

## Anti-Corruption Training and Education

Corruption has gained significant attention in development discourse and practice. While anti-corruption (AC) training is identified as a useful approach to fostering the development of broad-based alliances for demanding reform and addressing demand side AC issues (in the public and private sector and in civil society), AC training is still very much in its infancy: AC training has not yet been mainstreamed into traditional development assistance (e.g. technical assistance); and also within development agencies there is scope for increasing AC training and broadening the audience. This Brief examines the foundations, objectives and scope of AC training and defines its target groups. It also looks into the design and methods of proper AC training.



by Dr Frédéric Boehm  
and Mathias Nell,  
Anti-Corruption Training  
and Consulting (ACTC)  
[frederic.boehm@ac-tc.net](mailto:frederic.boehm@ac-tc.net)  
[mathias.nell@ac-tc.net](mailto:mathias.nell@ac-tc.net)

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### Foundations and objectives of AC training

The multidisciplinary nature of corruption raises the issue of how to conduct effective AC training and education. The fundamental objectives of AC training and education are twofold:

1. AC training and education must aim at promoting a deeper understanding of the intricacies of corruption (how it works, the principal causes and consequences, etc.) as well as an analysis of how corruption unfolds across countries, regions and institutions.
2. AC training should provide an analytical framework and hands-on skills on how to address corruption in practice. Depending on the target group and the desired focus of the training, the approaches and recommendations would vary.

The UN Convention against Corruption (UNCAC) underscores the importance of adequate anti-corruption training in several places. For example, Article 6.2 states that preventive AC bodies should be provided with the “*necessary material resources and specialized staff, as well as the training that such staff may require to carry out their functions*”. Also, Article 7.1 (d) underscores the need for “*education and training programmes to enable [civil servants and, where appropriate, other non-elected public officials] to meet the requirements for the correct, honourable and proper performance of public functions and that provide them with specialized and appropriate training to enhance their awareness of the risks of corruption inherent in the*

*performance of their functions*”. Article 60 on Training and Technical Assistance provides some specific hints on areas that could be dealt with in AC training (see box next page).

Although the UNCAC acknowledges the importance of involving the private sector in anti-corruption efforts, it only mentions training for government officials. However, anti-corruption training should be considered for other target groups as well in order to achieve the desired preventive effect. Appropriate target groups for AC training and education are:

- Public sector
- Firms
- Non-governmental Organisations (NGOs)
- Universities and schools
- Media

### Target groups and scope of AC training

#### Public sector

As mentioned in UNCAC, the public sector is a primary target for AC training. Groups to be trained are public officials in administration, prosecution and police authorities, but also elected officials and managers in private firms delivering public services.

The aim of training in the public sector is twofold. On the one hand, training has a preventive aspect and aims at promoting knowledge of how to react when confronted with corruption. For example, AC training can strengthen ethical attitudes and awareness of the damaging effects corruption has on society. Also, public officials have to learn how to detect corruption (‘red flags’) and where in the administrative processes the risks of corruption are the highest. But preventive AC training must further comprise concrete skills for public servants confronted with corruption (either because they received a corrupt offer or because they witnessed a corrupt deal). Public servants must know the procedures to follow, and how to contact ombudsmen or prosecution agencies. This should also relieve the fear concerning corruption, dismantle potential taboos, and promote an ‘I’m not alone’ feeling.

## UNCAC: Article 6o

### Training and technical assistance

1. Each State Party shall, to the extent necessary, initiate, develop or improve specific training programmes for its personnel responsible for preventing and combating corruption. Such training programmes could deal, inter alia, with the following areas:

- (a) Effective measures to prevent, detect, investigate, punish and control corruption, including the use of evidence-gathering and investigative methods;
- (b) Building capacity in the development and planning of strategic anticorruption policy;
- (c) Training competent authorities in the preparation of requests for mutual legal assistance that meet the requirements of this Convention;
- (d) Evaluation and strengthening of institutions, public service management and the management of public finances, including public procurement, and the private sector;
- (e) Preventing and combating the transfer of proceeds of offences established in accordance with this Convention and recovering such proceeds;
- (f) Detecting and freezing of the transfer of proceeds of offences established in accordance with this Convention;
- (g) Surveillance of the movement of proceeds of offences established in accordance with this Convention and of the methods used to transfer, conceal or disguise such proceeds;
- (h) Appropriate and efficient legal and administrative mechanisms and methods for facilitating the return of proceeds of offences established in accordance with this Convention;
- (i) Methods used in protecting victims and witnesses who cooperate with judicial authorities; and
- (j) Training in national and international regulations and in languages.

On the other hand, on a broader level AC training may be aimed at disseminating knowledge of how to implement effective and efficient AC strategies within the public administration and the political system. Such training comprises, for example, knowledge of best practices regarding AC legislation and regulations, effective control mechanisms, incentive setting, transparency- and accountability-raising instruments and the like. Furthermore, specialised AC training can be tailored according to the needs of a specific sector, e.g. public utilities, or certain high-risk processes in public administration, such as public contracting and procurement.

### Firms

Most firms and their staff are unaware of the full extent of risks posed by corruption (legal and contractual). From a firm's perspective, corruption can be divided into corruption that *benefits* firms, e.g. in order to obtain contracts through bribery, and corruption that *harms* firms, such as embezzlement and fraud by managers and staff. The problem is that the know-how required for the former may be abused for the latter. Several cases, such as Siemens or Volkswagen in Germany, reveal that those who engage in bribery to win contracts, for instance, oftentimes devise elaborate side-systems of kick-back schemes or front companies through which they personally profit – to the financial detriment of the company.

It seems, however, that firms are becoming increasingly aware of these risks and are seeking to implement rigorous anti-corruption strategies within their organisation, not only for mere window-dressing but to satisfy stakeholders' demands. Firms that utilise subcontractors will also be interested in mitigating the risks of corruption in their contracts with other firms and in their procurement processes.

Besides sensitising staff and managers to the problems and risks associated with corruption, AC training for private firms aims at sharing best practices regarding the implementation of internal codes of conduct, monitoring mechanisms, whistle-blower systems and the like.

### NGOs and Other Civil Society Organisations

Corruption in NGO's is sometimes considered to be taboo, since their staff are supposed to work with a high degree of intrinsic motivation and are thus considered to be immune to corruption. However, the role of NGOs is growing, and so are the amounts of money available to them. Due to problematic accounting and budgeting, risks of embezzlement and fraud therefore arise. The Asian Development Bank's recent concession that a significant portion of its support to civil society is being 'redirected' is a case in point. AC training aims at increasing awareness of these risks and ways to address them, for example how to introduce sound and transparent management of funds.

Furthermore, NGOs' staff could be trained themselves in new and innovative ways on anti-corruption strategies ('training the trainers'). At the grassroots level, international and especially local NGOs can play an important role in promoting awareness of the problems related to corruption, and in fostering a cultural change where corruption has become a pervasive tolerated phenomenon or where corruption is perceived as 'smart behaviour'.

### Universities and Schools

Students and researchers are playing an important role in promoting integrity and knowledge of anti-corruption strategies. Students will become the future leaders either in the public administration or in firms, but also in hospitals, NGOs, international organisations, etc. The multidisciplinary aspect of the phenomenon of corruption makes it relatively easy to incorporate lectures and workshops on corruption into the programmes of university study courses, especially in the social sciences, law and business administration, but also in engineering programmes and medicine. Other targets in universities are masters-level studies, such as MBAs, and doctoral or post-doctoral programmes. Special lectures and training courses can be tailored according to the needs of the profession, involving both general aspects of corruption and specialised knowledge. Indeed, it can be observed that these are increasingly being incorporated into the programmes of universities.

AC education in schools should be part of a long-term AC strategy. Reaching the schools and talking to pupils about corruption may be one key element in promoting non-tolerance of corruption and, potentially, a cultural change. Of course, working with children requires a completely different approach than with adults. Other methods of capturing their interest have to be found. In 2004, Transparency International published an excellent special edition of its Corruption Fighter's toolkits: *Teaching Integrity to Youth. Examples from 11 Countries.*

## “AC training (not yet) in practice

The high interest from southern institutions, NGOs, research networks and universities for AC training is not yet met by donors and other development partners. The potential value of having AC training in business schools located in transition and emerging economies has not yet been harnessed – contrary to the increasing focus of business schools in the north on issues of ethics, corporate governance, and AC.

Southern networks of learning remain characterised by low capacity in terms of trainer’s skills and any learning material that may exist in northern networks is usually scarce and ignores southern circumstances and particularities.

The following points may be relevant for donor efforts:

- Support the development of tailor-made teaching material on private sector anti-corruption – for example along country and sector specific lines (Mining in Zambia vs Financial Flows in South Africa).
- Build a skills multiplication component (training of trainers) into AC training projects
- Include a research component that aims at addressing the overall low skill levels: Any engagement should – if possible – have a south-south dimension (involvement of northern actors should however not be excluded).

Furthermore, domestic and international businesses are valuable supporting partners who would gain benefits in terms of reputation through concrete and focused AC action (e.g. Norwegian Statoil supported the development of AC teaching materials in Angola). Last but not least, this approach offers outcomes of high potential and value for relatively little cost.”

*(Mathisen & Weimer, forthcoming 2007, on [www.u4.no/themes/private-sector/](http://www.u4.no/themes/private-sector/))*

## Media

In the fight against corruption, the media, especially investigative journalists, play a key role as external watchdogs. Training and sensitising journalists regarding the problem of corruption can thus considerably augment the monitoring pressure of civil society. Because of the multiplier effect the media has, high quality reporting concerning corruption and the uncovering of corruption scandals can play a role in the difficult task of promoting a cultural change towards accountability, transparency and integrity in both the public and private sectors. Bad publicity in the media is, in the end, bad for business.

Training for journalists could thus comprise increasing their knowledge of and interest in the phenomenon of corruption, the working of organisations involved in the fight against corruption, or the correct use of indices and databases. On a broader level, emphasis must be put on the importance of free and objective media.

## Design and methods of AC training

As already emphasised, corruption is a multi-faceted and multi-disciplinary problem. On the one hand, the challenge of AC training consists of finding a common language in order to prepare the ground for fruitful discussion and to prevent confusion; while on the other hand, the training has to be well adapted to the needs and capacities of the audience. The form of AC training and education thus significantly depends on the target group. Due care has to be

taken to avoid allegations and incrimination, such as “*all procurement officials are corrupt*”, or “*the only interest of managers from private firms is in obtaining contracts by any means necessary*”.

The challenge lies in how one should go about teaching anti-corruption. What has to be taken into account when preparing AC training sessions? What methods and approaches are required?

Here are some points that are of particular importance for the design of AC training:

- Training instruments should constitute a combination of information sessions and of modules that require active group participation, such as discussions of case studies, behavioural games, poster presentations of own experiences or research, and case-solving and writing modules. Discussions among the participants have to be facilitated as well, e.g. through informal meetings alongside the actual training sessions.
- Training has always to be understood as experience-sharing and synergetic working. Indeed, the trainer is an expert concerning corruption and anti-corruption issues. The local and technical know-how, in turn, can be found in the group of participants. AC training usually cannot provide ready-made solutions. But the trainer can provide the required analytical framework and know-how stemming from the experiences of other groups, other countries, etc. This should enable the participants to develop, apply and implement their own anti-corruption strategies, concepts and tools adapted to their very special situation. This also shows the fundamental importance of analysing the feedback from AC training programmes, aiming at steadily updating and improving the training methods and contents.
- As such, AC training will always face the challenge of confronting theory with practice. On the one hand, practitioners may detect weak points in theoretically elaborated anti-corruption strategies because they are familiar with the details of the processes. On the other hand, the objective and neutral view of an outsider can propose new avenues for anti-corruption strategies that would have never been thought of, precisely because these external trainers are outside the daily routine of the participants.
- Specialised AC training and education can be combined with prior consulting activities to detect the priorities of the target group and the characteristics of the local environment in order to prepare a needs-tailored training programme.

A further question that arises is who is best placed to conduct AC training? Basically, training can be carried out by academics, i.e. university lecturers or researchers, and by practitioners, such as prosecutors, managers or donor agency staff confronted with corruption in their day-to-day work. Of course, each group will have a different focus. Ideally, AC training programmes would aim at providing a mixture of theoretical and practical aspects, combining grassroots knowledge with academic expertise. Such a mixture additionally provides a platform for discussion between theory and practice. For example, public officials may be very

pleased to be able to talk with managers from private firms and vice versa. Such socialising during training promotes the sharing of experiences and the reduction of stereotypes.

As discussed above, universities and schools are an important vector for AC training. But how can practitioners in both the public and private sectors be reached best? There are two main options: either the trainer goes to the group to be trained, or the group comes to the trainer. Each option has its pros and cons. Training within the organisation of the target group may reduce the costs of the training (e.g., travel costs are lower), but could be detrimental to an open treatment of the subject if the staff to be trained feels observed by their supervisors. Also, the fact of leaving a familiar environment – the organisation – for the duration of the training may open the mind to new solutions and methods, but involves the risk of turning the training travel into a holiday at the expense of the organisation or donor funds.

The latter problem can be reduced by requiring the participants to contribute actively to the training. This could be achieved in several ways. Eligibility for participation could be made conditional. The trainees, for instance, could be asked to present work- or country-related corruption issues in various presentations in the course of the training. When applying for the training course, the prospective participants would have to turn in an abstract of their presentation, which would then be evaluated by the trainers and donors in advance. Such a conditional application has two major advantages. First, it reduces the risk of slackness on the part of the participants. Second, it ensures a high quality of participants. Moreover, the training courses could follow a two-stage process. In the initial training the participants would be equipped with both the theoretical and practical anti-corruption ‘munition’. In a second step they would be required to analyse cases or work- or country-specific corruption issues and propose and present solutions, both orally and in writing. This would ensure the participants’ active involvement.

## Experiences in promoting AC training

Unfortunately, because of measurement challenges, it is impossible to quantify the effects of AC training. Although data cannot tell whether training reduces the level of corruption in a specific sector, industry or country, common sense suggests that AC training and education is one important cornerstone in preventing corruption. Also, AC training can be provided at relatively low cost, with potentially important effects.

An important aspect of the effectiveness of AC training is whether the transmitted knowledge can be translated by participants into their day-to-day work. The German Development Agency GTZ recently carried out a follow-up survey of staff that participated in the U4 online training. One of the results was that 97% of the participants classified par-

ticipation in the course as useful in order to obtain know-how on corruption and anti-corruption issues. And, more interestingly, 90% of the participants mentioned that they can also use the knowledge at least indirectly in practice, for example as background knowledge. Nevertheless, many of the participants underscored the difficulties of actually applying the knowledge in practice, and that continuing, additional training would be helpful (GTZ 2007 Factsheet: *The U4 Anti-Corruption Online Training Course*).

The palpable and cost-effective results of AC training and education should encourage donors to increase their focus on such programmes. Bilateral and multilateral donors should foster AC training on two levels. Firstly, donors have to aim at promoting AC training of their own staff, so that the problem of corruption finds consideration across the projects carried out worldwide and across sectors. Secondly, donors could, in the spirit of the UNCAC, focus on financing AC training and education in developing countries and partner organisations. Such an approach can be seen as an important step in the attempt to address adequately a problem as complex as corruption. Appropriately designed and professionally delivered AC training is a vital cornerstone in the fight against corruption and its detrimental effects.

### **Institutions providing AC training:**

The **U4 Anti-Corruption Online Training** provides services exclusively for the U4 partner agencies (not available to the general public), which are carried out in online virtual classrooms. The centre also provides tailored in-country workshops. [www.u4.no/training](http://www.u4.no/training)

The **Economics of Corruption (EOC)** is a training programme on Good Governance and Reform at the University of Passau, Germany, directed towards anti-corruption policymakers/practitioners, and graduate/post-graduate students in social science. [www.icgg.org/corruption.lecture.html](http://www.icgg.org/corruption.lecture.html)

The **International Centre for Asset Recovery (ICAR)**, at the Basel Institute on Governance, specialises in training and assisting developing countries in the practical work of tracing, confiscating and repatriating the proceeds of corruption, money laundering and related crimes. [www.baselgovernance.org/icar/](http://www.baselgovernance.org/icar/)

The firm **Anti Corruption Training & Consulting (ACTC)** provides general as well as specialised training Good Governance, Legislation and Legislative Reform, Corruption in Public Procurement, Corruption and Regulatory Capture in Public Service Sectors, and Economics of Corruption (based on the University lecture from the University of Passau). ACTC also provides needs-tailored AC training based on previous consulting. [www.ac-tc.net/anti-corruption-training/](http://www.ac-tc.net/anti-corruption-training/)

**TI's list of AC trainings:** [www.transparency.org/global\\_priorities/education/anti\\_corruption\\_education/training](http://www.transparency.org/global_priorities/education/anti_corruption_education/training)

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