

Handbook for anti-corruption education in high schools



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Erasmus+



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Dear Teachers and Students,

You hold a pioneer initiative in your hands. Never before has a booklet for teachers and students been made to collect a basic knowledge of corruption and transparency. Three Chapters of Transparency International (TI), the Hungarian, the Slovenian and the Italian, has made a joint publication for the assignment of the European Commission, that collects the shapes, reasons and aftermaths of corruption, and also compares the similarities and differences between these three member states of the European Union.

Many have said many times that education is the key for a country's development and the theorem of education's key role has been confirmed by scads of researches. If we want Hungary to near Finland, for instance, we must invest money, time and energy in education. The progress of the level of education would have a far-reaching impact on both economy and society.

It is substantial though what is edified and how. We believe it is important for students to learn, among other things, about corruption and transparency during their school years. We imagine the transmission of knowledge, as this booklet proves, through playful and interactive forms and scenario trainings.

The consciousness of corruption within the Hungarian populace is relatively high, and according to TI's surveys people realise that abuse of power is rife. Old fetches in deeper levels of society, mutually asking for favour, still works and many tries to gain advance through fraud. A blessing in disguise is that people are beginning to recognise the problem. It is aggravating, however, that the Hungarians can hardly see the get-out of this situation. Even the relatively young people, the 18-29 year-olds mostly believe it is hard to get on in Hungary without corruption.

I would like you to look at this booklet, which has "passed" its exam of tryout in participant high schools, as an instrument of social co-operation and thinking. It is our intention to foster with this booklet the depuration process which Hungary needs, if she wants to close up to western countries.

I suggest you to contact us, impart the functioning of the booklet to us, and share your thoughts of the program's continuation.

Sincerely,

József Péter MARTIN,
executive director

Transparency International Slovenia is honoured to be able to participate in the education of youth on democracy, integrity, transparency and prevention of corruption. By doing this, we contribute a little piece in to the development of new generation of responsible citizens. Like all spheres of society, young people are also exposed to social risks such as corruption and other deviant practices. Future generations must grow up in an environment that does not approve illegal and immoral acts, while it is crucial more than ever, they themselves understand what corruption is. Understanding the phenomenon is the way to positive changes as only knowledge empowers youth and citizens and as such represent a contribution to the development of society as a whole. Let us not forget that young people are the ones who shape our future.

Vid Doria,

Secretary General,
Transparency International Slovenia

Since 1996, Transparency International Italy is involved in preventing and combating corruption in all areas, from public to private sector, from health to sport. However, in every context we work, education is always mentioned as the fundamental tool to fight corruption. It is in fact essential that young generations learn to identify the phenomenon of corruption and the tools to prevent it, starting from their everyday life. It is important to show youngsters that there is an alternative and that they can make a difference. For this reason, our association has always identified integrity education of young people among its main objectives, because only through the awareness of future citizens, it is possible to promote changes in our society. With this belief in mind, we started going into classes - middle and high schools mainly - and we introduced the phenomenon of corruption in the school curricula. In each intervention we have always sought the involvement of teachers, because it is important that they interiorise the teaching module and continue to convey an anti-corruption message during the year, even without the direct involvement of external experts. So we moved from lessons with students to training teachers, and this is the aim of this handbook. The contents of this manual came also from the contributions of teachers and students. The manual has a very simple style, close to students, both in the language and the examples that are provided. Another catchphrase of the handbook is the positive message, focused on activism and of accountability, because we do not want anti-corruption education to become a source of distrust but an incentive to act as responsible and vigilant citizens.

Enjoy the reading!

Chiara Putaturo

Project Officer,
Transparency International Italy

PART I: ABOUT CORRUPTION

CHAPTER 1

What is corruption?

BASICS

The word corruption comes from the Latin — cum, meaning “with, together,” and rumpere, meaning “to break.”- and it is a dishonest action that destroys people’s trust ¹. According to Transparency International definition, corruption is the abuse of entrusted power for private gain.² As various researches state, corruption can be found in many areas of everyday life. To illustrate this, here are two very strong examples from Transparency International’s Global Corruption Barometer³: “In many countries, corruption affects people from birth until death. In Zimbabwe, women giving birth in a local hospital have been charged US\$5 every time they scream as a penalty for raising false alarm. In Bangladesh, the recent collapse of a multistory factory, which killed more than 1,100 people due to a breach of basic safety standards, has been linked to allegations of corruption.”

We, the editors of this booklet, strongly believe that reading the content of these pages and exercising the suggested activities will help to understand what corruption is and how it affects everyday life while also drawing attention of youngsters on what actions they can take against it. We also recommend using this booklet as an exercise tool: using concrete examples, playing games and openly talking about hot topics can reveal hidden thoughts about corruption, its effects, and their role in the fight against corruption.

HISTORY OF CORRUPTION

Ancient times

Corruption has ancient origins, and has caused mixed reactions over time. In the ancient world corruption meant bad governance, and it resulted in the prevail of personal interest over public benefit.

COMMENT TO TEACHERS:

To learn the most important terms on corruption please go to Chapter 8 and play the game “*Terms card*”. You will also find further instructions and ideas there.

1 Vocabulary.com. Corruption. Available from: <https://www.vocabulary.com/dictionary/corruption>

2 Transparency International. *What is corruption?*
Available from: <http://www.transparency.org/what-is-corruption/#define>

3 Transparency International. Global Corruption Barometer.
Available from: <http://www.transparency.org/research/gcb/overview>

Already in the fourth century B.C., Kleisthenis, one of the fathers of democracy, sought to reduce the excessive power of few groups, dividing Athens in ten tribes. Nevertheless, even Pericles, the patron of democracy, was trying to gain people's consent organizing banquets and parties and using state money to create ornamental monuments, according to Plutarch and Aristophanes. Still Pericles introduced the daily allowance to those covering public offices, a positive measure according to Aristotle, because it would have enabled the poor to engage in politics. However, this was the origin of the vote trading. Corruption spread beyond politics and involved the judges - who, in exchange for money, decided the winner of the trial -, public and administrative officials - who were bribed to speed up public procedures -, and athletes - who bribed judges to win during the Olympics.⁴

In ancient Rome corruption also involved several sectors and had different reactions. In the first century B.C., Cicero⁵ legitimised the behaviour of buying votes defending a counselor in a trial⁶. However, still Cicero, in the famous trial against Verre, the Sicily governor found guilty for embezzling public funds and corruption of judges, spoke up against corruption in defense of fairness and Rome laws.⁷

During the Imperial age corruption experienced a change, since it was not so much used to buy votes, lower public offices or positions in the administration and in the army, but rather to achieve

highest offices. Gerrymanders were very common in that age.

Finally corruption is considered by some experts⁸ one of the causes of the end of the Western Roman Empire because it caused inequalities, undermined the cohesion within the society and made the Empire more vulnerable to "Barbarian invasions".

Modern times

Certain political forms of corruption became common, e.g. paying for votes, political venality and influence-peddling. Uncovering corruption was used for discrediting political opponents.

Nowadays

Attitude towards corruption has significantly changed and has become unacceptable. There is an attitude of "Zero tolerance" to corruption. Countries have adopted strict measures, specialized bodies were established and various organizations have been founded to tackle the problem of corruption and its consequences.

THE ROLE OF TRANSPARENCY INTERNATIONAL

Transparency International (TI) is the civil society organisation leading the global fight against corruption. Through more than 100 chapters worldwide and an international secretariat in Berlin, Germany,

4 Source: "La corruzione al tempo dei greci e dei romani", Elisa Martino, website Libera Piemonte <http://corruzione.liberapiemonte.it/2011/05/11/la-corruzione-al-tempo-dei-greci-e-dei-romani/>

5 Roman philosopher, politician, lawyer, orator, political theorist, consul, and constitutionalist

6 "Pro murena" Cicero, 63 B.C.

7 "In verrem" Cicero, 70 B.C.

8 "Corruption and the decline of Rome", Ramsay McMullen, 1990

TI raises awareness of the damaging effects of corruption, and works with partners in government, business and civil society to develop and implement effective measures to tackle it.

TI is a non-governmental, independent and non-profit organisation. The purpose of TI is to develop and implement preventive measures and raise awareness of the terms, needs and consequences of promoting integrity in politics, government, business and civil society. It also assesses current levels and attitudes towards ethics, integrity and corruption.

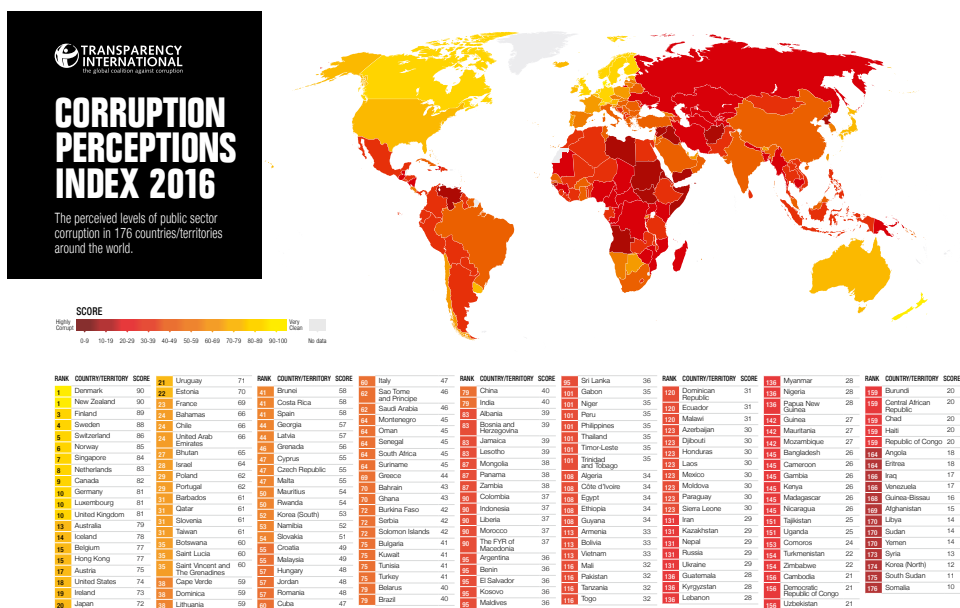
MEASUREMENT OF CORRUPTION

Corruption Perception Index

It is easy to find examples of corruption anywhere in the world. Corruption is an

issue in every country, although developing countries suffer the most from it.

The most used indicator for assessing the level of corruption in a country is the *Corruption Perception Index*⁹ (CPI) that has been elaborated by Transparency International in 1995 and is published every year since then, with some statistical changes in last years. It measures the level of perception of corruption in different countries around the world, resulting from other international indicators describing the opinions of political and economic experts. A country or territory's score indicates the perceived level of public sector corruption on a scale of 0 (highly corrupt) to 100 (very clean) while a country's rank indicates its position relative to the other countries in the index (where the first positions are those country with lowest levels of perceived corruption).



9 Transparency International. Corruption Perception Index 2016. Available from: http://www.transparency.org/news/feature/corruption_perceptions_index_2016

In the edition 2016, shown above, the CPI scored 176 countries: among them countries with a longest history of democracy and civic participation, are in the first positions (least perceived corruption) are Denmark, New Zealand and Finland), while the countries with the highest level of perceived corruption are those characterised by conflicts or non-democratic regimes (Somalia, North Korea, South Sudan). But low level of perceived corruption at home, does not mean that the country does not corrupt elsewhere in other countries.

If we look at the geographical distribution of perceived corruption, European countries (EU and Western Europe) score best performance (lower levels of perceived corruption), followed by Asia Pacific and Americas, while countries in the bottom of the rank are in Sub-Saharan Africa.

Global Corruption Barometer

Transparency International's *Global Corruption Barometer*¹⁰ is a world-wide public opinion survey which focuses on the citizens' experiences with corruption. The survey results show how corruption affects people, and lists the efforts made around the world to battle corruption. The barometer contains a number of questions in connection with corruption, such as: "Which institution do you perceive as the most corrupt?" or "How would you rate the efficiency of the government's anti-corruption measures?". Furthermore, the survey also focuses on citizens' experiences with bribery, and investigates

how often they pay bribes at various public institutions. The *Barometer* also asked the general public about the extent to which the individual would fight against corruption.

The questions vary from survey to survey. Some questions are repeated, while others are left out to ensure that the data is comparable. Therefore, the *Barometer* gives a general picture of people's opinion about corruption and their experiences related to this phenomenon in the form of empirical data. The survey is important for decision-makers, who thus get a more accurate picture about which public institutions and public services should undergo changes, and about those social classes which are the most exposed to bribery. This information is indispensable for further research. It is also useful for the members of civil society, for researchers and for anti-corruption organizations and journalists, as well. It is also essential because it contributes to raising the anti-corruption awareness of the general public.

The most recent *Europe and Central Asia Corruption Barometer*, issued in 2016, places the members of Parliament and government officials as the most corrupt institutions according to citizens. One in three people think corruption is one of the biggest problems facing their country. Nearly a third of citizens across the region believe that their government officials and lawmakers are highly corrupt and a majority of people say their governments are not doing enough to stop corruption.¹¹

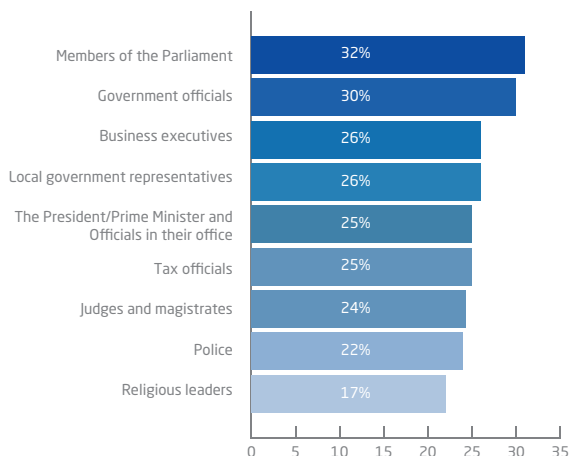
10 Transparency International. Global Corruption Barometer.

Available from <https://www.transparency.org/whatwedo/publication/7493>

11 Transparency International. Global Corruption Barometer.

Available from <https://www.transparency.org/whatwedo/publication/7493>

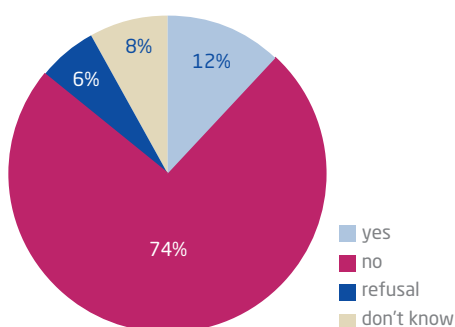
Perceptions of corruption levels for different institutions and groups in Hungary



Eurobarometer on corruption

The Eurobarometer is a series of multi-topic, pan-European surveys undertaken for the European Commission since 1970 on attitudes towards European integration, institutions, policies, social conditions, health, culture, the economy, citizenship, security, information technology, the environment and other topics. One of this survey, the *Eurobarometer on Corruption*¹², was dedicated to the perception and experience of corruption by European citizens. A question for example concerns the attitude to report a case of corruption that citizens experienced or witnessed.

Would you report corruption if you saw it?



12 European Commission. Special Eurobarometer 397, Corruption, 2014. Available from: http://ec.europa.eu/public_opinion/archives/ebs/ebs_397_en.pdf

CORRUPTION IN DIFFERENT SECTORS

Corruption is present in every sector. According to the above-mentioned Global Corruption Barometer of Transparency International, Members of Parliament and government officials are perceived to be most corrupt according to citizens worldwide.

Politics

Corruption in politics can assume different forms: purchasing votes, clientelism, nepotism, conflict of interests, illegal lobbying, illegal and not transparent party and campaign financing, political staffing in state-owned enterprises and so on.

COMMENT TO TEACHERS:

To learn these terms with examples please go to Chapter Part II of this handbook and play the game “*Terms card*”.

For better understanding the concept of democracy, electoral system, party and campaign financing and lobbying, go to Part II of this handbook.

Public sector

In the EU, according to the *Eurobarometer on Corruption* (2014), corruption is most perceived among officials awarding public tender, followed by political parties and politicians. Contracts to suppliers can be awarded without fair competition. This allows companies with political connections to triumph over their rivals. Or companies within the same industry can rig their bids, so each gets a piece of the pie.

There are different preventive instruments that the public sector can implement to reduce corruption in public tender and in the public administration in general, starting from major transparency and access of citizens to public information.

COMMENT TO TEACHERS:

For understanding corruption in public tenders a knowledge of the basis of the State (taxes, tenders, public money) is needed. Teachers can find some materials on the topic in Chapter 3.

The topic of access of information is analysed in details in Chapter 7.



Private sector

Corruption in the private sector is (in)directly connected with already mentioned public sector and can take the form of bribes paid by a company to a public official for winning a tender or for speeding up a procedure. The *Bribe Payer Index*¹³ of Transparency International measures the level of corruption of countries according to the attitude of their companies in paying bribes abroad: in 2011 companies from Russia and China were seen as most likely to pay bribes abroad, while companies from the Netherlands and Switzerland were seen as least likely to bribe. According to the same Index the public works contracts and construction, together with utilities, were the sectors most vulnerable to corruption within the private sector.

While in the past paying a bribe to win a contract, especially in a developing country, was perceived to be normal, now the attitude is changing, and the business community is trying to put more effort in preventing and avoiding corruption, due also to economic and reputational reasons. Preventive anticorruption programmes and activities, transparency in the company holding and in payments done country by country can be effective measures that the private sector can implement against corruption.

COMMENT TO TEACHERS:

A particular method that is used for hiding the money of corruption is money-laundering (see **Terms Cards** in Part II of this booklet), obtained by creating anonymous shell companies, often in tax havens, with fake activities and owners, with the sole purpose of laundering dirty money.

For further information on corruption in the private sector go to:

Global Corruption Report - Private Sector (Transparency International, 2009)¹⁴

Corruption in the private sector (Transparency International website)¹⁵

Other sectors

There are examples of corruption that can be more easily understood by students, such as corruption in the health sector, in the education sector and in sport.

A doctor that is paid by a pharmaceutical company for prescribing a certain drug or a patient that has to pay a bribe for obtaining a medical visit in a reasonable lapse of time, are common examples of corruption in the health sector.

Corruption in the education sector can occur during exams, where a student is favoured for reasons that go beyond his merits or even when a professor illegally perceives money for doing private extracurricular lessons for one of his students.

13 Transparency International. Bribe payers Index, 2016.

Available from: <https://www.transparency.org/research/bpi/>

14 Transparency International. Global Corruption Report - Private Sector., 2009.

Available from: https://www.transparency.org/whatwedo/publication/global_corruption_report_2009

15 Transparency International. Corruption in the private sector.

Available from: https://www.transparency.org/topic/detail/private_sector

Corruption in sport can also be very familiar to students, involving the phenomenon of match-fixing, but also the doping, that can be seen as a form of corruption of rules and fair competition.

COMMENT TO TEACHERS:

Some specific analysis on these sectors are available online:

*Corruption in the health sector*¹⁶
(European Commission, 2013)
*Global Corruption Report - Education*¹⁷ Transparency International, (2013)
*Global Corruption Report - Sport*¹⁸
(Transparency International, 2015)

CONSEQUENCES OF CORRUPTION

According to the *Eurobarometer* on corruption in 2014, 26% of European citizens feel affected by corruption in everyday life.

Corruption impacts societies in a multitude of ways. In the worst cases, it costs lives, as in the case of a wrong medical device or a school not properly built because the provider company has rigged the tender, or the case of contaminated farmed grounds, polluted by companies that have avoided controls through bribes. Short

of this, corruption costs people their freedom, health or money. The cost of corruption can be divided into four main categories: political, economic, social and environmental.

On the political front, corruption is a major obstacle to democracy and the rule of law. In a democratic system, offices and institutions lose their legitimacy when they're misused for private advantage. This is harmful in established democracies, but even more so in newly emerging ones. It is extremely challenging to develop accountable political leadership in a corrupt climate.

Economically, corruption depletes national wealth. According to the *Report on Corruption of the European Commission*¹⁹, the economic costs incurred by corruption in the EU are estimated to amount to around EUR 120 billion annually. Several studies demonstrate that corruption significantly increases the cost of a public tender.

The corrupt politicians invest scarce public resources in projects that will line their pockets rather than benefit communities, and prioritise high-profile projects such as dams, power plants, pipelines and refineries over less spectacular but more urgent infrastructure projects

- 16 European Commission. Corruption in the health sector, 2013.
Available from: http://ec.europa.eu/dgs/home-affairs/what-is-new/news/news/docs/20131219_study_on_corruption_in_the_healthcare_sector_en.pdf
- 17 Transparency International. Global Corruption Report - Education.
Available from: http://www.transparency.org/gcr_education
- 18 Transparency International. Global Corruption Report - Sport, 2015. Available from: http://www.transparency.org/news/feature/sport_integrity
- 19 European Commission. Report from the Commission to the Council and the European Parliament. EU Anti-corruption report, 2013.
Available from: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/organized-crime-and-human-trafficking/corruption/docs/acr_2014_en.pdf

such as schools, hospitals and roads. Corruption also hinders the development of fair market structures and distorts competition, which in turn deters investment.

Corruption corrodes the social fabric of society. It undermines people's trust in the political system, in its institutions and its leadership. A distrustful or apathetic public can then become yet another hurdle to challenging corruption.

Environmental degradation is another consequence of corrupt systems. The lack of, or non-enforcement of environmental regulations and legislation means that precious natural resources are carelessly exploited, and entire ecological systems are ravaged. From mining, to logging, to carbon offsets, companies across the globe continue to pay bribes in return for unrestricted destruction.

COUNTRY SPECIFICS

Introduction

In Italy corruption has deep roots, linked to the socio-cultural context and based on strong family and local networks: around 50 years ago, the famous sociologist Edward Banfield described the Italian social context as dominated by the so-called "amoral family values" meaning "the inability of the people to cooperate for the common good or for any purpose that goes behind the immediate material interest of the nuclear family". In Italy too the phenomenon of corruption has undergone some changes over time: from the practice of the bribe (*tangente*),

typical of Tangentopoli²⁰, that was usually exchanged between an entrepreneur and a politician, corruption has assumed more sophisticated and indirect forms, based on complex chain of intermediaries and anonymous corporate or bank account structures.

Slovenia

Corruption has been identified as "systemic" in Slovenia. The "capture of the state and the system" undermines the rule of law as well as public trust in institutions and the public and private sector. Independent institutions such as the Commission for the Prevention of Corruption, the Court of Audit, the Information Commissioner, the National Review Commission for Reviewing Public Procurement Procedures, and the National Bureau of Investigation, have over the past few years improved their work and their cooperation with prosecuting authorities and the judiciary to fight corruption and economic crime more effectively, as corruption is one of the major reasons for problems and low competitiveness in Slovenia.

More effective control systems and effective implementation of the new Act on Integrity and Prevention of Corruption since 2010 (amended in 2011) have led to a higher level of awareness and more prosecutions, although still not enough final rulings have been made.

The Criminal Code defines eight types of corruption-related criminal offenses, one of which can be punished by imprisonment.

20 With this term we refer to a very large judicial investigation into political corruption at national level, occurred in Italy during the 1990s. It led to the disappearance of many political parties.

Fight against corruption still needs to be a high priority for Slovenia since public opinion polls show that almost 74 % of Slovenians think corruption has not reduced in the last 4 years and 59 % thinks fight against corruption should be the biggest priority of the Government. More than ⅔ of respondents do not trust the system or the government to tackle these issues effectively.²¹ Close ties between the public and the private sector lead to illegal campaign and political party funding and intransparent lobbying, resulting in non-transparent and illicit public procurement proceedings and the awarding of concessions. Slovenia is facing big challenges with conflicts of interest and non-transparent public procurement processes, especially on the local level, in 211 municipalities.

Italy

In Italy 28% of citizens think that corruption is one of the most important problem of the country and the areas where corruption is most perceived are Parliament (46%), public officials (40%) and

local government representatives (32%)²². This is also confirmed by the Perception Corruption Index (CPI) of Transparency International that in 2016 has classified Italy in the third to last position in Europe. Despite this, some efforts have been made in recent years to tackle corruption, especially from the preventive point of view: through the anticorruption law, issued in 2012, every public body needs to appoint an anti-corruption responsible person, to elaborate three-year anti-corruption plans and to organise anticorruption trainings for the staff.

Furthermore in 2014 the National Anticorruption Authority (ANAC) was established, with the task of coordinating and verifying anticorruption preventive initiatives in public administration and supervising public contracts (particularly after the corruption scandals involving public tenders of EXPO in Milan, of the "MOSE" dam in Venice and of "Mafia Capitale"²³ in Rome).

21 Transparency International. Global Corruption Barometer.

Available from <https://www.transparency.org/whatwedo/publication/7493>

22 Europe and Central Asia Corruption Barometer 2016

23 With this term we refer to a criminal organisation that was based in Rome since 2000 and has been responsible of several cases of corruption, bid rigging, extortion and money laundering.



CHAPTER 2

What can we do against corruption?

BASICS

It is extremely important to understand that every single person – regardless of their age, school degree, financial or social background – has the right, the possibility and also the civic duty to act against corruption.

According to the already mentioned *Europe and Central Asia Corruption Barometer 2016*²⁴ the 50% of people report corruption and 20 % refuse to pay bribes when they are asked to pay it.

In addition to the activities above, here are other examples how students can act as a responsible adult.

Always act ethically and honestly

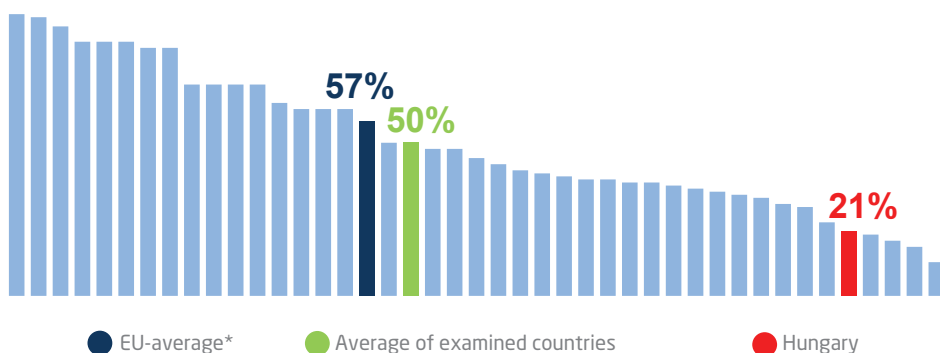
Always ask for a receipt

In this case you can be sure that the service provider is also paying taxes – and this is the money that finances common goods.

Always pay taxes and tickets

When we pay taxes and tickets (e.g. bus ticket) we are assuring that public services (e.g. schools, transport) have resources to run. We cannot complain if the bus is late if we do not pay for the ticket.

Percentage of those who would report corruption



* Average of EU member states that participated in the survey

Source: *Global Corruption Barometer 2016* <https://transparency.hu/wp-content/uploads/2016/11/GCB2016-Prezentacio.pdf>

24 Transparency International. Global Corruption Barometer.
Available from <https://www.transparency.org/whatwedo/publication/7493>

Don't pay bribes

If you do so, you are buying advantages, which is unethical and against the law. Even worse is if this advantage is visible. In this case many others who are in a disadvantaged situation will be angry at you – with good reason. This is against the law and punishable with many years in prison.

Don't accept bribes

If you do so you are selling your integrity and truthfulness for a momentary good (money, position, etc.). Anyone who does this can easily get into trouble.

Report all incidents or potential incidents of corruption

If you do so you are protecting and developing your country's integrity and also acting as a good citizen. There are many ways to report anonymously:

In Hungary: write about the incident to jogsegely@transparency.hu

In Slovenia: write about the incident occurring on the platform Speak Up!²⁵ or submit a report to the authorities²⁶ and Commission for the prevention of corruption²⁷.

In Italy: you can report a case of corruption on the platform Advocacy and

Legal Advice Centre²⁸. If you work in a public administration you can write to the anticorruption responsible person; if you are aware of a corruption case involving the public administration you can write to National Anticorruption Authority²⁹.

Request public information

If information is accessible you can expect that all taxes paid by you and your parents will be spent ethically and correctly. If a decision in regard to any public interest is made in a hidden way you must be aware that corruption may be involved in the process and we all should look at it.

In Hungary: use the following link for obtaining public data and information: <http://www.naih.hu/a-koezerdek--adatigenyles-szabalyai.html>

In Slovenia: every public administration has an email address where citizens can write to request access to information. You can also call them and ask for the information or ask the Speak Up!³⁰ center to help you out.

In Italy: every public administration has a specific email address where citizens can write to request access to information. The platform "Chiedi"³¹ by Diritto di Sapere supports citizens in the request of public information.

25 Transparency International Slovenia. Spregovori!

Available from: <https://spregovori.transparency.si/sl/prijavi-korupcija>

26 Police of the Republic of Slovenia. Ustavimo korupcijo. Available from: <http://www2.gov.si/e-uprava/prijavakorupcije.nsf>

27 Commission for the prevention of corruption. Report Corruption. Available from: <https://www.kpk-rs.si/sl/nadzor-in-preiskave/prijava-suma-korupcije-in-drugih-nepravilnosti>

28 Transparency International Italy. Advocacy and legal Advice Centre.

Available from: <https://alac.transparency.it/#/>

29 National Anticorruption Authority.

Available from: <http://www.anticorruzione.it/portal/public/classic/Servizi/Modulistica/SegnalazioneWhistleblower>

30 Transparency International Slovenia. Spregovori!

Available from: <https://spregovori.transparency.si/sl/prijavi-korupcija>

31 Chiedi. Available from: <https://chiedi.dirittoadisapere.it/>

COMMENT TO TEACHERS:

In the following pages we try to give commonly understood ethical advice. When talking about this please try to go deeper into the topic and ask or initiate concrete examples!

Follow how your money is being spent in your area

Look around yourself in your neighbourhood and see what is new. Pay attention to the surroundings and be curious. Majority of new things built by your city or town is spent through public procurement and is paid from your taxes, so treat them as if these were still in your own pocket; with the same care, with the same attention.

Explain your parents what is whistleblowing and encourage them to pay attention on wrongdoings

Whistleblowers play a vital role in exposing corruption, fraud and mismanagement, and in preventing disasters that arise from negligence or wrongdoing. Those within public institutions and the private sector who speak out about wrongdoing potentially save lives and resources, as was the case when a doctor disclosed the cover-up of the SARS outbreak in China.

Poor or no follow-up of initial reports, as in the Madoff pyramid-scheme scandal in the United States, can cost investors millions.

DEFINITION OF WHISTLEBLOWING

Whistleblowing is the disclosure of information about a perceived wrongdoing in an organization, or the risk thereof, to individuals or entities believed to be able to take action. This definition was developed in the framework of the TI project *"Blowing the Whistle Harder – Enhancing Whistleblower Protection in the European Union"*³².

In most known cases, whistleblowers expose themselves to high personal risks in order to protect the public. Legal, organizational and national cultural contexts often discourage employees from disclosing what they know about wrongdoing. Whistleblowers may face severe repercussions for their actions, including workplace retaliation or dismissal, psychological damage, threats and physical harm. They must be protected when they speak out, and at the same time there need to be efficient and trustworthy follow-up mechanisms in place to ensure the proper investigation of disclosures.

32 Transparency International. Whistleblowing.
Available from: <http://www.transparency.org/topic/detail/whistleblowing>

In Hungary, enforcement of whistleblower protection laws badly lags behind expectations. A dedicated law to promote fairness in public dealings provides protection for whistleblowers, however the government failed to set up the designated whistleblower protection agency as envisaged in the law. A new draft being prepared by the government seems to have a 'tick-box' approach, as it ignores the real needs of reporting persons and offers them mere declarations of official solidarity instead of effective protection. The government's commitment in this respect seems to end at the rhetorical level.

In Slovenia, there is no stand-alone whistleblower protection law, but the *Integrity and Prevention of Corruption Act*³³ regulates the protection of whistleblowers in general (for all the country) in a separate chapter. In practice the legal protection does not work properly and the need for further awareness raising and work on protection of whistleblowers is needed.

In Italy the anticorruption law (190/2012) introduced a compulsory whistleblowing mechanism for every public administration. The procedure is not very effective and the protection of whistleblowers remains poor: for this reason a new whistleblowing law is currently being discussed in Parliament.

33 Commission for the prevention of corruption. Integrity and prevention of Corruption act.
Available from: <https://www.kpk-rs.si/upload/datoteke/ZintPK-ENG.pdf>



CHAPTER 3

Corruption and public procurement

What is public procurement?

Institutions that make use of public funds may acquire goods and services through certain procedure and rules which are called public procurement. It is in everyone's interest that the national budget pay the lowest amount for the same service or product. The competition has to be clear! That is the point. For example, if your school needs to buy chalk for the entire school year it is essential to find the company which can provide the same quality chalk for the lowest price.

TI Slovenia, TI Hungary and TI Italy consider the systems of public procurement a significant corruption risk, due to close connections between politics, the private and the public sector and the high amount of resources involved. They follow legislative changes affecting public procurement and are raising awareness on this issue. The immense administrative burden loaded on business makes the process more vulnerable. Generally, it is estimated through different sources that the European Union loses up to 10-30% of the value allocated through public procurement procedures.

What is tax and who pays it?

Tax is a regular financial charge or other contribution, including customs levied upon individual citizens and legal entities, such as companies or foundations by the state or local government. Everyone has

to pay taxes in order to be able to finance things which are important for the whole country.

COMMENT TO TEACHERS:

You – as a student – pay taxes as well, for example when paying for your favorite book you pay VAT which is going to become one of the financial sources for your teachers' salaries.

What happens to the taxes?

The most essential function of taxes is to cover the expenditures of the local and the central government and public institutions, so as to evoke balance in public finance and maintain the functions of the state. Taxes are used to build roads, sport infrastructure, salaries of public administration, etc.

What are public funds and where do they come from?

Money generated by the government through levy of taxes. Their use should be accountable and transparent. Who allocates public funds? A group of people: the government, municipalities, and authority with a diverse extent of scope or an empowered institution.

Why is competition important?

If there is no competition no one can be sure the goods or services were obtained

“best goods for the best price”. Competition reduces prices and enables savings. Bid for business among the competition needs to be transparent as much as possible. Taking the example of the chalk: if there is no fair and transparent competition, the school’s headmaster might ask a friend to provide the chalk for a certain extra charge. They can later split this extra charge amongst them.

COMMENT TO TEACHERS:

In the following pages we try to answer all the possible questions connected to the topic. When talking about this please ask the questions as written in headlines. If no sufficient answer is given, please explain as written and always try to bring an example! If you have any more vivid examples, please don’t hesitate to share them!

How can we ensure clean competition?

Short answer: transparency. All steps of this procedure have to be clear and transparent in order to give the chance to all the possible service providers to compete and for the other stakeholders to monitor.

COMMENT TO TEACHERS:

Taking the example of the chalk: the call for offers needs to be clear and precise; disseminated widely; enough time shall be given to everyone to read the proposal and to write the offer; the decision making process must be clear in advance (detailed scoring sheet); the decision needs to be publicized with correct explanation (who won, who lost and why).

What can be the relationship between corruption and public procurement?

According to the 2014 research on public procurement and corruption, the costs added to a contract as a result of corrupt practices may amount to between 20% to 25%, and in some cases even 50% of the total cost of the contract³⁴.

According to many studies, approximately 65 to 75% of all public procurement processes are affected by corruption in Hungary.

Studies report that corruption in Italy increases cost of tenders by 20%³⁵ and that in big tenders the cost can reach 40% of total public procurement value, including indirect cost³⁶.

34 European Commission. EU Anticorruption Report, 2014.

Available from: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/organized-crime-and-human-trafficking/corruption/docs/acr_2014_en.pdf

35 http://www.repubblica.it/economia/2014/05/13/news/corruzione_in_dieci_anni_costa_100_mld_di_pil_i_costi_degli_appalti_publici_salgono_del_20_-85986751/

36 http://www.corteconti.it/procura/giudizio_parificazione/parifica_2011.

Taking the example of the chalk:

without clear, fair and transparent competition your school is going to buy the chalk 25% more expensively; or – assuming that your school has only a specified budget for chalk – your school will be able to buy only 25% less chalk.

Why is it important to regulate public procurements?

For the sake of a reasonable and effective use of public funds, to provide public control and furthermore to ensure fair competition in public procurement.

Guess what the amount of money involved in public procurement procedures per year is?

Approximately one fifth of the EU's GDP is spent every year by public authorities and by entities governed by public law in procuring goods, works and services³⁷

Hungary: 5.7% of the national income was spent through public procurement in 2016. The gross domestic product in Hungary was around HUF 35,000 billion in 2016. This means approximately HUF

2,000 billion per year, or the equivalent of 750 brand new, perfectly equipped schools with training pool and gym hall, goes to public contracts.

Slovenia: 1.8 billion EUR was spent through public procurement in 2014 which is 4.7% of the national income. The gross domestic product was EUR 37,303 billion in 2014.

Italy: the cost of public procurement in 2015 was 117,3 billions of euros and the GDP was 1.636,4 billions of euros. Therefore cost of public procurement was 7% of GDP in 2015.

What is the Integrity Pact?

The Integrity Pact is a civil law contract that is signed for each tender by the government or government department and the bidder. According to the voluntary agreement, parties refrain from all types of corruption and publish all possible information during the public procurement process. An external monitor, usually a civil society organization monitors the compliance with the IP.

³⁷ European Commission. EU Anticorruption Report, 2014.

Available from: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/organized-crime-and-human-trafficking/corruption/docs/acr_2014_en.pdf

CHAPTER 4

Elections and democracy

To understand the problems regarding party and campaign financing it is necessary to understand the basics of democratic elections. Although these belong to our core topic only indirectly and most of these questions might have been answered during civic rights classes, it is still important to talk about these questions.

WHAT IS THE DIFFERENCE BETWEEN DIRECT DEMOCRACY AND INDIRECT DEMOCRACY?

Direct democracy:

In democracies based on direct participation, all members of the community may participate personally in decision-making on public affairs. In modern democracies there are some forms of direct democracy, such as referendum, citizens' initiative laws and petitions.

Indirect democracy:

In indirect or representative democracies, elected representatives of the people decide on certain public affairs, which are limited by statutes (constitution, laws, treaties). In Slovenia for example, judges are elected by the representatives of the National Assembly, who are elected by the citizens in direct elections. In Hungary, Parliament assumes national sovereignty and asserts most of the jurisdiction. For instance, MPs elected in general elections elect the head of the judiciary, the prosecutor general, the ombudsman, and the Constitutional Court justices.

Italy is a parliamentary democracy where the legislative power belongs to the Parliament, which has also powers of political control on the government (executive power) and contributes to the election of members of the main Juridical Court's (Constitutional Court and Higher Judiciary Council).

COMMENT TO TEACHERS

In the following pages we try to answer all the possible questions connected to the topic. When talking about this please ask the questions as written in the headlines.

If no sufficient answer is given please explain as written and always try to bring an example!

WHAT IS AN ELECTION?

It is a decision-making process in which citizens choose the persons to hold public office. In representative democracies, the legislature is elected by the people, mostly every four years.

Today, elections are the basis of democracy. Literally, democracy means the rule of the people. The essence of democracy is that all eligible members of the community can participate in community decision-making. In a functioning democracy, separation of power is essential: it is an institutionalized barrier to the abuse of power and

a safeguard to democratic rule and democratic institutions. It means that the executive branch (government, local governments), the legislature (parliament) and the judiciary (constitutional court, judicial institutions and public prosecutors) need to be separated, and fusion between these institutions is inadmissible.

WHAT IS AN ELECTORAL SYSTEM?

The electoral system is the solution by which votes cast result in parliamentary seats. It is the set of rules that determine who can take part in the voting and how. There are proportional, majority and various types of mixed/combined electoral systems.

Slovenia has a proportional electoral system which has been in the spotlight for some time, due to the belief that voters do not have a decisive influence on the allocation of seats to candidates. Anyhow, there is no real prognosis the system will change. Proportional electoral system enables a plurality of diverse political parties in the parliament and government.

Hungary: The new system (from 2014) is a single round balloting one, where the candidate for whom the most votes are cast wins a mandate. Opposition parties harshly criticize it for giving a disproportionate advantage to ruling parties and disfavoring minor political players.

In Italy, a new electoral system was approved in 2015 and it is into force from July 2016: it provides a proportional mechanism and a high majority prize.

WHAT KIND OF ELECTIONS AND ELECTORAL INSTRUMENTS HAVE YOU HEARD OF?

Parliamentary elections: when people decide on the composition of the legislative assembly and on the proportion of parties' seats within the Parliament.

At the end of this election, it will turn out which party (or coalition) is the biggest and which can set up the government.

Local/municipal elections: when people decide on the composition of the local government's council; in many cases people vote for independent candidates (not belonging to any party). At the end of this election, it will turn out who the mayor and the local representatives will be.

Elections for the European

Parliament: when people vote for different parties' lists. At the end of the election, it will turn out which party can send representatives to Strasbourg to become MEP (Members of the European Parliament).

Referendum: when people decide on (or express their wish that the government deal with) certain issues. For example, people decided on EU accession during a referendum in 2003 in both Slovenia and Hungary.

WHEN ARE ELECTIONS HELD?

Both in Hungary and Slovenia, parliamentary elections are held in every four year, while members of Italian and European Parliament are elected for a term of five years.

WHO MAY VOTE AND WHO CAN BE ELECTED?

Hungary: all Hungarian citizens older than 18 have the right to vote or be elected as a Member of Parliament, as well as local government representatives and mayors, and members of the European Parliament. Persons who have been sentenced to prison for serious crimes or whose mental incapacitation has been officially established cannot vote and cannot be elected.

Expatriate Hungarian voters must register on the electoral roll and may vote by mail or at the local consulate. The Electoral Procedure Act, adopted on April 8, 2013, says that only non-resident Hungarian citizens are entitled to vote by mail but lacks any requirements as to how 'voters by mail' shall be identified to prevent gerrymander. All we know about them is that they must live abroad and be registered on the electoral roll. This may give rise to election fraud concerns. Hungarian expats having a parallel

Hungarian residency may only vote at Hungary's consulates and embassies, a rule often criticized for keeping potential voters away from voting as they may live in areas where there are no polling stations.

Slovenia: all Slovenian citizens older than 18 have the right to vote or be elected as a Member of National Assembly, a local government representative or mayor, or a member of the European Parliament. Persons suffering from mental illness or who are handicapped in any other way and thus unable to understand the meaning, purpose and effects of the election cannot vote and cannot be elected.

Italy: voters for national, local elections and for referendum are all Italian citizens above 18 years old, and above 25 years for elections of the members of Senate. Cases of exclusion occur for those citizens that had the right to vote temporarily or finally revoked, as a result of a final criminal judgment in certain cases provided by law.

CHAPTER 5

Party and campaign financing

Party and campaign financing has been an issue in all three countries. Parties in Hungary in their election campaigns tend to spend multiple times the amount permitted by law and declared formally. In Slovenia the situation has slightly improved. Parties do not spend that much but there is still indeed some shady financing. In Italy a demand for major transparency has emerged after scandals of "crazy expenses".

To understand the rules and the ways that parties break the rules, here are some questions and answers.

WHY ARE CAMPAIGNS NEEDED? WHY DO PARTIES CAMPAIGN?

It is important that taxpayers be aware of whom they cast their votes for, which Members of Parliament they wish to make society's voice, which politicians shall represent them. The parties shall let people know about their programs. They have to attract voters and convince people to vote for them. The aim is information and persuasion – That's why campaigns are needed!

WHY IS IT IMPORTANT TO HAVE CLEAR AND TRANSPARENT CAMPAIGN RULES?

If actual campaign costs remain hidden, companies and enterprises can get away with obscurely supporting one or more parties' campaigns. In exchange, these opaque donors may expect public contracts and other public assignments as "gratitude" to reward their previous services on behalf of the party they promoted.

This is why we must find out which business groups/companies donate to party campaigns in order to be able to see if these parties 'favor' the interests of certain businesses. Private sector companies are forbidden to finance political parties in Slovenia and Hungary. Majority of the funds they receive are from public source but the rules on transparency of financing of election campaigns and political parties prevent efficient supervision if this is respected in practice. Real-time field monitoring of electoral campaigns is necessary and TI Slovenia implemented it in 2014³⁸.

38 Transparency International Slovenia. Lokalne volitve, 2015. Available from: www.lokalne-volitve.si

Campaign period: 50 days prior to the election in Hungary and 30 days in Slovenia and in Italy.

The Electoral Procedure Act in Hungary, the Elections and Referendum Campaign Act in Slovenia and the Electoral Campaign in Italy regulate only the campaign activities of candidates and parties. In Slovenia politicians tend to use some NGOs established for grass root lobbying.

COMMENT TO TEACHERS

In the following pages we try to answer all the possible questions connected to the topic. When talking about this please ask the questions as written in headlines. If no sufficient answer is given, please explain as written and always try to bring an example!

WHAT ARE THE AVAILABLE CAMPAIGN TOOLS?

- Television advertising
- Radio advertising
- Printed media (newspapers, weeklies, magazines, etc.)
- Online media (websites, banners, social media, etc.)
- Billboards
- Brochures, publications
- Events (press conferences, conferences, receptions, concerts, etc.)

WHAT ARE THE RULES OF POLITICAL ADVERTISEMENTS IN THE PRESS?

Parties wishing to advertise in the press may do so only at pre-set prices published by media outlets. New Hungarian law says that advertisements in the electronic media shall be free of charge.

A recent amendment to the law that regulates billboard advertising makes it compulsory to purchase billboard ads at a list price. Earlier, most parties tried to defend their overspendings by claiming that they actually bought billboard ads at a much cheaper price than the list prices. In June 2017, a government majority of the Parliament voted in favor of the law that limits public billboard advertising.

In Slovenia the use of billboards is regulated but there is still no real supervision from the financial aspect. Billboards need to be numbered but this is not enough to get a clear view on the actual number of billboards used. TI Slovenia carried out field monitoring and found a number of irregularities. The supervision institution needs to enhance its operation on this field.

HOW MUCH DOES A CAMPAIGN COST?

Although most of the costs are hidden and in many cases political parties don't even publish their real spending, assessing actual costs is still possible. The last local elections were monitored by four NGOs (Transparency International Hungary, K-Monitor, Átlátszó.hu and Political Capital) that launched a campaign monitoring program in Hungary. During this we tried to estimate and collect all the spending of the parties and compare this with official data. You can read more at www.kepmutatas.hu.

Transparency International Slovenia conducted monitoring of local election 2014 and could not clearly estimate the costs of the campaigns. You can read more at <http://www.lokalne-volitve.si/>

In Italy political candidates are obliged to report a posteriori electoral campaign expenses but according to a study of Openpolis only 68% comply with the law, and among them, just 40% had expenses to declare³⁹. Data are therefore not sufficient to have a realistic estimation of cost.

WHAT IS THE CURRENT SITUATION?

There are differences between the three countries with regards to the transparency and accountability of their election campaigns.

Hungary

The financing of political parties' campaigns has been an unresolved issue since the change of regime and at the same time is also the biggest corruption risk in Hungary.

Since the change of regime, the majority of the parties' revenue comes from subsidies from the state budget, while only a small part of it consists of party members' contributions. Today in Hungary, even the most politically committed citizens do not feel the need to financially

contribute to the activities of their preferred party. Since 2014, in accordance with the new regulation, apart from state funds and member contributions parties can only accept financial support from natural persons of Hungarian nationality.

Electoral procedures and campaign finance laws allow unchecked and unobtrusive campaign spending, for example, allowing parties to keep their giant billboards secret. The civil campaign monitor found that the party's billboard campaign was the most costly.

The Act on the Financing of the Parliamentary Campaign was unable to make campaign money transparent. According to TI, in 2014 parties gaining parliamentary mandates spent nearly HUF 4 billion more than the law allowed in the parliamentary election campaign. An additional 4.3 billion HUF were granted to the so-called 'camouflages' parties that did not earn parliamentary seats. These parties were formed to merely gain campaign support without actually conducting any visible campaign activities.

The Act on Campaign Financing applies only to the pre-election campaign, so the local election campaign took place in a formally legally enforced manner. With this in mind, the parties of the parliament could spend over 2.8 billion HUF in the municipal elections in 2014 without having been illegitimate.

39 "Patrimoni trasparenti", Openpolis, January 2016 <http://minidossier.openpolis.it/2016/01/PatrimoniTrasparenti>



Slovenia

The lack of transparency in the financing of political parties and election campaigns is one of the most problematic issues in Slovenia. Analysis of changed legal framework based on GRECO recommendations, adopted in 2014 and independent real-time field monitoring conducted by TI Slovenia of the local election campaigns in 2014 has shown that Slovenian political parties exhibit three major shortfalls with regard to political financing: faulty legislation, weak, ineffective oversight and lack of access to information. The findings and conclusions of TI clearly signal a pressing need to carry out similar monitoring of all elections. Raising awareness is necessary to ensure greater involvement of citizens and the civil society in monitoring election campaigns in order to improve transparency.

Supervision of the campaigns is lax. It was found that the competent authorities failed to perform their oversight duties effectively, owing to flawed legislation, inadequate financial and human resources, and possibly to poor awareness of the significance of local elections. Sanctions were one of the most critical areas analysed in the course of campaign monitoring. The majority of observed

irregularities that TI Slovenia documented and reported to the authorities went unpunished.

Italy

The financing of political parties in Italy was admitted by both public and private sources since 1974. The lack of transparency and the weak reporting requirements have led over the years to abuse and disproportionate reimbursements to political parties. According to Openpolis, in the last 20 years reimbursements of electoral expenses reached 2.4 billion euros, a huge amount of money compared to the reported expenses, that were, according to the Court of Auditors, about 700 million euro. In February 2014, a law was approved which gradually abolish the system of direct public funding to parties, providing other forms of funding (from 2015 Italian citizens can choose to allocate the 0.2% of their income taxes to a specific political party) and deductions for private contributions. A limit was introduced for donations of individual and legal person, that cannot exceed 100 000 euro per year for one party. Political parties have now also the obligation to make public the donations and cost incurred and to present an audit report.



This new regulation should make political parties more accountable and it should improve the opportunity by civil society organizations to monitor them. However,

the lack of transparency of financing of political parties through foundations remains a problem.

Transparency's position on the elections and campaign financing:

The lack of supervision, transparency and sanctioning in both countries represents a major deficiency in the system of campaign and party financing. Introduction of a campaign account is necessary, as is strengthening the role of the State Audit Office of Hungary. Transparent incomes should be accessible. Campaign activity should be regulated during the pre- and post-campaign periods. Parties or candidates should report all incomes and expenditures during their campaign, while civil society organizations pushing their cause should equally do so. This should be audited properly. In case of irregularities, an investigation should be launched and sanctions imposed.



CHAPTER 6

Ethical and transparent lobbying

Lobbying is essential to democracy, providing information to policy makers, expertise on complex issues and giving an opportunity to those affected by public decisions to be a part of their making. However, lobbying also frequently results in the collision of public and private interests, and if left unregulated and opaque, can lead to undue influence and the skewing of public decisions for private ends.

WHAT IS LOBBYING?

The rigid definition of lobbying is: *“Any direct or indirect communication with public officials, political decision-makers or representatives for the purposes of influencing public decision-making carried out by or on behalf of any organised group”*. Lobbying basically represent the practice of trying to persuade legislators to propose, pass, or defeat legislation or to change existing laws with specific arguments.

WHO IS A LOBBYIST?

Lobbyists represent non-for-profits, businesses, and citizen interest groups of any kind. We know professional lobbyists (against the payment for others), and also private sector representatives (in-house lobbyists), public affairs consultancies, representatives from NGOs, corporations, industry/professional associations, trade unions, think-tanks, law firms, faith-

based organisations and academics. Transparency International can be considered a lobbyist for instance.

WHO IS A LOBBIED PERSON?

A lobbied person can be anyone who has the power to accept and adopt measures or who has decision-making power or influence on issues of public interest. These are all the public officials, civil servants, holders of public powers and others..

WHAT IS NOT LOBBYING?

Transparency International believes that regulation should capture all who lobby in their professional capacity and our definition purposefully excludes individual citizens lobbying on their own behalf as this is considered part of a normal healthy democratic process and not something that should be unduly regulated.

LOBBYING IS NOT CORRUPTION!

When undertaken with integrity and transparency, lobbying is a legitimate avenue for interest groups to participate in the decisions that affect them. But since the majority of lobbying is done behind the closed doors, hidden before the public, it represents high risks for undue influence on decision makers and can lead to corruption. Therefore, society should

endorse transparent and ethical lobbying from everyone as much as it can, making access to decision-makers as broad as possible. This would lead to better regulation, which determines our way of living.

LOBBYING SHOULD BE REGULATED

Most European countries have failed to regulate lobbying in a meaningful way. When regulating lobbying, implemented transparency and integrity measures are crucial. They must be accompanied by rules that allow equality of access to decision-makers, which is essential for fairness and pluralism in the political system. The countries should adopt comprehensive regulation determining the rights and obligations of lobbyists and lobbied persons. A first but not sufficient tool to regulate lobbying is a lobbyists register, where all lobbyists are invited or obliged to sign if they want to meet members of Parliament and other decision-makers. For example the European Parliament and the European Commission adopted a transparency register⁴⁰ where all companies,

professionals and associations that want to lobby for a particular topic in European institutions (except from the European Council) can sign.

Hungary

Lobbying is not a success story in Hungary. Neither the prevailing rules nor its practice are adequate and the situation has only gotten worse in recent years. The lack of regulation has contributed to the appearance of lobbying forums such as strategic agreements between the government and corporations.

Slovenia

Slovenia has lobbying regulation in place since 2010. However, the regulation remains inadequately detailed, incomprehensive and not followed in practice. The current system does not provide sufficient transparency of all lobbying contacts and its potential to facilitate better supervision and control over lobbying, despite the development of a new way to publish data online. Most lobbying in Slovenia continues to take place in the shadows, and the majority of lobbying contacts remain unreported.⁴¹

40 European Commission. Transparency register.

Available from: <http://ec.europa.eu/transparencyregister/public/homePage.do?locale=en#en>

41 Transparency International Slovenia. Lobbying in Europe: hidden influence, privileged access, 2014.

Available from: <http://transparency.si/odkrivanje-lobiranja-odstiranje-tancic-v-politiki>



Italy

Italy has not a lobbying register even though several law proposals for regulating lobbying have been discussed in Parliament. Some Regions and Ministries

have adopted local register of lobbyists and the Chamber of Deputies has introduced in April 2016 an internal register of lobbyists but its effective implementation has to be verified.

COMMENT TO TEACHERS

In the game *“Corruption terms”* (Chapter 8) you can find the term *“lobbying”*. The game *“Unmask the corrupt”* is a simulation of the corruption in Parliament and can be used to better explain how opaque lobbying operates and which are the instruments to increase transparency of the decision making process.

If you want to get more knowledge on the topic you can read the report *“Lobbying in Europe”*.⁴²

For country-specific analysis:

Hungary: *“Lifting the lid on lobbying: national report of Hungary”*⁴³

Slovenia: *“Lifting the lid on lobbying: Slovenia”*⁴⁴

Italy: *“Lobbying and democracy: representing interests in Italy”*⁴⁵

42 Transparency International EU. Veiled in secrecy: lobbying in Europe, 2014.

Available from: http://www.transparency.org/news/feature/veiled_in_secrecy_lobbying_in_europe

43 Transparency International Hungary. Lifting the lid on lobbying: National report on Hungary. Lobbying in an uncertain business and regulatory environment, 2014.

Available from: http://files.transparency.org/content/download/1909/12646/file/2015_LobbyingInEurope_EN.pdf

44 Transparency International Slovenia. Lobbying in Europe: hidden influence, privileged access, 2014.

Available from: <http://transparency.si/odkrivanje-lobiranja-odstiranje-tancic-v-politiki>

45 Transparency International Italy. Lobbying and democracy. Representing interests in Italy, 2014.

Available from: https://www.transparency.it/wp-content/uploads/2014/11/LLL-National-Report_EN_DEF-cover.pdf

CHAPTER 7

Freedom of information

Freedom of information represents one of the basic rights of every citizen. Everyone has the right to be informed how their country is being run, how taxpayer money is being spent and what kind of decisions are being made in public interest by the politicians and decision makers. The best way to make sure to have access to the information that matters is to ensure that everyone has access to all information and we can then each individually decide what is relevant to us.

WHAT IS ACCESS TO INFORMATION?

Access to information is the freedom to access information you want whenever you want it.

It is the right provided by law – often through freedom of information legislation – to access key facts and data from the government and any public body based on the notion that citizens can obtain information, which is in the possession of public bodies. Information is fundamental to make informed decisions. Information is also power! Where it's not freely accessible, corruption can thrive and basic rights might not be realised. People can hide corrupt acts behind a veil of secrecy. People entitled to health or education may be denied these basic services due to lack of access to information about their rights. Governments can hide their actions by

controlling or censoring the media. This prevents the facts being reported.

WHY IS ACCESS TO INFORMATION IMPORTANT?

Article 19 of the Universal declaration of Human Rights⁴⁶ states "Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers". Access to information is therefore important because it facilitates freedom of speech, which is crucial in democratic societies we live in.

Access to information is also important for education and improving lives and plays a major role in the prevention of corruption.

WHAT IS NOT PUBLIC INFORMATION?

There should be really few limits in regards to public information. Information related to personal data of individuals and national security can limit access to information.

WHAT IS THE SITUATION WITH ACCESS TO INFORMATION TODAY?

Access to information today, like majority of things, differs from country

⁴⁶ United Nations. The Universal Declaration of Human Rights, 1984.
Available from: <http://www.un.org/en/universal-declaration-human-rights/>

to country. The unofficial rule would be that citizens in more developed and less corrupt countries have better access to information than those in authoritarian governments. Can you imagine being without internet or not being able to obtain information you want on the internet? Well, the internet and e-mail are the most important tools to obtain information you want to find, also from the government or any public body.

Hungary

In Hungary, it is stated in the Constitution and in one of the so-called "fundamental" laws that everyone has the right to access public information. In case a request to access public data is rejected, citizens can turn to the Hungarian National Authority for Data Protection and Freedom of Information. If this does not help either, citizens can sue the person or institution that withholds public information from them.

Slovenia

Slovenia has a robust and comprehensive access to information legal framework. It is ranked second, with the score of 129, in the Global Right to Information Rating, but implementation of the framework is insufficient. The right of access to information is regulated in the Public Information Access Act (ZDIJZ)⁴⁷, which with new amendments in 2014

includes state and municipality owned companies and companies where state or municipality has a significant share, but does not cover political parties. Moreover, the implementation of the Act is lax which threatens access to information in practice.

Italy

In May 2016 Italy has adopted a Freedom of Information Act, that will allow all citizens to have access to all documents and data of public administration with limited restrictions and without the need to motivate the request. The implementation and monitoring of the law has still to come.

All public administrations were already obliged by the "Transparency Law" (33/2013) to publish a list of information (such as budget and roles) on a specific section of their website "Transparent Administration".

COMMENT TO TEACHERS

In the game "*Corruption terms*" (Part II of this booklet) you can find the terms "access to information" and "transparency".

You can find some suggestions of activities and tools for students and citizens to access public information.

47 Pravno-Informacijski sistem. Zakon o dostopu do informacij javnega značaja, 2015
Available from: <http://www.pisrs.si/Pis.web/pregledPredpisa?id=ZAKO3336>

PART II: TOOLS FOR ANTICORRUPTION EDUCATION

CHAPTER 8 Games

LEARNING THE TERMS

Aim of the activity: to teach the most important terms; to initiate debate; to discover misunderstandings and misinterpretations.

Method: open discussion, followed by guided learning session

Tools: printed sheet with the terms cut into pieces, Blu-Tack

Time:

- Asking the students: approx. 10 minutes
- Learning the terms: approx. 45 minutes

Instructions:

STEP 1 – ASK THE STUDENTS

Introduce the activity by asking the students if they have ever heard about corruption. Ask for examples. Explain that in this activity they will learn about things that affect their everyday life while in many cases they don't even know about it. It is important that there are no good and bad answers! The point of this activity is to examine their knowledge, or the lack of it. When introducing the activity it is important to mention that all personal examples can be told anonymously (like "I knew someone who was involved in corruption, when..."). When cases are too "hot" (e.g. going deep into politically driven arguments rather than a debate on the topic) or there are too many examples, try to steer them towards cases directly affecting their own lives.

Examples of questions:

- what do they know about corruption?
- have they ever been a subject, victim or witness of this action?
- what do they think about its effects?
- can they measure the level of the risk?
- whose responsibility is it to do something against it?
- where can corruption occur?

After several examples, close the session and go on to Step2.

STEP 2 - LEARN THE TERMS

The cards with the terms are given to students. The activity can be run in different ways, here are three suggestions:

COUPLE - Give one card with the terms randomly to each student. Ask them to read it carefully and explain it to their benchmate. During this exercise they should use their own words, and cannot use the given term when explaining it. After hearing each other's terms some of the students should present their colleagues' (not their own!) term in front of the class.

GROUPS COMPETITION - The class is divided in two groups and one student is invited to secretly read a card. He then should explain the definition of the term with his own words in front of the two groups, giving examples, but without mentioning the term. The first group to guess the term gets one point. The game goes on until the cards are finished.

TERMS MATCHING - The cards are printed dividing the terms from the definitions and from the examples. Each student is given randomly either a term, or a definition or an example and students stand up and look for their matching mates. When all the cards have been put back together (term+definition+example) - with the support of the professor, if needed - each trio of student reads his card in front of the class.

CARDS

CONCEPTS TO UNDERSTAND ABOUT CORRUPTION

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| ETHICS DEFINITION A set of standards (socially accepted norms and rules), based on values, that influences individuals', governments', companies' decisions, choices and actions. It guides us in our actions when we are in a moral dilemma. EXAMPLE <i>When a person follows it, he chooses to act honestly and to reject corruption.</i> | INTEGRITY DEFINITION It is one of the most important human virtues. It consists of behaviours and actions consistent with a set of moral or ethical principles and standards, embraced by individuals as well as institutions. It creates a barrier to corruption. EXAMPLE <i>A person who has this virtue is never wrongful intentionally and acts like he talks, thinks and believes.</i> | CORRUPTION DEFINITION The conduct of a person who, in exchange for money or other benefits, works against its duties and obligations. It is the abuse of entrusted power for private gain. EXAMPLE <i>The conduct of a mayor of a city that favours his friend's company in exchange of an envelope full of money.</i> |
| WHISTLEBLOWER DEFINITION He is a person who reports a case of corruption or other illegal or unethical activity within the organization or the company where he works. He must be protected by specific procedures because he may be subject to threats and intimidation by his boss. EXAMPLE <i>It is a teacher who reports to the authorities that the headmaster of her school has hired his daughter as new teacher, instead of another better qualified candidate.</i> | CONFLICT OF INTERESTS DEFINITION When a person holds two working positions that can interfere one with each other. It is a condition that occurs when a decision-making responsibility is appointed to a person who has personal or professional interests that undermines the fairness of his professional decisions. EXAMPLE <i>It can happen when a professor is appointed member of an exam commission, and he has to evaluate his daughter. This condition could lead to favouritism and a lack of neutrality.</i> | |

METHODS OF CORRUPTION

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| <p>GIFT</p> <p>DEFINITION</p> <p>Present, reward. If its value exceeds a certain threshold and it is used for obtaining illegal favours, it can be considered corruption.</p> <p>EXAMPLE</p> <p><i>It can consist in a bottle of wine of 50 euros that a company offers to its clients for Christmas. In this case it is licit.</i></p> <p><i>It is illicit instead, if it consists in a Rolex watch of 10.000 euros that the manager of a company offers to a public official his company has to deal with.</i></p> | <p>BRIBE</p> <p>DEFINITION</p> <p>It is a sum of money paid, received or claimed in exchange for illicit favours.</p> <p>EXAMPLE</p> <p><i>It is paid to the examiner by a person for passing the driver's licence exam.</i></p> |
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MISUSE OF PUBLIC FUNDS

DEFINITION

The use of money coming from taxes paid by individuals and companies for private purposes of those in power or third persons, instead of public purposes.

EXAMPLE

A Member of Parliament reports a holiday with his family in the Caribbean islands as an institutional cost and asks for reimbursement to the State.

NEPOTISM

DEFINITION

When someone in a position of power favours its own kin through the allocation of duties and offices, without this person being suitable for that position.

EXAMPLE

The headmaster of a school takes his daughter as a teacher despite she has not the necessary qualifications for the position and other candidates do.

PURCHASING VOTES

DEFINITION

Action carried out by political parties before the election: it consists in convincing people to vote for a certain candidate through the "purchase" of the vote and not through the presentation of a political programs.

EXAMPLE

A candidate in the mayoral elections of a city offers to citizens work positions in the city companies to get their support or dissuade them from voting for another party.

MONEY LAUNDERING

DEFINITION

Process of creating the appearance that large amounts of money obtained from serious crimes, such as corruption, drug trafficking or terrorist activity, originated from a legitimate source.

EXAMPLE

A politician moves illegal revenues in a tax haven (eg. The Cayman Islands) and "cleans" them by opening an anonymous company.

CONCEPTS ON DEMOCRACY AND ELECTIONS

DEMOCRACY

DEFINITION

It literally means "government of the people" (from the Greek "demos"=people and "kratos"=government). The main feature of this form of government is that every citizen entitled to vote may participate in public decision-making.

EXAMPLE

This form of government was born in Athens in the sixth century BC.

DIRECT DEMOCRACY

DEFINITION

It is the process that allows citizens to directly exercise the legislative power (i.e. propose, give advice or repeal a law).

EXAMPLE

An example of this process is the referendum through which, on the 23rd of June 2016, British citizens have decided for the BREXIT.

INDIRECT DEMOCRACY

DEFINITION

It is the process that allows citizens to elect their representatives through public elections. The elected representatives take decisions on behalf of citizens in institutional places and in compliance with the constitution and the laws.

EXAMPLE

The Parliament is a symbol of this kind of democracy.

SEPARATION OF POWERS

DEFINITION

It is a very important characteristic of a democracy. The legislative, executive and judicial powers are functionally and institutionally separated and have a control one over the another. This prevents the abuse of power and is essential to maintaining democracy.

EXAMPLE

In a democracy the executive power is usually held by the Government, the legislative power by the Parliament and the judiciary by the judiciary.

DEMOCRATIC ELECTIONS

DEFINITION

It is the process through which citizens choose the members of parliament, of the regions or of local authorities.

EXAMPLE

In South Africa the first ones, after the apartheid period, were held in 1994: citizens of all races were allowed to take part.

ELECTORAL SYSTEM

DEFINITION

The solution by which votes cast result in parliamentary seats. It is the set of rules that determines who and how can take part in the voting. It can be proportional, majority or a mixed of them.

EXAMPLE

In the European Union it provides the election of the members of the European Parliament by European citizens every 5 years on a proportional basis.

ELECTOR (OR VOTER)

DEFINITION

Status of an adult citizen who is entitled to vote or to be elected as a member of Parliament, as well as representative or mayor of regional or local councils, or Member of the European Parliament. Those who have been convicted of serious crimes or whose mental incapacity has been proven do not have this right.

EXAMPLE

In Europe he can vote for the European Parliament if he is a citizen of the EU.

ELECTORAL CAMPAIGN

DEFINITION

The purpose of this activity is the presentation by politicians and parties of their political programs and the communication with citizens. It is important because taxpayers become aware of who they cast their vote for, which Members of Parliament they wish to make society's voice. The aim of this activity is information and persuasion.

EXAMPLE

It consists of propaganda activities such as public speeches, television appearances, interviews in newspapers, posters, leaflets, in a well-defined period before the elections.

LOBBYING

DEFINITION

It represents the practice of trying to persuade legislators to propose, pass, or defeat legislation or to change existing laws. Any direct or indirect communication with public officials, political decision-makers or representatives for the purposes of influencing public decision-making carried out by or on behalf of any organised group.

EXAMPLE

It is the job of a professional (or in-house lobbyist) who is paid by a company for representing its interests toward public decision makers through official meetings and contacts.

CAMPAIGN FINANCING

DEFINITION

It is the financial support given from the state or from private individuals and corporations to political parties to support election campaigns. In this sector, transparency is crucial to know how public money is spent (in the case of public funding) or to find out if a supporter (individual or company) gains a public position or a beneficial deal in exchange for previous support (in the case of private funding).

EXAMPLE

In the USA it is crucial during the electoral campaign. It is usually entirely private, it comes from big private groups, with certain thresholds and transparency requirements.

CONCEPTS ON TAX AND PUBLIC TENDERS

PUBLIC PROCUREMENT

DEFINITION

Contract through which one party (contractor), usually a company, undertakes the completion of a work or service on behalf of another party (the public authority) against a payment.

EXAMPLE

The procedure through which a company participates in a tender for the construction of the school gym and wins it.

RIGGED TENDER

DEFINITION

A tender that is voluntarily tailor-made for a particular company. In these cases, public money is spent without competition, and the winner has already been decided in advance.

EXAMPLE

The school wants to build a new gym and the headmaster elaborates selection criteria that are expressly conceived to favour a particular company.

TAXES

DEFINITION

It is regular financial charge or other contribution, including customs levied upon individual citizens and legal entities, such as companies or foundations by the state or local government. Everyone has to pay them in order to be able to finance things which are important for the whole country.

EXAMPLE

You pay it when you buy your favourite book and you pay the VAT which is going to become one of the financial source for your teachers' salaries.

CONCEPTS ON TRANSPARENCY AND ACCESS TO INFORMATION

TRANSPARENCY

DEFINITION

Attitude of government bodies, companies, organizations and individuals to reveal internal or personal information, rules, plans, processes and actions.

EXAMPLE

It is implemented by a company that makes all relevant information public, such as an open competition for recruitment of a new worker, a contract with a government or payments done country by country.

ACCESS TO INFORMATION

DEFINITION

Freedom to access information you want whenever you want it. It is the right provided by law - often through freedom of information legislation- to access key facts and data from the government and any public body based on the notion that citizens can obtain information, which is in the possession of public bodies.

EXAMPLE

Thanks to this right, citizens can often access public body budgets, project approvals and evaluations.

PARTICIPATORY GAMES

THE ROAD TO DEMOCRACY

Aim of the activity:

- Understand the principles of democracy (direct and indirect)
- Understand the basic structure of a democratic election and identify the minimum requirements of fair and democratic elections
- understand the importance and the basic working of a country's tax and public procurement system.
- Understand the threats to democracy (according to the corruption issues)
- Explain the role of active citizens in a working democracy

Method: open discussion, group discussion, drawing, public presentation

Tools: pens, flipcharts, post-its for groups of 3-5 students

Time: 45-90 minutes, depending on the general knowledge of students

Instructions:

General introduction:

We suggest first doing the "Learning the terms" game to make students familiar with the concepts of democracy, elections, public procurement and taxation.

Explain the aim of the activity to the students, emphasizing that this game focuses on the understanding of a well working democracy and has nothing in relation with any of the existing countries. Create groups of 3-5 students paying attention to gender and talk-active vs. non-active balance. Give each of the group a flipchart, 10-12 post-it papers, pens. Explain them that during this game they will be the founding fathers and mothers of a brand new country which will be established on a recently created island. Their task is to develop (or at least to shape up) the best ever election, taxing and public spending system.

Historical Introduction:

Before the activity touch upon the related concepts that were already included in the previous curricula so students are familiar with them.



- ancient democracies (e.g. Greece),
- the meaning of the word (app. "ruled by the people"),
- the different types of democracies (direct and indirect),
- the opposite of democracy (dictatorship), etc.

Task 1:

Ask them to develop their own country by creating a "country card". They are required to:

- Find out a name of the country,
- Draw a flag (with a short explanation),
- Give a name to the most important house of their country (such as the Parliament, or Duma, etc.)
- Draft the most important principles of their election system
 - how often, who to elect who to be elected, direct or indirect democracy, checks and balances,
 - separation of powers
 - election campaign

Task 2:

Ask them how they plan to financially sustain their country when knowing that there are no unlimited natural raw materials such as oil, gold, gas, etc. They are required to:

- Find out who should be the subject of paying tax
- Decide what percentage (approximately)
- Have a debate on the question who or what should be financed from public funds, (relevant questions: all level/form/type of education, housing and health; or which part should be financed from private pockets).
- Have a list of those institutes/people who should decide on public procurement procedures (relevant questions: is there any rule on conflict of interest).
- Have a statement on the necessary level of transparency during public procurement procedure.

Task 3:

Each group receives app. 2-4 minutes to introduce their country, by showing the country card and explaining the election and the taxation/public procurement system. At the end of the game the trainer is required to initiate a debate in order to check whether the students understood the principles of the main topics, or at least they are able to ask relevant questions.

IS IT A DEMOCRACY?

Aim of the activity: to strengthen the main concepts of a democratic system

Method: open discussion

Tools: green and red cards

Time: 30 minutes, depending on the number of questions

Instructions:

This is an activity that can be done to verify if students have understood basic principles of democracy. Students sit in a circle and receive both a green and a red card each. Professor reads some events that can or cannot happen in a democracy, and students raise the green card if they think the event is acceptable in a democracy and the red card if they think it cannot suits a democracy. The situations can be taken from latest news in the country or abroad, or they can be invented. Some examples are:

- A journalist is arrested because he has published an article that criticises the government
- Access to all documents of the public administration is granted to all citizens through a Freedom of Information Act.

After each statement, check the students' answers and discuss them, in particular when there are different answers. Try to make links to current events.

ROLE PLAYS

ACTING THE SITUATION

Aim of the activity: to demonstrate how corruption works and what the possible reactions are.

Method: role-playing, followed by guided learning session

Tools: printed situation card

Time:

- Introducing the activity, approx. 2–3 minutes
- Doing the role-playing exercise, approx. 2–3 minutes each
- Discussing the role-play: approx. 3–5 minutes each

Instructions:

Introduce the activity by asking the students if they have ever done a role-play. If not, explain that in this activity they will receive a slip of paper with a situation and a name on it. They need to 'play' as if they were actors, but using their own expressions and words. Although the slip of paper gives them a starting point for discussion they can react as they feel is the most appropriate.

Everyone should remember that there are no wrong answers or bad acting, and every approach and answer needs to be appreciated and welcomed.

Ask the players to use their bodies, their gestures, and even their way of looking when they want to underline what they want to say.

When only a pair of students is acting ask the audience to take notes. After each role-play, ask them to identify the most important gestures, sentences, etc.



SITUATION 1 - SPORT

A: Brian and Michael are best friends for ages and they decided to do something useful together in their free time, so they joined the Highschool's basketball team. The team practices hard every day and they do have the results as well, last year they won the regional championship. The guys are the most efficient and fastest players in the team. Now it's time to win again, this year's competition will be in a few days. The coach caught Brian after school and told him he wants Brian to step a little bit back and stop making scores at the match, because the winner of the contest has already been selected and it's going to be the rival team..

Task: *What would be your reaction if you were Brian?*

B: Once a week instead of Physical Education, Sara's class goes to swim to the local swimming pool. Sara really hates swimming and undress in front of the others. There's an evil plan in her mind, she goes to an ophthalmologist and tell him she has chlorine allergy, her eyes hurt so bad in the water, her skin starts tickling and so on. The ophthalmologist wants to run some tests.

Task: *Sara doesn't want any tests ...because she knows she lied. What would she be capable to avoid testing?*

SITUATION 2 - UNIVERSITY

A: Anna is a senior high school student. She applied to a reputable university, but she needs a certificate that proves she participated in community service. She has to study extremely hard and has to help her mother out with housekeeping, so she doesn't have enough time for community service. She has an acquaintance who works at a retirement home in a lower position, and she decides to contact him..

Task: *Try to convince your acquaintance to write a certificate for you, even though you don't work there. Ask him carefully if he will do it for a bribe.*

B: Mark works at a retirement home. He loves his job, but unfortunately his salary is low. He can't afford buying his girlfriend the engagement ring he picked out. He is a straight person, but he really needs money. He could easily write the certificate.

Task: *Try to refuse the offer Anna is making.*

SITUATION 3 - BEAUTY COMPETITION

A: There is a beauty competition at New York High School. All of the students are very curious about the new Ms. New York High School. A group of 5 senior students who have been involved in the Student's Union for many years, are the judges. Jack is the most popular judge in the group. If he votes for a candidate, the others have no say at all. Jack's girlfriend, Sarah also takes part in the competition. Jack votes for Sarah to be the new Ms. New York High School, so she wins at the end.

Task: *Explain to Jack what would have been the correct way to vote.*

B: Mary is a student who also participated in the beauty competition. She has been working really hard to be Ms. New York High School: she has been doing a lot of sport, went to the hairdresser's, then she got some nice manicure, etc. By contrast, Sarah did not prepare herself for the contest at all. Mary doesn't understand why Sarah has won and not her.

Task: *Decide which girl is more eligible for the position Ms. New York High School.*

SITUATION 4 - SCHOOL UNIFORM

A: Sheila, a high school director wants the students to wear uniforms. Five different clothes companies have applied for the call for the realization of the uniforms. Anne, an influential manager at K&M and Sheila have been great friends for many years. Once when Anne was in trouble, Sheila did not hesitate to help her- so Anne promised her help when Sheila would need it. The high school director nominated happily K&M for the uniform project.

Task: *Do you think it is OK that K&M was elected for the call?*

B: Vanity, another clothes company usually produces school uniforms, over 80 per cent of all schools wear their uniforms. Meanwhile, K&M has been never selected for such a call.

Task: *If you answered Task A with a yes. Do you still think it is OK? If you answered Task B with a no. Why wasn't it OK?*

SITUATION 5 - WAITING FOR A BUILDING PERMIT

A: Ben wants to renovate and expand his holiday home. In order to start the work Ben needs an official permit from the local authority. He goes to the offices of the local municipality where he realizes that there is a long queue waiting. He is extremely busy because he was supposed to meet the building contractor's engineer. He is under extreme time pressure, but he is also an honest person and does not really want to pay a bribe.

Task: *Try to decline an offer to "jump the queue" in return for a bribe.*

B: Tom has been working for the local municipality for ten years, and he has not been on a summer vacation for three years. Since he is really handsome and a "good pal," everyone in the office likes him very much and accepts it if he does some personal "business" on the side. As an administrator, he has the power to hear cases out of turn but in these cases he always asks for something in return.

Task: *Try to convince Ben that it is totally normal to jump the queue and no one will be hurt if he accepts your offer. Try to make your offer really attractive: compare the time saved with the cost.*

TAKE A STEP FORWARD

This is a very complex role-playing game for medium-sized groups. It aims to discuss general human rights, discrimination, poverty and social exclusion, with a special focus on corruption. The original version of this game can be found in the Council of Europe's booklet: *COMPASS – a Manual on Human Rights Education with young people*. In this activity, students imagine being someone else and consider inequality as a source of discrimination and exclusion, as well as their own relationship to corruption.

Objectives:

- To promote empathy with others who are different
- To raise awareness about the inequalities that both cause and are caused by corruption
- To foster an understanding of possible personal consequences of corruption

Method: role play

Materials: Role cards, an open space (a corridor, large room or outdoors)

Time: 1 hour

Instructions:

1. Introduce the activity by asking the students if they have ever imagined being someone else. Ask for examples. Explain that in this activity they will also imagine that they are someone else.
2. Explain that everyone will take a slip of paper with their new identity and they can use that role card to develop their avatar. They should read it silently and not let anyone know who they are. If a student does not understand the meaning of a word on his/her role card, they should silently raise their hand and wait for the facilitator to come and explain.
3. Discourage questions at this point. Explain that even if they don't know much about a person like this, they should just use their imagination and even their stereotypes.
4. Ask the students to remain absolutely silent as they line up next to each other, as if on a starting line holding each other's hand. Explain to them that this line represents an integrated society where everyone has the same rights and same opportunities; ask them to hold hands as long as they can, but in case they need to, just leave others behind. If you have more students than role cards ask the others to be silent and become outside observers. When they have lined up, explain that you are going to describe some situations that might happen to their avatar, where they are asked to take a choice. Different choices correspond to a step forward or a step back. If the situation cannot apply to their character, they should not move.

5. Read out the situations one at a time. Pause between each statement to allow the students to make their decision to step forward, back or remain. Invite them to look around to see where others are.
6. At the end of the activity, ask the first and the last in the row how they feel about their position. Ask each student in turn to describe their assigned role. After the students have identified themselves, ask them to observe where they are at the end of the activity.

Debriefing and evaluation

1. Debrief the activity by asking questions such as these:

- What happened in this activity?
- How easy or difficult was it to play your role? How difficult was it to make decisions?
- What did you imagine the person you were playing was like? Do you know anyone like that?
- How did you feel, imagining yourself as that person? Was it a person like you at all?

2. Relate the activity to issues of corruption asking questions like these::

- What is the meaning of the distance? What is the main consequence of corruption?
- How much role did your character play when deciding to make a step forward or backward? How much role did the economic status play? How much role did your culture and ethical background play?
- Were the questions fair according to corruption?
- In real life, would these questions ever be said out loud? If yes, who would say them, and if not, why?
- Who was 'responsible' for corruption during the role play?
- Did corruption offer a better position or no difference?
- What is the response of those who saw someone benefiting from corruption? What was their reaction?



TIPS FOR THE TEACHER

- Make your own role cards! Those offered here are meant to serve as samples; many other topics can be introduced. The closer your role cards reflect the world in which your students live, the more they will learn from the activity.
- Also adapt the roles to avoid embarrassing any student whose personal situation may too closely mirror that of one of the roles.
- It is very important that the students keep silent as they receive their role, imagine the life of the person they will represent, and move forward according to the life of this person. Not only is suspense created about the students' identities, but keeping silent helps maintain the concentration on the role and avoid distractions.
- Make sure every student gets a chance to speak during the debriefing. This activity can call up strong emotions, and the more the students can express themselves and their feelings, the more sense they will get out of it. Spend more time on the debriefing if needed.
- This activity can easily be done outside or in a large room. Keep the students in their final positions when they reveal their roles, as young students need visual reinforcement to recognize the disparity and associate it with the person's role. However, to make sure that the students can hear each other in the debriefing discussion, either draw them into a circle or move inside.
- During the Debriefing and Evaluation explore especially how the students knew about the lives of the person whose role they had to play. Was it through personal experience or through other sources of information (e.g. other students, adults, books, media, jokes)? Challenge them to question whether their sources of information were reliable. This way you can introduce how stereotypes and prejudice work.



ROLE CARDS

Note to the facilitator: Make your own cards! The closer they reflect the experiences of your students, the more effective they will be! These are intended only as samples.

1. You are 18 year old. You live in this town but your parents moved here from another EU country. You speak the language of the country you live in, but you are not a citizen of that country. Both your parents have precarious jobs but have a high sense of rules and would never break the law to save money.
2. Your father carries out temporary and precarious jobs, and sometimes tries to find tricks to save money, even not really legitimate. At school you do the bare minimum and you do not like to expose yourself too much. Because of the difficulties you had to integrate yourself, you have little trust in institutions.
3. Your brothers and you live in a beautiful house with a large garden and a swimming pool. Your family comes from a generation of doctors. They all have always behaved correctly and have a high sense of rules.
4. Your father has an important position in a bank of your town, your mother takes care of the family and has a lot of free time. Your mother helps you with the school tasks and you manage to have good results. Your father likes to do things fast and efficiently, sometimes even bypassing some rule.
5. You live alone with your mother in an apartment in town. Your mother is employed. You're a very good student and active and you like engaging to defend humanitarian causes, because your mother has given you a strong sense of community and justice.
6. You are a 16-year-old foreign student. You live in the suburbs of a small town in an old house that needs maintenance. You have four brothers and sisters. You attend school, but you have already been rejected twice.
7. You were born with a disability and you have to use a wheelchair. You live in an apartment in town with your parents and your sisters. Both your parents are teachers, they engage in their work and are engaged in voluntary activities to ensure greater rights for disadvantaged people. You like studying and you're very good. You would like to apply as a representative institution.
8. You were adopted as a child and you grew up in a wealthy family living on a hill outside of town. You do not really like studying, but you participate in all performances because you are good at singing and dancing.
9. You are an only child. You live in an apartment building in a city with your parents. Your father is a worker and your mother works in the mail. Your parents are very diligent at work and very loyal to others and you admire them for that. You are very good at studying and sports.
10. You are the mayor's son. You have a wealthy lifestyle and your parents meet most of your desires. At school you are listless and you're not very interested in what's happening around you.

11. When you were six year old you moved in the city where you live for the work of your parents. Your parents have not integrated very well, but you yes; you are charismatic, resourceful and smart, you have a lot of friends, and everyone is looking for you because you are very loyal and sincere. You practice a sport.
12. Your sister and you were born in the town where you live, but your parents do not. You go to school and if possible you do seasonal jobs. You cannot get much time to study, but you can get by. Your mother and your father have changed many jobs during their lives and they try to navigate between the taxes and daily expenses.
13. You've just turned 18 and you live alone, supported by your parents, who are self-employed. Your parents always knew how to get by in their lives. You study, you participate in many activities and you go out a lot.
14. You live with your parents who have a small business. You don't get along. You spend much of your time outside the home and you are listless at school. Your driving license has been withdrawn for several months because of drink driving offence.
15. You live in a villa. Your parents have many properties they have inherited. You and your family attended a fairly narrow and well-off circle. You are very sure of yourself and you have good grades in school.
16. Your father is a Member of Parliament, he often goes to Rome and when he comes back he always brings you a gift. Your mother is a primary doctor in the hospital of the town. You have good grades in school and you like music and show.
17. You are 17 years old, your father is a wealthy businessman and he often goes to Switzerland. Your mother is often abroad on business, too. You are often alone, you do not like engaging in school while you enjoy playing sports.
18. Your parents have a restaurant, they always complain about the taxes they have to pay and they manage to put aside a little money at the end of the month. You enjoy helping them in the restaurant rather than studying. You don't like engaging in school and you don't have many friends.
19. You live in a neighbourhood with a high concentration of mafia and you know who are the families that "command." Your parents have a small clothing store and they want to live peacefully. You don't like going to school and you have already been rejected. I love rap music and doing show.
20. Your parents work in the third sector, they do not earn much but they have strong ideals, they always did their duties, they lead a simple life and spend a lot of time as volunteers. They tried to convey their values: you have always studied and you've never asked them too much, but ultimately you're allowing yourself to be influenced by a group of your peers who are less diligent and more "crafty".

STATEMENTS

Situations and events

Read the following situations out aloud. After reading out each situation, give the students time to step forward, backward or not move (if the situation does not apply to them), and also to look to see where they are, relative to each other.

1. To build your house your family calls:

a foreign company that recruits workers in black, so you can save money
STEP FORWARD

a more expensive company that you know for a long time, and that you know it always works according to the rules
STEP BACK

2. One of your parents often participates in tenders / public competitions:

he is often able to win them because he knows the right persons and techniques, not really legal, to do it.
STEP FORWARD

he can never win because it does not have the right knowledge and he takes respect
STEP BACK

3. When your parents do their work:

they do not always emit the bill because otherwise they would have to pay too much taxes
STEP FORWARD

they always make the invoice and pay all taxes
STEP BACK

4. You have to build the new house but it takes a long time to get permits:

you pay a small bribe to the municipal employee to get permission quickly.
STEP FORWARD

you wait long enough, you do not want "favours" from anyone to speed up the practice.
STEP BACK

5. Your father/mother carries out his/her activities in compliance with all regulations. A great competitor asks him/her not to show up to a tender, upon the payment of a bribe:

he/she accepts and pockets the gain
STEP FORWARD

he/she does not accept but cannot prepare for the tender because the competitor makes sure that it is subjected to repeated checks
STEP BACK

6. **In just over a month there will be elections in your municipality. They offer you money to vote a certain candidate in the elections:**

you accept

STEP FORWARD

you do not accept

STEP BACK

7. **A policeman stopped you because you were going too fast on a motorbike. The policeman makes you realize that he could turn a blind eye in exchange for a favour:**

you accept

STEP FORWARD

you do not accept and pay the penalty fee

STEP BACK

8. **You have to take the bus:**

You don't buy the ticket because you think that the controller will not be there

STEP FORWARD

You go to buy the ticket before you take the bus, as you always do.

STEP BACK

9. **Your parents are doing well financially and would not be entitled to educational benefits.**

to get a discount on the school fee, they do not fully declare their incomes

STEP FORWARD

they declare exactly how much they earn and then pay the entire school fee

STEP BACK

10. **You are not very prepared for the exams:**

your father, who is an important person, talks with the teachers to make sure you will not be rejected

STEP FORWARD

you cannot answer well to questions and you are rejected

STEP BACK

11. **You would like to do the television artist:**

your father, through his knowledge, can make you participate in a famous TV contest

STEP FORWARD

you give up from the beginning because you do not know people who can recommend you

STEP BACK

- 12. Your family makes investments on which you have to pay many taxes. Your consultants have advised you to open an account abroad to pay less tax.**

your family accepts

STEP FORWARD

you prefer to keep the money in Italy and pay taxes in the country where you live

STEP BACK

- 13. After high school you decided to do medicine at University:**

you know it will not be difficult to find a job because your parents work in the industry and can recommend you

STEP FORWARD

you like medical matters, but you know it will be very difficult to pursue a career because you do not have any knowledge in the field

STEP BACK

- 14. Your school offers a study trip to the most deserving students. You are one of the best students:**

your father is influential, knows the teachers well and can make you win the study trip

STEP FORWARD

the scholarship is won by your partner because his father is influential and knows the teachers well

STEP BACK

- 15. You have to do the driving test and then you need the car to reach the summer job you need to do to round. You know you are not very good at driving because you have not done enough exercises. But you know the examiner.**

you bring him a gift to make you pass the exam and you manage to get the license despite a few driving mistakes

STEP FORWARD

you do not take advantage of your knowledge. The test goes wrong and you have to try it again a month later

STEP BACK

- 16. You have to operate for appendicitis. It is not urgent but the waiting list is long:**

your parents know the primary that allows you to jump the queue and be operated on the same day by the best doctor

STEP FORWARD

you wait long before being operated, keeping your pain for weeks

STEP BACK

17. If you find a wallet on the ground with the money:

you keep the money but you bring the wallet to the police CARD (MONEY)
STEP FORWARD

you give back both the money and the wallet to the police
STEP BACK

18. Your mother discovers at work that some of his superiors commit unlawful acts:

she pretends she did not see anything and continues her work as every day
STEP FORWARD

she addresses the complaint to an internal body but a few months later she receives a letter of dismissal
STEP BACK

THE COURT

Objective:

- To make students aware of the reasons behind corruption and the negative consequences
- To be able to discuss about "pro" and contra of corruption

Method: role play

Materials: nothing is needed, apart from the class as acting space

Time: 15 minutes for each case

Instructions:

Students are divided in three groups: one will perform the jury, one will perform the prosecution and the third group the defendant. The professor will read an event of corruption. It can be chosen from the situations listed in the "Take a step forward" game, for example:

You have to operate for appendicitis. It is not urgent but the waiting list is long. Your parents know the primary that allows you to jump the queue and be operated on the same day by the best doctor.

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Or you can choose a different situation. Other examples:

A group of students organize a school dance. School can participate with a little money. One of the students knows someone with the equipment, and they convince the school to pay him without an open call and even if he is not a professional.

A student has problems with the school tasks. Teacher is helping him with individual lessons. As a gratitude, student bring him a wine, chocolate and flower. The teacher accepts it.

The teacher explain that each group has to behave in a professional way as it was in a trial: the prosecution has to accuse the people suspected of corruption or similar crimes (e.g. the mother and the doctor), and the defendant have to find reasons to justify the corrupted behaviour, despite their personal ethical thinking. Both have 5 minutes to prepare their speeches with strong arguments supporting their thesis; than the prosecutor and the defence have in turns few minutes to expose their arguments and each to answer back to the other part. After the debate, when it is important that the students do not talk over the others, it is the court's turn. It takes few minutes to evaluate the arguments of both parts and, after that, it expresses its decision in front of the class. The process can be repeated choosing other cases and changing the roles of the students.

SIN CITY GAME

Duration: 45 minutes (optimal: 2x45)

Purpose: interpretation and analysis of corruption's direct and indirect effects through concrete examples

Necessary equipment: printed token money (one envelope/player), one bigger box (for collecting paid taxes), projected image of characters' list

Game:

The quizmaster tells that throughout this task every participant receives a character. Every character receives an envelope which contains a short introduction of the characters' role and a sum which has been divided into 3 parts. This will be their full payment. The quizmaster explains the following concepts:

1. Net income: the factually available money, what breadwinners can bring home
2. Gross tax: a certain amount of money what has to be paid by the players as a tax (in accordance with their payroll)
3. "Super gross" tax: an amount of money what has to be paid by the employers after their employee's salary

First round: every player introduces himself or herself (what is his/her job? , where does he/she live? , does he/she feel wealthy-poor?) and they also tell their exact payment. In the end of the first round (=first month) they show their sum to the whole group, and they pay it as a tax (now, use the envelope).

Second round: the players do not have to show their sum, they only have to raise their envelope, declare any kind of sum and pay their tax to the quizmaster.

Third round: the players do not have to declare anything, they only have to give one envelope to the quizmaster silently

Fourth round: firstly, the quizmaster(s) leave(s) the room; afterwards every player has the right to decide if they put any money into the envelope or not at all

After every round (=month) the quizmaster has to calculate the gathered money. Until every player lives in the city those who live in the "for-profit" world get their sum based on the chart. If somebody leaves the city for some reason (death, moving out etc.) then every player will receive only 90% of their total sum. If the paid taxes are less than the necessary amount which could cover the public duties of the city, then every player has to vote and choose one (or more) resident(s) who won't get any payment in the round. The most important task of the quizmaster is to tell creative stories about public funds between rounds to make decision-making more complex for the participants. He or she can also try to influence their willingness to pay tax.

Paid from public funds: doctor, teacher, public worker, tax inspector, municipal employee, municipal representative, member of parliament, street sweeper / sanitation worker, unemployed (who receives unemployment benefits), 4 retired person (with 4 different amounts of money)

For profit sector: workman, engineer, bus driver, waiter, baker, trader, taxi driver, 2 railway workers (one train conductor and one manual worker), bank employee, entrepreneur
Situational ideas (we have to highlight that the game will function well only if the quizmaster can customize the situations based on the group's knowledge and understanding; the point is to give a basic understanding and have an effect which can divert or modify the students' willingness to pay tax):

1. Health hazard: an uncleaned phone booth caused an infection
2. Doctor shortage: a drastic increase in mortality rate; they must leave because elsewhere they get their well-earned salary
3. The city's own night club – which produced profits – had to close: every waiter plans to leave the region because they could get higher salaries elsewhere, within the country
4. The best teachers lecture in private schools instead of public ones, therefore the city loses a development project due to the decreasing number of graduates
5. Tax inspectors don't serve in the city anymore: nobody observes the paid or unpaid taxes 10% of the sum paid from the public fund always disappears
6. Train workers announced a strike: their salary is too low, so everybody has to spend more on their daily living
7. Unnecessary spending: trouble-free basic operations do not work yet, but public resources are rapidly shrinking
8. The public money is only enough for poor quality of public services

The end of the game: if the players cannot agree on money distribution; if they cannot collect more than 50% of the essentially needed money

ICEBREAKERS / WARM-UPS / STARTERS

These exercises aim to build cohesion inside the group, to enforce solidarity and to energize students between two bigger games.

COLOR SHARK

Ask the students to stand up in the middle of the room. Explain that you will say a color and a part of the body. They must touch that body part to anything with the mentioned color.

For instance: "Red, elbow!" And everyone tries to touch with his/her elbow someone's red T-shirt.

STAY IN THE QUEUE

Ask the students to stand in a line based on some crazy characteristic.

For instance: in order behind the person who has the smallest foot size / earliest birthday in the year / smallest birth weight / longest hair / most siblings or cousins / etc.

REPEAT BACK THE TERMS

Ask the students to repeat back as many terms regarding corruption as they can. The winner can choose the next exercise.

THE DILEMMA GAME

Instructions

Prepare statements addressing dilemmas related to scenarios of corruption.

1. Draw a line along the floor with chalk or tape.
2. Explain that to the right of the line represents agreement with a statement; to the left represents disagreement. The distance from the line represents the strength of agreement or disagreement; the further from the line, the greater the agreement or disagreement. The walls of the room are the limit! Standing on the line shows that that person has no opinion.
3. Read out the first statement.
4. Tell participants to stand at a point on either side of the line that represents their opinion about the statement.
5. Now invite people to explain why they are standing where they are.
6. Let everyone who wishes to speak. Then ask if anyone wishes to change position.
7. When all who wish to move have done so, ask them their reasons for moving.

ENERGISER "KNOTS"

Instructions

1. Tell everyone to stand shoulder to shoulder in a circle, with their arms stretched out in front of them.
2. They should now reach out and take hold of each other's hands. The conditions are that a) no two people may hold both hands with each other and b) no-one should hold the hand of someone immediately beside them. (The result is what looks like a big knot of hands!)

3. Now tell the participants to untangle the knot without letting go of the hands.
4. Ask one student to help the process as well as monitor the respect of the game rules; he/she will be whistling in case rules will be broken

DEBRIEFING I

It can be asked the group:

1. How they worked together to untangle to knot
2. How many ways were there of coming to a solution?
3. How the helping/monitoring student felt? How was he/she perceived by the rest of the students engaged in the game?

If there are enough students it can be asked to create 2 circles (10/15 guys each) instead of just one and make a contest between the 2 circles: the first circle to untangle the knot will be the winner.

DEBRIEFING II

It can be asked the group:

1. To what extent we respect rules when we are in a more pressing atmosphere/ circumstance?
2. When they have completed the task it may be remembered Mahatma Gandhi's words, *"the difference between what we do and what we are capable of doing would suffice to solve most of the world's problems."*





