

Anti-Corruption Radio Spots, Brazil

I Fact Sheet

Name of the Tool: Anti-Corruption Radio Spots

Brief Description: Transparência Brasil (TBrasil) approached a São Paulo-based radio station (owned by the O Estado de S. Paulo media group, Eldorado plays exclusively in the city of São Paulo and primarily to an upper-middle-class audience) with the suggestion that it adopt as a permanent fixture the regular airing of short anti-corruption spots aimed at awareness-raising and behavioural change. The initiative, called 'Say no to corruption', began broadcasting in August 2001. Eldorado airs the radio spots four times per day, two of which are aired during prime time listening hours (intervals during its noon news programme).

Other Brazilian radio stations approached by TBrasil replicated the initiative (at the time of writing¹, nine other radio stations have joined the campaign).

Responsible Organisation: Transparência Brasil

Creation of Project: TBrasil wrote the texts for the radio spots and the radio stations produce them.

Problems Addressed by the Tool: Resignation, apathy, citizens' lack of awareness about the problem of corruption and their ability to make a difference in the fight against it.

Areas of Work: Awareness raising, education.

Alliances: Radio Eldorado (www.radioeldorado.com.br).

Financing: There were no costs involved.

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TBrasil website: www.transparencia.org.br

II Objectives

The main objective of the radio spots was to enhance awareness about the evils of corruption, particularly, but not exclusively, in situations in which citizens may find themselves personally involved.

III Context

As the medium for public service messages par excellence, and the only such medium with a constant audience throughout the day, radio provides an excellent vehicle for short, repetitive messages aimed at promoting the objectives of this tool.

The idea to start the campaign was motivated by two factors: Eldorado's tradition of interspersing awareness-raising spots within its radio programming and the good relations between TBrasil and the station's directors.

Convincing other radio stations to join in the campaign has proven more difficult. Despite regular exchanges via email with hundreds of stations, a relatively small number have agreed to join the campaign. Many of the stations hoped to use the radio spots produced by Eldorado because it would save them production costs, which is impossible because of the exclusivity rights involved.

IV Implementation

The following is the text of a sample radio spot already aired:

Say no to corruption

Hey, you, behind the wheel.

Are you about to be fined?

Look out! Don't bribe the cop.

Look at that pothole over there.

Do you know that the city does not have enough money to mend potholes?

Traffic fines provide money for that.

But each time someone bribes a cop, some pothole is left open.

Bribery is like a pothole.

The more people pay bribes, the deeper the pothole becomes.

Don't bribe cops.

Do not allow corruption to be a part of your life.

A Transparência Brasil campaign.

The boldfaced lines are the same in all spots. An additional line that identifies the radio station and informs listeners of TBrasil's email address and website is also included.

The themes used in the spots are intended to address common questions related to corruption and, whenever possible, current events. All radio spots produced in Portuguese up until the writing of this tool can be read on TBrasil's website (www.transparencia.org.br).

Creating a Radio Spot: Implementation involves just two essential and inter-related steps: choosing the themes of the radio spots and then writing them up.

With the exception of very obvious events (such as elections), selecting themes is not an altogether easy task, and the more spots one creates, the harder the choosing of themes becomes. In addition, a good idea for a spot does not always prove to be feasible.

The radio spots produced to date have had the following themes:

- Corrupt people gloating over being 'clever'.
- Taking bribes is a crime, so is paying them.
- Feeling guilty about paying bribes.
- Instead of paying a bribe, make a complaint to the person's boss.
- Do not pay bribes to the traffic police.
- Information about money laundering (examining a local case).
- TI's Integrity Award for the Londrina anti-corruption initiative.
- Congressmen who resign to avoid losing their mandates. Don't vote for them anymore.
- Monitoring the procurements of your municipality.
- 'It is not the government's job to see that citizens are corrupted. It is the citizen's job to see that government is not corrupted.' [Robert H. Jackson, American judge in the Nuremberg trials]

This tool was only possible because TBrasil wrote the spots themselves. In a different situation in which the organisation does not have the necessary capacity, the writing of spots would be assigned to a professional (paid or voluntary). This would put the usual advertising-like strains on production (such as conveying ideas for the spot to the writer, supervising the writing of spots, and trying to achieve something via an intermediary).

With regard to content, the effectiveness of the tool essentially depends on the quality of the spots: The message must be significant and send a clear message within tight constraints. These constraints include the opening and clos-

ing phrases, especially the latter, the brevity of the text and the need to speak directly to the audience.

Each text must tell a story and try to avoid certain traps such as sounding sanctimonious, naïve or self-righteous. At the same time, as radio is a medium entirely dependent on sound, without the support of visual components (as with television) or the benefit of being able to re-read a text (as in the print media), it imposes very strict constraints on intelligibility. Phrases must be short, and words must be simple and flow well.

The composition must not only make sense, but it must also have rhythm and a smooth flow. Well-developed rhymes and alliterations add to the overall effect of a spot, while a lack of finesse tends to have a negative effect on the spot's message.

Recruiting for the Campaign: Obviously, the tool's effectiveness depends mainly on the number of radio stations that participate in the campaign. With this in mind, the difficulties faced by a country of such enormous territorial size as Brazil are larger than those faced by smaller countries. Hundreds, if not thousands, of participating radio stations would be necessary to reach a significant percentage of the population.

In order to get other radio stations to air the spots, TBrasil collected in a database information on over 500 radio stations, and then sent invitations to them via email to join the campaign and radio spots. The first such initiative in 2001 resulted in eight additional radio stations joining the campaign.

A second round of invitations in April 2002 resulted in three more radio stations joining the campaign. The complete list of participating radio stations to date is²:

- Alvorada de Rondônia – Ji-Paraná (Rondônia)
- Cidade – Brusque (Santa Catarina)
- Clube FM – Botucatu (São Paulo)
- Cultura AM – Araçatuba (state of São Paulo)
- Cultura de Poços de Caldas – Poços de Caldas (Minas Gerais)
- Delmiro AM/FM – Delmiro Gouveia (Alagoas)
- Difusora de Franca – Franca (São Paulo)
- Estância de Jacutinga – Jacutinga (Minas Gerais)

- FM Canoa Quebrada (Aracati – Ceará)
- Liberdade de Caruaru AM/FM (Caruaru – Ceará)
- Teófilo Otoni – Teófilo Otoni (Minas Gerais)

Success in convincing the directors of radio stations to collaborate depends on the relevance of the campaign. In the case reported here, the main difficulty in achieving co-operation has been the fact that TBrasil's campaign has not been specific enough. However, as 2002 is an election year, spots addressing the elections will begin airing by July 2002, which we hope will establish a clearer focus to encourage other stations to join the campaign.

The frequency of airing particular spots depends on each station. Some spots are aired regularly, while others are not.

To inform an even larger audience about the campaign, TBrasil also asked about 800 people, 200 of whom are journalists who are informed on a weekly basis about TBrasil activities, to tell other people in their communities about the campaign. All spots are reproduced on TBrasil's website. TBrasil also invites people to submit ideas for new spots (see below).

Although TBrasil asks participating radio stations to let it know when other stations air spots, this is not always the case. For that reason, it may be that a number of radio stations air spots without TBrasil's knowing.

Local organisations created to curb corruption in their surroundings are also invited to take part in the initiative. One local organisation in the south-eastern state of Espírito Santo arranged to air spots with two radio stations in the state's capital, one of which was the state's leading AM/FM station. In this particular case, the local organisation (Transparência Capixaba) included a number of additional spots of their own, many of which referred to local cases of corruption. TBrasil reviewed all such 'new' spots and suggested alterations. Both Transparência Capixaba and TBrasil have endorsed these spots.

V Results

Quality: Despite working within the above-mentioned constraints, it cannot be said that the spots produced thus far show a uniform level of quality. As one must be creative in producing new spots to renew the audience's interest, different levels of quality are unavoidable.

Dissemination: The number of radio stations broadcasting the campaign has been to date very small vis-à-vis the size of Brazil. As stated above, we hope that the 2002 elections will change this. Finally, it is impossible to ascertain

the actual audience exposed to the campaign because radio audience polls are too expensive to be conducted by the average Brazilian radio station.

Feedback: Feedback is not frequently received and always comes in the form of praise of the initiative. Overall, some spots are praised more than others are. Criticism of spots always addresses the naïveté of expecting people to change their behaviour on the basis of such messages, which is, of course, quite true when looked at exclusively from that point of view, but also misses the point by not considering the awareness-enhancing dimension of the initiative.

Eldorado told us they receive favourable feedback from their audience. For example, a journalist working for an advertising magazine wanted to do a piece with the ‘agency that created the spots’. However, when he learned that an advertising professional had not created the spots, he decided against this, which was only to be expected.

VI Recommendations

The main difficulty in getting radio stations interested in participating has been the actual production of the spots, for example, padding them with a proper musical background, etc. Many stations, especially those operating in medium- and small-sized communities, work with a very low budget and do not have professionals to record the messages. Possible reproductions of this tool would be well received if we were able to produce the spots as recorded tapes, CDs, or electronically encoded files and offer them to radio stations.

Description by: Cláudio Weber Abramo

Source Book Adaptation, Brazil

I Fact Sheet

Name of the Tool: Source Book Adaptation

Brief Description: The underlying idea behind the adaptation of the *TI Source Book* to the Brazilian context was to describe the roles of various institutions and actors within the framework of the Brazilian National Integrity System (NIS). In addition, the Brazilian adaptation describes the strengths and weaknesses of these institutions and actors in relation to the international model. The adaptation of the Source Book serves as a tool to make a diagnosis of the NIS. Through the participatory process of creating a Brazilian Source Book representatives from different sectors of Brazilian society were brought together.

Responsible Organisation: Transparência Brasil, in particular Bruno Wilhelm Speck, co-ordinated the adaptation of the Source Book. There were also individuals from other organisations involved in the project, although their participation was individual and not institutional.

Problems Addressed by the Tool: Public apathy and a fatalistic attitude towards corruption. A wide-ranging anti-corruption initiative, based on concrete reforms of the state, society and economy, is possible only when corruption is understood as a problem related to structural conditions and behavioural patterns of institutions which can, with effort, be changed. The concept of the NIS and a diagnosis of the country's NIS enters here.

Areas of Work: Diagnosis, information dissemination and awareness building

When the Tool was Implemented: The project started in May 2000 and was conducted in São Paulo, Brasília, Curitiba and Rio de Janeiro. Since May 2002 the Source Book has been available online at Transparência Brasil's website www.transparencia.org.br/source.

A printed version was published by university publishing house Editora UNICAMP in August 2002. See Appendix 1 for a timeline of the implementation.

Financing: Transparency International, through a grant from the MacArthur Foundation, contributed a portion of the funding. Sinduscon, the union of the construction industry of São Paulo, affiliated with Transparência Brasil, assumed another portion of funding. Finally, the largest contribution came from

the academics, lawyers, journalists, administration experts and managers, who volunteered their time.

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II Objectives

From the content point of view, the main objective was to develop the first compendium on the NIS in Brazil using existing knowledge about the administration, the institutions and management of the institutions and actors in the Brazilian system, as well as to point out the various causes of corruption.

From a process-oriented perspective, the objective was to enlist the help of experts from different areas and regions in Brazil to develop further the newly formed organisation *Transparência Brasil*. The sheer size of Brazil makes it impossible to work at the regional level. Therefore, our aim was to create a larger base for action by enlisting the help of specialists from four different Brazilian regions. We hope to enlarge our base even further in the future, and the *Source Book* can be used in this regard to help mobilise political support for our new organisation.

III Context

The TI Source Book

First published in 1996, the *Transparency International Source Book* by Jeremy Pope helped pave the way for serious discussion about strategies to fight corruption. The basic premise of the *TI Source Book* is that the fight against corruption requires the collaboration of various institutions and actors within particular political systems. This collaboration has been subsumed under the concept of a National Integrity System (NIS). The *TI Source Book* attempts to clarify the role of the different actors of a NIS, and shares experiences in accessing information about institutions from different political systems.

In this respect, the *TI Source Book* uniquely articulates for the first time the notion that corruption fighting is a legitimate political field of its own. Up until the publication of the *Source Book*, corruption was generally considered either an endemic problem, a moral issue or an economically driven menace, or

strictly as a concern for the authorities. The international Source Book innovatively highlighted the necessity of understanding corruption control as a political challenge to be confronted comprehensively. In this regard, three groups of actors are involved: public institutions that regulate, help prevent and control corruption, individuals in society who act as external controls, and individuals who have close economic ties with the state. The *TI Source Book* is currently in its 4th edition (see www.transparency.org).

Since the inception of the *TI Source Book*, the idea has been to use it as a basis for national adaptations. Adapting the Source Book to each political system is necessary because the institutions and actors of each community reflect different normative traditions, have different notions about values and roles, and act within distinct environments with unique problems. These reasons more than underscore the necessity for developing national Source Books. Also, the adaptation of the Source Book is an important process in and of itself. Furthermore, by developing the Brazilian Source Book, a new sensitivity for issues involving corruption can be gained and first-hand experience of the work involved in this new political field of corruption control can be conveyed.

For a discussion of the validity of the international Source Book amidst national adaptations, see Appendix 2.

National Framework

The climate for developing a national Source Book in Brazil is now particularly favourable as there were numerous corruption scandals in the 1990s which have brought the issue to the forefront of political discussion and heavily influenced public opinion. What for years had been accepted as normal behaviour became a newspaper headline. There was a risk that this new critical stance towards corruption might turn into pessimism because of a dearth of reform efforts. Creating a National Integrity System can contribute to transforming the frustration over a corrupt system into a productive initiative to fight against it.

IV Implementation

Conceptualising a Brazilian Source Book

For the development of the Brazilian Source Book, the basic idea was to describe the roles of the relevant institutions and actors, including their strengths and weaknesses, in the National Integrity System. Some adaptation to the particular Brazilian context was necessary here because some institutions de-

scribed in TI's Source Book had no function in the Brazilian system, whereas others deserved more recognition².

No additional surveys were conducted for this adaptation and, indeed, there was very little data available on the relevant areas of corruption. For example, there is not much information about prosecutions for corruption. With regard to topics concerning the importance of parliamentary control of the government and administration in Brazil, there were only isolated cases of investigation. The Treasury is still to be developed in Brazil. We realised with only the first edition of the Brazilian Source Book that few improvements in this area could be made. For this reason, our objectives were rather modest and we simply reviewed existing information about specific corruption-relevant problems as meticulously as possible.

The development of the Brazilian Source Book was useful for attracting the interest of academics, public sector experts and managers. These groups were keen to learn more about the new political field of corruption control. The institutions and field of corruption control mentioned above encompass a wide spectrum of academic disciplines and professional fields of action. Only by drawing on a group composed of lawyers, economists, academics, administration experts, politicians, managers, journalists and representatives of community organisations could a general and comprehensive picture of the state of corruption control be fully developed. All in all, about 40 specialists contributed as co-authors to the development of the Brazilian Source Book.

Creating the Brazilian Source Book

The timetable of the first phase of development was very strict. The idea of developing a Brazilian Source Book was first discussed at the end of May 2000. Several proposals were made within our organisation. One alternative to adapting the *TI Source Book* would have been to simply translate the original English version into Portuguese. The argument against doing this was that by doing so an adaptation to reflect the national situation would have been impossible or only very limited. The proposal that finally took shape was to develop a new Source Book specifically for Brazil with the help of a large number of experts. And because there were a tremendous number of specifically Brazilian topics that could be explored, the hope was to make use of these synergies

2 An additional chapter on extraordinary investigation commissions was not developed because these are almost non-existent in Brazil, whereas particular attention was given to the area of political corruption related to elections and performance of elected officials. A complete chapter was also devoted to parliamentary control of the government because this plays a unique role in Brazil, especially considering the number of parliamentary investigation commissions.

to help further develop our organisation. The publication of the Brazilian Source Book was delegated to Bruno Wilhelm Speck.

Subsequently, a financing proposal was presented to TI. TI approved US \$8,000 for the project using funds from the MacArthur Foundation. As a first step, a thematic division of the actors and institutions of the state, society, and the economy was made, broadly based on the divisions made in the third edition of the *TI Source Book*. In addition, an outline of the different chapters was made. Afterwards, in a second step, the co-authors of each chapter were chosen. At this point, the intention was to have rather heterogeneous groups in order to avoid one-sided points of view. A speaker from each group assumed the coordination and the correspondence.

Only two months later, the results accomplished up until that time were presented at a workshop in São Paulo. With this first version of the Brazilian Source Book, almost half of the contributions were already completed. At the workshop, which was attended by only the group speakers and two guests from TI Mozambique, the texts were discussed and rated based on established guidelines.

The pace of the project slowed after this initial phase, as the texts were sent back to the groups for revision based on the comments from the workshop. There were difficulties that significantly delayed the publication of the entire book. For example, there were continuous delays because other responsibilities of group members sometimes prevented them from concentrating on the texts as was necessary. In many cases, new groups had to be formed. The publishing house was also working with us on a voluntary basis and hence had other engagements.

Since the idea was to make the whole panorama of institutions relevant for a system of integrity, it was impossible to eliminate texts without also replacing them. Nevertheless, in some instances only one author wrote the texts. All texts were completed by August 2001. The online version of the Source Book has been available on Transparência Brasil's website since May 2002 and the university publishing house Unicamp published the adapted Source Book in August 2002 (www.transparencia.org.br/source).

V Results

The Brazilian Source Book, *Caminhos Da Transparencia*, appeared online in May 2002 and was published in print in August 2002. The group of experts has been contacted about three additional projects (i.e., the Global Forum II NIS country study on Brazil, the Web forum of the Friedrich Ebert Foundation, and the International Seminar of the Goethe Institute).

The objectives of developing the source book were related to substance and process. In this way, the adaptation of the TI Source Book can be declared a convenient and positive undertaking in the fight against corruption.

VI Future Recommendations

One recommendation related to the substance of the project is not to rely exclusively on the existing Source Book structure when adapting. Rather, the main objective should be to include the main pillars of a National Integrity System and assess the current level of experience so as to maximise its development potential. The resulting adaptation could therefore deviate in a particular way from the structure of the *TI Source Book*.

It must be accepted that the necessary expert knowledge and empirical data required to make a diagnosis may not be available for the first adaptation of a national Source Book. Only when enough time and financial resources have been made available to make special surveys could this deficiency be compensated for in the first adaptation. If resources for new investigations are limited, as was the case with the adaptation described above, it will be necessary to set more limited goals and work with existing knowledge in multidisciplinary groups. The development of a Source Book adapted to a national context based on recent data and surveys should be left for future projects.

For this reason, we recommend creating working groups to tackle specific subjects in the long term (elections, tender bids, etc). Later, these groups can create new surveys about aspects of corruption control that have been rarely studied. In addition, the group speakers should have the opportunity to write individual chapters, and this should be done in close co-operation with the editor of the Source Book. As the creation of the Source Book is considered a collective undertaking, the absence of only one speaker, which is almost unavoidable when contributions are made on a voluntary basis, can cause considerable delays in the publication of the Source Book.

Description by: Bruno Wilhelm Speck



Appendix 1

Timeline for the Brazilian Source Book Adaptation

May 22, 2000	Workshop Transparência Brasil: The idea of developing a Brazilian Source Book was presented.
June 9, 2000	Presentation of the first proposal to the supervisory board of Transparência Brasil.
June 20, 2000	Financing proposal submitted to TI Secretariat in Berlin.
July 4, 2000	Financing approved by TI Secretariat (US \$ 8,000).
July/August 2000	The working groups develop documents for later chapters.
August 25-27	Workshop in São Paulo.
August 2000	Revision of the texts and development of the remaining texts needed.
September 2001	Revision of the texts.
October 2001	Presentation of the texts on CD-ROM in Prague.
May 2002	Publication of the Brazilian Source Book on the website of Transparência Brasil
August 2002	Publication of the printed edition by the university publishing house Editora UNICAMP.

Appendix 2

The Relevance of the TI Source Book Amidst National Adaptations

The international Source Book does not lose its validity with the development of the Brazilian adaptation of it for the following three reasons:

In the first place, an international reference framework is necessary in the adaptation process.

In the second place, the role of the Source Book in an exchange of international experiences is still important. The comparison of different institutions and practices at an international level, as well as the access to relevant materials and documents, will also be important components for future international co-operation in the field of corruption control. In this sense, a national Source Book cannot replace the original international Source Book.

Finally, the *TI Source Book* includes areas that go beyond the level of national integrity systems. These include primarily the different levels of international co-operation, which are gaining importance in the area of corruption control. For instance, the initiatives at the international level, the aims of which are a harmonisation and stronger co-operation in the area of criminal prosecution (OECD, OAS, and Council of Europe), cannot be reduced to a purely national context. In addition, there are anti-corruption programmes of international development agencies that play a major role in the propagation and financing of reform strategies (World Bank, UNDP). Furthermore, there are other forms of international co-operation that include actors of civil society and the economy that are gaining relevance. Hence, the international Source Book is not losing its validity in these fields even with the development of Source Books for solely national contexts.

'Clean Korea 21' Fair

I Fact Sheet

Name of the Tool: 'Clean Korea 21' Fair

Brief Description: This project aims to provide a forum for civil society, the public and private sectors to share and exchange information about best practices designed to fight corruption. In Korea, it has helped to create a more co-operative atmosphere between the different sectors. More than 30 organisation participated in last year's event.

Responsible Organisation: In 2000, Transparency International Korea managed the Tool with help from the Presidential Commission for Rebuilding Korea and the Association of Public Enterprises. In 2001, TI Korea and the Association of Public Enterprises organised the event alone.

Problems Addressed by the Tool: 1) Corruption and a lack of transparency in Korea. 2) Lack of co-operation between different parts of society to fight corruption.

Areas of Work: Building coalitions between different social sectors in Korea to fight corruption.

When the Tool was Implemented: Fairs took place in Seoul, Korea, in October 2000 and November 2001. A third fair is planned for Seoul in May 2003.

Financing: The cost of the 2000 event was about US \$150,000. In 2001 the cost was around US \$100,000.

About half of the financing has been provided by the Ministry of the Interior. The remaining costs have been met by TI Korea and the Association of Public Enterprises and by a fee charged for participating organisations.

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II Objectives

The main objectives of this project were as follows:

- 1) For civil society, the private and public sectors to exchange knowledge and experience about corruption.
- 2) To produce CD-ROMs and videos for the Clean Korea project. These were distributed to the Korean public and at international conferences. For a two-week period part of the video was aired on television for 30 seconds per day. The theme was the co-operation of different sectors and the participation of citizens in the anti-corruption effort.

III Context

National

During the Korean military regime in the 1970s, there was little co-operation between the public and private sectors or civil society in the fight against corruption. The problem was viewed as being primarily the concern of the government. However, in the 1980s, civil society and the private sector became increasingly active in the campaign.

Since then, while corruption in the public sector has appeared to decline, it is still seen as a major problem in Korea. Members of civil society and the private sector continue to bribe public officials on a frequent basis.

TI Korea

TI Korea was developed as a network designed to fight corruption with the assistance of public organisations as well as the Federation of Korean Industries.

IV Implementation

The 'Clean Korea 21' project was set up by TI Korea in order to promote co-operation and knowledge sharing between the three sectors. It was achieved with the support and collaboration of the Presidential Commission for Rebuilding Korea and the Association of Public Enterprises. TI Korea mobilised these three organisations, representing the three different sectors, because all of them had experience and interest in curbing corruption.

A variety of different private, public sector and civil society organisations have developed effective practices to curb corruption and make Korea a cleaner, more transparent society.

TI Korea recognised the potential of an event of this kind to build social coalitions to fight corruption after witnessing other fairs and exhibitions held in Seoul.

Stages of Implementation

There were three basic stages of implementation:

- 1) A Secretariat for the Clean Korea Fair was established to organise the event and distribute information. The Secretariat was also responsible for circulating details of anti-corruption tools produced and developed by organisations from the different sectors. An organising committee was also set up composed of the CKF Secretariat and members from the public sector, private sector and civil society organisations.
- 2) The event itself takes place under the management of TI Korea. A specialist company was contracted to arrange the exhibition, symposium and workshop events.

The fair itself includes a full programme of workshops, symposiums, displays etc. A special anti-corruption contest is held and an exhibition features the works of prize-winners.

The following are a few examples of exhibits and displays:

- Seoul Metropolitan Government displayed its OPEN computer system for E-government.
- The Public Procurement Service exhibited a special internet-based E-Procurement system together with information about how it helped to reduce corruption in the organisation.
- The Korea Customs Service publicised its efforts to reform certain regulations as part of the fight against corruption.
- The public corporation for road construction and the private corporation Shinsegae (the country's biggest department store which is one of Korea's 30 biggest companies) exhibited employee codes of conduct and anti-corruption training programmes.

The schedule of events was published in print and on the following website: <http://cleankorea21.net>

- 3) Meetings are held afterwards to evaluate the success of the event and identify problems and areas for improvement. A final report is later published along with CD-ROMs and videos.

Media

The media reaction to this event has been very positive and journalists have reported on the new degree of co-operation between civil society, the public and private sectors. The national press has also covered the main objectives of

the event. National TV broadcasts also encouraged greater public participation and attendance at the Fair.

Alliances

In 2001, TI Korea participated with the following institutions:

- 1) Federation of Korean Industries
- 2) Korea Employers Federation
- 3) Korean Chamber of Commerce and Industry
- 4) Korea Federation of Small and Medium Business
- 5) Korea Foreign Trade Association
- 6) Council of Public Companies
- 7) Korea Electric Power Corporation
- 8) Presidential Commission on Rebuilding Korea
- 9) Ministry of Interior
- 10) Seoul Metropolitan Government
- 11) Several other municipalities.

TI Korea expects to maintain these alliances in the future.

Challenges/ Solutions

There was a general reluctance to participate from the private sector. Initially only two or three enterprises agreed to take part although this has since improved.

The quality of the different displays and exhibits varied. For example, the presentation of the online procurement systems was very effective and people could understand the process well. However, other exhibits were more obscure and did not seize the imagination of attendees.

The original principle was to leave the decision on what to exhibit as open to participants as possible so there were no criteria set for submissions. However, for the next meeting, the organisers intend to discuss how to deal with this problem and will consider ways of evaluating submissions prior to the exhibition.

In general, most people found the experience of the Fair both stimulating and absorbing. However, there was a problem attracting the interest of younger people. The organisers attempted to encourage their participation by organising a design contest for the Clean Korea 21 symbol. Five works were selected from over 80 student submissions. Still, the lack of younger people was a definite problem that needs to be addressed.

V Results

Although the collaborative work between the public sector, private sector and civil society is still in its infancy in Korea, this project has created an atmosphere conducive to building anti-corruption coalitions. It has also initiated a process to establish an organisation to facilitate this work and promote good governance.

TI Korea plans to hold Clean Korea 21 gatherings annually in the future. The next one is scheduled to take place at the time of the 11th International Anti-Corruption Conference in Seoul in May 2003.

VI Recommendations

- 1) In future, the organisers would suggest featuring an arts programme, including video production of dramas, films, etc. and a computer animation contest.
- 2) Other organisations or National Chapters planning to undertake a similar project in another country should organise the event systematically. In countries where it is difficult to build coalitions to help out in the planning stage, plenty of time should be allowed.

Description by: Chong-Su Kim

National Corruption Observatory, Morocco

I Fact Sheet

Name of the Tool: National Corruption Observatory, Morocco

Brief Description: The purpose of this project is to provide a central clearing point for all information related to corruption in Morocco.

Problems Addressed by the Tool: Lack of quantitative or qualitative data on corruption in Morocco; lack of a system for collecting the information that does exist.

Areas of Work: Raising public awareness about corruption; information management; improving public access to information.

When the Tool was Implemented: The National Corruption Observatory opened in Casablanca, Morocco, on 15 June 2001.

Creation of the Tool: Transparency Morocco

Responsible NGO: Transparency Morocco

Alliances: Collectif des Associations contre la Corruption

Financing: The project was funded by USAID.

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II Objectives

This project has two main objectives:

- 1) To make information about corruption more freely available to the public in Morocco.

This involves collating data from a number of different sources including old and current studies of corruption, then disseminating this information to the public and to the different organisations with an interest in the field (NGOs, government, judiciary, etc.).

- 2) To raise awareness about the problem, in the Moroccan government but also among the public at large.

To circulate this information as widely as possible to the public via the media, academia and the private sector. By improving the amount of information available about the problem and making it more easily available, Transparen-

cy Morocco hopes to assist the different organisations engaged in the fight against corruption. This invaluable body of knowledge will provide a solid foundation for an in-depth analysis of the social phenomenon of corruption in Morocco.

III Context

Since it was founded, Transparency Morocco has collaborated closely with a network of different associations linked to one another by what is commonly known as “the pact for a corruption-free Morocco”.

This campaign has had a number of successes and has helped make corruption a major topic of public debate and concern in Morocco. However, there is still a serious lack of knowledge or understanding of the problem, and this has acted as a hindrance to the overall anti-corruption effort.

The phenomenon has never been subjected to a serious or prolonged study and this was the primary aim of the observatory project.

At the same time, the observatory project will systematically organise the collection of data about corruption, a process which had previously only taken place in a haphazard way.

In spite of the numerous problems facing the free press in Morocco, generally the media does have an interest in recounting stories concerned with corruption. Consequently, a great deal of information about corruption can be gleaned from the press.

IV Implementation

It is important to recognise that the observatory’s mandate is not to become an authoritative source of correct or impartial information about corruption. It does not seek to establish facts with certainty. The aim is to build a depository for any and all information about corruption in Morocco, so long as it falls within a set definition of what constitutes corruption.

Initial Development

1) Orientation Committee

After the project was first conceived by Transparency Morocco, the first step was to bring together the different associations involved in combating corruption in order to form an orientation committee to oversee the development of the observatory.

These included: Espace Associatif, Association Marocaine des Droits Humains,

Association Démocratique des Femmes du Maroc. This orientation committee elected a three-person executive responsible for managing the activity of the observatory. The work of both the committee and the executive is unpaid.

2) Logistics

The next step was to establish the physical space and equipment necessary for the project. An office was rented and the following equipment purchased: office furniture and filing cabinets, production material, personal computers, printers, management and database software.

3) Recruitment

From the start, at least one full-time worker was required to ensure that data was collected and processed properly. It was also necessary to recruit an 'information scientist', a specialist responsible for locating and conserving all the relevant information. This individual's tasks would include choosing and filing articles, preparing summaries, creating files and entering these into a documentation database.

However, it quickly became clear that more staff would be needed to cope with the sheer volume of work.

Trainee information scientists were called upon as well as a second full-time assistant responsible for selecting, cutting and filing as well as writing press releases and other administrative tasks. This back-up team allows the information scientists to concentrate wholly on their tasks.

4) Collecting Information

Information about corruption is collected from 18 daily newspapers, 25 weekly newspapers and 6 monthlies. This covers virtually all newspapers published in Morocco in both Arabic and in French of all political persuasions. All new publications are immediately included in the list unless they fail to meet minimum professional standards.

On average, 400 pieces of information are entered and summarised every month dealing with the following themes:

- a) Corruption (according to the definition adopted by the observatory)
- b) Specific anti-corruption actions
- c) Measures put in place for a more transparent system of improved integrity.

In order to ensure the success of the project, ongoing relationships were established with the following groups:

- The media: via subscription to publications and relations with investigative journalists.
- Academic establishments that have undertaken research on the subject.
- The various departments of the judiciary concerned with legal actions related to corruption.
- Bar councils.
- Financial control institutions (General Inspectorates).
- Elected bodies that have undertaken investigative work against corruption.

5) Processing the Information

Before the library opened, preparatory work was undertaken to file and index data in order to build up the basic structure of the database. It was also necessary to develop a comprehensive set of rules governing the way the database should operate and be used. A number of reference points allow each article in the database to be identified. These are as follows:

- Codes identifying the publication and date the article was published.
- Classification in one of the following categories: act of corruption, activities of NGOs, local councils, public declarations.
- Classification category (i.e. key words).
- Author.

A summary of the article is also recorded in the database which is written in both Arabic and French. Information contained in the database is also summarised on a regular basis by producing the following material:

a) List of documents

When possible, relevant books, theses, studies and articles from specialist reviews are acquired and shelved in a library.

b) Analytical press review

The gradual development of this database allows the association to produce a monthly bilingual press review. This bulletin is on average eight pages long, and 1,000 copies are printed and distributed to all concerned parties (NGOs, government and public services, universities). The information is summarised and classified by column. A review section provides an opportunity to explore trends observed in the press on the issue of corruption.

An initial pilot edition of the press review, covering the period 15-25 June 2001, was produced. This was discussed by the committee which consists of Transparency Morocco volunteers and other members of relevant associations.

After the committee approved the pilot, a decision was taken to produce a trial press review covering the period from 25 June to 25 July. This bulletin was printed in early August and was given the number 0 to indicate that it was still a trial edition.

6) Dissemination of Information

The dissemination of information is carried out in the following ways:

- **Bulletin:** The monthly bulletin is circulated to NGOs, researchers, the press and government.
- **Press Conferences:** A press conference held in September 2001 informed the public about the new database.

A second press conference took place on 6 January 2002 to announce the results of the 2001 report. This was also the date of Morocco's national anti-corruption day. This group intends to make this an annual event in order to keep the public informed of the observatory's activities.

- **Annual Report:** In December 2001, an annual report on corruption in Morocco was published. In addition to information gathered during the year, the report included a case study. In 2001, the obvious case to feature was the bankruptcy of the *Crédit Immobilier et Hôtelier* following the misappropriation of public property. A consultant was recruited to write up the case study.

Future Plans

The observatory plans to start a regularly updated website. Ultimately, the observatory also intends to draw up a list of particular sectors and situations at risk from corruption. Another possible area of work for the observatory is to set up a hot line that the public can call about issues of corruption and extortion. The phone-line could also function as legal counsel to victims of corruption. Another possibility would be to involve the observatory in monitoring corruption during the electoral process.

The group hopes to develop stronger relations with similar institutions in other countries. These partnerships will allow the observatory to benefit from the shared experience of other institutions.

V Results

The observatory project has created a watchdog to monitor acts of corruption covered by the press in Morocco. This is an essential component of any anti-corruption campaign. More than 5,000 press articles were entered in one year of work.

The project is an unprecedented and invaluable source of information about the problem and will ultimately help produce a comprehensive 'map' of corrupt activity in Morocco.

The information contained in the bulletins has been widely circulated and this is a vital step in the anti-corruption campaign. The more informed people are about the problem, the more difficult it becomes for corrupt activity to carry on unhindered.

VI Recommendations

Any other association seeking to replicate this project might find the following recommendations useful:

- 1) To explain as clearly as possible the exact role of the observatory and its strategic role in combating corruption.
- 2) To do everything possible to ensure that the information contained in the database and circulated is not tainted by partisan manipulation, defamation or overstatement.
- 3) To concentrate on a restricted number of media with a wide circulation rather than trying to cover all the media.
- 4) To provide only the facts and nothing but the facts.
- 5) To produce a manual with guidelines for the project in order to standardise and facilitate the process of collecting, entering and distributing information.
- 6) To select software that ensures the best possible use of all the information contained in the database.
- 7) To disseminate the information collected and record the reaction to it in order to constantly improve the work of the organisation.
- 8) To precisely define the parameters of the information to be collected. This requires the adoption of a clear definition of corruption and a definite plan of action.

L'Observatoire national de la corruption

I. Fiche d'information

Nom de l'outil : Observatoire national de la corruption

Brève description : L'observatoire est un lieu de centralisation des données qui ont trait à la corruption au Maroc

Problèmes ciblés par cet outil : Manque de données quantitatives et qualitatives sur la corruption; absence de collecte des informations existantes

Champs d'activité : Sensibilisation, gestion de l'information, accès à l'information

Où et quand cet outil a-il été mis en place : Maroc, Casablanca, 15 juin 2001 et toujours en cours

ONG responsable : Transparency Maroc

Création de l'outil : Transparency Maroc

Partenariats : Collectif des associations contre la corruption

Principale source de financement : USAID

Information complémentaire :

Pour tout renseignement complémentaire, veuillez contacter la section marocaine de Transparency, transparency.maroc@marocnet.net.ma

II. Objectifs

- *Rendre disponible des données sur la corruption.* Il s'agit de rassembler les données éparées produites dans le passé dans des études, ainsi que celles produites quotidiennement, tant sur la corruption, que sur les actions très diverses entreprises pour la combattre, et disséminer cette information auprès de la population et en particulier à l'ensemble des acteurs sociaux concernés (ONG, gouvernement, univers judiciaire, ...) qui travaillent à réduire le niveau de la corruption.
- *Sensibiliser les pouvoirs publics et la population :* porter le plus largement cette information dans l'opinion, en en faisant profiter la presse, le monde académique, le secteur privé, et finalement le public le plus large.

Un tel travail d'information, portant sur l'information, permettra d'influer sur la situation de manière directe, en contribuant à éclairer les acteurs et à les guider dans leurs analyses et leurs actions. La masse des informations collec-

tées et diffusées donnera ainsi les fondements à toute analyse du phénomène de la corruption au Maroc. De plus, les actions d'une association de lutte contre la corruption manqueraient d'ampleur, de pertinence et d'efficacité sans des informations fournies.

III. Contexte

Dès sa création, Transparency Maroc a travaillé en étroite collaboration avec un réseau d'associations liées entre elles par le « pacte pour un Maroc sans corruption ». Cette action a eu pour principal résultat de faire de la corruption un sujet de débats et de préoccupations publics.

Si le mouvement des associations contre la corruption a connu un développement certain et la situation de l'opinion publique a évolué, une des faiblesses des initiatives contre la corruption est que la connaissance approfondie de ce phénomène demeure limitée tant sur le plan quantitatif que sur le plan qualitatif.

Le phénomène reste largement sous analysé et ce projet d'observatoire vient donc combler cette lacune et permet par la même occasion de rassembler des données qui existaient de manière éparse auparavant. Ceci montre que les initiatives visant à combattre la corruption conservent pour le moment un caractère ponctuel et la simple collecte systématique des données existantes n'avait encore jamais été faite.

En dépit des blocages, des contraintes et des menaces auxquels la presse d'investigation est exposée, la presse marocaine relate de plus en plus d'affaires liées de près ou de loin à la corruption. C'est ainsi qu'un volume considérable de faits et actes de corruption est aujourd'hui disponible. La presse est donc devenue une mine de renseignements et d'informations permettant de mieux comprendre le phénomène de la corruption.

IV. Mise en œuvre

Il faut préciser que l'observatoire n'établit pas les faits avec certitude. Cela ne relève pas de ses fonctions : il se contente de relever toute information dès lors qu'elle correspond à la définition de la corruption choisie.

- **Conception**

Le projet a été entièrement conçu par Transparency Maroc.

- **Mise en place**

- **Création d'un comité d'orientation (ou comité de suivi)**

Le premier pas dans la création de l'Observatoire a été de réunir le collectif des associations contre la corruption afin de faire participer de nombreuses asso-

ciations à ce projet dans le cadre d'un comité de suivi, dans lequel plusieurs des plus importantes associations ont tenu à s'impliquer (Espace associatif, Association marocaine des droits humains, Association démocratiques des femmes du Maroc, notamment). De ce comité d'orientation émane un bureau exécutif réduit de 3 personnes qui auront la tâche de gérer l'activité de l'Observatoire. Le travail du comité et celui du bureau sont bénévoles.

– Logistique

Le point de départ est la mise en place de la structure physique devant accueillir l'Observatoire. Un local a été loué et les matériels suivants ont été achetés : mobilier de bureau et matériel de classement, matériel de production, matériel informatique (micro-ordinateurs, imprimantes), logiciel de gestion et base de données.

– Recrutement du personnel

Le fonctionnement de l'Observatoire nécessitait la mobilisation d'au moins une personne à plein temps qui assure la continuité du travail de collecte, de traitement et de suivi de la diffusion. Il a fallu dès le début du projet recruter un informaticien, c'est à dire une personne spécialiste du traitement et de la conservation de l'information (choix des articles, classement, préparation de résumés, création de fiches et saisies dans une base de données documentaire).

Le volume de travail a rapidement mis à jour la nécessité de renforcer l'équipe. Il a ainsi été fait appel à des informaticiens stagiaires et à un second permanent chargé d'assister les informaticiens (sélection, découpage, classement,...) et de prendre en charge toutes les tâches relatives à la confection de la revue de presse, à sa diffusion et à tous les aspects logistiques et administratifs liés au fonctionnement de l'Observatoire.

Cette dernière personne se consacre entièrement aux tâches de confection du bulletin (relations avec l'imprimeur) à celles d'expédition, ainsi qu'à toutes les tâches administratives impliquées par le fonctionnement de l'Observatoire. Elle est aussi l'auxiliaire des informaticiens quant au travail de recherche des documents, à leur découpage et à leur classement, afin que les informaticiens puissent se concentrer entièrement à leur travail spécifique.

– Collecte des informations

Le travail de collecte s'effectue sur la base de 18 quotidiens, 25 hebdomadaires et 6 mensuels, ce qui correspond à quasiment tous les titres paraissant au Maroc, en arabe et en français, toutes tendances confondues, presse partisane ou privée. Toute nouvelle parution est immédiatement intégrée. Bien évidemment, certaines publications n'ayant pas le minimum de professionnalisme requis n'y figurent pas.

400 informations sont en moyenne saisies et résumées par mois. Ces informations portent sur les thèmes suivants : la corruption (selon la définition adoptée pour cet Observatoire), les actions de lutte contre la corruption et les mesures prises pour mettre en place un système d'intégrité.

Afin de pouvoir alimenter la base de données, des relations continues sont établies avec :

- les médias : abonnement aux publications et relations avec les journalistes pratiquant le journalisme d'investigation ;
- les établissements académiques qui ont entamé des recherches et des travaux sur le sujet ;
- les différents départements de la Justice concernés par les actions en justice liées à la corruption ;
- les barreaux d'avocats ;
- les institutions de contrôle financier (Inspections générales) ;
- les instances élues ayant exercé des missions d'enquêtes et de contrôle.
- **Traitement des informations**

Un travail préparatoire à la collecte des données a été réalisé pour mettre en place la bibliothèque, définir le mode de classement et d'indexation des données et concevoir la structure de la base de données en fonction du traitement envisagé de l'information. Enfin, il a fallu définir les règles pratiques de fonctionnement qui permettent de rendre intelligible la relation entre la base documentaire papier et la base de données informatiques, ainsi que le mode opératoire du traitement de l'information.

Conformément à la structure de la base de données, un ensemble d'identifiants sont liés à chaque article :

- Code identifiant la publication et la date de parution du numéro
- Rubrique de classification parmi les suivantes : fait de corruption, activités des ONG, collectivités locales, déclarations publiques, ...
- Descripteurs (mots-clés)
- Auteur

Un résumé de l'article est également introduit dans la base de données. La base de données est bilingue Arabe/ Français.

Une base de données a été établie. Les données accumulées sont traitées de la manière suivante :

- Recensement des documents (et lorsque c'est possible leur acquisition et leur rangement dans une bibliothèque) : livres, thèses, études et articles de revues spécialisées
- Revue de presse analytique.

La base de données ainsi alimentée permet l'édition d'une revue de presse mensuelle, bilingue, 8 pages en moyenne, tirée à 1000 exemplaires et distribuée auprès de tous les acteurs concernés (ONG, services gouvernementaux et publics, universités,...). Outre les informations synthétisées et classées par rubrique, la revue consacre un espace à la tendance observée dans la presse sur les questions de corruption.

Une première revue de presse expérimentale qui couvrait la période du 15 au 25 juin a été produite, pour contrôler que les objectifs du projet avait été bien clarifiés. Le Comité de suivi, dont le noyau est formé de volontaires de Transparency Maroc, mais auquel participent des membres du Collectif associatif, a validé ce premier pas.

Après validation des tests par le comité de suivi, il a été décidé de produire une première revue de presse, qui couvrirait la période du 25 juin au 25 juillet, avec une période de préparation qui devrait permettre de produire un document imprimé aux premiers jours d'août, et auquel il a été attribué le Numéro 0, pour souligner son caractère de première expérience.

Le travail de synthèse sur la base de données a été réalisé mais il faut encore effectuer une analyse en profondeur.

- **Dissémination de l'information**

La dissémination se fait par les moyens suivants :

- *Bulletin* : La diffusion large d'un bulletin analytique mensuel (4 pages A4/ 1000 exemplaires) auprès des ONG, des chercheurs, de la presse, du gouvernement. Le numéro 0 a été diffusé en 1000 exemplaires dont 600 ont été envoyés par voie postale et 400 remis manuellement.
- *Conférences de presse* : Une conférence de presse tenue en septembre 2001 a informé le public de la mise en place de la base de données. Une seconde conférence a eu lieu le 6 janvier 2002 pour annoncer les résultats du rapport 2001. Cette date coïncide avec la journée nationale de lutte contre la corruption au Maroc. Cette forme de dissémination devra être institutionnalisée afin de tenir régulièrement le public au courant des activités de l'Observatoire.
- *Rapport annuel* : En décembre 2001, un rapport annuel sur la corruption au Maroc a été publié. En plus des informations recueillies au cours de l'an-

née, le rapport incluait une étude de cas. Pour l'année 2001, le cas qui s'est imposé est celui de la faillite du Crédit Immobilier et Hôtelier suite à l'abus de biens publics. Pour cette étude cas, un consultant a été recruté.

- **Perspectives**

L'Observatoire sera rattaché à la création d'un site web. Ce site mis à jour régulièrement sera la continuation naturelle du travail de l'Observatoire.

L'Observatoire aura également à terme la vocation de dresser un inventaire des secteurs et situations à risque.

Une autre direction possible pour le travail de l'Observatoire serait la création d'un téléphone vert (hot line) pour pouvoir avoir accès à l'information émanant du public quant aux cas de corruption et d'extorsion auxquels il est confronté. Un tel dispositif pourrait fonctionner également comme voie d'accès à un conseil juridique aux victimes de la corruption.

Enfin, une autre possibilité concernerait l'observation de la « privatisation de la fraude électorale ».

Des liens pourraient être tissés au niveau international avec des institutions similaires. Ces partenariats permettraient à l'Observatoire de bénéficier de l'expérience d'autres institutions.

V. Résultats

L'Observatoire a permis de mettre en place un système de veille informationnelle relative aux actes et faits de corruptions relatées par la presse. Cette veille est essentielle pour toute action de lutte contre la corruption. Plus de 5000 articles de presse ont été saisis en un an de travail. Cette mine d'informations, non exploitée auparavant, permet aujourd'hui de rendre visibles les lieux, actes et opportunités de corruption tels qu'ils sont rapportés par la presse. Elle permet de mettre en place une « carte » des faits de corruption.

Cette information, répertoriée, synthétisée et classée, est aujourd'hui largement diffusée. Ce qui amplifie l'écho de la lutte contre la corruption et augmente le coût pour les corrupteurs et les corrompus. En effet, plus on est informé, plus l'action des associations est motivée, argumentée et appuyée.

VI. Recommandations pour l'avenir

Certains écueils doivent être évités par ceux et celles qui voudraient demain dupliquer cette expérience, pour cela il serait utile de :

- Prendre toutes les précautions pour expliquer le plus clairement possible en quoi consiste le rôle exact de l'Observatoire et quel est son intérêt stratégique pour les actions de lutte contre la corruption.
- Tout faire pour que les informations saisies et diffusées ne soient entachées d'aucune manipulation, diffamation ou surenchères partisans.
- Ne pas chercher, dans un premier temps, à travailler sur des supports nombreux mais, plutôt, sur ceux à large diffusion.
- Relater des faits et rien que des faits.
- Elaborer et mettre en place un manuel de procédures dans lequel doivent être consignés les rubriques, le contenu de chaque rubrique ainsi que les descripteurs retenus, ce qui permettrait de normaliser et de faciliter le traitement de l'information, ainsi que d'homogénéiser l'action de saisie dans la durée.
- Choisir un logiciel permettant d'utiliser de manière optimale la masse d'informations saisies.
- Diffuser l'information collectée et recueillir les réactions afin de pouvoir corriger, ajuster et rectifier.
- Définir avec le maximum de précision possible le périmètre et la nature des informations à collecter ; ce qui nécessite l'adoption d'une définition claire de la corruption et l'identification des actions de lutte.

Description par: Véronique Lerch, Marie Wolkers et Transparency Maroc

Anti-Corruption Television Sketches, Niger

I Fact Sheet

Name of the Tool: Anti-Corruption Television Sketches

Brief Description: This project aimed to produce and broadcast a series of short television dramas in order to raise awareness about the problem of corruption in Niger. The films covered three sensitive fields in which corruption is viewed as a serious problem: health, education and customs.

Responsible NGO: Association Nigérienne de Lutte contre la Corruption (ANLC).

Creation of the Tool: The ANLC developed the tool with the assistance of Mourna, a young cultural enterprise specialising in film production.

Problems Addressed by Tool: Lack of public understanding of what constitutes corruption and the consequences it can have.

Areas of Work: Civic education, raising public awareness.

When the Tool was Implemented: The project was implemented in Niger in 2001.

Financing: Funding was provided by the Coopération Française.

For Additional Information, Contact: Aissata Fall Bagnan;
aissata_fall@caramail.com

II Objectives

The main objectives of the project were as follows:

- 1) Raising public awareness about corruption and the problems it brings in fields such as education and health.
- 2) To publicise the work of the ANLC and the actions the group aims to undertake in the future.
- 3) To improve transparency in civil society generally.

III Context

Corruption is a huge and growing problem in many African countries. The ANLC developed as part of a wider effort to deal with the situation in Niger.

The organisation has a clearly defined programme of action, and raising public awareness about the problem of corruption and bribery is a major part of this.

In this context, the ANLC decided to undertake a national television broadcast featuring sketches highlighting different themes in the fight against corruption. The project was launched shortly after the creation of the association in order to raise its profile in Niger.

IV Implementation

About the Films

The films last about three minutes each, and each has a specific theme: education, health and customs control. It is commonly known that corruption and fraud are a serious problem in all three sectors in Niger.

In each case, the ANLC produced and broadcast a brief film depicting a scene from daily life. The aim was to draw public attention to everyday forms of bribery of which everyone in Niger is aware, but against which the authorities seem powerless.

As well as being entertaining, the films all share certain themes. First, they highlight the presence of both a corrupter and a corrupted in every bribery transaction. Second, they emphasise that some public sector employees refuse to participate in corruption and instead conform to the proper ethics of their profession.

In each of these films, the highly stigmatised and weak administration always co-exists with a spirit of public service symbolised by the actions of a civil servant who is shown up as an example.

Each sketch ends with an advertisement for the ANLC which provides details of the association and its address. In order to reach as large an audience as possible, the films were broadcast in French as well as Hausa and Zarma, two of the languages spoken in Niger.

Film 1: Education – “You can pass when you have the means.”

This film shows a richly dressed businessman visiting the high school of his son who has just taken the “Baccalauréat” examination. The businessman wants to see how he can falsify his son’s marks so that he can get into university and asks a teacher about it. The teacher replies that his son’s scores are not high enough so the father graciously offers an envelope of bank notes in exchange for the falsification of his report card.

“If my son cannot pass on his own, I have the means to make him pass,” he says.

“If the means are not lacking, then his grades will not be lacking either,” replies the teacher.

They go to meet another teacher to seek his co-operation. Unfortunately, the latter refuses to be associated with the transaction, citing the “honour and dignity” of the teaching profession. Instead he emphasises the need to look at the merits of individual students.

“I am not tempted by dirty money,” he says.

The film ends with a firm judgment: “Corrupters and corrupted – you are a disgrace to our society.”

Film 2: Health – “If there is no gift, there is no work.”

This film is set in a hospital and depicts a man who has brought his wife for treatment but cannot find a bed for her. He approaches a member of staff he knows well. The latter shamelessly asks him if he has offered the traditional “motivation”. He says that he has not, and the worker replies: “No motivation, no work.” The ward employee then promises to help solve the problem. They go together to the head nurse who promises to “do something for them”. In exchange for this assurance, the head nurse happily accepts a sum of money, a transaction he considers normal. More than a month later, his wife still has no bed so he complains to the doctor on duty. He explains the situation to the doctor and states that he wants the head nurse to reimburse the money. Surprised by this, the doctor decides to take care of the matter. They go and find the head nurse who admits to taking a bribe. In his own version of events, the nurse explains to his boss that he asked for nothing and it was the man who had offered him money so that he could have his wife hospitalised before anybody else. At this point, the doctor asks him to return the money. The head nurse has already spent some of it so the man is not fully recompensed. The doctor lectures the two of them about their sense of public service and they listen in shame, having been caught red-handed.

Film 3: Customs – “If I have to follow normal procedure, it’ll cost me much more.”

The third film deals with customs control. It depicts a transaction between a businessman and a customs officer responsible for assessing his goods. The businessman offers a large sum of money to the customs officer in order to circumvent the normal customs clearing procedure.

“If I have to follow the normal procedure, it’ll cost me much more,” says the businessman as he offers the cash.

The corrupt customs officer attempts to associate his office colleague in the transaction. The colleague refuses to be involved and instead denounces the two accomplices for “attempting to corrupt a customs officer”. Most of the rest of the film is set in a court room. At the trial, the attitude of the customs officer who denounced his colleague and accomplice is commended by the State Counsel. He also condemns the attitude of the corrupt officer and the businessman “who block the economic and social progress of our country”. Both of them are sentenced to prison and fined. The State Counsel calls for a fight against corruption, which he describes as a “worm that is eating into our society”. The film ends with the following motto: “Let’s denounce and ban corruption.”

Initial Development

Television was the obvious way to communicate the association’s message because it reaches the widest audience possible in Niger. Even outside the capital Niamey, television is very popular. The use of this type of sketches is also a common way of raising public awareness in Niger.

Production

The ANLC project was produced with the help of the MOURNA drama troupe, which specialises in the production of public awareness films. MOURNA has distinguished itself in Niamey by producing films on themes such as the census, AIDS, etc.

The ANLC also played an active role developing the films in several ways including fundraising, choice of subject and setting.

The project was financed by the Coopération française with a contribution from the ANLC. The former is the first donor agency which has agreed to finance the activities of the association. The funds raised covered the cost of producing the films and broadcasting them on national television. The sketches were broadcast at prime time for six weeks prior to a national seminar on corruption organised by the ANLC. This strategy was devised in order to raise awareness about the activities of the association before its first major public appearance.

The project took place without any obstruction from the authorities, and the national television channel was happy to broadcast the films. By participating, the station was able to fulfil both its commercial purpose and its public

service mission. However, had the national TV channel been reluctant to co-operate for some reason, the ANLC could have broadcast the films on a private station.

Transmission

The sketches were broadcast on national television from 19 November to 8 December 2001. They were transmitted after the evening news bulletin. Priority was given to the films about health and education because corruption in these fields has implications for the whole of society. They were broadcast eight and nine times respectively. The customs sketch was broadcast three times.

Looking Ahead

The ANLC aims to produce similar films about two other fields in which corruption is a serious problem in Niger: the justice system and public procurement.

V Results

This is the first time that the issue of corruption has been tackled directly on television in Niger. Although it is very difficult to assess the overall impact of the films on public opinion, they do appear to have had some clear and discernible effects:

- 1) Citizens are more aware of the existence and activities of the ANLC.
- 2) The films highlighted the problem of corruption in Niger and its negative impact on society as a whole.

Challenges

The films raised considerable interest and became a point of conversation in Niger. But to what extent did they really contribute to the fight against corruption? It has to be said that their impact was probably limited because of their selective character. Funding was not extended beyond the period provided for in the initial agreements. Moreover, the project was expensive considering the limited resources of the ANLC.

VI Recommendations

The following recommendations would prove useful for anybody seeking to replicate this project in another country:

- 1) Careful thought should be given to the possible interpretation of the film plots. For example, some observers suggested that the film about the health

service gave the unintended impression that doctors are less corrupt than nurses. This was because the film showed a nurse accepting a bribe and a doctor admonishing him for it. This was accidental and it may have been better to have featured two doctors or two nurses instead.

- 2) More thought should be given to the general development of the sketches. For instance, in the customs film the judge pronounces a judgment without any right of appeal. In reality, this cannot happen and the mistake could have been avoided if there had been more time to write up the sketches.
- 3) Consideration should be given to the music to be adapted to the theme. A sum of money should also be held back to pay for the copyrights.
- 4) For this type of public awareness film to be effective, it should be accompanied by other activities designed to promote a social movement to eradicate corruption.
- 5) It might have been preferable to produce a documentary on the general theme of corruption before targeting specific areas.
- 6) Longer-term funding should have been sought for the films. The time allotted for the broadcasts was insufficient to make a serious impact on public opinion. Ideally, they should have continued for a six- or twelve-month period. Instead, the transmissions ended suddenly without arousing the expected interest of the public.

Description by: Mahaman Tidjani Alou

Les sketches télévisés anti-corruption

I. Fiche d'information

Nom de l'outil : Sketches télévisés anti-corruption.

Brève description : Ce projet consistait à réaliser et à diffuser à la télévision des sketches sur la corruption dans trois domaines sensibles (la santé, l'éducation, les douanes).

Problèmes ciblés par cet outil : Manque de conscience de la population par rapport à ce que recouvre la corruption et aux conséquences qu'elle peut avoir.

Champs d'activité : Education civique ; sensibilisation.

Où et quand cet outil a-il été mis en place : Au Niger, en 2001.

ONG responsable : Association Nigérienne de Lutte contre la Corruption (ANLC).

Création de l'outil : Association Nigérienne de Lutte contre la Corruption avec l'aide de l'entreprise Mournia, une jeune entreprise culturelle spécialisée dans la réalisation de films de sensibilisation.

Partenariats : Néant.

Principale source de financement : Coopération française.

Information complémentaire : Pour tout renseignement complémentaire, contactez Aissata Fall Bagnan, aissata_fall@caramail.com

II. Objectifs

- Sensibiliser le public au phénomène de la corruption et aux problèmes que celle-ci soulève dans des domaines aussi sensibles que l'éducation et la santé.
- Faire connaître l'Association Nigérienne de Lutte contre la Corruption et montrer le type d'actions qu'elle compte entreprendre dans l'avenir.
- Avoir une plus grande visibilité dans la société civile.

III. Contexte

La montée de la corruption dans les pays africains suscite la création d'associations dont le but est de contribuer à la lutte contre ce fléau qui prend une ampleur jusque là inégalée. L'Association Nigérienne de Lutte contre la Corruption (ANLC) naît dans ce contexte avec l'ambition de lutte contre la cor-

ruption au Niger. Dans le cadre de son programme d'action, plusieurs actions sont prévues, parmi lesquels la sensibilisation occupe une place prépondérante. C'est dans cette perspective qu'elle entreprit de faire diffuser, par le canal de la télévision nationale, plusieurs sketches sur des thèmes variés. Ce projet a été mis en place lors de la première année de création de l'association afin de mieux la faire connaître.

IV. Mise en œuvre

- **Description des sketches**

Ces films durent environ trois minutes chacun.

Ces films ont eu pour thèmes l'éducation, la santé et le contrôle douanier, secteurs reconnus comme particulièrement touchés par le phénomène de la corruption. Tout le monde s'en plaint. Les fraudes de divers ordres dans le système éducatif sont régulièrement dénoncées ; les prestations sanitaires sont largement décriées pour leur vénalité et la douane régulièrement mise en cause pour les pratiques de corruption qu'elle couve au vu et su de tous. Dans les trois cas, l'association a mis en scène et fait diffuser des histoires se rapportant à des séquences de la vie quotidienne dans les secteurs concernés dans le but d'attirer l'attention sur un phénomène que tout le monde connaît, pour l'avoir vécu d'une manière ou d'une autre, mais face auquel les pouvoirs publics semblent impuissants.

Au delà du caractère divertissant de chacun de ces films, et comme le montrent les lignes qui vont suivre, ils mettent en scène certaines constantes : un corrompeur et un corrompu dans leurs transactions occultes qui révèlent les pratiques de corruption dans chacun des secteurs concernés. Chacun des films montrent aussi qu'il y'a des agents de l'Etat qui refusent la corruption et lui résistent en se conformant aux exigences déontologiques de leur métier. Dans ces films, le mauvais fonctionnement administratif, fortement stigmatisé, cohabite toujours le sens du service public que symbolisent certains fonctionnaires montrés en exemple.

1^{er} film : Education

On peut avoir la moyenne avec des moyens

Dans le secteur éducatif, le film montre un commerçant richement habillé, venu au lycée de son fils admis à l'examen du baccalauréat, pour voir dans quelle mesure il peut faire falsifier les notes de son fils dans la perspective de l'orientation de ce dernier à l'université. Il s'adresse à un enseignant à qui il expose son problème. L'enseignant lui fait remarquer que son fils n'a pas de bonnes notes en classe. C'est alors que le père de l'élève offre gracieusement une

enveloppe de billets de banque en échange d'une falsification de son bulletin de note. « Si mon fils n'a pas la moyenne, moi j'ai les moyens », s'écrie le commerçant. L'enseignant accepte le principe de l'échange, arguant que « si les moyens ne font pas défaut, la moyenne non plus ne fera pas défaut ». C'est ainsi qu'ils partent à la rencontre d'un autre enseignant qu'ils ont voulu associer à leur basse besogne. Malheureusement, ce dernier refuse de s'associer à leur stratagème au nom de « l'honneur » et de la « dignité » du métier d'enseignant et déclare ne se baser que sur les mérites des élèves. « L'argent sale ne me tente pas » a-t-il dit. Le film se termina sur une sentence ferme : « Corrupteurs et corrompus, vous êtes la honte de notre société ».

2^{ème} film : Santé

S'il n'y a pas manger-cadeau, il n'y a pas de travail

Le second film, consacré à la santé, se déroule dans un hôpital. Il met en scène un monsieur venu soigner son épouse mais pour qui il n'a pas été possible de trouver un lit en vue de son hospitalisation. Il se confie alors à un manœuvre de l'hôpital qu'il connaît bien. Ce dernier lui demande sans façon s'il a donné le traditionnel « manger-cadeau ». Il répond par la négative. Et au manœuvre de lui dire, « s'il n'y a pas manger-cadeau, il n'y a pas de travail ». C'est alors que le manœuvre lui promet de l'aider à régler son problème. Ensemble, ils sont allés soumettre leur problème au major du service concerné. Ce dernier s'engage « à faire quelque chose pour eux ». En échange de cette promesse, il reçoit une coquette somme qu'il accepte avec joie. Ce qu'il considère comme une attitude normale. Plus d'un mois après cette transaction occulte, il n'a toujours pas de lit. C'est alors que le mari de la malade décide d'aller se plaindre chez le médecin de service. Il lui rend compte de sa mésaventure et lui soumet son désir de vouloir que le major lui rembourse la somme qu'il lui avait offerte. Étonné de tout ce qu'il vient d'entendre, le médecin prend l'affaire en charge. Ils vont ensemble à la recherche du major, qui reconnaît sans rechigner son forfait. En donnant sa version des faits, il explique à son supérieur qu'il n'a rien demandé en échange de son service ; c'est le Monsieur qui lui a offert gracieusement de l'argent pour qu'il fasse passer sa femme avant les autres malades qui étaient déjà en attente. Sur ces entrefaites, Le médecin fait rembourser la somme perçue. Le corrupteur perd au passage une partie de son argent déjà dépensée par le major. Le médecin saisit l'occasion pour moraliser les deux protagonistes sur leur devoir et le sens du service public. Ils l'écouteront honteux d'avoir été pris la « main dans le sac ».

3^{ème} film : Douanes

Si je dois suivre la procédure normale, cela me coûterait beaucoup plus

Le troisième film porte sur le contrôle douanier. Il met en scène une transaction entre un commerçant et un douanier chargé de lui établir l'impôt doua-

nier. Le commerçant offre une somme d'argent importante au douanier pour contourner la procédure normale de dédouanement. « Si je dois suivre la procédure normale, cela me coûterait beaucoup plus », dit le commerçant en tendant les liasses de billets au douanier corrompu. Ce dernier tente alors d'associer dans la transaction son collègue et voisin de bureau. Ce dernier refuse de se compromettre avec les « brebis galeuses » et décide de dénoncer les deux complices pour « tentative de corruption d'un agent de douane ». Une bonne partie du film se déroule alors au palais de justice. Au cours du procès, l'attitude du douanier qui a dénoncé son collègue et son complice est vivement saluée par le procureur de la république qui fait un vibrant plaidoyer en l'honneur du douanier modèle. Il fustige violemment l'attitude du douanier corrompu et du commerçant corrupteur, « qui bloquent le progrès économique et social de notre pays ». Après le procès, tous deux sont condamnés à des peines de prison ferme et au paiement d'une forte amende. Le procureur en appelle à la lutte contre la corruption, « ce mal qui gangrène la société et qui prend des proportions incontrôlées et incontrôlables ». Le film se termine par un vigoureux slogan « dénonçons et bannissons la corruption ».

Chaque film se termine par une publicité pour l'ANLC. Cette publicité détaille le sigle de l'association, ainsi que son adresse. Par ailleurs, les films ont été diffusés en français mais aussi en Haoussa et en Zarma, deux des langues parlées au Niger, de manière à toucher un public large.

- **Conception**

Le choix du médium pour communiquer le message de l'association s'est fait assez facilement. La télévision est le meilleur moyen d'atteindre un large public au Niger. Même hors de Niamey, la capitale, la télévision est très régulièrement suivie. Le choix de faire des sketches était également assez évident puisque cela est devenu un mode classique de sensibilisation au Niger.

- **Réalisation**

Ce projet de l'ANLC a été réalisé avec l'aide de la troupe MOURNA, une jeune entreprise culturelle spécialisée dans la réalisation de films de sensibilisation, qui s'était déjà faite distinguer sur la place de Niamey à travers ses nombreuses productions sur des thèmes aussi variés que le recensement, le sida, etc.

Cependant, il convient de souligner que la contribution de l'ANLC a été déterminante dans cette démarche. Cette contribution a pris forme à divers niveaux: choix du sujet à traiter, montage du scénario et recherche de financement, compte tenu du coût élevé du projet au regard des ressources de l'association.

Le projet a été financé par la Coopération française avec une contribution de l'ANLC. C'est le premier bailleur de fonds qui accepte de financer les activités de l'association. Le financement a couvert aussi la production des films ainsi que leur diffusion à la télévision nationale. Cette diffusion qui s'est étendue sur six semaines, intervient avant le séminaire national sur la corruption organisé par l'ANLC. Elle s'est faite à des heures de grandes écoutes, avant les journaux télévisés en français et en langues nationales, avec le but d'atteindre le maximum de téléspectateurs. Cette stratégie de communication devait aussi préparer les esprits dans la perspective de la première apparition publique de l'ANLC.

Tout ce processus s'est déroulé normalement, sans entrave particulière de la part des pouvoirs publics. La télévision a fait prévaloir sa logique commerciale mais aussi sa mission de service public dans un contexte où les secteurs traités sont plus que fustigés. C'est une dimension importante à prendre en compte dans ce type d'action. Car il est possible que les pouvoirs publics soient réticents à la diffusion par la télévision nationale de ce type de film de sensibilisation. Il faut alors envisager, comme ANLC aurait pu le faire, de le faire passer par les chaînes privées, s'il en existe.

- **Diffusion**

Ces sketches ont été diffusés du 19 novembre au 8 décembre 2001 sur la chaîne nationale. Ils étaient alors diffusés après le journal de 20.30. L'association a donné la priorité aux domaines de la santé et de l'éducation car la corruption dans ces domaines sensibles peuvent avoir un impact sur l'avenir d'une personne et touchent à son intégrité physique; c'est pourquoi les sketches sur ces thèmes ont été diffusés respectivement 8 et 9 fois. Le sketch sur les douanes a été diffusé 3 fois.

- **Perspectives**

L'association a prévu de préparer des sketches similaires dans deux autres domaines où la corruption est très forte au Niger : la justice et les marchés publics.

V. Résultats

Il serait impossible d'apprécier l'impact réel de cette activité, mais on peut considérer qu'elle a eu plusieurs effets visibles : on peut considérer que cette activité a permis aux Nigériens de découvrir l'existence de l'ANLC. Elle a permis aussi, avec la diffusion répétée de ces films, de parler de la corruption en mettant en exergue ses conséquences malfaisantes. Il n'est pas rare d'entend-

re parler les gens autour du petit film qu'ils ont vu à la télévision. Ils en commentent l'intérêt et reconnaissent que « ce sont des choses qui se passent dans les services de l'Etat ». Mais une telle démarche contribue-t-elle réellement à la lutte contre la corruption ? Il faut reconnaître que son apport est limité en raison de son caractère ponctuel. Le financement ne s'est pas prolongé au delà des périodes prévues dans la convention de financement. Par ailleurs, l'activité est coûteuse au regard des ressources de l'ANLC qui a toujours besoin d'aide financière pour mener à bien ce type d'activités.

C'est la première fois que la télévision nigérienne aborde directement le sujet de la corruption.

VI. Recommandations pour l'avenir

Concernant le sketch sur le thème de la corruption dans le domaine de la santé, une des remarques qui a été faite est d'avoir choisi deux agents qui n'étaient pas du même grade, ce qui pourrait être interprété autrement. Il aurait fallu mettre deux infirmiers ou deux médecins face à face.

Le fonds sonore doit être recherché de manière à être adapté au sujet et il faut également prévoir le cas échéant une somme pour les droits d'auteur.

Cette sensibilisation par la télévision, pour être efficace, a besoin d'être relayée par d'autres types d'actions complémentaires qui permettent de susciter à terme un mouvement social orienté vers l'éradication de la petite corruption.

Il est nécessaire de prendre plus de temps pour concevoir en commun les scénarios.

Concernant le sketch sur les douanes, le juge prononce un jugement sans appel ce qui n'est pas conforme à la loi nigérienne. Cette erreur aurait pu être évitée si plus de temps avait été prévu pour l'élaboration des sketches.

Il pourrait également être souhaitable de faire d'abord un documentaire plus général sur la corruption avant de cibler des problèmes particuliers.

La diffusion s'est arrêtée de manière brutale sans susciter l'intérêt attendu du public par un élément accrocheur qui fasse espérer la suite. Il faudrait peut-être essayer de prévoir des financements pour une durée plus longue. Le temps imparti pour la diffusion des sketches était insuffisant. Il aurait fallu le faire pendant 6 ou 12 mois.

Description par : Mahaman Tidjani Alou

Public Awareness Campaign, Slovakia

I Fact Sheet

Name of the Tool: Public Awareness Campaign

Brief Description: The aim of the public awareness campaign launched in November 2000 by the Slovak chapter of Transparency International (TI Slovakia) was to inform citizens about issues surrounding corruption in order to counter a growing trend of public passivity and mobilise public support for necessary reform.

Responsible Organisation: TI Slovakia.

Creation of Project: TI Slovakia initiated and directed this project, which was funded by USAID.

Problems Addressed by the Tool: A lack of information among the general public about the causes of, and solutions to, corruption; public passivity.

Areas of Work: Awareness raising.

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II Objectives

- To increase public awareness of the problem of corruption
- To encourage active civic participation in the fight against corruption

III Context

As shown in TI's Corruption Perceptions Index, the Slovak Republic is perceived as being a country with a high level of corruption. Slovak citizens are frequently confronted with corruption, yet they lack information about the causes of corruption and how it can be combatted. Before launching this project, TI Slovakia had already gained some experience of helping to raise public awareness about corruption by publishing articles in newspapers, holding student competitions and participating in TV and radio broadcasts. TI Slovakia was also involved in the study of corruption in Slovakia, as well as in de-

veloping the National Programme for the Fight against Corruption, which was adopted by the Slovak government in 2000. The success of this programme confirmed that the non-governmental sector has an important role to play in fighting corruption in Slovakia, particularly by educating the public and hence generating public pressure to keep the programme on track.

IV Implementation

Developing information in the form of anti-corruption tools

By authoring texts on issues ranging, for example, from conflicts of interest affecting public officials at the state and municipal levels to the transparency of public finances and public administration, 24 well-known Slovak experts created anti-corruption tools to be used in training seminars.¹

These texts were then used as the basis for developing ten television programmes, each of which lasted 26 minutes and was broadcast twice on STV, the Slovak public television service, including one prime-time broadcast. TI Slovakia produced the programmes, while Slovak public television provided the airtime free of charge. Copies of the programmes can be obtained for use in workshops or as school materials. Currently TI Slovakia is preparing programmes where politicians and experts discuss various corruption-related issues. The programmes will be broadcast on STV prior to the parliamentary elections (in September 2002). The aim of these programmes is to offer a forum for reflecting on what transpired vis-à-vis the fight against corruption during the previous election period and to try to elicit pre-election pledges with regard to fighting corruption.

Developing and running training seminars

TI Slovakia conducted a series of seminars for journalists, representatives of regional NGOs, public administration employees, and assistants to members of parliament. The seminars included a one-day seminar for public officials, and a two-day seminar for journalists and NGOs. The seminar materials were written by more than 20 experts from various areas, including law, ethics and public administration. For example, a seminar was organised for the State Office of Non-Financial Assets of the Slovak Republic and for the Steering Committee advising the government on the implementation of the National Pro-

1 Other texts included issues surrounding: freedom of information; public procurement; legal tools for fighting corruption; discretionary decision making; ethics and ethical infrastructure; the role of control; auditing; the role of the police, prosecutors and the judicial system in the fight against corruption; the decentralisation of public administration and the fight against corruption; the role of the media and corruption in the media.

gramme for the Fight against Corruption. Journalists were also provided with a series of technical workshops on “Corruption in the Slovak Republic with an Emphasis on Investigative Journalism”. These workshops focused on information gathering and the laws affecting journalists. Participants included representatives of both national and local media.

Developing information for schools and universities

Drawing on the resources of the National Institute of Pedagogy and the Faculty of Pedagogy at Comenius University, TI Slovakia has put together two groups to compose informational texts for secondary schools concerning corruption, anti-corruption tools and transparency, based on the anti-corruption tools mentioned above. In addition, TI Slovakia organised the training of teachers who co-operate in the implementation of this programme of study. The texts are currently being used in pilot programmes in a few Slovak schools. If these pilot programmes prove to be successful, TI Slovakia will push for them to be introduced into the national curriculum.

To reach a university-level audience, representatives of TI Slovakia gave lectures at various universities (University of Economics in Bratislava, Matej Bel University in Banská Bystrica, and Comenius University in Bratislava). In March 2002, a new course entitled “Economic Aspects of Corruption” was accredited by the University of Economics in Bratislava and is to be offered starting from September 2002. The textbooks for this course were also developed by the Faculty of Pedagogy at Comenius University, which educates new teachers of civic education.

Running a civic campaign to address conflicts of interest

- The legislation passed in 1995 concerning conflicts of interest has proved to be inadequate in more ways than one, for example, with regard to public officials. In the summer of 2001, a working group of members of parliament was formed to prepare new legislation.
- Under the leadership of TI Slovakia, an informal coalition, referred to as Alliance – Stop Conflicts of Interest, has been formed, composed of over 240 non-governmental organisations.
- The conflicts of interest of public officials as described in the texts mentioned above were published at www.konfliktzaujmov.sk. The website also provides information about, for instance, the voting records of members of parliament on relevant issues.
- Postcards were sent to members of parliament seeking their support for new anti-corruption legislation.

- A public survey was conducted regarding anti-corruption issues. The results received heavy media coverage.
- Press conferences have been held to present recent developments in the fight against corruption.

V Results

Corruption issues have been widely discussed at a highly serious level in the media. Public awareness of the consequences of corruption has grown, as has the desire to combat corruption. In public opinion polls, corruption is now named as the third most important problem facing Slovakia. The number of letters received by TI Slovakia from the public about the problem of corruption has also increased.

VI Future Recommendations

- Organisations should avoid getting involved in solving individual scandals and stress systemic solutions.
- In the field of education, it is necessary to keep in mind that introducing new subjects into school curricula requires a significant amount of time. Organisations should first run pilot programmes in a small number of schools. In order to make sure that the process continues even after the project is completed, specialised groups should be formed to update the curricula when the project is over.
- It is essential to co-operate with teachers, especially those with experience of introducing new subjects into school curricula and with training other teachers.

Description by: TI Slovakia

National Anti-Corruption Week, Uganda

I Fact Sheet

Name of the tool: National Anti-Corruption Week (ACW).

Brief Description: National Anti-Corruption Week is an annual event which takes place every October, organised by the Anti-Corruption Coalition of Uganda. It aims to mobilise civil society in the fight against corruption by encouraging people to participate in a range of different activities.

Responsible NGO: Anti-Corruption Coalition of Uganda (ACCU).

Problems Addressed by the Tool: Lack of popular awareness about corruption and related problems.

Areas of Work: Raising awareness and advocating transparency and accountability in Uganda.

When the Tool was Implemented: The project was first implemented in Kampala, Uganda's capital city, in 1996. It has since expanded to include 27 other districts in the country.

Creation of the Tool: The project was first developed and implemented by Transparency International Uganda. The ACCU was later formed from a coalition of like-minded individuals and organisations. It now oversees ACW.

Alliances: The following institutions participated in this project:

- International Anti-Corruption Theatrical Movement (IATM)
- ACCU Secretariat
- Office of the Inspector General of Government (IGG)
- Directorate of Ethics and Integrity (DEI)
- Human Rights Network (HURNET)
- Danish Co-operation for International Development (MS Uganda)
- Development Network for Indigenous Voluntary Associations (DENIVA)
- Uganda Debt Network (UDN)
- Uganda Consumers Protection Association (UCPA)
- National Ethics and Integrity Foundation (NEIF)
- Inter-Faith Organisation against Corruption (INFOC).

Financing: ACCU has received funds from a number of donors. In 2001, USAID, the Embassy of the Netherlands, ACTION AID, and MS UGANDA contributed to the organisation. TU also obtained funding from GTZ and individually financed up to 50 per cent of the ACW activities in 2001.

For Additional Information, Contact:

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II Objectives

The main aim of this event is to bring together individuals, civil society organisations (CSOs) and government institutions with similar anti-corruption goals to confront the endemic problem of corruption and bribery in public life in Uganda.

The specific objectives are:

- 1) The mobilisation of civil society to encourage advocacy, transparency and accountability.
- 2) To challenge, monitor and encourage government efforts against corruption.
- 3) To raise awareness and educate people about the issues of transparency and accountability in public life.
- 4) To build a strong coalition.
- 5) To share experiences, challenges and ways of combating corruption by different groups.
- 6) To enhance regional strategic alliances and advocacy for collective action against corruption.
- 7) To challenge, stimulate and involve people at different levels of the anti-corruption fight.
- 8) To empower and educate citizens to demand transparency and accountability in public life as a right.

III Context

National Context

Corruption has been a serious problem in Uganda for decades. However, civil society still lacks the resolve or awareness to demand real accountability from government officials. Most citizens have understood the need to take action

against the problem of rampant corruption in Uganda for years but were unable to speak out under the undemocratic regime, that ruled the country. The situation changed only when the current administration came to power in 1986 and put in place processes designed to assist the fight against corruption. These included:

- 1) An article of the ‘Ten Point Programme’ adopted in 1986 by the government has addressed the issue of corruption and abuse of office.
- 2) Constitutional Review Commission and General Law reform.
- 3) Establishment of the Inspector General of the Government (IGG) in 1986, strengthening of the Director of Public Prosecution, and later establishment of the Directorate of Ethics and Integrity (DEI) in the President’s office.
- 4) An unprecedented policy of press freedom.
- 5) Genuine political will to take action against corruption.

Organisational Context

The following factors have helped Transparency Uganda ensure that the ACW is an effective anti-corruption tool:

- 1) The commitment and zeal of members drawn from diverse social backgrounds.
- 2) Support and assistance by some donor agencies such as GTZ and USAID.
- 3) Good media contacts as well as good media skills within Transparency Uganda.
- 4) Strong spirit of volunteerism.
- 5) Unprecedented political stability in Uganda.

IV Implementation

ACW takes place every October and is the highlight of the anti-corruption calendar. In 2001 it began on October 28 and ended on November 2.

Each year there is a guiding theme which serves as the focus of all activities of the week and year. In 2001 the theme was “Accountable Leadership – a New Chapter”.

Implementation

The project is implemented on an annual basis in the following stages:

- 1) Consultative planning meeting of ACCU members to develop a suitable ACW theme; allocating ACW activities among members to avoid duplication; setting suitable dates.

- 2) Selecting and booking a guest of honour.
- 3) Identifying and appointing ACW district agents.
- 4) Identifying lead organisations for the different collective/ group ACW activities; creation of alliances.
- 5) Adopting an appropriate system of accountability for management of ACW reporting and funds.
- 6) Mobilising resources of the different member organisations.
- 7) Distributing ACCU Secretariat funds in order to pay for predetermined coalition activities.
- 8) Nation-wide publicity and advertising campaign.
- 9) ACW notification of the Inspector General of Police (IGP).
- 10) Inviting key government anti-corruption agencies (Inspector General of the Government and the Directorate of Ethics and Integrity).
- 11) Overseeing and managing Anti-Corruption Week itself.

Planning meetings are normally organised by an ACCU steering committee. Meetings are called by the ACCU Secretariat co-ordinator, and there are usually at least eight of these prior to the start of ACW itself.

ACW Activities

ACW involves many different actors, participants and locations. To co-ordinate this event it is crucial to have sufficient resources, and a comprehensive and acceptable programme for all of the parties and alliances involved.

Activities that normally take place include:

- Peaceful demonstrations and nation-wide processions are held in selected districts (the main limiting factor here is obtaining sufficient funding).
- A national conference held in Kampala.
- Speeches by government officials, donors and invited guests.
- Public forum and dialogue.
- An organised media campaign including articles, press conferences, talk shows, press releases, live phone-in radio and TV programmes.
- School debates and essay-writing activities.
- Letter-writing campaigns (sample letters are supplied to citizens in order to demand accountability in various corruption 'hot spots').
- Raising awareness of the problem through art, poetry, music, dance, drama and exhibitions.

- Public debates: The 2001 debates were on two topics: “Unfair distribution of resources: a cause of conflict?” and “Who is more corrupt, the giver or receiver?” The debates were organised among primary and secondary school students, and dramatised by artists.
- Religious sermons on anti-corruption.
- Public testimonies by witnesses or victims of corruption.

The alliances, collaboration and publicity surrounding this event encourage considerable media coverage.

V Results

After the event has taken place, further meetings are held to identify strengths and weaknesses. Participants also discuss any of the lessons learnt during the week that may require rectification the following year.

Achievements

The following concrete achievements have emerged from this project:

- 1) Changing people’s morals and attitudes towards the use of public services in Uganda; persuading people to refuse to pay bribes to access them.
- 2) Introducing the mandatory display of name-tags for all public health officials during working hours for ease of identification.
- 3) The ACW has prompted the establishment of a number of commissions of inquiry in the Ugandan police service, the army and recently in the revenue authority.
- 4) The ACW serves as a platform for civil society to demand greater political commitment in the fight against corruption;
- 5) The ACW has led to the creation of the Directorate of Ethics and Integrity in order to generate more government support.
- 6) The project has stimulated donor support and attention to the problem of corruption in Uganda.
- 7) ACW has prompted the creation of many anti-corruption CSOs in the countryside.
- 8) The project has emphasised the need to revise existing legislation.
- 9) ACW has acted as a forum for discussion between government and CSOs.

Challenges

Some critics have argued that by raising awareness in this way, the event actually backfires by offering the public corruption skills they did not previously possess, thus making them more sophisticated in techniques of bribery.

VI Recommendations

The event would have a much greater impact if it was expanded to all nations of Africa. Transparency Uganda has two main recommendations for such an event:

- To select a theme for the week.
- To work in a coalition of civil CSOs.

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