Teaching Integrity to Youth
Examples from 11 countries

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Acknowledgements

Dear Reader,

We would appreciate your feedback and comments about this Special Edition of the Corruption Fighters´ Tool Kit: Teaching Integrity to Youth. Please write to Ms Bettina Meier at bmeier@transparency.org, or fill in the online evaluation form at http://www.transparency.org/toolkits/

Thank you

Introduction

Education is central to preventing corruption. Even clear laws and regulations and well-designed institutions will not be able to prevent corruption, unless citizens actively demand accountability from government and institutions.

The attitudes and expectations of citizens are crucial in building a responsive public administration. Therefore, fostering attitudes that do not tolerate corruption is at the core of Transparency International's (TI's) work. Ethics education for young people can help to break the cycle of corruption, as today's youth will be the potential leaders of tomorrow.

However, anti-corruption education does not work in isolation. The environment in which children grow up plays a decisive role in shaping their attitudes. Ethics education must be part of a broader effort to improve governance and reduce corruption. Within this framework, children must have an appropriate and conducive learning environment that values integrity.

Thus, in order to be credible, anti-corruption teaching must relate to the daily lives of the students and address real life ethical dilemmas, conflicts of interest and corruption cases.

This Special Edition of the Corruption Fighters' Tool Kit presents a diverse collection of youth education experiences mainly from civil society organisations. Although approaching the topic from different angles, including moral or value education, human rights and civic education, they all have a common goal: Strengthening young people's attitudes and demands for accountability, and ultimately, to build trust in government and the public sector.

All of the projects documented in this Special Edition have been suggested by TI National Chapters, most of them have been designed and carried out by National Chapters. They vary in the following ways:

Firstly, they address different age groups. In Macao, a puppet show for primary school pupils highlights the problems caused by corrupted behaviour, and encourages children to act against it. In Georgia, the project focuses on secondary school students who wrote about their experiences with corruption in a national essay contest. In Colombia, an inter-university programme targets college students, instilling values in the country's future leaders.

Secondly, the projects described in this booklet are both inside and outside the formal education system. In Italy, the programme involves close co-operation with the Ministry of Education, and students are given extra credit for participating in anti-corruption school debates. Similarly, in Cambodia, anti-corruption education is mainstreamed into regular language and home eco-

nomics classes. In comparison, in Moldova an anti-corruption day took place outside the school system as part of a summer youth camp for 14-16 year olds.

Thirdly, while most of the projects originate from civil society, a few are carried out by public bodies. In Brazil, São Paulo's Treasury School runs a fiscal education programme in high schools and in Macao the school programme is offered by the Anti-Corruption Commission. We incorporated these projects because of their interesting approach to anti-corruption education.

All projects documented here face a common challenge: Their impact is difficult to measure, as time-bound project funding often prevents long term evaluations. Nevertheless, all contributions illustrate novel ways of changing attitudes and mindsets, when accompanied by necessary public sector reforms.

The projects presented in this booklet do not represent ready made solutions. Instead, this collection of experiences provides ideas for possible approaches to strengthening youth's attitudes and capacity to resist corruption. Its main purpose is to serve as inspiration and encouragement to civil society, helping generate new ideas for anti-corruption education practitioners.

Bettina Meier
TI International Secretariat
Anti-Corruption Education
November 2004

Mr Pig and Superman William: Ethics Education for Primary Pupils (Macao SAR)

Summary

The programme The Honest New Generation targets primary school children from grade four to six. Designed by the Commission Against corruption (CCAC) of Macao, its purpose is to encourage young people's awareness about the importance of integrity through activities like role-play and discussions. A special playground area called Paradise of Integrity has been set up for creative learning. Six months since its inception in January 2004, the CCAC has accommodated visits from 10,000 pupils.

Background

On 20th December 1999, Macao, a former Portuguese administered territory, was handed over to China and the Macao Special Administrative Region (SAR), China was established. According to article 59 of Macao SAR Basic Law, the Commission Against Corruption (CCAC) was established. The Commission functions independently and the Commissioner is accountable to the Chief Executive.

CCAC publications

With the belief that education is one of the best preventive measures against corruption, the Commission has launched various educational programmes with different targets, namely, civil servants, youth and the general public. The Commission put special emphasis on the education of youth, believing that the social value of honesty and integrity is best implanted in childhood. Thus, a series of education programmes has been developed with the objective of cultivating an honest 'new generation'. These include the publication of teaching materials (textbooks, CDs and a chess game), organising seminars to encourage integrity awareness of secondary students, and, inviting children to the Paradise of Integrity located at the branch office of the CCAC.

The project

> "The flow of the program is smooth. With the simple language of the instructors, students manage to understand the importance of integrity."

Teacher, anonymous

When the Commission designed its first branch office in early 2003, one of its goals was to enhance the integrity-awareness of teenagers. A special Teenager Education Committee was created within the Community Relations Department inside the CCAC, to design and implement the programme. The Committee develops tools for both children and teenagers.

The Paradise of Integrity – an interactive playground

Besides providing information about the anti-graft work of Macao, the Commission aims to help children develop a set of positive social values through different activities. To meet this objective, an area called Paradise of Integrity inside the branch office was especially reserved for primary school children. In order to convey the message in an interesting and interactive way, the area was designed more like a playground than a solemn classroom to encourage children to feel comfortable and voice their opinion.

Believing that integrity education can be addressed in a more interesting way than by traditional 'preaching', the Committee decided that story-telling and interactive case discussion should comprise the core activity. By means of multi-media and interactive games, integrity related themes like honesty, courage to uphold justice and righteousness are conveyed to the young visitors.

The programme aims to transmit the following messages:

- Integrity and honesty are important social values that should be treasured.
- Corruption should not be tolerated and is harmful to everyone in society.

● Everyone, including youngsters, is capable of contributing to the establishment of a corruption-free society by being a responsible and honest individual.

The schools usually send their students by class. These are divided into groups of four to six primary students for the one hour guided tour and interactions. Since most children are curious to learn about the Commission, a visit at CCAC is attractive to them. The visit is facilitated by CCAC educational staff acting as activity leaders, puppeteers and tour guides in each activity.

The Paradise of Integrity is composed of three parts: the exhibition area, the interactive classroom (Lotus Village) and the wishing tree. Inside the exhibition area, there are computer games, a testimonial room, a viewer identification demonstration and models of past cases investigated by the Commission. Through a guided tour on these displays, children gain basic knowledge about the Commission's anti-corruption work in Macao.

The Lotus Village

Children visiting the Paradise of Integrity first arrive at the interactive classroom called Lotus Village. The name Lotus is specially chosen because Lotus not only symbolises integrity in Chinese culture, but it is also the flower of Macao SAR. By naming the activity room Lotus Village, children can associate the Lotus Village with Macao SAR.

Big Tooth, Superman William, Mr Pig and Clarina

The Commission has specially designed four main characters for the Lotus Village. Through the stories about the four characters (presented in a broad range of computer and puppet show, video, etc), the influence of corruption on society is discussed and elaborated: For instance, one computer show is about Mr Pig, a businessman, who had used stale flour to make bread, which caused many villagers to get ill. Big Tooth, a public hygienic inspector appointed to follow the case, had discovered the truth but was bribed by Mr Pig to keep it secret. More and more villagers suffered everyday, the government could not find out the reason. A schoolgirl named Clarina, by chance, found out that Mr Pig was bribing Big Tooth to cover up what he did. Finally she reported this case to the anti-graft Superman William. In the end, Mr Pig and Big Tooth were put into jail. At different intermissions of the story, instructors from the Commission discuss with the children about the behaviour of the four characters. The children are also invited to make a new ending on what happens if Clarina does not report the case to William, to further strengthen the message.

A puppet show

Different story-telling techniques including puppet and computer shows are shown based on the age of the children to make it more appealing to them. In one of the puppet shows encouraging honesty, the children are asked to discuss and finally make a decision for one of the characters: whether he/she will lie in exchange for the 'gifts' granted to them or whether he/she will insist to be honest. Finally, the instructor will explain to the children about the importance of righteousness and the consequence if he/she is dishonest. For children who are approaching the teenage years, the Commission has also produced short video clips on everyday ethical issues, enabling the teenaged audience to reflect on themselves more easily.

Before leaving the Lotus Village for the guided tour, each participant is given a fruit card. On this fruit card, children write their wishes and then hang the cards on the Wishing Tree located at the entrance of the Lotus Village. Children are quite serious about making their wishes. One wrote: "I want to be the Commissioner in the future" while another wrote: "I want to be a pilot but don't want to see any corrupted people on my plane".

Results and recommendations

Since the programme The Honest New Generation has been running between January and July 2004, over 10,000 students visited the Paradise of Integrity. Feedback from teachers is collected through questionnaires. After the visit, some schools ask their students to write a short essay about the visit. These

The Wishing Tree

essays generally provide evidence that students have a positive impression and that they manage to grasp the message transmitted.

A factor impacting on the effectiveness of the programme is group size: a large class of 40 students can make discussions difficult. To solve this problem, the class is divided into different groups during the discussion session and the guided tour. For each group, the students elect their own group leader to present their discussion result. Practice shows that the smaller the group (four to five students in each group), the better the discussion result.

Finally, the Commission also benefited from the school programme since it conveys the most up to date information on the children's thoughts and ideas. This can serve as reference for educational tool development in the future and help to increase the transparency of the Commission, making it more approachable to the children and citizens in general.

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Where Your Taxes Go:
Fiscal Education for Citizenship (Brazil)

Summary

An informed citizenry is crucial to preventing corruption and waste in public finance. To build public knowledge in fiscal matters, and raise in particular students' awareness of their rights and duties as citizens and as taxpayers, the Education and the Treasury Secretariat[1] in Brazil's state of São Paulo have joined forces and designed a Fiscal Education for Citizenship programme.

Currently, 518 state schools in the State of São Paulo are participating in a pilot project that introduces fiscal education as a permanent subject. From 2005, all 6,000 state schools in São Paulo are expected to carry out these activities.

The programme is financed from the budget of the State Treasury Secretariat.

Background

> "Fiscal education clears up our minds and leads citizens to understand the importance of paying taxes. Also, it stimulates the citizen participation in the political life of our country, and helps citizens to control public expenditure. This project is a fundamental contribution to improve the quality of life of our community."

> *Huguette Theodoro da Silva Faria (57), teacher*

Brazil is a country of contrasts, with extreme social inequality in many areas. The media frequently covers stories of impoverished and starving people. However, the suffering is not limited to the poor as the more affluent experience violations of their safety.

Considerable financial resources are needed to address social inequality, and to provide basic services to the poor. Brazilian citizens, who finance the budget through their taxes, should have an interest that public money is spent for the public good. However, the public treasury suffers losses due to tax evasion, corruption and waste, and, as a rule, citizens display indifference when

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1   The programme is jointly organised by São Paulo's Education Secretariat (the Department of Supervision of Pedagogical Studies and Rules CENP) and the Treasury Secretariat FAZESP (Department of Supervision of Tax Administration, Department of Control and Evaluation of Public Expenditure and the Treasury School). Other partners include the Union of Tax Inspectors SINAFRESP, the Association of Tax Inspectors AFRESP and the Regional Council of Accounting CRC-SP.

A public official explaining his work

deviation of public money is exposed. In general, there seems to be lack of understanding of the concept of public good, and on the fact that state property belongs to all citizens.

To address this attitude, the State of São Paulo started a Fiscal Education programme in the beginning of the 1990s aimed at raising students' knowledge of their rights and duties related to public expenditure and tax collection. The goal was to raise awareness of the importance of preserving public goods and state property, and of the importance of social control of public expenditure.

The project

"Everything was not play, but by playing we learnt a lot, for instance, how to use and to fill in a check, the purpose of an invoice, how to calculate percentages, how commerce works and many other things. And the most important of all, something I couldn't even imagine, is that everything I learnt I'm now using in a daily basis."

Tamires Helena Cêra (16), a state school student.

The Fiscal Education programme is run by a team consisting of public officials of the Education Secretariat and the Treasury Secretariat of the State of São Paulo (and its Treasury School). The programme is a long-term endeavour, aiming at a behavioural change of the population.

Training the general public

So far, more than 35,000 taxpayers, accounting professionals, attorneys, and university students have been trained on fiscal obligations, through seminars and videoconferences. Taxpayers are trained to understand that public money is largely obtained by tax collection, that public expenditure has to be well performed and controlled by citizens, and that corruption and waste have to be avoided.

The training is delivered through various formats: Lectures, seminars, videoconferences, theatre plays, videos, books, and debates.

The main messages transferred:

● Public spaces and state property belong to all citizens. They do not lack ownership and are not properties of the governors.

● Public officials play an important role in the process of helping citizens to effectively exert their civil rights and duties.

● Public services and buildings can only be provided if taxes are collected; the paying of taxes is a part of citizenship.

● Public expenditure needs to be performed according to certain priorities and with social control. Society has limited tax-paying capacity and corruption and waste must be avoided.

In 1997, the programme produced a video for children named *Betinho's Dream*. In this video, a little boy dreams about a place where milk was freely distributed to poor children. In his dream there are two horrible witches: one that obstructs the cow receiving grass (the tax avoiding and corruption witch) and another that distributes the cow milk without criteria (the waste and corruption witch). Children usually enjoy the video and often produce beautiful essays or drawings about the video, which demonstrate their understanding of the message delivered.

Training school teachers

Teachers were trained to use *Betinho's Dream* in their classroom teaching. Two state teachers from each school were invited to attend a workshop consisting of a video screening and a lecture on budget laws and the Fiscal Responsibility Law[2]. In addition, there was a debate between public

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2   The Fiscal Responsibility Law prevents public administrators spending more than the budget allowance.

Students visiting the historic state safe in the Treasury Secretariat

officials of the Treasury Secretariat and the participants. Teachers were given several books and videos to promote fiscal education activities in their schools. Between 1999 and 2002 more than 70 workshops were carried out.

Visiting programme: Open Treasury

Since 2001, the Treasury Secretariat has been organising group visits to the Treasury, including teachers, students, elderly people and others. Public officials have also visited schools to debate public finance and citizenship with students and teachers. The two visiting programmes are called Opened Treasury and The Treasury Goes to the School. The aim is to familiarise citizens with the operations of the Treasury, and to facilitate a hands-on understanding on how public money is administered. From January 2001 to July 2004 there were more than 25,000 participants.

Mainstreaming fiscal education into regular school curricula

"The school is a place where awareness is raised. Besides disseminating know-
ledge, a teacher is responsible for transferring principles and feelings to
students, promoting awareness-raising towards citizenship, and, as Paulo Freire
says, 'exercising in the pedagogical practice the political action of educating' ".

Luciana Mazucante Guanais, state tax inspector

Fiscal education for youth is most effective if it is part of the school pedagogic
plan. To mainstream fiscal education into regular school curricula, the in-
volvement of the Education Secretariat is indispensable. Therefore, as outlined
above, the recipe of success for the school fiscal education programme was the
co-operation between Treasury Secretariat and its school with the Education
Secretariat. The aim of their joint programme now is the introduction of fis-
cal education as a permanent subject in all courses in primary and secondary
state schools. At present, a pilot programme is being developed with 518 state
schools from nine cities within the state.

The state teachers in charge of pedagogic co-ordination of these 518 schools
have been given training by means of videoconferences and workshops. The
training themes are: Fiscal Education and the New Vision of the School Cur-
riculum; Economic, Social and Fiscal Indexes of Brazil and the State of São
Paulo; Where Public Money comes from; and How Public Expenditure is Per-
formed.

The trained state teachers are responsible for disseminating materials and car-
ry out fiscal education to their colleagues and all the students in their schools.
In this semester there have been videoconferences monitoring the activities
which are being developed, and at the end of this year there will be an event
sharing the experiences.

Over the next two years these activities will be extended to all the state schools
in São Paulo.

Results and recommendations

To measure the impact of the fiscal education programme, teachers' reports
and student essays written since 1995 have been evaluated. This material is
interesting to read and demonstrates the teachers' and students' understand-
ing of fiscal obligations and social control mechanism for expenditure moni-
toring.

A good relationship with the media has been very important. The Treasury
Secretariat publicised the fiscal education programme through the local me-
dia, which in general, is very receptive to this type of activity.

Integrating fiscal education permanently in school pedagogic plans has not been easy. Initially, the inconsistent and fragmented way in which public finance and citizenship has been treated by schools presented a challenge, as the topic was not part of the regular curriculum. As a result, many teachers considered fiscal education to be the privilege of the Treasury Secretariat. However, as the partnership between Treasury School and the Education Secretariat matures, this perception is changing.

One lesson learned is that fiscal education activities should not be linked with the current government, since this association may present problems. For example, the programme was suspended in 1995 by the State of São Paulo's new government because the books destined to the students had the mark of the previous administration.

In conclusion, the co-operation between treasury and state education institutions has proved to have a positive effect on general awareness about tax and expenditure monitoring issues. There is no doubt that this awareness is a fundamental element for the construction of Brazil's democratic nation.

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Working with Universities:
The Cátedra Programme (Colombia)

Summary

The *Cátedra* programme is an inter-university initiative promoted by *Transparencia por Colombia,* TI member in Colombia, and supported by several Colombian higher education institutions.[1] *Cátedra* upholds the ethical formation of future professionals by providing pedagogical tools, and by bringing together leaders of public and private organisations, university academics and students. *Cátedra* thereby advances reflection on the values and ethical challenges of contemporary organisations, with an emphasis on the construction of public good.

The programme illustrates the use of a multi-component approach, using a teaching method that is interactive and based on case studies, combined with teacher support and development.

The *Cátedra* programme was designed by *Transparencia por Colombia,* in September, 2001, and first implemented in 2002. It is funded by Shell, Merck Sharp and Dohme, member universities and *Transparencia por Colombia.*

Background

> "The Cátedra helped me regain hope in the students of today, hope in a better country for me and for them. It will be them who take the decisions that prior generations did not dare to take, to build our country."
>
> *Andrés Morales*
> *Professor and facilitator of the Cátedra's Values in Action Workshops*

According to the TI Corruption Perception Index 2004, Colombia still ranks at 3.8 points out of 10, occupying the 60th place among 146 countries. A recent

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1   The Initiative for Social Enterprises (IESO) of the University of the Andes, the College of Higher Management Studies (CESA) and the Politécnico Grancolombiano.

José B. Toro, dean of the faculty of education at Javeriana university, speaking at a plenary on social responsibility

analysis of Colombia's National Integrity System"... recognises the courage and strength of the Colombian people but warns of the fragility of its institutions and the excesses of its leaders. It values the contributions of millions of honest men and women who make daily efforts and sacrifices to get the country moving ahead ... but warns of the deterioration of values and principles at the levels of power, in the political leadership and in the government ..."[2] and private sectors.

Thus, any corruption prevention strategy should include the ethical formation of future leaders of public and private organisations, who will influence, at different levels, the decisions affecting the integrity of the country.

However, today's university education tends to focus on technical ingredients for a successful career, neglecting social responsibility. Colombia needs citi-

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2   Colección Cuadernos de Transparencia No. 4: El Sistema Nacional de Integridad, análisis y resultados del estudio de caso, Introducción de Juan Lozano Ramírez, Enero 2002, p. 6 [Transparency Notebooks Collection No. 4: The National Integrity System, analysis and results of a case study. Introduction by Juan Lozano Ramírez, January 2002, p. 6]

zens that can provide the social control required to prevent corruption. Attending university has the potential to encourage young people to participate in responsible social activities, as well as the capacity to stimulate public debates around the topics of ethics in public affairs.

How did the Cátedra programme arise?

In the latter part of 2001, Shell and *Tranparencia por Colombia* shared a vision to promote ethical standards in the business sector. On the one hand, Shell expressed its interest in financing an education initiative in values for young people, so that high standards of social responsibility would form the framework of their professional performance as business leaders. On the other hand, Transparencia por Colombia, through its work with business, identified a need to strengthen ethics in the sector, and a demand to base anti-corruption solutions on the ethical education of future professionals.

The early stage of this initiative consisted of a survey carried out at seven Colombian universities[3], to identify different methods students used for ethical formation, and to explore if any projects of the kind proposed already existed. At the same time, pilot tests of the *Cátedra* were completed with students from two universities.

Partners in ethics

"I had some prejudices about ethics and moral talk ... but I realised that the Cátedra does not belong to this category of teaching. I found myself with a group of students like myself, who want a better country, and who want to fight the problems that destroy our community. The Cátedra approaches ethics from an interesting angle: Through workshops, role plays and debates, and not through the boring traditional teaching methods."

Ricardo Ojeda Arias
Student of Business Administration at the University de los Andes

The next step focused on project design, based on a scheme of alliances between *Transparencia por Colombia,* private firms like Shell, and those universities interested. It was proposed to create space for inter-university reflection,

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3   University of the Andes, CESA - College of Higher Management Studies, Javeriana Pontifical University Bogotá, University of Medellín, Universidad Externado de Colombia, University of Rosario and Northern University of Barranquilla

to enable ethical formation from a practical and participative approach, in which students, teachers and professionals could raise questions and analyse ethical dilemmas. In addition to Shell, the Santander Bank and HOCOL provided resources for starting up the project and collaborated in the initial project discussions.

In the first semester of 2002, *Transparencia por Colombia* began introducing activities with three universities – the *Politécnico Grancolombiano,* the University of the Andes and the College of Higher Management Studies (CESA). The second semester of 2002 saw six more universities[4] join up and now there are currently 15 universities enrolled across the cities of Bogotá and Cartagena.

What is the Cátedra doing today?

The main aim of the *Cátedra* is to contribute to the ethical formation of university students as future leaders of public and private organisations, so that they can act in the interest of the public good and fight against corruption in future.

The structure of the *Cátedra* is as follows:

i) The Management Committee consists of rectors and board members from member universities, an executive from a national or multinational firm (that are members of *Transparencia por Colombia*) and two members of the Management Board of *Transparencia por Colombia*. The committee meets every three months to give policy guidance, set goals and evaluate the progress of the project.

ii) One full-time staff in permanent charge of the project.

iii) Six-monthly meetings occur with teachers from the universities involved to plan and evaluate the activities.

iv) Agreements with the universities involved with the *Cátedra* clarify commitments, both academic and in the provision of financial and in kind resources.

v) Some 50 teachers are currently enrolled with the *Cátedra,* using their own material in courses. These committed teachers also contribute to developing further material.

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4   La Sabana University, Javeriana Pontifical University Bogotá, EAN - Business Administration School, San Martín University Foundation, Bolivar Technological University Corporation (Cartagena), Javeriana Pontifical University Cali.

Audience at plenary

To achieve its aim, the *Cátedra* works through the following four components:

1. Inter-university plenaries

> **"The participation in the plenaries of the Cátedra in Cartagena put me in direct contact with the various actors of the Foncolpuertos case that was mentioned in my book. I had many reservations and even fear to participate in the plenary. However, I found the debate to be very moving, because I realised that we are still able to discuss a difficult topic such as corruption in a civilised and democratic manner ... until this moment, I had thought that there is no more space for this in Colombia."**

> *Felipe Lozano Puche*
> *Panellist in the plenary "Culture of Greed:*
> *The Foncolpuertos case"*

These plenaries are open to the general public and have attracted a number of high-quality speakers. They bring together leaders of public and private organisations, university academics and students, to reflect on the values and ethical challenges experienced by businesses and the public sector.

The plenaries seek to motivate the students to understand the need for developing moral judgement and to understand the concept of common public good.

So far, 29 plenaries have been held, attended by more than 6,000 students. Topics include corruption in public contracting; corruption in Latin America and the responsibility of large companies; corruption in private contracting; how to manage ethics in organisations; social responsibility in companies in a society in conflict; social responsibility in the communications media; and the role of interest groups in the formation of laws.

2. Case analysis seminars

The *Cátedra* has developed its teaching material in the form of case studies. So far, eight case studies were constructed in collaboration with IESO, the Social Enterprises Initiative, of the University of the Andes.

The material is to be used by teachers in their regular courses. The case studies expose the dilemma of integrity and encourage students to find their own solutions. In class, students identify ethical problems and conflicts of interest, and how to approach them in a practical way. They are encouraged to take decisions with integrity and to guarantee the public interest over private interests.

Each case is accompanied by guidance notes for teachers and a bibliography of national and international writers to support the case analysis. In addition, teachers enrolled in the *Cátedra* receive training for the use of case study material.

3. Values in Action workshops

These workshops use a role-play methodology to stimulate reflection about values from different perspectives. Values are exposed and confronted with necessary day-to-day decision-making in students' professional and personal lives. Students gain an understanding of various interest groups to consider when facing ethical challenges in organisations and in personal life. An additional topic covered is the management of relationships. So far, 160 Values in Action workshops have been held, moderated by *Transparencia por Colombia*.

4. Exchange of teachers' experiences in teaching ethics

The *Cátedra* supports teacher exchanges between the member universities to strengthen teamwork on the initiative, and to provide a space for reflection.

10 teacher exchanges have so far taken place. These sessions are also used as a feedback mechanism to the *Cátedra* team, by providing a platform where teachers can assess the different components of the *Cátedra*.

Results and recommendations

The *Cátedra* has been operating without interruptions for nearly three years, and has, through its various components, reached more than 6,000 students. Many observers feel that the *Cátedra* proves attractive to audiences because of the variety of components involved (case analysis seminars, workshops, plenaries) and for the work and commitment from teachers. *Cátedra* has also been successful in creating new links, e.g. between public and private universities.

For the first 2005 semester, the *Cátedra* plans to evaluate the programme design, achievements and modifications necessary. After this evaluation, the *Cátedra* will extend its programme to additional regions and adapt the activities as appropriate to regional differences.

The following factors have been crucial for the development of the *Cátedra:*

- Working in alliance with other institutions from the very beginning of the design of the project has produced greater achievements.

- The establishment of agreements has formalised the alliance with each of the actors, in terms of academic commitments and of the provision of resources for the development of the project.

- Linking both public and private universities and adapting the project and its components to regional differences.

- The commitment and motivation of teachers using Cátedra components.

- The participation of supportive student leaders.

- The effective selection of interesting topics of public interest that encouraged debate in the plenaries and the development of case studies.

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Taking Anti-Corruption Heroes into Schools (Italy)

Summary

TI-Italy's ethics education programme focuses around school and university seminars. Through using speakers who are local 'everyday heroes' the organisation captivates students' interest by providing situations they can relate to. TI-Italy is supported by parents' associations and its programme is accredited by the Ministry of Education.

The programme aims to stimulate students' reflection on personal responsibility and independent thinking, and to strengthen their ability for moral judgement and decision-making. TI-Italy has carried out these seminars since 1997 in various Italian provinces (covering approximately one third of the country). Costs are covered by donations of local government and the private sector.[1]

Background

Following the revelations of the Mani Pulite (clean hands) scandal in 1992, Italy dived into a profound political and moral crisis. Investigations implicated high level politicians as well as industry leaders, leading to the dissolution of the Christian Democratic Party, suicides of top leaders and violent disputes on the political involvement of the judiciary. The Mani Pulite had wide citizen support and swept away a generation of politicians, managers and public officials. Many citizens asked why the judiciary had waited so long to undertake this investigation, and why there had not been civic action against it.

During this time, TI-Italy was granted permission by the Mayor of Milan to access the records of the municipal general accounting department, in order to carry out a research project entitled *The Cost of Corruption.* The project compared the cost of public works and procurement in the Milan municipality before and after Mani Pulite. The study investigated the causes of corruption and found citizens' toleration of corruption as a way of doing things to be a decisive factor. Many Italians still perceive corruption as something removed from their own lives, touching only the public sector, politicians and enterprises.

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1   The programme is funded by the Lombardy Region and Province of Milan, and private sector companies Comint, Shell spa, Cariplo Foundation, BNL and Nuovo Pignone.

The project

Based on these findings and the initiative of experienced TI-Italy pedagogues, the Board of Directors of TI-Italy chose ethics education to be a priority for the organisation, and an ambitious programme was launched in 1997. TI-Italy's members believed education was crucial to raise public awareness of corrupt practices and to strengthen citizens' trust and confidence in public affairs.

The ethics education programme has three components: A series of seminars carried out at secondary schools and universities, school theatre and a project on ethics and sports. This text focuses on the first component only.

School and university seminars

Since 1997, TI-Italy has held 50 seminars in secondary schools and 15 in universities. Seminars are held once or twice a month, taking into consideration the school calendar. To reduce travel costs, two seminars can be held on consecutive days if venues are close enough.

A seminar usually lasts a half day for secondary school students and a full day for university-level participants, and it is limited to 150 participants.

Each seminar begins with presentations from speakers. There are usually six speakers from a cross-section of society, mostly local personalities: Judges, representatives of public institutions, journalists, entrepreneurs, athletes and TI-Italy members. The speakers are 'everyday heroes', i.e. people that have struggled in their regular lives to adopt and uphold an ethical code. They are chosen on the basis of their professionalism, integrity and ethical values. For example, one of the speakers was a businesswoman who successfully runs a factory without using corrupt practices, which has belonged to her family for 400 years. Journalists are often in demand, as they inform students how to read between the lines in the newspapers. All speakers participate free of charge.

The format of speakers' presentations vary but they generally cover a number of suggested topics and new themes within the subject of ethics. Speakers are encouraged to address real corruption cases and local stories that students are familiar with. Their presentations are backed up by facts and figures, and supported with visual or audio material, if available.

After the presentation, a debate takes place between speakers, students and teachers. This climax of the seminar is usually followed by enthusiastic responses from the participants. Often representatives who are present from other schools request TI-Italy to stage a seminar at their institution.
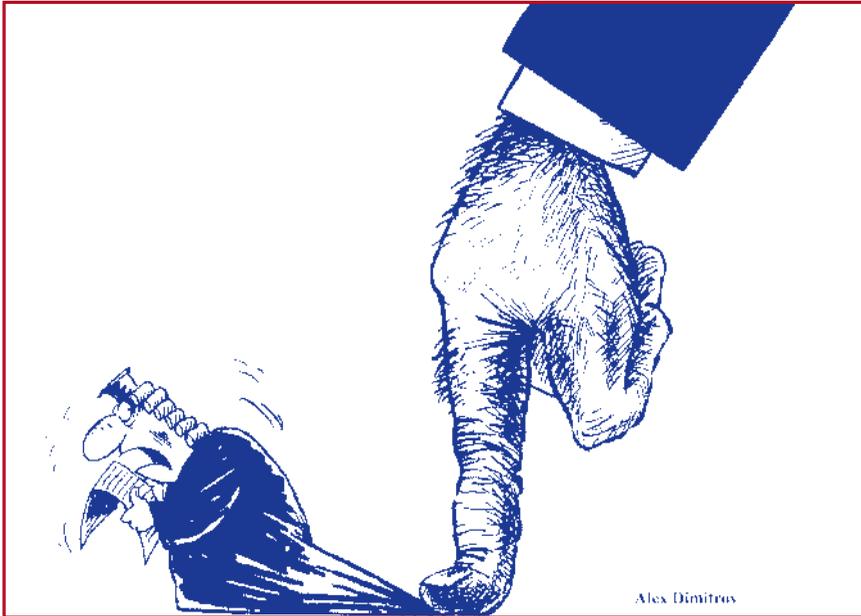
Poster TI-Moldova

Working as an accredited training organisation

The seminar project has been accredited by the Ministry of Education, which is a rare and prestigious acknowledgement of a civil society initiative. The seminars serve as an adjunct to regular instruction, so they take place during school hours and students get credit for their participation. TI-Italy, as the responsible training organisation, sends the lists of seminar participants to the Regional School Directorate and to the Ministry at the end of the school year, to ensure that academic recognition is given to all participants.

Participation in the seminars is restricted to teachers and students who are interested in the subject and who will serve as ambassadors, promoting subsequent student-run seminars in their own schools. Suitable students are identified through preliminary debates and their schoolwork on the topic of ethics.

The planning process

TI-Italy starts planning for the forthcoming school year in July. A list of potential discussion topics is sent to each participating school in September, when extra-curricular activities for the coming year are planned. Teachers are then asked to choose the most relevant topics.
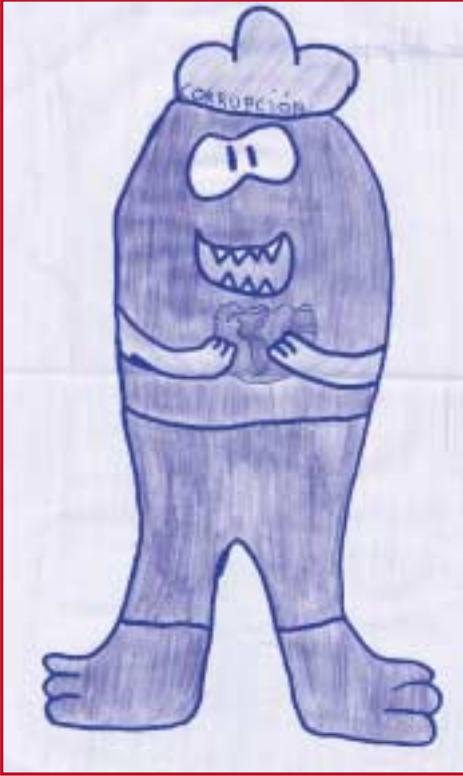
Enrique Lordero, Nicaragua

Venues, usually a school auditorium or a public hall, are booked a month in advance.

Schools and speakers are sent a letter of introduction, background documents and an invitation indicating the date, themes and location. Once speakers have confirmed, a final invitation is sent to schools, who confirm their participation by returning a list of participants. A folder with TI-Italy's publications is given to each student in order to support their debate and coursework.

At the beginning of each seminar, students and teachers sign the attendance list. These lists are sent to the Ministry of Education each year, together with the student coursework, following the requirements of the regulations for accredited learning institutions.

At the end of the seminar a certificate is given to each teacher and student. The certificate provides professional credit for teachers and academic credit for students.

Results and recommendations

Since 1997 a total of 5,000 students and 300 teachers have participated from 50 provinces. Anecdotal evidence suggests that both their awareness of the costs and damage incurred by corruption has grown, along with an increased motivation to play an active role in civil society.

A key factor of the success of the programme has been the involvement of TI-Italy's members and volunteers, who play important roles in organising and facilitating the seminar events. In addition, it has proved extremely important to maintain good working relations with participating teachers and school headmasters.

Many of the presentations and stories from the seminars have been documented in TI-Italy's publication *Manual of Ethics for the Third Millennium.*[2] The book deals with ethics in different fields such as education, sport, public service, and politics, and is used as a teaching tool in Ethics classes in secondary schools.

The seminars have received good coverage in the press, with articles published in newspapers, magazines and parents associations' publications.

Another rewarding result is that seminars progressively involve different groups of society, such as parents, parents' associations, universities, sport clubs, rotary clubs and the Lyons Club. Parents' associations in particular have an important role in promoting the school seminar programme.

Project description: TI-Italy

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2   Angela Leuci (2003): Manuale di etica del III Millennio. Available in Italian only.

Educating Future Leaders:
Good Governance in Schools (Zambia)

Summary

The Network of African Youth Against Corruption - Zambia (NAYAC-Zambia)[1] runs anti-corruption awareness clubs in schools, closely co-operating with teachers associations. The Youth for Good Governance project targets Zambian high school and college students. From October 2003 to April 2004, a six months course was held at high schools, regional seminars were carried out throughout the country, and a final national workshop took place. So far, 6,000 students from 40 institutions across four provinces have been trained. In the current phase, more than 20,000 students are being targeted.

Background

> "The battle against corruption cannot be fought and won by the
> Anti-Corruption Commission alone nor by continuing to deal with
> the older leadership that we say is corrupt.
> It also needs the new ideas from those who will run economies and
> the state in the years to come, it needs the fresh blood of the
> youth who possess both the capability and will to shape a prescribed path for
> their own future."

Andrew Ntewewe (29),
National Co-ordinator of NAYAC-Zambia

Zambia, like many other new African democracies, is struggling to improve good governance and bring development for its people. The majority of governors are over the age of 50 years. Most of them have proved incapable of managing the country's resources, and many, including former President Fredrick Chiluba and his companions, are believed to have abused and mismanaged national resources and funds for poverty alleviation and development provided by the international community. What is particularly disturbing is that society has come to accept corruption as a way of life and people talk about it casually as if it is not a serious concern.

Against this backdrop, the World Bank Institute (WBI) initiated a Youth for Good Governance project in 2002, in which some 30 high school students, picked by Zambia's Anti-Corruption Commission (ACC) participated. The ACC

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1   NAYAC-Zambia is part of the Network of African Youth Against Corruption (NAYAC).

David Clavijo Marin (16), Nicaragua

is a governmental body established by an Act of Parliament. In 2003, NAYAC-Zambia, a youth organisation that promotes accountable leadership, joined the programme and, together with WBI, designed the second phase of the Youth for Good Governance project, on a much larger scale than phase one. The programme aims at educating young people who aspire to join public office, so that they can play a positive role in Zambia's development process, and helps future governors to develop practical skills and an attitude that resists corruption.

NAYAC is a network of African Youth organisations and individuals from the community. NAYAC-Zambia has student members in high schools and universities, and organises anti-corruption awareness youth clubs in the schools.

The project

Setting the agenda: consultation and planning

In defining the objectives of training and education on good governance, tailored to the local setting, NAYAC-Zambia sought the views and needs of youth

and teachers. Interviews were conducted with youth graduates who had participated in previous good governance courses (high school level), and college students that are member of NAYAC-Zambia, as well as with teachers of civic education. A co-operation was started with the Teachers Integrity Alliance Against Corruption (TIAAC), a loose national coalition of civic teachers committed to integrity, that provided expert support to the programme at a later stage. The opinions and attitudes of students and teachers were assessed through a survey. The study also included an analysis of the content of the existing school curricula on governance.

The planning process was supported by the WBI whose staff were central to defining and overseeing the planning and implementation process. Other chief alliances were the ACC whose dedicated Community Relations Department officers were vital to the implementation stage, while the Ministry of Education (MoE) was responsible for authorising the implementation of the programme in schools and colleges. A letter was written to the MoE, including copies of the learning modules. The Ministry had no objections, and the project team could revise the syllabus periodically. Teachers belonging to TIAAC and graduates of World Bank activities provided human and intellectual resources in both the organisation and implementation phases.

A project team was set up, consisting of 15 NAYAC staff, one ACC staff, one supervisor based in Washington (WBI) and supporters from the National Institute of Public Administration (NIPA). In addition, ten volunteer-facilitators helped to conduct the training.

Carrying out the training

Facilitators provided one hour governance and anti-corruption classroom lectures to pupils and students in the 40 targeted high schools and colleges. The lectures dealt with basic understanding of corruption, its causes, manifestations and consequences with emphasis on its relations to good or bad governance. The lecture was theoretical and practical and applied specifically to the present situation in Zambia. A number of case studies on corruption investigated by the ACC were presented during the lecture, il-

lustrating the effect of corruption on governance and development.

The course on good governance

A six-month enhanced course on good governance for 150 pupils/students per learning institution was designed. In high schools, the course was conducted through anti-corruption clubs: For two hours a week, a facilitator from NAYAC conducted the course during the club hours. At college level, the course was offered as a regular class which students could attend. The course was conducted in 31 high schools and 9 colleges.

Cameroon 2003

It consisted of eight modules on different governance and developmental subjects such as Social Marketing Strategies to Fight Corruption, highlighting issues of social marketing as a step towards improving the quality of corruption strategies. The module on Legal and Institutional Safeguards against Corruption in Zambia explores the Anti-Corruption Act, No. 42 of 1996 as a legal tool and institutional framework against corruption in Zambia. Students usually quickly discovered the deficiencies of the act, i.e. the lack of power of the ACC, and debated how the Act could be improved.

Visits to local government

As the youth gained a deeper understanding on effective administration and public service delivery, youth participants undertook visits to local government and other service providers for purposes of conducting interviews, using a structured questionnaire.

Three following results were revealed:

i.   Lack of public access to rules and regulations for obtaining a service;

ii. Non-transparent conduct and procedures that are inconsistent with principles of public accountability and transparency; and

iii. The lack of knowledge among the general public on their rights and entitlements in areas such as the acquisition of passports and driving licences. This ignorance provides an enabling environment for bribery of public officials.

Using these findings, participants worked on counter measures for improving the situation. Flyers and posters were developed and distributed for public usage in places where these services are rendered, with students providing further information to those accessing public service. The students where asked to use their imagination to transform their acquired knowledge into posters, including messages such as "hate corruption NOW for the better tomorrow" and many others.

Regional seminars and a national workshop

At regional level, four different seminars were held on three days, each for an average of 85 youths. The seminars brought together participants from the good governance course, and it provided a platform to compare lessons learnt and discuss joint action. Training included the identification and design of strategies for fighting corruption, planning effective advocacy, awareness and lobbying campaigns, as well as exposing youths to good international practices of fighting corruption. The local and national press provided the young people with an opportunity to present their opinions on governance and ideas on improving it.

The final national anti-corruption workshop for 150 youth participants was held from 6th to the 8th of January 2004. The workshop defined the way forward for youth intervention. At the end of the workshop, participants pledged to disseminate the anti-corruption message and to build a strong alliance in order to improve Zambia's governance system. This was done through signing the Ibis Integrity Pledge, named after the workshop venue.

Results

Challenges

There was hostility from a few public officials towards youth involvement in assessing governance and corruption in public institutions. However, expla-

Participants of the course

nations that the students' aim was not to investigate public officials, but to bring out the evils of corruption as they see them, helped to overcome hostility.

The biggest challenges appeared as a result of inexperience in budgeting. Costs of anti-corruption experts had been underestimated, and few experts could be hired. NAYAC governing board members had to replace, on a voluntary basis, expensive lecturers from universities. In addition, the project had no costs for administrative purposes and capacity building, and was thus dependent on the available resources of NAYAC-Zambia Secretariat. Furthermore, the financial costs of using the Internet in Zambia are very high, preventing ordinary pupils from completing research and participating in electronic discussions.

Another constraint was the lack of computer skills: Most Zambian students are not exposed to computers and even less to the internet. During the project NAYAC-Zambia had to provide short training courses to students to allow them to participate in electronic discussions on governance.

As a consequence of insufficient funds, the number of participants had to be reduced from the initially targeted 10,000 participants to 6,000, and the num-

ber of provinces decreased from nine to four provinces in order to bring down costs.

Achievements

The biggest achievement was the outreach to 6,000 pupils and students and their actions in translating what they learnt from the course and the seminars. The leaflets and posters produced to influence the attitude of the general public were a concrete outcome of the training. 15,000 anti-corruption posters, 8,000 flyers and 5,000 booklets were developed and distributed to schools and public institutions.

Furthermore, youths can be said to have grasped an understanding of the key constituents for good governance. The initial analysis of the evaluation form indicated a 90% increase in knowledge on good governance among youths.

The project led to an increase in numbers of active anti-corruption awareness clubs in schools, from 18 before the project to 45 afterwards. In addition, eight more chapters of NAYAC-Zambia were formed in colleges, totalling 12 active chapters that form its membership.

The project has received widespread recognition, also from private companies that provided transportation to pupils undertaking visits to public service providers. The media played a major role in the success of the programme by participating actively in seminars and sharing some experiences. They not only publicised the work of NAYAC-Zambia and its partners but also brought young peoples' views on their country's national development and governance into public light.

Recommendations

To sustain students' groups it would be useful to have Students' Resources Centres where students could be trained on how to use computers and have access to the internet at minimal costs.

Collaboration with other civil society groups with different specialisation and focus on development issues should be enhanced. This will enrich the knowledge of youths on governance issues such as conflict-prevention and resolution, etc. The governance course should undergo revision to include up-to-date governance issues such as understanding the New Economic Partnership for African Development (NEPAD), the Millennium Development Goals and other initiatives that affect the lives of all citizens.

Project description: Isaac Mwanza

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Ethics at School: A Model Programme (United States of America)

Summary

The Model Ethics Course, designed and implemented by the Miami-Dade Commission on Ethics and Public Trust (USA), encourages students to analyse ethical dilemmas through examining real-life examples of ethical misconduct and acting out role plays. Various scenarios are used in mock Ethics Commission hearings, with students taking on different roles, thus realising the difficulty associated with ethical decision-making.

The Miami-Dade Commission on Ethics and Public Trust, a constitutional, independent county agency, aims to restore public confidence in local government through education, training and community outreach. The Model Ethics Course has been offered at three public high schools during 2001-2002. The Ethics Commission is scheduled to deliver the programme in four more high schools for the 2004-05 school year.

The programme was funded by the General Fund of Miami-Dade County.

Background

"I have always believed in ethics, but as a result of this program I have realised how difficult it is to truly be ethical."

Student (15)

In the United States, local ethics commissions are increasingly common, particularly in the major metropolitan areas. Their powers and responsibilities vary substantially. The Miami-Dade Ethics Commission is one of the few commissions that devote a significant portion of its budget to education, training and community outreach. It was created in 1996 and is entrusted with four major responsibilities:

i. Education and community outreach – to train and educate local government officials, candidates for office, employees and parties doing business with government, as to the appropriate standards of conduct and to partner with other community actors to hold conferences, programmes, workshops on ethics and accountability;

ii. Providing advice – a process by which a party under the jurisdiction of the Ethics Commission may seek ethics guidance regarding the conduct of an individual and whether their conduct is consistent with relevant laws and rules;

iii. Enforcement – the Commission employs a prosecutor and several investigators who investigate charges of ethical misconduct and corruption; and

iv. Policy development – to assist local governments in Miami-Dade County to adopt good government laws.

Youth is an important target group of the Commission's teaching. As future community leaders, students should be provided with the necessary tools to become effective and ethical leaders. The Commission aims to provide education materials that focus on the realities faced by student populations, e.g. media reports about abuses of public trust and corrupt practices in Florida. Education should empower students to understand the impact of this on the community, and to find constructive ways to address the situation.

The project

> "The programme helps us to make real life choices in tough situations and not only about ethics, but about reality."
>
> *Student (15)*

The idea originated from a doctoral ethics course on ethical leadership for administrators in the Miami-Dade public schools. These administrators were polled and the vast majority expressed their support for a model student ethics programme in their schools.

The programme required the support of school principals and social studies teachers in the Miami-Dade public schools. Once the School District recognised the value of the programme, the Model Student Ethics Programme was included in a character education grant. Incidentally, character education is a state-wide requirement[1]. Thus, schools were given the option to choose the Model Ethics Programme to satisfy the character education curriculum mandated by law. The reception by the school district's Ethics Advisory Committee and members of the elected school board has been overwhelmingly positive.

Rationale for the ethics programme

The objectives of the programme are to improve the problem-solving and decision-making skills of students as they relate to questions of ethics

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1 Public Schools in the state of Florida have broad discretion regarding the character education curriculum. In Miami-Dade County, the School Board approved a set of core values and directed staff to infuse these values into the curriculum. The school principals and their staff determine how to implement the Board rule.

and character; and to provide real-life examples of misconduct that students can comprehend and the difficulty associated with giving out punishment.

It is hoped that students realise even minor acts of ethical misconduct have serious implications for the community-at-large for two major reasons. Firstly, people may have difficulty relating to one another if they believe that most individuals they interact with cannot be trusted. Secondly, as students are placed in leadership positions, the stakes become higher as their decisions impact others. Therefore, students must learn that excusing behaviour of allegedly minor ethics violations set the stage for more serious acts of misconduct to be committed, including violations of the public trust, graft and corruption.

The ethics programme lasts 32 hours, usually one hour per week for a period of eight months. The students are between the ages of 14 and 18 and the programme is offered to classes of 25 to 30 students. The course is part of the curriculum and no extra credit is awarded. However, the students receive a letter and a certificate of completion.

Course content and methodology

Each school decides what delivery method it prefers. Ideally, the Commission would like to offer the course one hour per week for eight months. The outreach and training specialists for the Ethics Commission conduct all sessions. The trainers must prepare the curriculum for the programme, including the lectures and case studies. Trainers provide input and lecture in the beginning of the course on the topics of problem-solving, decision-making and the major ethical theories. The remainder of the programme is dedicated to the resolution of the case studies and role playing exercises, e.g. a mock ethics commission. Students rotate during the project, which enables them to assume different roles.

There is no place in the programme to moralise or preach to the students – instead, case studies are used to both touch on issues of concern to teenagers and address larger societal questions. Some of the sessions are strictly lectures. Once the course reaches the case study phase, students are randomly selected to sit on the mock ethics commission, to play the role of defendant, defence attorney or prosecutor. All of the other students in the room are allowed to participate once the dilemmas have been presented to the ethics commission and the commission has reached a decision. In subsequent sessions, roles change to enable more students to be part of the 'official' proceedings. Those who have no formal role to play remain very much engaged and all students tend to be quite emotional about the proceedings and the outcomes.

Ethical dilemmas: Examples

One of the scenarios the trainers use is 'Good Coach/Bad Coach' – a dilemma a university president has to resolve involving a winning football coach, who is routinely abusive of his players, the university community and the media. A second scenario is entitled 'To Cheat or Not to Cheat' – a dilemma facing students who are alerted to the fact that answers to test questions are on the blackboard (unbeknown to the teacher). The discussion then focuses on the factors that affect the students' decision before cheating or not cheating. A third case study deals with

racial profiling and some of the perceptions and misperceptions individuals have when they observe various situations.

There are no right answers to these cases; however, some responses may be viewed as more ethical than others. In reaching their decisions, students were asked to evaluate whether their actions are consistent with the ends-based, rule-based, or care-based philosophies.

Results

"Now I view the importance of ethics as something that affects the community. It gets to the point where discussions and decisions made through the scenarios are very important to situations in our society."

Student (16)

The success of the course can be illustrated most tellingly by an incident when one of the sessions scheduled for September 11th, 2001 was cancelled due to the terrorist attacks in New York. The students were distraught when informed of the cancellation, and many claimed that they looked forward to this hour
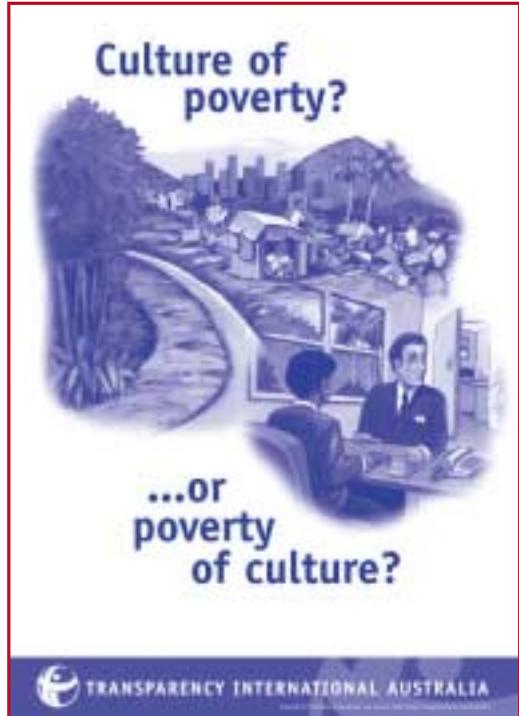
every week because they learnt a great deal. Some felt the trainer might help them make better sense of the tragic events of September 11th. Generally, after taking this course, many students developed a better understanding of the consequences associated with unethical behaviour and how ethical dilemmas are a regular part of people's everyday lives. Some students indicated that adults should also to be exposed to this programme. Finally, several students showed a greater interest in getting involved in their communities – even to the point of writing letters to the editor and addressing other wrongs that occur within their world. The programme had caused them to re-evaluate the way they view current events.

A different look at the world

Before the programme began, the students had a limited knowledge of ethics, especially when applying their values to a real problem. They viewed matters very simplistically (right vs. wrong). After the programme, the students agreed that deciding right from wrong can be complicated and often there are times when there is no single right or ethical response to a problem. The students also gained an insight into the degree to which corruption can be destructive to a community – even relatively minor acts of corruption.

As a general rule, the students agreed that they now look at the world differently because of this programme. The students also realised the danger of prejudging people or circumstances and began to accept the fact that they have biases that can influence their perceptions. Finally, the students found that cultural and environmental factors may affect a person's ethical make-up.

The most important achievement was to raise the consciousness levels of students to recognise the relevance of
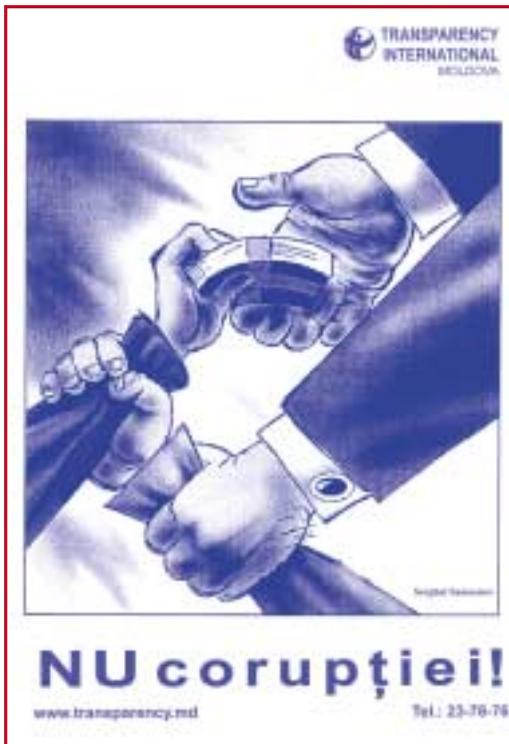
ethics in their everyday lives. In particular, students are confronted with difficult decisions, and it is important to know that tools are available to assist them in addressing these issues. Through recognising the difficulties associated with ethical decision-making, the consequences of one's own actions on others are better understood. The overwhelmingly positive responses from the students indicate the programme is successful.

Recommendations

Florida public schools place great emphasis on state-wide student achievement tests, and social studies teachers have expressed frustration with the lack of freedom to teach subjects that are not part of the test, such as the model student ethics programme. Students were also reluctant initially, as they had concerns about the format and the ability of the trainer to communicate with and relate to them. However, the students felt empowered when they realised the course was interactive and implemented in a setting where they could express themselves about issues that are relevant to them and their peers.

Challenges

In addition to the feedback received at the end of the programme, it would be useful to track the students who go through the programme and ask for their feedback at a future point in time - possibly a year or two after they matriculated – to determine whether the lessons learned are still of value to them.

The programme faces a budgetary challenge. In order to place the programme in all public schools, there needs to be a major infusion of resources to support the programme. Given the current staff levels at the Ethics Commission, the programme can be offered to a maximum of four schools per year. Miami-Dade County public schools is the fourth largest school district in the country and at the rate of four high schools per year; it would take nearly a decade to reach every high school.

If funding can be covered by a private foundation, the programme can be implemented at all high schools in the area. This will be accomplished, in part, by training local college students majoring in education to assist the Ethics Commission with the course, e.g. through being given internship credit for teaching in the programme. The ultimate goal would be to offer the programme at every public school in Miami-Dade (high school, middle school and elementary school). Media coverage would also help to publicise the programme and would also be useful with regard to fundraising.

The Model Student Ethics Programme is an ongoing experimental initiative in the Miami-Dade public schools and is viewed as a pilot programme for other

government/school districts and organisations to emulate. Ethics education in an interactive form and germane to students, should be universally popular across the globe. However, the materials must be tailored to meet the needs of individual school systems/districts.

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Youth Against Corruption:
An National Essay Contest (Georgia)

Summary

The project Youth Versus Corruption consisted of a series of discussions culminating in a school essay contest for 14-15 year olds. Students were encouraged to develop and express their attitudes towards corruption and lawfulness, whilst raising their awareness on the issue through discussions with guest speakers and by writing creative essays. This empowering project captivated the interest of students by providing an opportunity for their opinions to be heard at national level, and by inviting famous people to attend discussions at schools.

The project was carried out by Transparency International Georgia between September 2003 and February 2004 in 19 schools in six regions of Georgia[1]. TI-Georgia worked closely with the Georgian Ministry of Education's Culture of Lawfulness Project.[2]

Background

"During this period of injustice in the country ordinary citizens were hurt most. They longed for money to buy bread, and this is the reason why people started mass protests against the government. The government was unable to use force against its people. High officials had committed so many crimes that they could no longer redeem themselves. Each one of them was involved in corruption and everyone was aware of this fact. After the change of government all the corrupt people became very scared, some of them fled the country, others were arrested..."

Zaza Datukshvili (15)

Recent research leaves little doubt that the difficult economic and political situation in Georgia can be attributed largely to high levels of corruption. The attitude of citizens to corruption has also been problematic. Although the negative impact of corruption on a larger scale is widely accepted, its effect on everyday life often remains obscured. Where it is recognised, people are generally pessimistic about the prospects of fighting corruption successfully. Consequently, there is an urgent need for awareness-raising campaigns that draw attention to the everyday effects of corruption and the effective means to curb

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1   The regions included Tbilisi, Senaki, Telavi, Tianeti, Batumi, Gori
2   Funded by the Open Society Georgia Foundation, OSGF, and the US Department of Justice

> **The project in numbers**
>
> ● 19 schools and 589 students took part in this project;
> ● 758 questions were asked on the issues of corruption and legality at the meetings with guest-speakers;
> ● 411 essays were written during the contest.

corruption. This increased awareness is vital for Georgia's success and the mobilisation of young people is especially crucial in this regard.

A course entitled 'Culture of Legality', focusing on law and corruption issues, was introduced and piloted in 19 schools by the Ministry of Education in 2002. It was financed by the American National Strategic Information Center. The ministry dubbed the project a success and integrated the course into the curriculum of grade 9 (14-15 year olds) for the following academic year (2003-2004). The course became obligatory for all 147 Tbilisi (Georgia's capital city) schools as well as in those regional schools where the course was piloted. The ministry intends to bring this course to all Georgian schools over the next two years.

The project

In conjunction with this new course, TI-Georgia carried out a youth awareness-raising campaign, which included a series of discussions, culminating in an essay contest. The project sought to sensitise young people to issues of corruption and legitimacy and to lend greater impact to the anti-corruption programmes already carried out in schools. The essay component in particular gave students the opportunity to express their ideas and to use knowledge gained from the discussions. The contest also sent a signal that society was interested in youth voices. After a selection process, the nine best essays were published in Georgia's premiere newspaper, 24 Hours, and posted on TI-Georgia's website.

In introducing this campaign to Georgian schools, TI-Georgia worked closely with the Culture of Legality Programme, the Ministry of Education, the Georgian Institute of Public Affairs, and the Anti-Corruption Council of Georgia. TI-Georgia, along with these organisations, offered special prizes for winners, using funds provided by the Soros Foundation. Additionally, prominent panellists in the discussion sessions distributed their books to the students for free.

The project also coincided with the pre-revolutionary demonstrations in Georgia, which influenced its implementation. The project commenced in Septem-
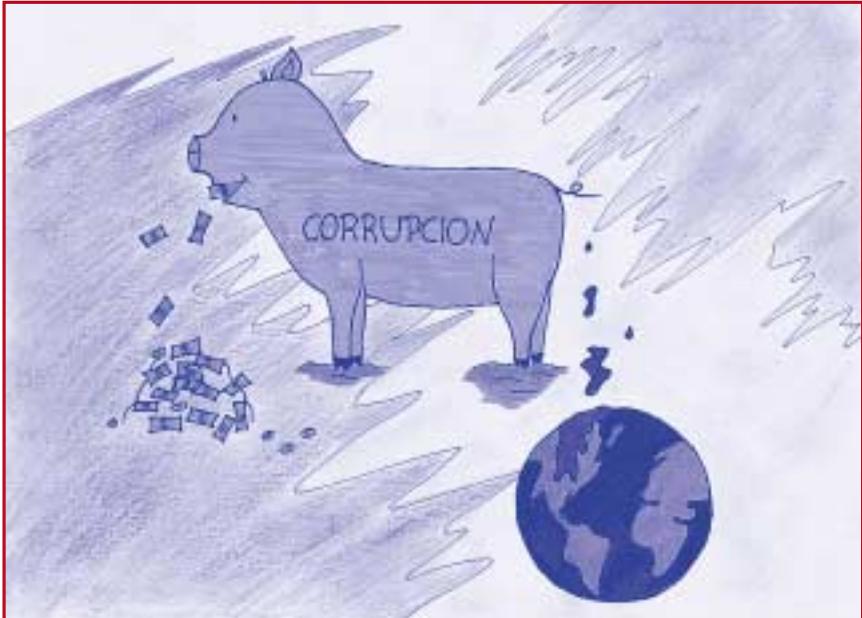
Carola Huebner–Kruzinna (13), Nicaragua

ber and October, just preceding the November 2003 elections followed by the Rose Revolution of 23rd November. People were very preoccupied with the up-coming elections, and, as a result, students and teachers were often absent from school.

Planning and organisation

The campaign, Youth Versus Corruption, took place over 6 months. The first month focused on preparation and logistics, during which a project booklet was published with a complete description of the project.

The project working group held a meeting with the participant schools' teach-ers and Ministry of Education representatives. The working group consisted of a TI coordinator, a professional linguist, a representative of Ministry of Edu-cation, a poet, a writer, a lawyer and a journalist. At the first meeting the group discussed the following topics:

- which issues and questions would best engage the students;
- the best guest speakers for 14-15 year olds; and
- how to structure the discussions and essay contest to the age and know-ledge level of the students.

Four working meetings were held over two months to establish the form of the contest and a mechanism for evaluating essays. A list of potential guest speakers was established, the format for their discussions was developed, topics were selected for the essay contest, and project follow-up measures were determined.

Students were asked to select the guests they wanted to meet. Their selections included many media representatives. With its extensive network of connections TI-Georgia was able to arrange for these prominent personalities to come speak to the students. Teachers who had taught the Culture of Legality course were contracted as local coordinators for each school. They assisted in organising project events and participated in the preliminary grading of essays. Information booklets and posters were distributed to schools where the discussion sessions were arranged. The following topics for the essay contest were selected:

- Is injustice the source of corruption, or is corruption the source of injustice?
- Describe a corrupt person (appearance, life-style) and how they differ from other people;
- Imagine that you work in an organisation that condones corruption. What would you do?

Discussion forums

Discussion forums were held as a preparatory stage for the essay contest. For each discussion forum, one guest speaker was assigned to each school. In some cases this would be a poet, in other cases, a journalist or famous lawyer. The atmosphere at the events was charged with excitement. The students, especially those from the regions, were thrilled at the chance to meet well-known Georgians they knew from print or television. The parents of the students were also very eager to cooperate and gave useful feedback. The dialogue centred on the students' personal experiences with corruption, and what they had done to solve or work within the situation.

The discussion forums were structured to be interactive. At the beginning of the session, guests would speak about themselves, offer a topic for discussion or invite students to ask questions. TI-Georgia recorded all questions, and used these results to devise essay topics that would be of real interest for the students.

Students in the regions were more active during the discussions than their counterparts in the big cities and later also took a more independent position in their essays. The urban youth was less optimistic but better informed. In particular, students from schools in the capital were not as active in discus-

sions and were often quite cynical in response to the issues raised. In the more isolated regions, these discussion sessions with famous guest speakers became important events. Although conceptualised as a preparatory stage in the essay contest, it became apparent that the discussion forums were no less important than the contest itself.

Student essays were solicited from those schools that participated in the forums. The forums took place during the first few months of the project and the essay contest in the last few months. In sum, there

were 19 meetings at 19 separate schools. Each meeting featured one guest speaker and 30-35 students, meaning that, overall, around 600 students participated.

Essay contest

As Georgian school curriculum does not offer specific courses on essay writing, TI-Georgia coordinated a workshop on writing instruction in all participant schools prior to the contest event. The contest then took place on 15th and 16th December 2003. The students were given the three topics outlined above to choose from and two hours to write their essays. They were encouraged to use various written styles to express their opinions on corruption.

The evaluation of the essays was conducted in two stages. In order to ensure impartiality, the essays were first evaluated by teachers from other participat-

ing schools. The top ten per cent of essays were selected during this initial evaluation and sent to an independent jury established by TI-Georgia. The jury was composed of a writer, an education official, lawyers, a linguist, and a TI representative. The essays were evaluated on a ten-point system based on four criteria: analytical skill, creativity, personal expression and command of the Georgian language.
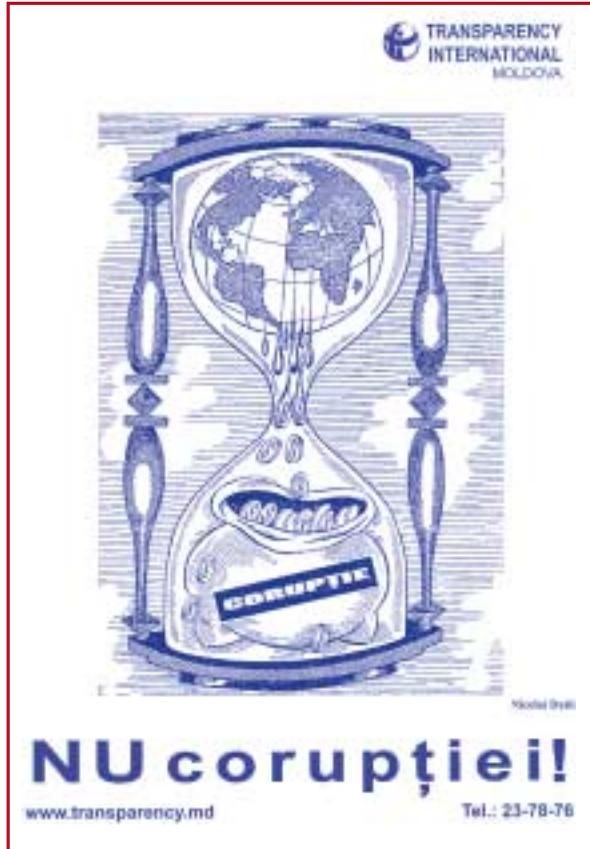
Of the over 500 submissions, three winners and eight runners-up were announced. The winning essays, as previously mentioned, were published in the newspaper 24 Hours and on the TI-Georgia website. An awards ceremony was held on 24th December 2003 at the Open Society Foundation Georgia conference hall. TI-Georgia awarded the winners special certificates and prizes. All teachers, jury members, nominated students, partner organisation representatives, guest speakers and donors were invited to the event.

Results

> "How would corruption be created if there was no injustice? In a just state everything and everyone must serve justice, but does not corruption create injustice? I believe that it is no news for anyone that the truth in Georgia does not have a very big value. Many people ignore the truth and act in an illegal and unjust way."
>
> *Tamar Mebonia (15)*

An evaluation questionnaire was designed to identify changes in students' views on corruption before and after the programme, and they were disseminated after the contest. The questionnaires also solicited student opinions on which features the programme might add or change, and the students generated a list of potential guest speakers for the next implementation of the project.

Empowering students

The most important achievements of the campaign were the large number of participants involved and the apparent change in students' attitudes. Youths that participated in the project learned that their opinions and ideas were valuable and relevant to society. In particular, the interviews revealed that students do have strong views on corruption, but feel that no one is interested in their opinions on the subject. The project was valuable to them as it gave them the opportunity to express their views, which were taken seriously. Furthermore, teachers realised the benefits of discussing the subject of corruption with their students, and of adding such a discussion to the curriculum.

Challenges

"First of all, civil education must become part of the school curriculum, so that the new generation has a different ideology, so that she does not look at injustice as if it were none of her business and so that she takes action in the fight against injustice. She can do this by not offering bribes to the teacher; this will go a long way towards eradicating corruption and injustice."

Tamuna Papavadze (15)

Although the project was an overall success, TI-Georgia encountered a number of difficulties along its way. For example, the Ministry of Education attempted to control the process and wanted to interfere with the selection of guest speakers and discussion topics. TI-Georgia dealt successfully with this problem by seeking support from other NGOs and putting pressure on the ministry as a collective force. The ministry asked TI not to bring revolutionary activists into schools as guest speakers, at one point going so far as to ask that the project be called off. In addition, they requested that they be informed of the essay topics before staging the contest. Fortunately, TI-Georgia did not make any concessions in these cases, as it had the support of most school officials. The change in administration after the revolution allowed it to continue the second phase of our project without interference.

Winning the interest of young people for this project was a central challenge. To this end, TI-Georgia used a few key incentives, including contests and awards, the chance to have an essay published and reach the greater public, and the opportunity to meet major Georgian celebrities. Competitions are not typical in Georgian schools, and the prospect of a contest with awards and public exposure was exciting and motivating for the students.

The most difficult and time-consuming part of the project was negotiating with guest speakers and organising their visits. As mentioned before, the project coincided with Georgia's Rose Revolution. This caused a great deal of scheduling difficulty, as most of the planned speakers were active participants in the revolution. In the end, though, TI Georgia successfully held 19 discussions with students in six Georgian regions.

Recommendations

Most of the participants said that the contest was interesting for them as a way of sharing their opinions, but some still doubted that their ideas would be taken seriously by adults. Therefore, it would be good to expand the distribution of the winning essays, not just to newspapers and websites, but to television stations, radio and other schools. The essays could also be publicly

presented to high-level officials who would then respond directly to the students.

There are plans for follow-up projects, specifically to expand the programme to other schools and to first-year university students.

Project description by: Lana Ghvinjilia

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The best essays can be read on the website of Transparency International Georgia in English and Georgian language.

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Integrating Anti-Corruption into School Curricula (Cambodia)

Summary

The Transparency Task Force (TTF)[1] a working group consisting of staff of the Center for Social Development and the Ministry of Education, aims at strengthening the moral values of school students through integrating accountability and good governance concepts into school curriculum. To this end, teacher guide books for subjects including Khmer language, civic education, home economics and history, from grades one to twelve, have been developed, and teachers have been trained in using them. So far, 6,000 teachers have been trained in 19 provinces and cities in Cambodia between 1999 and 2002.

This project has been implemented over a large scale, reaching out through a systematic training process. It illustrates a flexible and creative approach to developing ethical education tools to compliment existing teaching materials.

Background

Corruption in Cambodia can be traced back to the patronage networks which characterised the reigns of the great kings of the Angkorean era in the 12th century. Regimes of the intervening period have been more or less corrupt; however, Cambodia's current reputation for rampant graft cannot be avoided. As the former centralised economy collapsed after the Paris peace accord in 1991, a free market has emerged into a virtual vacuum of legislation, coupled with poor enforcement of laws, where they exist, producing conditions ripe for corruption to flourish in.

The costs of corruption in Cambodia are estimated to be massive. For example, while annual legal income from Cambodian forests is estimated at US$13.5 million, an additional US$100 million is lost to corrupt practices, according to the Minister of Economy and Finance. Donors and other members of the international community are showing increasing impatience as corruption continues to divert development funds from basic social services such as health and education.

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1   The TTF is a joint effort by the Center for Social Development (CSD), a Phnom Penh based advocacy NGO, and the Cambodian Ministry of Education, Youth and Sports (MoEYS), including its Department of Pedagogy. Funding is provided from the Asia Foundation, the DanChurchAid, Diakonia, British Embassy, Australian Embassy, SEAFILD, and CIDA.

CSD poster

To collect baseline data for future counter-corruption legislation and education, the Center for Social Development (CSD) conducted the first-ever scientific survey in 1998 on attitudes towards corruption in Cambodia. 84% of Cambodians surveyed were found to think that bribery is the normal way of life. Despite this perception, they also widely believed that bribery hindered national development, and there was an almost universal agreement (98%) that combating corruption was important. These findings indicate public support for campaigns to clean up politics and public administration.

When findings were examined according to age, it was found that young people believed corruption to be less widespread and less damaging than older generations, but were also more accepting of demands for bribes and vote-buying than all other age ranges. Given these findings, CSD concluded that the attitudes of young people should be altered, and that an education campaign was necessary. Ideally, counter-corruption teaching needed to be included into regular curricula at both primary and secondary school level.

The project

CSD knew that such changes would require a revision of the curriculum and a wide-scale implementation programme, both of which could not take place without co-operation from the Ministry of Education, Youth and Sport (MoEYS).

CSD set out to lobby the Ministry. It was an advantage that a precedent had been set by the introduction of a human rights curriculum in the previous years: the curriculum of a new subject Civic Education had been developed with significant input of human rights NGOs. In addition, the Ministry showed political will to address corruption and related issues via the curriculum. Thus,

in 1999, the TTF was founded with the aim of finding ways to integrate concepts of accountability and transparency into the curriculum.

## Developing a teacher guide book

New teacher and student textbooks had been published shortly before the TTF was formed, which meant that a complete revision of books was not an option. Instead, the group sought ways to integrate the topic of accountability without revising the existing teacher and student textbooks. After discussion, the TTF decided to identify lessons and pictures in the current books that are related to transparency, accountability and good governance, and to develop a supplementary teachers' guide book for each grade that would help teachers to add integrity and accountability topics to their teaching, using the existing textbooks.

Primary level

TTF identified the subjects Khmer language, civic education and home economics as suitable for anti-corruption teaching. At primary level, stories and illustrations addressing values and friction between personal ambitions and the needs of the community were identified as relevant. When teaching lessons and discussing the illustrations, the TTF suggested the damaging effects

A classroom session
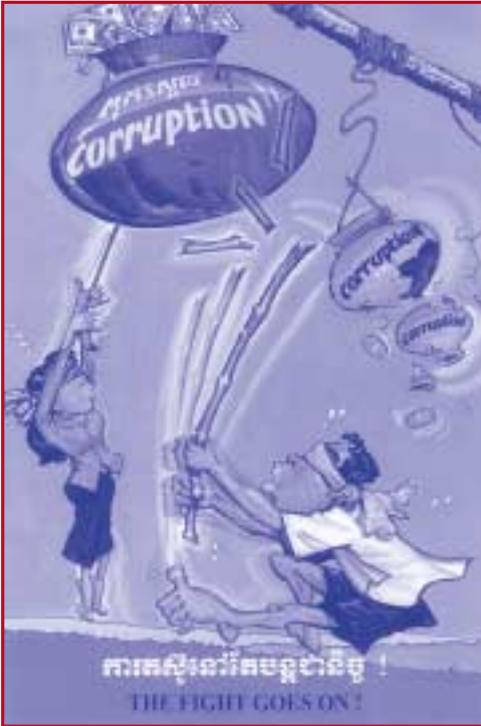
of greed, egoism and other behaviour at the expense of other children should be highlighted by the teacher, and honest behaviour should be encouraged.

Secondary level

At secondary level, integrity issues can be addressed more directly. For example, a 9th grade text of home economics deals with family income generation. The TTF recommended that the following question be added to the existing questions in the student textbook: "Where does the income of your family come from?" and puts the following possible answers to them: "From honest work? From fraud of public or State assets? From exploitation of other people? From the abuse of power for private gain?" The students are then asked to discuss these concepts.

A grade 12 Khmer language textbook has a theatre play entitled *Bad Rich Man* that deals with social injustice caused by the corrupt practice of a passenger truck owner who bribes a police officer to be freed from criminal sanction. Here, the TTF suggested the following question be added to the existing question in the student textbook: "Why does corruption breed social injustice? Explain this fact based on the content of the scene." Again, students are encouraged to discuss corruption and its effect on society.

Training teachers

Following the identification of linkages between existing curricula and concepts of accountability and good governance, TTF conducted a pilot test at both primary and secondary levels in rural and urban locations (in Phnom Penh city, Kandal and Takeo provinces) at the end of 1999. The tests showed that teachers were able to integrate accountability issues into their teaching, and that they welcomed the inclusion of these topics into the curriculum. In

addition, students' knowledge and awareness on the importance of good governance increased.

From 2000 to 2002, teacher training took place under a three-stage programme, known as the Textbook Orientation Program (TOP). Stage one of the TOP involved training 25 senior education officials. From these officials a core set of trainers were selected who then conducted training under stage two of TOP.

Stage two can be characterised as a series of Training-of-Trainers workshops. Selected teachers attended three day workshops held at provincial level and conducted by officials trained under stage one. Trainers were chosen to represent various school districts – these trainers were then responsible for training classroom teachers under stage three. 19 workshops have been held in 19 provinces and cities of Cambodia, and a total of 6,000 teachers have been trained to conduct workshops for their colleagues. Unfortunately, lack of funds led to a temporary halt of the programme. Stage three is now likely to be implemented by MoEYS' regular teacher training programme after the publication of revised teacher guide books.

Training process

For each stage of training, the TTF working group conducted the same process as followed:

1. Division of participants into groups (four – five trainees per group)

2. Familiarisation of participants with the new teacher guide books

3. Identification of relevant lessons in the teacher and student textbooks, and creation of tabulation for matching the integrated concepts to the textbooks' lessons or pictures

4. Discussion on methodology: How to integrate additional questions and answers into classroom teaching

5. Preparation of two classroom sessions – one without and another one with integrated accountability concepts

6. Selection of one trainee to conduct the class demonstration based on methodology and teaching material

7. Evaluation and discussion of class demonstration.

Mainstreaming of TTF materials into regular curriculum

In 2003, MoEYS set out to revise all teacher books from grade one to grade twelve. The new books will be published in the next year, and will make the current teacher guide book superfluous. Again, TTF contributed to the content development of the new books, and supported direct mainstreaming of accountability issues in Khmer language, civic education and home economics subjects. Throughout primary and secondary school, accountability/ transparency will be addressed 334 times in the curriculum.

The publication of the new teacher textbooks will be followed by teacher training (TOP) for each subject, to be carried out by MoEYS. The trainers trained by TTF will be involved in TOPs.

It is expected that the publication of new teacher textbooks and implementation of TOP for each subject, will enable more than two million school students to learn about transparency, accountability and good governance every year. It will be important to monitor and evaluate the new methodology and its impact on the awareness of school students in the future.

Results and recommendations

In each stage of training, the trainees were asked to fill out a survey to measure their awareness and their feelings about the importance of accountability and good governance and about their integration into school curriculum.

Positive feedback suggests that respondents feel that this project is vital for youth education. Teaching accountability lays the basis for long-term sustainable development of the nation. Instilling values in Cambodian youth that will promote a clean and open society for the future is seen as an attempt to break the cycle of corruption. Through classroom teaching, youth are encouraged to discuss the issues of accountability and corruption with their family or relatives, and respondents expect to see, over time, a change of attitudes.

However, respondents also see anti-corruption education as a long term process. It takes a long time to educate people who have suffered both physically and mentally from more than 20 years of war. Changes in people's attitude and behaviour will not take place immediately, and the impact of anti-corruption education will only be felt over a longer term.

In addition, some respondents doubted the success of the programme given the current level of teacher salaries are below the poverty line (US$ 16-22 per month). Low wages of teachers as well as other State servants, a secretive administration and the lack of free information is seen by many as the main obstacle to promoting transparency and combating corruption in Cambodia.

We hope other civil society organisations, especially TI National Chapters, will undertake activities of this kind in their own country, to create a worldwide network to fight corruption and promote transparency through education.

Project description: Dr. Neou Sun

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The Power of Information: Training Young Journalists (Uganda)

Summary

This project was undertaken in order to equip journalists with skills and techniques for independent investigations and reporting. To build citizen participation in Uganda's current democratic restructuring process, a strong and informed media has a crucial role to play. Citizens should be aware of the significant amounts of money that government is spending on alleviating poverty and should be in a position to monitor these expenditures.

The project, organised by Transparency International Uganda, was implemented in Kisoro District in Uganda between 16th and 22nd May 2004. It consisted of a set of workshops, round-tables and on-site visits. A total of 15 journalists from national print media were trained.

Partnerships were formed with the journalists' associations and other NGOs.[1] Funding was provided by Austrian Development Cooperation and TI-Uganda Secretariat.

Background

> "Some people say, 'there has to be corruption because there is scarcity and they are poor'. This is not true because the richest and the high positioned officers in the society and the government are the most corrupt in Uganda according the investigative news reports in the country. They have diverted funds they have not worked for and hence have shown nothing but reaped a lot. Information is power, whenever you (people of Kisoro) notice any face of corruption coming up, make an alarm and keep the rest informed."
>
> *Dr. Philemon Mateke, Local Council Vice Chairman, at a workshop for Voluntary Anti-corruption Committees, Local Councils, and Medics in Kisoro town on 30th July 2004*

After seven years of democratic restructuring, and on the threshold of the 2006 presidential elections, a problematic political environment persists in Uganda. Systems of vertical and horizontal accountability are weak, and corruption is

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1   Anti-Corruption Coalition of Uganda (ACCU), Uganda Journalists Association (UJA), and National Institute of Journalists in Uganda (NIJU)

rampant in many areas of life. There are anti-corruption laws, rules and regulations in the different Acts and the Ugandan Constitution of 1995, but due to illiteracy and lack of awareness among the populace, Ugandans are largely ignorant of these laws and regulations. Most people do not know what roles to play in the fight against corruption, while even many more are unaware of their rights.

Most people are not informed about the funds that they should benefit from, namely the Poverty Eradication Action Plan and Poverty Alleviation Fund. Getting the facts from the public offices to the citizens has been a challenge.

Various audit reports of the period 2000/2003[2] indicate that there is rampant corruption in local government. Corruption threatens to fail goals of decentralisation and the Poverty Alleviation Fund.

Many of Uganda's citizens do not understand the concept of corruption and its corrosive effects on the communities. As discussions with people in Kisoro district (where TI-Uganda has a field office) showed, some people think that corruption helps in attaining things from others who have more than they need. Others believe corruption is a useful tool to speed things up, and some know that corruption has negative effects on others but only consider their own interests at the expense of public good. Unethical behaviour and corruption even is reported on family level: Wives divert part of the money for children's scholastic materials for cosmetics; children make false expenses claims for extra tuition, school trips, loss of school books or damage to school furniture in a bid to get extra pocket money and husbands under declare their salaries to avoid demands from their family.

Strengthening the role of the media

In Uganda, the media lack the freedom and skills to inform others about corruption. The media faces severe constraints from anti-press laws, adversely affecting investigative journalism in the country.

In early 2004 TI-Uganda decided to organise a training session for journalists, aimed at promoting a culture of investigative reporting to enhance accountable governance. The project was built on the premise that a strengthened and informed media is crucial in the process of providing reliable information to citizens, enabling them to participate in the democratic consolidation process.

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2   Reports of the Inspector General of Governing (IGG), the Auditor General and the Public Accounts Committee (PAC)

The project

"Transparency Uganda has done a lot to me as an individual. I was a professional journalist before but I did not have any investigative skills at all. Now I can venture in to rather serious corruption investigations and come up with stories and publish them in the print media and seldom in the electronic media without fear of its repercussions on my life."

Bahizi Ignatius, trainee

The overall goal of the training was to equip journalists with the necessary skills and techniques of writing investigative stories through research. In particularly, the objectives were to

● enhance the capacity of journalists in investigative reporting;

● improve writing and analytical skills;

● enhance the ability of the media to conduct independent research using information technology;

● deepen understanding of the media's oversight function (or watchdog role) in Uganda's democratic consolidation.

The investigative journalist training

The programme can be summarized in six steps:

i. Pre-preparation involved drafting of training material, which was reviewed and finalised before training started.

ii. Preparations also involved identification of prominent trainers from the recognised universities of Uganda, news editors from prominent media organisations, and personnel from the journalist institutes i.e. Uganda Journalists Association and National Institute of Journalists in Uganda.

iii. A project management team was identified, comprising of a project director and a project officer. Their mandate was to co-ordinate and supervise a technical team of local and international resource persons and provide administrative support.

iv. A seven-member panel selected 15 journalists from the electronic and print media through a formal application process. The applicants had to demonstrate a commitment to and interest in investigative journalism and had to have practiced for a minimum of four years. A strategic qualitative selection process favouring journalists from the print media based in Kampala was applied to identify eight journalists from Kampala and seven from the provinces.

v. The date for the actual training was fixed, and the one-week training commenced on the 16th and ended on 22nd May 2004. The training sessions involved:

- Two one-day workshops with the themes Techniques of Investigation and Computer Assisted Reporting and Applying Techniques of Investigative Journalism in Specified Areas (Finance, Health, Environment etc). The workshops tackled the anatomy of corruption, conflict of interest case studies, and differences in investigation between journalism, security services, and oversight bodies (i.e. Public Accounts Committee of Parliament, the Inspectorate of Government, and Internal Security Organisation)

- A one-day seminar, Challenges to Effective Investigative Reporting, in which journalists were equipped with knowledge about the economic and social environment, public access and privacy, media ethics and legalities.

- A three-day round table session tackling issues including globalisation and media oversight in democratic consolidation, campaign finance and corruption and peer reviews.

- An on-site visit to local government departments of Water, Education, and the Chief Administrative Officer's office. Further investigation on the projects/ offices visited was completed by the trainees and published in the local print media.
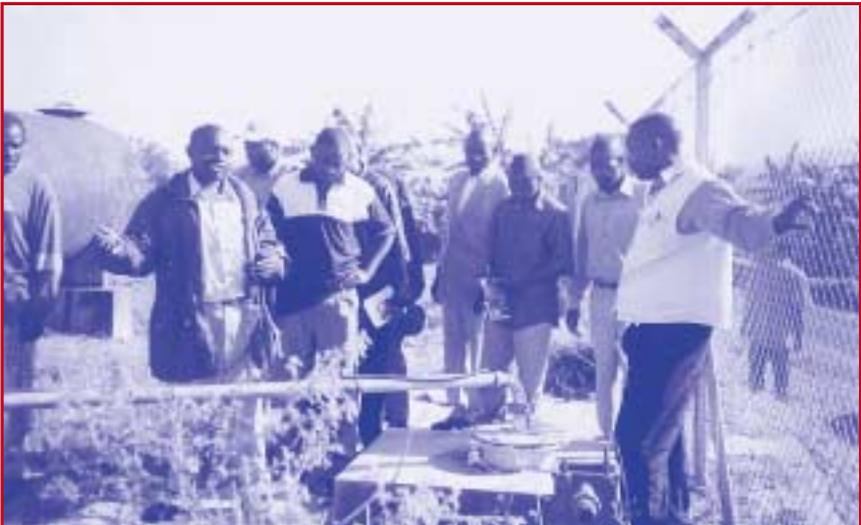
Trainees visiting a water project in Kisoro

The training ended with awarding of certificates to trainees and all participants receiving additional information.

vi. During six months after the training, distance-counselling and evaluation of trainees' performance was completed by a participating university professor. Trainees' stories were assessed with regard to their depth and relevance, and impact on local government. The counsellor/ evaluator then issued a final report to TI Uganda.

Results

"The entire management team of NIYO Construction Company sent our sincere apologies to the Kisoro District Tender Board regarding the rather negative news reports in the media that has portrayed the company in a negative light. The shoddy works in the schools named in the articles of the Monitor newspaper of June 24th will there fore be redone. We regret any inconvenience caused as we check the particular engineers who were assigned in the sites already mentioned. For God and my Country."

Letter addressed to the District Tender Board Chairman by NIYO Construction

During the training, journalists had unveiled several cases of local corruption that all appeared in the local press. This had some immediate consequences, for example, the local NIYO Construction Company formally filed an apology
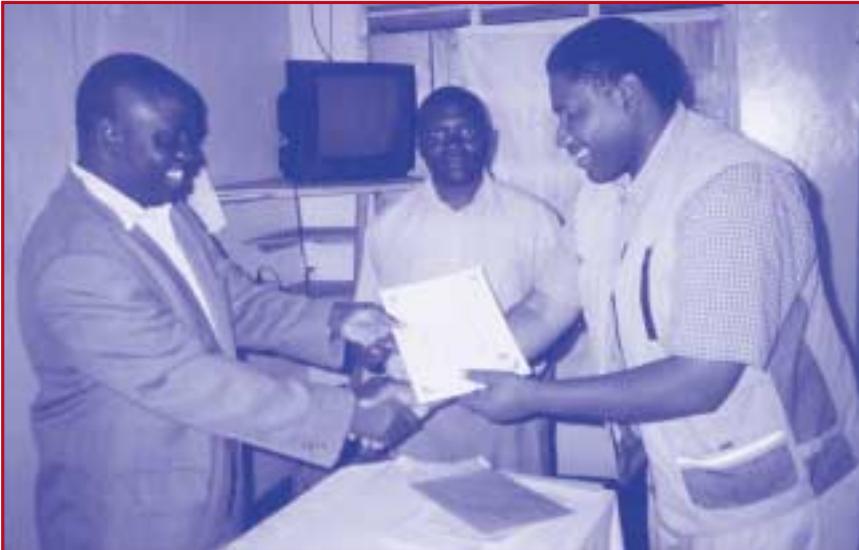
Presentation of certificates by TI–Uganda chairman

in the District Tender Board office for their shoddy work in school construction and committed to rebuilding the faulty building.

After hearing a newspaper report and a live radio talk show, students from Kitwamba, in Kasese District, attacked their head teacher for violating their rights to go for extra curricular activities, locking him up in a room to question him about what he had done with the funds allocated for that. The Local Defence Units rescued him and vowed to investigate the issue.

Overall, the evaluation shows that the training has produced more accurate and reliable information and an enhanced appreciation of the watchdog role of the media in Uganda's democratic consolidation efforts. In addition, there are promising signs of the emergence of an Investigative Reporters Association, which would help to promote independent and skilled investigative journalism in Uganda.

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Aulas Sin Fronteras: A National Contest (Argentina)

Summary

Aulas Sin Fronteras (classrooms without borders) is a countrywide school contest that involves teachers and students alike. The aim of the programme is to strengthen democracy by generating collective actions to influence public policies. Since 1997, more than 2,000 schools have participated in the contest, presenting more than 2,500 projects. All together, more than 10,000 teachers and 100,000 pupils from all grades have participated.

School classes design and carry out their own projects and submit it to the contest. Finalists are invited to participate and present their project in a national conference. One such award-winning initiative is detailed below, entitled 'Neighbourhood problems, everybody's responsibility – education for democracy and citizen participation' and was completed by students from grade 12, from San Luis Gonzaga School in Rosario.

The programme has been developed by the *Poder Ciudadano* (Citizen Power) Foundation, TI's member in Argentina, and most work is done voluntarily[1].

Background

Argentina is a country with a tradition of dictatorship, authoritarian governments and low citizen participation, with systemic corruption in the political and economic spheres. Marginalisation and the exclusion of large sections of the population from the political process enables powerful groups to dominate public policy making, thus threatening democracy and the well-being of the nation.

To address these problems, *Poder Ciudadano* has developed the *Aulas Sin Fronteras* programme, which encourages students to engage in dialogue with policy makers, and to develop change for the community. The programme promotes democratic participation at school and community levels, aiming to improve community cohesion and access to information. The programme is based around a contest of innovative educational projects that promote citizen participation and empowerment.
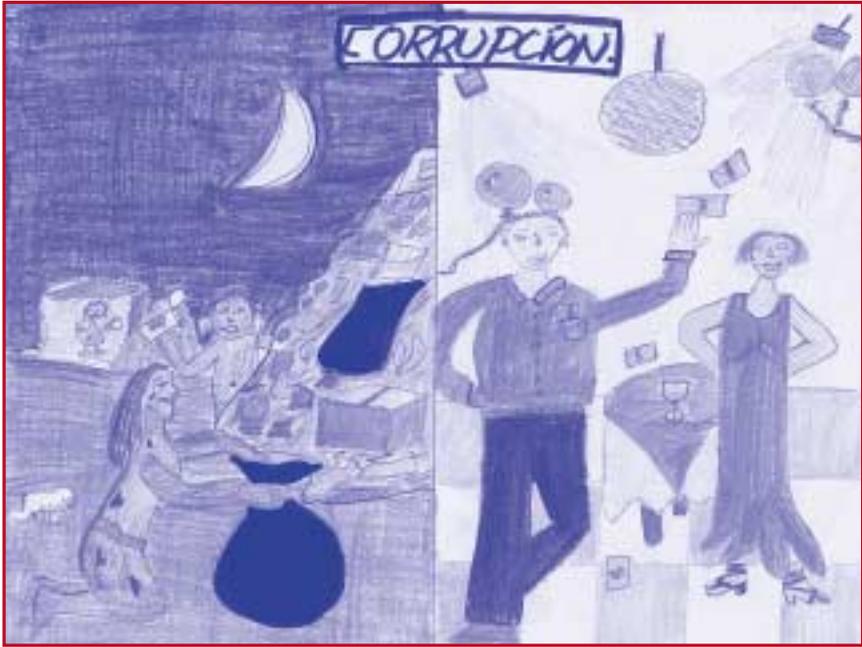
Ana Maria Muenkel Delgado (12), Nicaragua

The project

Aulas Sin Fronteras has been held six times between 1997 to 2001 and more than 2,000 schools have presented some 2,500 projects. In addition, 20 forums and conferences have been held, attended by up to 500 participants, as well as training programmes in several cities of Argentina. There has also been media coverage on the programme and participation in various TV and radio programmes. Most of *Aulas Sin Fronteras'* work is done by volunteers.

Methodology of the contest

The contest is announced at the beginning of the school year through leaflets, posters and electronically. There is no specific format for contributions, and participants are free to choose a structure they prefer. The structure of applications effect how they are evaluated: A neatly structured format allows for quick appraisal and short listing, but lessens the scope for creativity. On the other hand, a non-structured format allows for interesting and inspirational ideas to be communicated, but can make the selection process lengthy and difficult.

Participants complete their project during the school year, and submit the documentation to the jury, a team of volunteers consisting of education professionals and dedicated public figures, at the end of the year.

The best projects are then short listed by the jury, grouped according to grade and thematic area, e.g. ecological education, artistic education, educational media etc. In each group, four to five projects are selected for presentation or exhibition at the national *congreso de intercambio,* a conference that presents the projects to the general public. Presentations last 40-60 minutes and are followed by a question and answer session with the audience, and a public debate. The final selection of award winners is made by the audience of the con-

An example of an award-winning project

"Neighbourhood Problems, Everybody's Responsibility – Education for Democracy and Citizen Participation"

This project was carried out in School Nº 1182 in Rosario (Santa Fe, Argentina), during the months of October and November, 1997, by 83 pupils of the final year (6th year of secondary school). The residents of the neighbourhood are working people, most of them with little education. A large percentage of the families face a poor economic situation, with a considerable number of people unemployed and under-employed.

The project goals were, amongst others, to create an understanding of democratic processes (especially elections), to raise awareness of rights and duties of citizens, and to develop skills in understanding collective problems and finding solutions for the common good.

We consider democratic formation in schools not just to be an additional subject to study. Instead, children should experience and exercise it, for example, by constructing norms for living together, experiencing the possibilities of choosing, voicing opinions, disagreeing and making proposals.

Elections for deputies and councillors

On October 26th 1997, national elections took place for deputies and councillors. This topical event encouraged a variety of classroom activities that were integrated into subjects such as social sciences and language, as well as mathematics (statistics).

gress. Awards are given at the closing ceremony of the conference, they include computers, scholarships, books and funds to further develop or disseminate a given project. All of the awards are donated by private supporters of the programme. In addition, some projects are rewarded a special mention for an outstanding achievement and presented in an exhibition hall at the congress venue.

During the celebration, winners can directly address the audience, and this moment is often filled with emotion as some participants have travelled across the country, often for the first time in their lives, to present the result of their collective work. Many are grateful and excited to be able to speak about their ideas and their hopes for the future.

Preparations

Our project began with discussions about democracy, the role of the Constitution and citizen rights in social science class. The electoral process and the functions of the authorities at national, provincial and municipal levels were explained, as well as the *ley de lemas* [pooling of votes between party factions], which is the current electoral system in Santa Fe.

Students were asked to bring newspaper clippings and news bulletins, and collect electoral lists of the various parties. In groups, they made posters to inform their companions in other courses about the election process. In the mathematics class, they worked on graphs and percentages following the data that appeared in the newspapers about candidates and parties.

They also carried out surveys among the parents with questions such as:

- Do you know what the election is for on October 26th?

- What, in your opinion, are the qualities a candidate should have?

- What do you consider to be the most urgent problems in our city? and in our country?

Interviews with candidates for councillor

We decided to invite candidates from different parties to the school and interview them. We had previously used independent information on the record and background of the candidates, prepared by NGOs.

In the language area the students, organised in groups, drew up various questions for the interviews.

Example of an interview sheet:
- Name and family name:
- Age:
- Which grouping are you a candidate for?
- What level of education have you reached?
- What is your current occupation?
- What did you work as before?
- Why did you decide to present yourself to be a councillor?
- What political activities have you performed?
- What, for you, are the most important problems of the city of Rosario?
- What projects have you thought of to present in the Council if you are elected?
- What are your proposals to solve Rosario's problems?

During the interviews, the young people presented very interesting questions about the public functions, the work of a councillor, the background of the candidates, and their proposals for solving specific problems of the neighbourhood.

Work with the Neighbourhood Association

At the same time, we received a proposal from the Empalme Graneros Neighbourhood Association. They asked us to visit different blocks of the neighbourhood and record the problems and needs that we noticed, and to formulate proposals for solving them. We felt that this activity enabled us to establish links between the school and other institutions in the community. At the same time, it was a good opportunity to encourage the participation and commitment of young people as citizens.

To put the tour of the neighbourhood streets into practice, we organised groups to collect the information in different zones, taking one block each. The young people saw different aspects of the reality and also consulted the neighbours. The data was put into a chart. The young people performed this task with great enthusiasm and responsibility. After a short time, they

brought the complete charts to the school and we shared what the groups had found out. The survey was made on 13 city blocks. We all drew up a new chart together to reflect the problems that were common to the various zones.

Our work was much applauded by the members of the Neighbourhood Association.

"We are Councillors for one day": Visit to the Rosario City Council

Prior to the visit to the City Council, we prepared a folder specifying the problems and needs of the neighbourhood and added the signatures of teachers and 83 students of the 6th Year. We also wrote two proposals for improving a square located near the school, asking for more lighting, cleaning, maintenance and the incorporation of games for children.

During the visit we were informed about the composition of the Council, the different working commissions, and its regulations and procedures (byelaws, resolutions, decrees, memoranda). Each student was given a notebook with up-to-date information on the Rosario Municipality, its background and political organisation, which was useful for continuing the task in class. We also handed in our proposals.

Some days after our visit to the Municipal Council, we received a call to tell us that our proposals would be presented at the next Council meeting, and a request to provide more detailed information on the problems we had pointed out. We elaborated on our proposals on improving traffic lights, replanting and removing trees, fixing of roads and draining, improvements in lighting, traffic lights, frequency of bus service, and creation of green spaces. Our proposals were discussed by the Council - and made into decrees! At the beginning of 1998 we were delighted to hear that the Municipal Council had sanctioned six decrees. We had really made a difference and helped the community.

The project has enabled us to understand how the City Council functions, but also to value democracy and the experience of working together. Through the project, we transcended the limits of the school and established links with community bodies and individuals. Many of us are now committed to citizen participation and confident that change is possible.

Written by Elena María Florencia Dietrich

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Results and recommendations

The project of the San Luis Gonzaga School has been documented, together with other award-winning projects, in a book that is distributed gratis to teachers, public officials and the media. *Poder Ciudadano* encourages participants to interact and create their own networks. Various award winners have organised contests and public forums in their own community, thus multiplying the effect of *Aulas Sin Fronteras*. In addition, a platform and informal network has been created to facilitate online decentralised information exchange.

Over the years, teachers have been able to integrate the contest into their annual planning. With each *congreso* expectations are raised and students and teachers become motivated to participate in the following year. The programme has reached a wide audience and it has been replicated by NGOs and education authorities on local level.

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An Anti-Corruption Day in a Youth Camp (Moldova)

Summary

TI-Moldova used the opportunity of a local event to provide education about corruption to young people, in the form of an Anti-Corruption Day.

TI-Moldova's Anti-Corruption Day took place at Andries Summer Camp for teenagers, in Orhei District. It included three workshops focusing on corruption within different sectors: (a) the future entrepreneurs: corruption and business; (b) the future journalists: corruption and journalism; and (c) corruption and the education system. In parallel, anti-corruption caricatures and posters were exhibited. The day ended with the presentation of 38 anti-corruption video-spots.

The summer camp was organised jointly by the local public administration and US-American Peace Corps volunteers. Costs were minimal, as TI-Moldova's research and publications were used as background material for the workshops, and the summer camp organisers provided the infrastructure.

Background

In 1991, the Republic of Moldova, situated in South East Europe, became an independent state, previously part of the Soviet Union. Since then, the country has progressed towards democratic development, rule of law and market economy. Unfortunately, corruption remains one of its main problems, undermining the social, economic and political life of the republic. According to TI's Corruption Perceptions Index 2004, Moldova scores 2.3 out of 10, indicating a high level of perceived corruption.

To fight corruption, anti-corruption legislation has to be accompanied by public awareness campaigns. The Moldovan youth is an important target group for those campaigns, who should be encouraged not to tolerate corruption. Summer camps, organised by local public authorities, provide an excellent opportunity to reach Moldovan children and youth. The purpose of these camps is to involve young people in various educational, cultural and sport events, in order to build team work and to learn new skills. The summer camps are usually organised under a certain topic (e.g., summer camp for young historians or archaeological summer camp).

The project

In July 2004, the Moldova Peace Corps and the local public administration jointly organised a one-week English summer camp, which took place near

TI-Moldova volunteers at an anti-corruption concert in May 2004

the Ivancea village, Orhei District. The camp was attended by 70 young people from 14-17 years. The selection criteria were a good knowledge of English and an interest in business and journalism.

The Peace Corps volunteers asked TI Moldova to organise an Anti-Corruption Day as part of the English summer camp. The goal of this day was to inform the youth about corruption in Moldova, including its negative impact on social, economic and political life, possible action against corruption, the experience of other countries and anti-corruption efforts taken at international level. The workshops were based on research carried out by TI-Moldova*, and three workshops of approximately 100 minutes each were held during the day: (a) corruption and business, (b) corruption and journalism, and (c) corruption and education. In the afternoon, workshops on business and journalism ethics

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* Studies published by TI-Moldova:
a. L. Carasciuc, Small Business and Corruption: a Guide for Entrepreneurs, TI-Moldova, 2003;
b. L. Carasciuc, M. Ciubotaru, N. Patiuc, Corruption and Tax Evasion: Economic Dimensions, Moldova, 2003;
c. V. Gasca, I. Guzun, Investigative Journalism Fighting Corruption, TI-Moldova, 2002
d. L. Carasciuc, Corruption and Quality of Governance: The Case of Moldova, TI-Moldova, 2002;
e. L. Carasciuc, E. Obreja, Corruption and Access to Justice, TI-Moldova, 2002.

were held concurrently, and the session on corruption in the education system was held in the evening, for the whole camp.

The workshops consisted of two parts: First, a PowerPoint presentation, supported by handouts, and second, a question and answer session followed by a discussion. On the following day, all students were grouped together to summarise what they had learnt, and to discuss how to apply this to their life. Possible follow-up included raising these issues in their school newspaper, and investigating how corrupt practices could be addressed in school.

The workshops

(a) Corruption and business

This workshop highlighted the threat that corruption poses for the business environment. Corruption damages the investment climate in the country and deprives youth of job opportunities by discouraging entrepreneurial initiative.

What does corruption mean for the Republic of Moldova?

- Overregulation of the private sector (33 visits of control bodies per year);
- Overburdening fiscal policy;
- Tax evasion – losses for the budget – 40%);
- Presence of a massive informal economy (55-60%);
- A low level of quality of consumer goods (80% do not reach standards);
- High level of risk in financial market (real interest rate in commercial banks 20.8% in December 2003, dollarisation rate – 50.1% in October 2003).
- Low Foreign Direct Investments per capita: 2001 - USD 40; 2002 – USD 32.3; 2003 – USD 11.9;
- Enormous external debt > 1436.9 mil. USD, 73.4% of GDP;
- Economic stagnation - GDP per capita – USD 542 in 2003;
- Increasing poverty. Daily incomes of 70% of population are lower than USD 1. Average monthly wage – about USD 53 in public sector;
- Increasing crime rate. Number of crimes per 10,000 of inhabitants in 1995 – 99.9, in 2000 – 105. Number of officially registered bribes in 2001 – 165, unofficially – approximately 1.5 million.

The discussion focused on issues related to globalisation such as international trade, income payments and receipts and flows of Foreign Direct Investment. Also considered were the effects of corruption on growth and investments and on taxing international investors; the impact of predictability of corruption on investment; and opacity issues such as accounting standards; regulatory regimes; and lack of clear, accurate, formal and transparent rules.

Presentations were given on the effects and causes of corruption in the private sector, following which business codes of conduct and the importance of individual ethical behaviour were discussed. The discussion highlighted that ethical behaviour diminishes the risks involved in business, improves the reputation of the enterprise, raises the quality of goods, increases the number of clients and increases the sales.

(b) Corruption and journalism

The workshop commenced with examples demonstrating the power of investigative journalism:

- The 'Watergate scandal' that lead to the impeachment and subsequent resignation of US president Richard Nixon in 1974; and the role of journalists from the Washington Post.

- The publication from the Philippine Center for Investigative Journalism *Estrada's Unexplained Wealth* of December 2000, revealing President
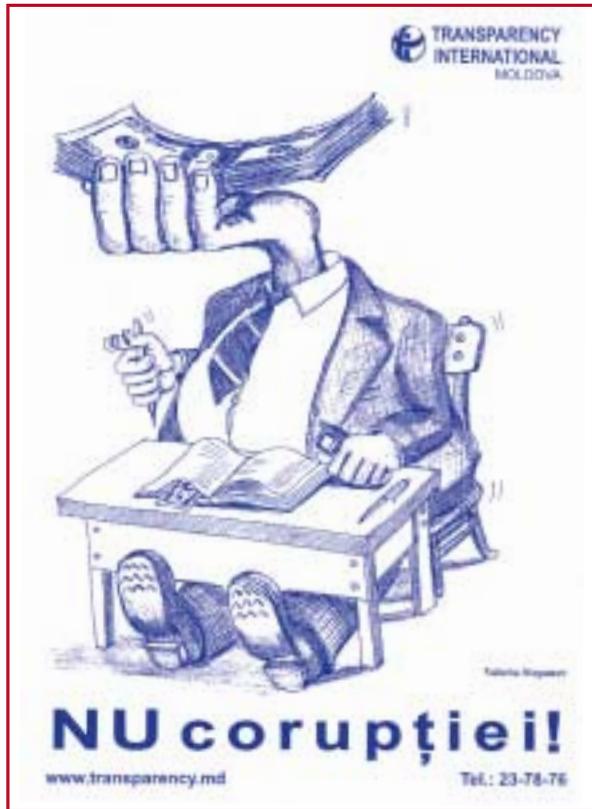
Estrada's wealth in estate property and business, including 66 enterprises where the President and his relatives were named as founding members, members of the administrative council or main shareholders. As a result of the publication, Estrada was forced to resign.

Following this students were introduced to the legal framework for investigative journalists. This involved reviewing important laws and regulations such as the Constitution and professional codes of conduct.[1]

Finally, a lecture was given on some important rules of investigative journalism highlighting that:

● Investigative journalists must respect certain rules and principles regarding the methods of investigative journalism and the use of information sources.

● They must be familiar with the legal and ethical framework of their activity, especially the civil, administrative and criminal responsibility of the journalist.

● The journalist must not be the exclusive bearer of information; documentation of every step and re-verification of obtained data is necessary.

(c) Corruption and education

This workshop dealt with corruption in the education system and its long term consequences for society. Corruption in education lowers the quality of skills and competitiveness in the labour market. An opinion poll on the perceptions of corruption in the education sector was discussed. The poll identified the forms of informal payments made in the educational system, the reasons to pay bribes, personal experience of the interviewees and the perceived causes of corruption in education. The poll recommended the following measures to reduce corruption in education (in the sequence of their effectiveness):

i.   Increasing financial support from the Government.

ii. Increasing the punishment for people involved in corruption.

iii. Increasing the transparency of admissions and examinations in educational institutions.

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1   Documents reviewed included the Constitution of the Republic of Moldova, Criminal Code, Civil Code, Code of Administrative Offences, Law on access to information, Mass Media Law, Code of professional ethical principles of the journalist from the Republic of Moldova, and Council of Europe Recommendation (2000) 7 on the right of journalists not to divulge their sources of information.

iv. Strengthening supervision of teaching staff.

v. Improving the examination system (e.g. using computerised tests instead of oral exams, stipulating which fees are legal and which ones are not).

vi. Conducting anti-corruption propaganda campaigns in schools and universities.

Students then discussed their own experiences of corrupt practices in the education system and the most frequent form of additional payments (e.g. payments for supplementary lessons). They debated on the effects of corrupt practices such as having to pay additional fees to improve grades, and the role of gifts and personal contacts when entering a university. Personal experiences using money, presents and contacts to solve a problem in universities were also discussed.

The Anti-Corruption Day was accompanied by an exhibition of anti-corruption caricatures and posters. These cartoons and posters had been collected from an annual caricaturist anti-corruption contest organised by TI-Moldova. The cartoons also appeared in a special edition of the Pardon magazine, which included anti-corruption jokes, anecdotes and epigrams.

The day closed with the presentation of 38 anti-corruption video-spots produced by TI-Moldova. The most active young participants were rewarded with T-shirts bearing anti-corruption cartoon and slogans.

Results and recommendations

The workshop on corruption in education received the most attention from participants, who were particularly interested to discuss cases of corruption in education and ways to prevent it. The participants of the Corruption and Journalism workshop expressed interest to learn more about investigative jour-

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Buying Grades – A Moldovan Joke

One day a professor was giving a big test to his students. He handed out all of the test papers and went back to his desk to wait. Once the test was over, the students all handed the tests back in.

The Professor noticed that one of the students had attached a $100 bill to his test with a note saying "A dollar per point." The next class the professor handed the tests back out.

The student got back his test and $64.

nalism and techniques to uncover corrupt practices. Following this request, TI-Moldova together with the Centre of Young Journalists subsequently organised a two-day workshop for school newspaper authors and editors, which took place in Chisinau, on the 30th and 31st October 2004. This workshop was held in Romanian language and covered in depth issues of corruption and investigative journalism with an emphasis on education.

When organising a similar event, it is useful to consider having a detailed structure of an Anti-Corruption Day, to allow organisers to design the event around the main message to be delivered, and to provide supporting background materials and handouts. The structure should include a clear vision of the target group, its expectations, primary interests, problems already encountered with regard to corrupt practices, and ideally incorporate a method of feedback and evaluation. Additional ideas include using interactive games to increase effectiveness, depending on the time frame and location, and trying to engage the local media through having an interesting format, such as a youth camp.

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The studies of TI-Moldova are available on the website both in Romanian and English languages.

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