packaged that information to show the public the extent of the problem; b) to demonstrate the extent to which corruption affects people and how they can be involved to fight it.
12. Anti-corruption messages have to be balanced with positive messaging that achieves at least two things: 1) helps citizens situate corruption issues in a real way in their country (e.g. is it truly a

systemic issue or only a problem with individual bad actors?); 2) leaves them space to have or to develop confidence in their government institutions.

13. a) The public must be motivated to take part in the setting of national strategies through the creation of appropriate public forums; b) legal assistance needs to be given to journalists.

14. a) Corruption issues should be given prominence by the media, just like global warming; b) corruption issues should be translated into a simpler language.

15. a) The importance of the media environment; b) the double edged sword that can create the perception of corruption increasing when in fact it is not; c) message of hope parallel to the reporting; d) use of non media channels to promote ethical values; e) untruth peddling can be countered, for example, by internet.

16. There is a need to highlight the impact of corruption in the same way the impact of global environmental issues are projected, so that corruption can be put on the public agenda.

17. a) Like the environmental movement, identify specific programs to address corruption (e.g. procurement); b) target focus groups (e.g. if election laws are regulated in unfair representation, campaign to have legislative changes); c) it is fundamental to identify supply and demand, and campaign for mechanisms for change.

18. The first step is to educate the public by raising their awareness of the environmental issues and how corruption is related to these issues. This can be done at various levels: a) at the school level, wherever possible and appropriate, the importance of environmental issues (e.g. atmospheric pollution, global warming, etc.) should be targeted as part of civics and social studies courses. The role played by corruption in aggravating the adverse effects of these issues should be highlighted; b) at the university level, environmental courses dealing with the linkages between corruption and environmental issues should be offered; and c) for the general pubic, the print and broadcast media should publish stories or show documentaries on these issues, especially how the effect of corruption on the environment affects their daily lives.

19. a) Importance of having good facts and figures to show and illustrate the consequences of leading citizens to react and put pressure on the public sector (politicians) in order to pave the way for greater political will to fight corruption; b) importance of addressing the supply side of corruption: citizens in the "North" should also be reached and concerned about the consequences of corruption in poor countries.

20. a) Good practice examples for framing anti-corruption issues; b) corruption is "personalized," which makes it more difficult for journalists, advocates, etc., to address the topic than "impersonal" environmental issues ((1) de-personalize and at the same time make anti-corruption everybody's business, (2) anti-corruption education).

21. a) Employ media experts to monitor anti-corruption messages and manipulate the media in favor of anti-corruption messages; b) organize capacity building training for media practitioners to have a good understanding of anti-corruption efforts which will facilitate their support.

22. a) Constant reporting to the media and general public on the most dramatic surveys (highlighting consequences); b) there are always "key" journalists, so need to pay attention to them (education, big stories, etc.) to build an atmosphere of collaboration.

23. a) Effects of corruption need to be emphasized in the campaigns for the public to appreciate the dangers of corruption; b) investigate journalism needs to be encouraged.

24. Campaign should concentrate on arousing shock and anger by highlighting the consequences of corruption.

25. African governments must help civil society create associations and NGOs with environmental data, because there is a lack of environmental movement in our countries. This is important so that the

NGOs and associations could work together with anti-corruption agencies using the same approaches and strategies.

26. In an environment where the state is trying to control the entire media, how can journalists efficiently free themselves and fight against corruption?

27. Inform, raise awareness, and train as many people as possible on the ills of corruption, just like the reforestation campaigns that were conducted when the flora was threatened. Civil society and NGOs should play an important role.

28. Adapt messages to behavior and understanding of each society (climate change); we need to get to the heart of the phenomenon. However, we need to have the hope of eradication through will and determination.

29. Put in place a security system for investigative journalists; reinforce media interventions in the fight against corruption.

30. a) Build corruption issues into the educational system and teach and educate the students the negative consequences of corruption; b) get churches to educate their congregations on the evils of corruption which are ungodly.

SESSION IV: Media/Civil Society Campaigns and Removal and Resignation of Corrupt Leaders

Chair
- Catherine MacQuarrie, Office of the Conflict of Interest and Ethics Commissioner, Canada

Panelists
- Howie G. Severino, Journalist, GMA Network, Inc., Philippines (Lead Panelist)
- Martin Kreutner, Director, Federal Bureau for Internal Affairs, Austria
- Fazela Mahomed, Director of Registry of Interest, Parliament of South Africa, Cape Town
- Ivan Thomas, Director, Public Education and Outreach, Anti-Corruption Commission, Sierra Leone.

Panel Summary

Howie Severino described the watchdog role that the media has played in fighting corruption, illustrating this point with an example of the fall of corrupt leaders (Marcos and Estrada) in the Philippines, and also citing cases in which corrupt leaders were removed from power in Thailand, South Africa, Singapore and the US. Mr. Severino pointed out that the common elements in the Marcos and Estrada evictions included: media agitation, public outrage, failure of institutions to respond in legally sanctioned ways, and finally, social pressure leading to people power and military intervention. He concluded his presentation with an idea of positive correlation, not causality, between press freedom and less corruption, as well as an important question as to who will hold the watchdogs accountable.

Martin Kreutner recounted his own experiences with the media, which, besides playing the watchdog role, is also sensationalist and instrumentalist. For example, a journalist once praised both him and his organization to his face, but the next day criticized them in the media. When

Mr. Kreutner confronted him, the journalist replied that only bad news is good news in journalism. In another example, the media covered a corruption case that pointed the finger at the investigative body, which led to a lot of public discussion regarding the mistakes of the investigative body instead of about the actual corruption case. Mr. Kreutner concluded his remarks with a thought that accountability and legitimacy are not only the requirements for the government, but for any other public watchdog agency, including the media.

Fazela Mohamed described the experience of South Africa, where once society was highly mobilized, it went through a slowdown period of demobilization. South Africa placed all resources to fight corruption in the hands of the state. While media play an important role in the struggle, in general, government is suspicious of the media. There is sensitivity in South African society about corruption. The public also believes that the media are biased and have a tendency to characterize government as incompetent. Ms. Mohamed believes that when it comes to dealing with the media, packaging information is important, to make it simpler and more accessible to the media and the public.

Ivan Thomas talked about the Sierra Leone anti-corruption commission's three-pronged anti-corruption strategy based on prevention, confrontation, and public education. He explained that Sierra Leone focuses on partnership between the government and civil society (including the media) in fighting corruption. Mr. Thomas stated that corruption is currently a national concern and that citizens believe they should be involved in anti-corruption efforts.

Plenary Discussion

Participants agreed that the fight against *corruption should be viewed as a collective responsibility*, including civil society and media. On the issue of cooperation with the media, training is needed to educate journalists about corruption, as in many countries there is a tendency for media to trivialize corruption. Mr. Severino suggested that officials not fear the media, but be discerning about with whom to maintain regular contact. Coordination among and capacity building for the government, civil society and the media is important for anti-corruption efforts to succeed.

PARTICIPANTS RESPONSE CARDS

1. a) Relationships with media should be developed before the big story breaks to ensure fair coverage for the government; b) media should concentrate on the corrupt official rather than the anti-corruption agency.
2. a) Use modern alternative communications to disseminate information about leaders and generate public support; b) investigative journalism to complete the circle.
3. Media does a tremendous job in exposing corruption in public office. However, sometimes reporting has negative impact than positive when untrue, un-researched reporting is made. My suggestion is media should be regulated by law to report responsibly.

4. Media/civil society campaigns should only be used if the agencies of governments charged with the responsibility of spearheading the fight against corruption are ineffective. Where they are effective collaborating with them should be encouraged.

5. There is a great need for investigative journalism so there is a balance on the part of those in the public office who are accused of wrong conduct. Media by its nature is sensationalist. The public must act on balanced information in the removal of public officials.

6. a) Countries that make efforts to promote good governance and fight corruption through the media might benefit from more specific international aid from the World Bank and other development partners; b) give prized to the best investigative journalists.

7. a) Responsibility of media in case of negative influence on corruption cases; b) objectivity of media in reporting corruption cases.

8. a) It is necessary to stress the radical difference between the role of the media in dictatorships (and authoritarian regimes in general) and in democracies because the issues are completely different, and so must be our conclusions; b) since there is no choice for anti-corruption agencies but to live with (and maintain permanent relations with) the media (because it is a most necessary instrument to our work), it becomes imperative to undertake some steps as follows: 1) to articulate some kind of action with civil society organizations related to the media in order to raise the issue of accountability and responsibility among them; and 2) to ask for more transparency from the media as well (the same way it is asked of the government).

9. We can notice that there is no role for the state (official) media in removing corrupt leaders, but private media which has limited resources is the only medium for disclosing cases of corruption among leaders. To activate such a role, democracy is needed. General opinion should be respected through free media, disclosing sources of corruption in state institutions neutrally to the people.

10. Media have an important role in fighting corruption and reporting on corrupt persons. Media should determine their role in exposing cases of corruption, while staying transparent and neutral in their work to demand accountability.

11. Media and civil society play a big role in removing corrupt leaders from their posts by using techniques and modern means such as internet, email, newspapers, etc. When the media do that (disclosing corrupt cases and corrupt persons in the government and state institutions) they should provide a good chance for countries to have new, better leaders.

12. a) The media need to work very closely with anti-corruption agencies in sharing challenges. Anti-corruption agencies need to provide as much non-classified information as possible to the media.

13. The best defense is to attack corruption efforts; some corrupt leaders own big media corporations (TV, radio, press agencies, newspapers). The big challenge: who is the watchdog of the watchdog? Especially in situations where there is a lack of press law.

14. The media and civil society campaigns are the coalitions to press and increase people power with effective and widespread expressions.

15. a) The imperative to engage the public/audience in mobilizing anti-corruption efforts; b) the imperative to establish/develop a media relations strategy in order to manage access and expectations.

16. a) Pressure groups with strong support of legislative councils are always an effective means to, firstly, arouse public awareness of the corrupt official, and secondly, instigate inquiry or hearing at the legislative council to unveil irregularities of the official; b) it is however unusual for the government to initiate an investigation without the influence from the general public, the media, and politicians.

17. On the question, "who is the watchdog for the watchdogs?," one solution would be to create a memorandum of understanding with press associations on the example of OLAF with the International Federation of Journalists (IFJ).

18. The concept of public internal litigation as exists in India shall be considered in civil society campaigns not only to force the resignation of corrupt leaders but also to make them compensate the victims of corruption.

19. a) Media should be encouraged to continue their watchdog role; b) if government institutions do not give clear information to the press, then the media would be likely to make their own conclusions which might not be in the interest of the government.

20. a) Developing a media relation strategy for better communication between the ACC and the media; b) link between the media as a detective and reporting mechanism and the ACC as an accountability mechanism: how to share confidential information for convictions of corrupt individuals.

21. a) The media can also have their own hidden agenda to uproot leaders who are suspected of corruption. It may not be always true that the allegations are true. It is a typical example of give the dog a bad name and drown him; b) we therefore need to be careful, unless we are absolutely sure that the motives of the media behind one action or the other are clearly correct. It is only then that we can give credit to the role of the media in anti-corruption campaigns or other issues.

22. Generalize asset declarations to all government officials and also to the media and anti-corruption officials.

23. a) The media's role is to expose corruption. Once it is exposed, the relevant state institutions should take over and deal with the matters; b) state institutions that fail to take action should be made to account for their inaction; c) the media should also expose corruption and empower civil society to demand accountability from government to take responsible action.

24. Corrupt leaders if found guilty must be punished according to the law to demonstrate to the population that no one in the country, especially political leaders, is above the law. Corrupt political leaders should not be pardoned as in the case of former President Estrada by President Arroyo. In the case of South Korea, both President Chun Doo-Hwan and President Roh Tae-Woo were found guilty and imprisoned. However, they did not complete their jail term as they were given an amnesty by President Kim Young-Sam. In short, to deter other political leaders from being corrupt, corrupt political leaders must be punished. In other words, corruption, like crime, should not pay.

25. a) It is important to develop the right mix of technologies and strategies for any given country text; b) it is becoming clear to me that there is dissatisfaction with the quality of journalism… There is a need to build capacity in the journalistic community.

26. a) Need to reach out to the masses with information about corrupt officers in the public service; b) ensure that the media/civil society are not controlled by people or institutions with power that may divert the attention of the media from reporting on issues of corruption.

27. a) Government has to be more transparent (governmental agencies must have more freedom) to really cooperate with NGOs and media; b) ensure media (if you work in anti-corruption agencies) that you are on the same side (not just declarative); c) give international examples, reminding the media (and general society, through the media) that in neighboring countries corrupt leaders were removed from positions.

28. a) Campaigns for the removal of corrupt leaders are one-off events, but campaigns and public education for more transparency are longer-term efforts. How do you foster and keep up general interest in anti-corruption without "sensationalization" of the issue?; b) professional ethics for journalists and anti-corruption capacity-building.

29. Media can play an important role in the fight against corruption, but messages have to be clear and targeted, and above all, simple; b) use adapted media (e.g. radio, theater, music) vis-à-vis the public.

30. Raise awareness of the civil society by means of radio and TV programs**;** involve NGOs in raising awareness of civil society.

31. Train the media and society that anti-corruption efforts are a collective struggle, especially a struggle in which each person should play a role.

32. a) Creation of regional offices of the commission; b) it is difficult to mobilize the press and civil society all the time.

33. Country X does not have a law against corruption, but a project was introduced in March 2006 in parliament. According to the new parliament, and the working sessions we had with the president of the parliament as well as presidents of parliamentary groups, the anti-corruption law was supposed to be passed before the end of 2008. However, among the parliamentarians some have dirty files, and we have flagged some of these to the media. Questions: a) how has the anti-corruption law been passed in other countries?; b) are all parliamentarians "clean"?; and c) what strategy was used to address these issues?

SESSION V: Getting Citizens to Differentiate Between Real Corruption and Rumors Of Corruption

Chair
- Eric Yang, ICAC, Hong Kong

Panelists
- Stuart Gilman, Deputy Director Stolen Asset Recovery Initiative (StAR) and Senior Advisor, UNODC (Lead Panelist)
- Emmanuel Akomaye, Chief Deputy, Economic and Financial Crimes Commission, Nigeria
- Catherine MacQuarrie, Assistant Commissioner, Policy and Communications, Office of the Conflict of Interest and Ethics Commissioner, Canada
- Kayobo Ng'andu, Director, Prevention and Education, Anti-Corruption Commission of Zambia

Panel Summary

Stuart Gilman led the panel presentations on the topic of real and perceived corruption. He defined real corruption as consisting of the following components: a violation of criminal or civil law or an administrative rule; the misuse of public office for private gain or bias in carrying out public duties; an incident bearing all the elements of a crime, including established facts, followed by judicial procedure and a final judicial determination.

Mr. Gilman explained that what might be perceived as morally wrong is not automatically legally wrong. Perception of corruption can be spawned by disagreement over policy, lack of transparency, lack of ability, tools, and authority, as well as failure to deliver services and/or quality, among others. To illustrate his point, Mr. Gilman gave an example of UNODC's work with the Nigerian judiciary. Due to lost evidence, a case was closed, the trial was postponed, witnesses were missing, the process was not well understood, the public was not informed,

opinions were not printed, which led the public to equate this case with corruption (i.e., perception of corrupt judges). In fact, what was perceived as corrupt – erroneous facts and lack of ability – was not corruption as defined above.

Today, the vehicles of public perception are the media, which operate 24/7, as well as civil society organizations, which produce a multitude of reports and press releases. Mr. Gilman attributed the difference between the reality and what is reported in the press to lack of preparation by ACCs in terms of their relationship with the media, as well as the sheer complexity of anti-corruption as an issue.

Stating that "the best defense is a good offense," Mr. Gilman recommended that ACCs build and maintain an ongoing relationship with the media and CSOs to defend themselves from damaging rumors of corruption. He provided the following solutions: build trust with the media (transparency, accountability, openness); form an advisory group and exchange information with civil society; be interactive on blogs and the internet; and that true believers are the independent oversight body. Finally, Mr. Gilman cautioned to participants that the reputation of integrity takes years to build and seconds to lose.

Emmanuel Akomaye emphasized that rumors of corruption are common in many societies, with different sources quoting different figures that are often far from reality. He explained that these rumors, which are sometimes politically motivated, are often used to try to discredit anti-corruption agencies rather than fight corruption. As rumors spread, the perception that the country is corrupt also spreads, and the media then picks up this notion. Mr. Akomaye also talked about the problem that anti-corruption agencies are often equated with individuals, thus not focusing on institutional achievements but rather on individuals and their potential shortcomings.

Catherine MacQuarrie stressed the importance of anti-corruption agencies themselves being prepared to face corruption allegations due to incorrect information that gets reported in the media, leading to perceptions of corruption. To anticipate and manage the discourse, she recommended developing and implementing a communication strategy based on clear and concise communication and transparent reporting of results. Ms. MacQuarrie further recommended closely monitoring the external environment in order to react quickly should a crisis emerge. In communicating with the media, Ms. MacQuarrie emphasized the importance of keeping the message simple and clear, using the word corruption judiciously, refraining from overstating the problem, and avoiding promising unrealistic results. Ms. MacQuarrie also advised participants to refer to David Good's tips on media relations (http://publicadminuvic.ca/pdfs/dag_distorted_mirror_pdf).

Kayobo Ng'andu provided several reasons for the existence of perceptions of corruption, such as: inefficiency and incompetence (corruption opportunities); cultural effects (notion that if you know somebody or pay a bribe, you can get service); insufficient information; and lack of

communication. Ms. Ng'andu cautioned against ignoring perceptions of corruption, as they could be an indication of a real problem requiring intervention.

Plenary Discussion

The short discussion that ensued centered on the challenges in recognizing corruption, as well as concrete steps needed to tackle real corruption.

PARTICIPANTS RESPONSE CARDS

1. a) It is only when a case is judged that we can determine whether it is real corruption; b) it is difficult to make citizens understand what corruption is when lawyers themselves may have different understanding of it.
2. People can learn to differentiate between real corruption and rumors of corruption through the following: a) make the public more informed with media and newspaper publications about corruption under investigation; b) raise public awareness about types of corruption and their risks and effects; c) intensify the efforts of anti-corruption agencies to develop programs with NGOs; d) publish and disseminate books in schools and universities to raise student awareness of risks of corruption and its effects on economic and social development.
3. a) Institutions like the World Bank need to verify perceptions/rumors of corruption with credible sources like the anti-corruption commissions instead of basing their facts on rumors from political figures as these might be mere rumors; b) anti-corruption agencies and media/civil society organizations should work together to change the perception of both the local and international communities about corruption by communicating achievements in corruption prevention.
4. a) Heightened awareness of the public of workings of government agencies and laws will assist citizens to distinguish between real and perceived corruption; b) strengthen processes and systems of governance within institutions so that the institutions become effective. This will lessen instances or potential for corruption.
5. a) Give a definition of "rumors"; b) give a definition (and raise awareness) of "corruption"; c) stress at international level the obligation of investigative bodies to communicate, as hiding behind the excuse of having "no right to communicate" opens space to leaks that lead to rumors; d) information as obligation/service.
6. In order to fight rumors of corruption, a proper exchange of information and the existence of mutual trust are needed within state institutions. The same should be applicable at the international level where fighting corruption is done in a different way because of the locations of assets.
7. Not only educate and inform about real corruption and rumors of corruption, but motivate and encourage public understanding of corruption bodies.
8. Rumors of corruption sometimes become big corruption cases.
9. a) Rumors of corruption should not be ignored as they might be good sources of real corruption; b) rumors of corruption might discourage partners in the fight against corruption, if the anti-corruption agencies are not providing information on real corruption; c) real corruption is born from rumors of corruption.
10. a) Let the anti-corruption agency hold regular public briefings and also to the media to update them on their work; b) subject the media to accountability standards to prevent them from fueling rumors of corruption for political reasons.

11. a) Perceived corruption is just as damaging. Institutions must respond. Use media to explain/dispel perception by putting records straight; b) do not ignore perception--where there is smoke there is fire; c) agencies charged with responsibility need to look into these issues and respond in a timely manner.

12. Ways to counter rumors of corruption: a) public awareness through electronic and print media; b) teaching in schools, universities, and colleges; c) public forums; and d) publications of pamphlets, brochures, newsletters and distribute them to the public.

13. a) Presumption of innocence is eroded by media sensationalism; b) media in general is moving towards distorted mirror of society, the motivation being vested interest, sensationalization and demoralization of anti-corruption work; c) involving media in the fight against corruption is imperative.

14. a) Anti-corruption agency should provide accurate information on corruption cases being investigated during the trial so that the print and broadcast media can inform the public accordingly; b) anti-corruption agency should conduct an annual survey of the public perception on corruption in the country including what the respondents view and define as corruption. The survey findings should be widely publicized and any public misunderstanding and misperceptions should be corrected; c) anti-corruption agency should conduct training courses or organize exhibitions around the country to highlight examples of corruption and consequences.

15. a) The media's role as society watchdog is critical in the fight against corruption. However, press information must be verified and information disseminated responsibly; b) the media need to work with state institutions to pressure them to perform their responsibilities if they fail.

16. Improve methods of coordination.

17. a) Be very well-prepared to deal with the media in case of a major event to avoid rumors from jeopardizing the work done by the anti-corruption agencies; b) be transparent and simple, send targeted information. Preventing corruption is an important element for countries and this means often changing the attitude about corruption, more particularly in some developing countries where petty corruption is rampant and seems normal.

18. a) Effective communication to reduce rumors of corruption and anti-corruption; b) design communication strategy to more effectively engage with the media and civil society organizations for the dissemination of anti-corruption messages; c) pack and unpack anti-corruption messages taking into account the various criteria for newsworthiness.

19. a) Engage in longer-term awareness-raising and public education activities; b) have your facts/evidence/data together in order to respond to unjust allegations and inform the public.

20. a) Sensitization of the masses on what corruption is all about; b) timely communication of findings with respect to investigations of corrupt activities and prosecution of alleged corrupt officials; c) enhance professionalism on media reporting by journalists.

21. a) Where there is smoke, there is fire. Even rumors of corruption must be investigated; b) when starting an investigation of corruption no preconceived results should be the guiding principle.

22. Take frequent surveys on perception of corruption and at the same time on reality. Compare those reports and talk about them afterwards (opportunity for extra education).

23. People can differentiate between real corruption and rumors by identifying kinds of corruption after anti-corruption agencies publish them.

24. a) Compile national anti-corruption report annually and monthly; b) create a national commission including all anti-corruption agencies.

25. Here the role of NGOs and anti-corruption commissions lies in making people aware and understand the difference between real corruption and rumors, and between corruption and

administrative/auditing offences, which are not considered as corruption. Media should play a role in that respect.

26. There is always a need not to ignore rumors of corruption but find working solutions to such. If these rumors are ignored, they can destroy an institution.

27. a) Develop an internet interactive game which allows participants to test knowledge of what is real corruption. The purpose would be educational; b) create a website poll to determine perception of corruption, and request information about personal experience.

28. a) The role of TI's Corruption Perception Index: credible? To what extent?; b) develop a working relationship with the media? Media is not interested in assisting the anti-corruption body in programs to sensitize the public. They are more after sensational news which sells. They want "blood."

29. People should be informed to differentiate between real corruption and rumors of corruption by identifying the kinds of corruption and its grave consequences. People should be made aware that spreading rumors of corruption is not OK, and the person or the agency could be punished with such rumors. The first step is for the agency interested in fighting corruption to publish the dangers of corruption and then everything will be easy to differentiate.

30. It is crucial for anti-corruption agencies to be proactive in cooperating with the media in order to optimize the likelihood that the coverage of corruption-related stories will be fair, accurate and complete.

31. Behind every rumor of corruption, if it is not intentional, stands real corruption. It just has to be located and identified. Wherever there is smoke, there is fire.

32. a) Put in place control mechanisms for denunciations and information about corruption among the media; b) punish severely the authors of false reports.

33. Train and raise awareness of society through the media.

34. a) Encourage transparency and asset declarations; b) be suspicious of information on the internet; c) educate youth for behavior change.

35. Are documents as proof sufficient to conclude that a person is corrupt before the justice system intervenes? What does one do in cases where denunciations based on proof and documents do not lead to sanctions because of political and judicial obstacles?

36. a) Citizens should be sufficiently informed of the idea of corruption, what it means and how it manifests itself; b) structures put in place to fight corruption should have human resources capable of initiating training and financing activities.

SESSION VI: Anti-Corruption Day And Other Awareness-Raising Initiatives

Panelists
- Alun Jones, Chief, Advocacy Section, Division for Policy Analysis, UNODC (Lead Panelist)
- Walter Kemp, Spokesperson and Speechwriter, UNODC
- Norha Restrepo, Public Information Officer, Advocacy Section, Division for Policy Analysis, UNODC
- Timothy La Rose, Website Management Expert, Advocacy Section, Division for Policy Analysis, UNODC.

Panel Summary

Alun Jones informed participants about Anti-Corruption Day (9 December) activities and UNODC's campaign efforts. He explained that the objectives of the campaign were to increase citizen awareness of corruption and corruption's negative impact, promote the UN Convention Against Corruption and observe Anti-Corruption Day. Mr. Jones urged participants to make use of the comprehensive materials provided by UNODC on its website, which provides tools in various languages directed at specific media outlets to reach a wide range of audiences. He also highlighted the need to simplify the issue of corruption, send straight-forward messages, and convey the notion that everyone can contribute to the anti-corruption effort and make a difference. Mr. Jones also showed one of UNODC's campaign videos, entitled "Corruption - Your NO Counts," which showed an Eastern European border patrol officer being bribed.

Plenary Discussion

The video prompted an interesting discussion, with several participants asking about the video's target audience and explaining that it takes at least two people to commit a corrupt act, with citizens who bribe and public officials who get bribed equally at fault. Some participants doubted whether this video could be used elsewhere, suggesting that more generally applicable videos be produced that are set in a non-specific geographical area, whereas others recommended creating videos catering to specific regions. Other participants objected to the use of dark and somber mood of the video, suggesting that a more humorous approach might be used to covey the message and to break the tension.

To increase public awareness Ms. Mahomed proposed cooperation with cell-phone providers to send anti-corruption messages to users on Anti-Corruption Day. Mr. Jones also shared a good practice example in India, where there are "no corruption" pocket cards given out to citizens in case public officials ask for a bribe from them in exchange for a government service. Confronted with such cards, public officials are eager to deliver services without bribes.

SESSION VII: "This Is The Way We Do Things Around Here": Tackling Everyday Corruption

Chair
- Sina Odugbemi, CommGAP, World Bank

Panelists
- André Doren, Director of Communications, Transparency International – Berlin (Co-Lead Panelist)
- Gerry Power, Director, Research and Knowledge Management, BBC World Service Trust (Co-Lead Panelist)
- Jorge Hage Sobrinho, Minister of State, Head of the Office of the Comptroller General, Brazil

- Anthony Fernando, Attorney General, Seychelles

Panel Summary

André Doren discussed Transparency International's activities to fight corruption by raising public awareness through information dissemination (e.g., surveys, indices, studies), empowering citizens, advocating for structural reforms and providing legal advice. TI employs four styles of advocacy depending on the local context: 1) soft diplomacy; 2) constructive engagement; 3) coalition approach, and 4) critical to very outspoken. He also discussed TI's National Integrity System that first starts by looking at society's values, public's awareness, and government structures, and based on this information, develops a sense of national integrity that TI believes leads to sustainable development, rule of law, and improved quality of life. Mr. Doren noted that changing norms and behavior requires campaigns that have broad support, political will and leadership, and that build coalitions and enjoy mass exposure.

Mr. Doren explained that in today's information-based society, each person receives approximately 800 messages a day ("communication pollution"), which means that advocacy/communication efforts will necessarily require that anti-corruption be linked to human suffering for greater impact and salience and successful efforts be documented to be memorable to intended audiences. TI has developed a multitude of tools, the most famous of which is the Corruption Perception Index (CPI). In general, TI tries to change norms through promoting its research tools, commenting on current affairs, helping investigative reporters with their cases, and training journalists. TI also reaches out to citizens through its advocacy and Legal Advice Centres, which offer citizens a confidential system to report cases of corruption and through which TI provides legal advice to victims of corruption to help them fight it. Mr. Doren presented experiences from Venezuela (Little Red Riding Hood), and Bangladesh (Message of hope on the education system) to illustrate TI's activities to change social norms.

Gerry Power spoke about BBC World Service Trust's activities to change social norms. BBC WST is an independent trust within BBC focused on media development and development communication (content production via TV and radio). To illustrate BBC WST's approach to changing social norms, Mr. Power cited three examples: Nigeria (insights from citizens), Nigeria (drama), and Bangladesh (live debate).

Mr. Power argued that the challenge in any effort to change established opinion/norms lies in moving from increasing knowledge (awareness) to changing attitudes (opinions) to changing behavior (practices). Mr. Power believes that attitude change does not automatically lead to behavior change, but that once attitude change occurs, self efficacy (belief that one can do something about an issue) and interpersonal communication (openness and willingness to talk about an issue) have to come into play to lead to behavior change. Lessons learned from the Trust's research in this area include the following: buy-in at all levels is crucial; citizen participation is key to tackling corruption; bottom-up approaches are effective; blueprints

should be avoided (i.e., one size does not fit all); build capacity among ACC officials to work with the media; design long-term campaigns that make connections between individual and societal corruption; understand the centrality of media corruption in tackling corruption; and build support and solidarity to optimize self efficacy and interpersonal communication.

Minister Jorge Hage Sobrinho gave an overview of the role and work of Brazil's State Control Transparency Unit (CGU), which is the internal audit unit and anti-corruption agency of Brazil. The Minister presented a national initiative entitled *Keeping an Eye on Public Money*, which aims to involve the population in improving social control and building capacity for transparent use of public resources through education and improved access to information, leading to social mobilization. The education component includes events, training of public agents, and distribution of handbooks of the same title, and distance teaching and learning courses. The Minister explained that the main idea behind this initiative was that "if everyone watches over, every need will be met."

Anthony Fernando closed the panel presentations with an inspirational speech on the important role that every individual plays in fighting corruption.

Plenary Discussion
The short discussion revolved around the *methodology behind TI's CPI*, as well as the *importance of nuance and context,* especially with respect to the CPI in comparison with other indices, such as those of the World Bank and national governments.

PARTICIPANTS RESPONSE CARDS

1. a) Anti-corruption campaigns should use the press, internet and other media to conduct the campaign; b) any corruption measures must be carefully explained to the media and the public if necessary.
2. UNODC should work together with anti-corruption agencies and civil society organizations, including the media, to help various countries develop media and communication strategies as well as to strengthen the already existing strategies.
3. a) To change things, we should start educating about integrity and anti-corruption in schools and universities; b) anti-corruption messages should be simple and communication approaches to deal with and promote anti-corruption should be researched.
4. The most effective way to encourage the public to fight corruption is to demonstrate that corruption does not pay and to enforce the anti-corruption law impartially regardless of position or status. In other words, to deter corruption, the "rich and powerful" who are found guilty of corruption should be punished and not protected from prosecution. In short, fry big fish if they are corrupt as this would be an effective way of deterring other big fish and small fish from becoming corrupt.
5. a) Use of different communication methods would yield positive results; b) partnership with civil society should be real; c) Perception Indices by TI need to be well explained to the public. How does TI arrive at these?
6. a) To be efficient, be simple!; b) from a prevention perspective, be transparent and raise awareness.

7. We need to have copies of these presentations, perhaps in PDF. You should create a clearinghouse of ideas, practices, campaigns, frames, success stories, etc., so that the countries can continue to share what they are doing.

8. a) Inspire civic action by showing citizens and guiding them on what they can do to fight corruption; b) disseminate and learn from good practice examples.

9. a) Do more campaigns dedicated to public awareness-raising (like UNODC's plans for 9th December); b) better usage of all sorts of media (including internet forums); c) more investigation.

10. a) Raising awareness is about knowledge to the citizens which will have an influence on attitudes and behavior; b) media should balance their role by being professional about the content and context of their scripts.

11. a) Anti-corruption agencies should be encouraged to continue on this difficult path; b) training of journalists should be expanded; c) media strategy samples should be shared.

12. a) Every effort should be made to change people's norms that corruption can not be reduced; b) TI should explain procedures for arriving at CPI if results are to be readily accepted and appreciated.

13. Need to develop more objective indices to measure corruption as perception-based indices are very blunt indicators of progress or lack thereof in combating corruption.

14. Educate, motivate and inspire the public to participate in reporting and controlling the corruption problem.

15. a) Mobilize the public on the means of combating corruption; b) invest in institutions that deal with anti-corruption, ethics and integrity.

16. Communicate with the public by developing means of communication, initiate to create awareness programs that could be easily understood by public, and make it long-lasting because the war on corruption is a long-term war.

17. We can tackle corruption by taking a moment everyday to say "am I going to do my job in good behavior or not?" At the same time, take into consideration that corruption could affect healthcare as well as everything in life.

18. There is a need to use simplified methods to tackle corruption.

19. It may be useful if every country has a TI chapter and UNODC office to improve corruption prevention strategies.

20. My suggestion reinforces Gerry Powers' presentation, and BBC's experience and research. If corruption fighting agencies understand the four levels of communication, they will better plan and execute their strategies in fighting corruption.

21. a) Re-think the CPI methodology; b) provide more specific assistance to countries with regard to strengthening civil society; c) re-think definition of "transitional countries."

22. a) TI indices, though well-intended, are highly counter-productive to initiatives of anti-corruption bodies. The stigma and perception that go with the release of indices can be counterproductive and anti-climactic; b) countries should simplify messages of anti-corruption initiatives so that people can identify with them and help in the fight against corruption.

23. a) Empower citizens: self-efficiency to realize that they can do something about corruption; b) each country must carry out programs relevant to local situations.

24. The fight against corruption could be strengthened through the creation of an official department within the state media.

SESSION VIII: Communicative dimensions of the work of anti-corruption bodies.

Chair
- Fazela Mahomed, Parliament of South Africa, Cape Town

Panelists
- Allesandro Butticé, Spokesperson,- Head of Communication, Public Relations and Spokesman Unit, European Anti-Fraud Office (OLAF) (Lead Panelist)
- Sandra Blagojević, Advisor, Commission for Prevention of Corruption, Slovenia
- Nicholas Simani, Principal Public Relations and Protocol Officer, Anti-Corruption Commission, Kenya
- Eric Yang, Principal Investigator, Independent Commission Against Corruption (ICAC), Hong Kong

Panel Summary

Alessandro Butticé presented the media strategy of the European Anti-Fraud Office (OLAF) and the tasks of OLAF's Communicators Network (OAFCN). He identified transparency as the key principle of the communication effort. Mr. Butticé stressed that communication has to be considered as an essential service for citizens. One of the main objectives of OAFCN is to deter fraud by informing the public about fraud and to create synergy and cooperation among member states. He also remarked that to send the correct message to citizens, it is necessary that journalists have knowledge of corruption issues. Mr. Butticé recommended training for journalists, alongside other activities such as seminars and campaigns. He also highlighted the need for cooperation and information-sharing among states and their anti-corruption bodies.

Mr. Butticé spoke about the importance of linking communication efforts with human emotions, and suggested that audio visuals be used to this end. He also urged the use of various channels of communication, including the written press, TV, web 2.0 tools (social networking) and blogs to reach citizens. With respect to internal communication, OLAF has done an excellent job through the use of calendar for coordination, awareness-raising and information-sharing purposes. Mr. Butticé stated that communication activities to fight corruption could include the following: the use of OLAF's communication network (OAFCN), telling success stories at national and regional levels, training of journalists, cooperation with journalistic associations to monitor who is monitoring anti-corruption agencies, and cooperation with the academic world as well as training institutions.

Sandra Blagojević shared with participants the experience of and lessons learned by Slovenia's Commission for Prevention of Corruption with respect to corporate communication. Since October 2004, the Commission has been fighting against government for its existence as a preventative body, and strong communication has allowed it to survive as an agency. Ms. Blagojević believes that corporate communication for anti-corruption agencies is important for

two reasons: to represent the work of the agency, and to raise citizen awareness regarding its roles.

Ms. Blagojević explained the major challenge for the Commission was liaising with journalists, who wanted big stories and who were not interested in the Commission's work, let alone its existence. Added to this difficulty was the lack of political support and financial as well as human resources to spend on communication. To counter these difficulties, the Commission developed its own strategy to find stories to attract journalists, which required it to undertake all the work of investigative journalists on its own and feed it to the journalists. Ms. Blagojević noted that the Commission, through its corporate communication efforts, has been able to garner 90 percent public support, which makes it difficult for the government to abolish it. In fact, when the previous government wanted to abolish the Commission, people came to its rescue, threatening to pass a referendum.

Ms. Blagojević listed the following as lessons learned: when stories die, conduct training and follow up with journalists; create networks; communicate with a high level of integrity, admitting mistakes promptly because mistakes do happen, and admit mistakes especially to journalists.

Nicholas Simani talked about the experience of Kenya's Anti-Corruption Commission (KACC) and its communication activities. Due to negative media publicity, KACC set up a media strategy to establish a continuous two-way communication system between KACC and the public through the media. To implement this strategy, the KACC had to identify the right media channels and to sensitize the media on the role and mandate of KACC. The objectives of the strategy included ensuring that the public became well-informed about KACC's activities; cultivating a better working relationship between KACC and media, and improving the flow of accurate information to the public.

While KACC implements communication campaigns using various tools (e.g., press releases, press conferences, talk show appearances, newsletters, and annual reports), it is still thought of as corrupt, with journalists writing many scathing (though sometimes positive) articles about KACC. Mr. Simani shared with participants the following lessons learned from his experience with KACC's communication efforts: need for political will and support; media's preference for exposing corruption because it sells; media often gets used to driving an agenda; editorial policy determines the content, not the individual journalist; briefing sessions with editors are important; awards can help motivate journalists to write about the work of ACCs; identify columnists; be available for the media; seek redress from media councils who monitor the watchdog; encourage the public to own the process in the fight against corruption; and train journalists on ethics and integrity, and investigative journalism.

Eric Yang talked about the importance of corporate communication, illustrating his points with two examples from Hong Kong on how to build political and public support. He discussed confidentiality issues as well as what information could be revealed to the media, and explained

that corporate communication strategies should be targeted at four levels: system, organization, practitioner, and audience. He also stressed the need to use both episodic (i.e., stories focused on individual experiences) and thematic frames (i.e., stories that take a larger societal and systemic view).

Mr. Yang was referring to an earlier presentation on media framing of anti-corruption messages by Gerry Power of the BBC World Service Trust. Drawing on findings from applied research conducted by political communication scholar Shanto Iyengar of Stanford University, Mr. Power posited that anti-corruption messages, whenever possible, should have dual frames, i.e., they should communicate that both individual behavior (episodic frame) and societal structures/realities (thematic frame) are responsible for corruption. This dual framing lends itself to the view that tackling corruption effectively requires interventions that address both its individual and societal causes. Mr. Power further argued that anti-corruption messages should be framed in ways that resonate with the cultural values of intended audiences.

Plenary Discussion

During the open forum, participants emphasized the importance of fostering a *good working relationship with the media*. They also voiced the need to identify journalists who will advance the anti-corruption cause instead of hamper it, and to recognize that while media are stakeholders in the fight against corruption, there is corruption within media as well. Therefore, there is *a need to find various channels of communication* and to package and deliver information differently depending on the channel being used. Participants also voiced *caution in dealing with the media*, urging each other to handle media with care as it could spin either way.

Questions arose as to the extent *to which the media could be regulated* without violating the freedom of speech and the press. Recommendations included preventing monopoly in the media, being cautious in selecting certain types of media to work with, as well as opening up the media rather than curbing it.

PARTICIPANTS RESPONSE CARDS

1. a) You must reach out to the press and do the best to encourage your side of the story; b) understanding how certain media are aligned with certain political figures is a critical variable in dealing with the press.
2. Determine the responsibilities of the media in tackling cases of corruption. Media's work has to be professional and neutral. We can get better at media relations if the tasks to achieve communication among anti-corruption agencies and build communication systems are realized.
3. a) Use a selective approach to communicate with the press in some situations and a general approach in other situations; b) having severe sanctions against lawyers who leak information ((1) Sometimes lawyers themselves leak information and use the media to undermine the credibility of the ACC. Giving information to the media may lead to giving them a stick to beat the ACC. (2) Should

ACC not adopt a selective approach in communicating with the media/network of journalists? (3) OLAF's list of journalists; press conferences; privileged relationships.)

4. Using media communication and modern technology, and their role in the future in promoting the efforts of fighting corruption: the importance of this usage needs to be understood by all agencies responsible to fight corruption (and all bodies, organizations, and the public) to intensify anti-corruption efforts and spread the culture of prevention.

5. a) Since we have to live with the ambiguous role of the media, since the media are an inevitable actor in modern society, since there is no democracy without free press, and since the press apparently can do whatever it wants with that freedom, the only solution is to develop a careful, alert, mature and competent relationship with the media (or, at least with some more responsible journalists dedicated to cover the subject of corruption), showing them we are as transparent as possible, and asking them in return to be equally transparent and fair with us; b) never letting anything pass without an answer, preferably a well-documented answer. If a particular paper (or TV program, etc.) does not grant space for answers, try other media, including the internet; c) it will never be easy, but there is not any means to fight corruption without this partnership with the media, simply because it means the partnership with society in general.

6. a) Include NGOs in public awareness campaigns (media promotions); b) if you cooperate with associations that often criticize, you will have two-sided stories n media more often.

7. Create clear understanding between media and public servants in order to cooperate.

8. a) Anti-corruption agencies should come up with clearly defined communication strategies on messages; b) anti-corruption agencies should develop a good working relationship with independent media houses on how to disseminate anti-corruption messages; c) anti-corruption agencies should also have their own media communication outlets.

9. The anti-corruption agency should commission a national survey (annually if resources permit) of the public perceptions of corruption in the country and their awareness, attitude and evaluation of the anti-corruption agency's performance. The survey findings should be widely publicized to educate the public about the achievements of the anti-corruption agency as well as the challenges faced by it in fighting corruption.

10. a) Importance of training well-intentioned journalists on the key concepts to enable them to report better in simple words on complex issues; b) in developing countries, and more particularly in Africa, develop a comprehensive training program for journalists to enable them to be more professional; c) have discussions and exchanges with media networks in order to better communicate about the fight against corruption.

11. a) Use Hong Kong's system of the witness protection program to pressure the integrity of the investigations; b) anti-corruption agencies to investigate media personnel if any media release violates laws of the country; c) regulate the conduct of individual journalists; d) TI and the UN should assist anti-corruption agencies to approach the government and express concerns about the international communities' concerted approach to fighting corruption that is being frustrated by the government.

12. Develop coordinated media campaigns to ensure efficient response.

13. Each country should take into account its own cultural contexts. This should be done through education, which should promote ethical behavior.

14. Why not organize a similar learning event in Vienna on corruption and media for journalists and media practitioners from developing countries?

15. International organizations should support anti-corruption commissions by conducting systematic training for 2-3 commissions every year.

16. We invite the richest countries to help the poorest countries address this struggle that will require a lot of resources. We are trying to eradicate this ill that is eating our population in collaboration, of course, with the media and other countries.

17. a) Training of leaders and of the public on the importance of the media in the fight against corruption; b) training of journalists as well.

18. The difficulties that the anti-corruption agencies face with the media are also faced by Benin's Front of National Anti-Corruption Organizations (FONAC). When difficulties arise, FONAC talks directly to journalists through an existing national arbitration structure of media regulation, called the HAAC. FONAC sometimes demonstrates its right of response, but this is an unequal struggle: FONAC is a federation of non-state actors with little resources compared to the media, which are supported by corrupt individuals. To continue the fight against corruption it is important that NGOs fighting against corruption receive institutional support. Also, equal access to the media by all citizens is needed.

19. a) Raise awareness and train journalists on the fight against corruption; b) raise awareness and train youths and universities of countries that are plagued by corruption.

20. Give solid training to journalists of all media to better prepare them for fighting corruption.

21. Put emphasis on training of journalists, especially those working in Africa with national anti-corruption organizations.

22. a) Political and public support are necessary; b) existence of watchdog protection program is important; c) have the benefit of the government's financial support; d) media attacks against anti-corruption agencies must be better managed.

WRAP-UP SESSION: Next Steps (Expectations and Challenges)

Facilitators
- Stuart Gilman, Deputy Director Stolen Asset Recovery Initiative (StAR) and Senior Advisor, UNODC
- Sina Odugbemi, Head, CommGAP, World Bank

Mr. Gilman and Mr. Odugbemi asked that participants voice their expectations and challenges related to five sets of common themes that emerged during the three-day learning event. Participant feedback would be useful for the next step of the UNODC-CommGAP collaboration, which will include a white paper on the role of communication in anti-corruption efforts.

The first set of themes included: 1) to learn from each other (cross-nationally) as regards publication and media; 2) different types of communication and how to meet high public expectations; 3) tips for managing public expectations; and 4) how fast information should be provided to the public. Participants stated that there is a need to start and improve *training*.

The second set of common themes were the following: 1) more success in anti-corruption work leads to higher perception of corruption/Transparency International's Corruption Perception Index; 2) deterrence given a free press (High corruption levels despite high level of freedom of information in some countries); 3) data protection in networks/issue of confidentiality; and political challenges. To this, participants stated that *communication is extremely important*. In

addition, they recommended that the *media be asked to take on more responsibility*. It is not only about the question of giving political freedom to media organizations, of which many are private enterprises and are vulnerable to capture by commercial interests. Media professionals must be trained to act responsibly and know their role.

The third set of themes included: 1) media's lack of professionalism; 2) lack of investigative journalism; 3) challenge of turning biased press, especially media owned by those being investigated; and 4) media focus on officials' personal issues as opposed to institutions. This particular set of issues sparked a lively discussion. Participants voiced their concerns about journalists who will always be on their case, but facilitators reminded them that it is not the media's responsibility to make them feel comfortable, and that they must *accept the obligation to manage media relations well* because no media environment is perfect. Participants agreed that there is a need to build a professional relationship with the media which is indispensable for anti-corruption commissions to work effectively, but the media also need to be more responsible.

The difference between corruption and competence was also discussed. Participants lamented the *sheer ignorance of journalists* regarding the topics they cover as a major challenge, and that there are *ways to request correction* from the media as well as organizations such as the International Federation of Journalists when incorrect information is published. While it would be good to appeal to the accountability of the media, participants agreed that *media freedom and independence* is important for the press to fulfill its role in society. This is especially important in Africa, as the media are particularly vulnerable to undue influence of public institutions. However, a free press alone does not solve the problem of corruption, since there are countries that suffer from high levels of corruption despite having free presses. The challenge, therefore, is finding ways to more effectively communicate to the media about corruption. Anti-corruption bodies should work out a media strategy and work professionally (and never be unprepared) with the media, and always be clear about the legal rules and regulations regarding the ways in which and at what stages corruption cases should be reported.

The fourth set of common themes observed were: 1) how to report on corruption cases (e.g., not to reveal evidence prematurely to the public); 2) how to get success stories covered; 3) the media's role in changing behavior; and 4) the role of the press in educating the public. Participants voiced their appreciation for learning about episodic framing (i.e., stories focused on individual experience) and thematic framing (i.e., stories that take a broader societal view) techniques. They agreed that technical people normally think in macro terms, but effective communication should be both macro and micro – and made in terms that are compelling to the public. Modes of communication include the use of songs, drama, dance, and alternative media outlets.

The final set of themes that emerged was the following: 1) media are good at identifying problems, but they need to learn more about complex challenges and solving problems in anti-

corruption; 2) how to get the right support from the press; 3) how to effectively present a story to the public through the press; and 4) how to form collaborative partnerships with the media. Discussion centered on the need for close cooperation with reliable journalists who are knowledgeable about corruption. Reliable and well-informed journalists can help improve public awareness about corruption and strengthen public confidence in anti-corruption agencies.

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