

Workshop Summary

SHAPING PUBLIC OPINION AND INTEGRITY

How communication can help in the prevention of corruption?

19 March 2013, Budapest, Hungary

This paper summarizes a daylong discussion and brainstorming on the possible role of communication in preventing corruption. The aim of the workshop was the exchange of experiences and best practices on how communication and media campaigns could promote a culture of integrity and assist in the dissemination of knowledge on corruption and anti-corruption measures. The meeting was organized by the Hungarian Ministry of Public Administration and Justice in cooperation with the OECD, inviting the representatives of the Chinese anti-corruption organizations.¹ Mr. János Bertók, the Head of the Public Sector Integrity Division for the Organisation for Economic Co-operation and Development (OECD) and Mr. Gu Yueren, Deputy Director-General of the General Office of China's National Bureau of Corruption Prevention attended the seminar.

In addition to hearing the experiences of Latvia, the United Kingdom, Hungary and China on the implementation of anti-corruption measures and awareness-raising media campaigns, participants also participated in working group sessions to exchange ideas for a potential Hungarian communication strategy initiative. The meeting was attended by more than 70 participants from several Hungarian governmental organizations (ministries, budgetary authorities, territorial state administrative organizations, the judiciary and the State Audit Office) and NGOs.

¹ Within the framework of cooperation with the OECD, the OECD is providing the Hungarian Ministry of Public Administration and Justice with advice and expertise supporting its Anti-Corruption Programme. Three OECD seminars on anti-corruption were held in Budapest on the following issues: effective anti-corruption information campaigns, the protection of whistleblowers (October 2012), the implementation and enforcement of Code of Ethics for civil servants (July 2012).

**Latvia's anti-corruption communication strategy
and lessons learned**

Diana Kurpniece
Head of Division
Corruption Prevention and Combating Bureau
Latvia

Ms. Diana Kurpniece, after presenting the legal background and role of the Corruption Prevention and Combating Bureau of Latvia in combating corruption, provided an overview on Latvian anti-corruption campaigns and its impact. She pointed out that the media almost exclusively focuses on the top corruption cases under investigation. While the media shows a high interest for cases and scandals concerning corruption, prevention and petty corruption is often ignored. Thus, an information campaign aiming to increase the public awareness of the importance of prevention and strengthen intolerance towards corruption first, has to stimulate the interest of the public. In order to do so, she explained, the Latvian campaign was intentionally provocative and harsh. Its aim was not just to change the general attitude in a way it would condemn corruption on every level, but to disgust citizens in such a way as to prevent them from ever committing a corrupt act. The Latvian campaign was extensive and intense, using all media types. She also added that a 'message' placed on pictograms or posters in governmental institutions itself, can be more influential than any TV ad. Summarizing the Latvian experiences, Ms. Kurpniece emphasized the need of a trustworthy communication by saying that no anti-corruption campaign can achieve results in the long term without trustworthy, fair and frank communication to citizens.

**Awareness and Behaviour Change in the UK
amongst citizens, small businesses and Government**

Peter Wilson
Director & SIRO
National Fraud Authority and Action Fraud
United Kingdom

In his presentation, Mr. Peter Wilson shared some inspiring examples of best practices in anti-corruption communication and public campaigns in the UK. He stressed the paramount importance of defining and understanding the target audience in the early developing stage of a new communication strategy. He argued that no campaign can address the general

public, thus the segmentation of it into smaller groups with similar characteristics and needs is necessary to create the appropriate message; is also necessary to choose the right communication tool and medium. The British experience demonstrates that the audience responds better to messages tailored specifically to them. Embracing the a 'one size does not fit all' approach, the British campaign against fraud distinguished eight different target groups and developed a communication strategy in accordance with their special needs. He also highlighted the importance of the evaluation of progress and impact from which to draw lessons and decide further actions on.

Anti-corruption information campaigns in China

Gu Yueren

Deputy Director-General
General Office of National Bureau of
Corruption Prevention, China

Regarding the Chinese best practices, Mr. Gu Yueren, the Deputy Director-General of the General Office of National Bureau of Corruption Prevention emphasized the need of strengthening integrity not just in the public admonition, but in the society as a whole. As the Chinese anti-corruption policy combines repression with prevention, information campaigns and communication has an outstanding importance. Information campaigns, as Mr. Yueren outlined, are focused on the education of citizens on corruption. Recognizing that the dissemination of knowledge about prevention has a crucial role in fostering a culture of integrity, Chinese information campaigns use all types of media. Besides Television and radio ads, featuring highly respected celebrities from the fields of sports, media and entertainment, the National Bureau of Corruption Prevention of China has also launched an interactive website, providing education materials and video lectures on corruption and its long term impacts. Supporting public participation, China organizes events and set up an office handling not just reports of corruption, but any suggestion or feedback from citizens. As reaching the younger generation is not always an easy task, the Chinese Government developed a smartphone app promoting integrity, and launched an anti-corruption microblog as well. Summarizing his presentation, Mr. Yueren recalled the necessity for a trustworthy an interactive anti-corruption campaign and communication to strengthen integrity and combat corruption.

**Questions and dilemmas in the course of planning
the anti-corruption information campaign**

Péter Klotz
Anti-corruption Expert
Ministry of Public Administration and Justice
Hungary

Before the last session of group work, Mr. Péter Klotz presented the dilemmas and challenges had to be faced with during the planning of the Hungarian anti-corruption campaign. Mr. Klotz started his presentation by reviewing the legal and social environment of a media campaign on corruption in Hungary, and then he went on by outlining the issues, that working groups should address, namely:

1. Information campaign for the citizens
2. Information campaign for civil servants
3. The role of the media and the NGOs in the information campaigns

In his remarks, he pointed out that the decision on the tone of the campaign (threatening, informative or encouraging whistleblowing) and the phrasing of its message can have a long term effect on the general approach towards integrity and corruption.

Working group session

Regarding the campaign for citizens, working groups called for a trustworthy and informative campaign that would address petty corruption as well, since petty corruption is often overlooked by the society. The working groups also emphasized the need of positive and encouraging tone in the campaign, helping citizens to prevent and step up against corruption.

Working group discussing the campaign for public officials stressed the need of a cultural change in the public administration. A Code of Ethics was considered as an important instrument in guiding the daily work of public servants to meet with not just the legal, but with the ethical requirements. Reflecting to Mr. Wilson's presentation, the working group agreed that the division of the administration into target groups would be recommended, since governmental organizations are faced with different types of corruption risks depending on their scope of activities and legal environment. Thus, an effective campaign on corruption prevention must take this into consideration.

Concerning the role of the media and NGOs in the anti-corruption campaign, working groups stated that the involvement of the NGOs could help in reaching those who would be harder to be reached by the general media. The media should not focus exclusively on top cases and corruption scandals, but the dissemination of knowledge about the very nature of corruption and possible actions to prevent it. The NGOs and the media together can mobilize citizens and foster a culture of integrity.

Closing speech and conclusions

János Bertók
Head of the Public Sector Integrity
OECD

In his closing speech, Mr. János Bertók welcomed the exchange of national best practices and the involvement of public officials and the civil society in the planning of the campaign. Emphasizing the importance of a comprehensive approach towards corruption, he said, no anti-corruption policy ignoring prevention can be successful. For an effective campaign enhancing the culture of integrity, Mr. Bertók defined the followings as having crucial importance:

1. involve and mobilize citizens: dissemination of knowledge on corruption and prevention is essential, but a campaign should also be able to mobilize citizens
2. trustworthiness: clear definitions, fair and frank communication
3. taking into consideration that utter objectiveness doesn't exist, since perception might be reality for some
4. create an identity around integrity: citizens not just need to know the risks and the negative impacts of corruption, but also should be committed in the fight against it
5. impact assessment: to decide on further actions, lessons have to be drawn from the campaign