**DEUTSCHER PRÄVENTIONSTAG**

*ALACs (Advocacy and Legal Advice Centres).*

*An Innovative Instrument of Transparency International for the Promotion of Participation and Citizenship in Europe and the Significance of the Co-operation between Non-Governmental Organisations and Social Science*

by

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## 1. Transparency International and the ALACs (Advocacy and Legal Advice Centres)

### 1.1 A brief overview of the guiding principles and goals of Transparency International[3]

The so-called "anti-corruption coalition" Transparency International (TI) is a non-profit, non-partisan organisation. The basic principles of TI are integrity, accountability, transparency and civil society participation. Effective and enduring means of fighting and containing corruption are only possible when the state, commerce and civil society work together and form a coalition:

▪   to increase the public awareness of the harmful consequences of corruption and

▪   to strengthen national and international systems of integrity

TI defines corruption as the misuse of entrusted power for private use or gain. In the 90s, various forms and developments of corruption in the public domain were at the centre of the debates, e.g., bribery and corruptibility in public administration, in the preparation of legislation and regulations, or in influencing political decisions. TI addresses these issues concerning corruption, in which the private sector has since taken on the leading roll, e.g., corruption between companies ("private-to-private") and money laundering. TI is concerned with public as well as private sectors, which give with one hand but taken with another. TI does not work in a confrontational manner; rather, it seeks out coalitions with governments, administrations, and politicians, with business, and with civil society groups that represent a trustworthy, transparent, value-oriented and civil democratic political culture. Democracy implies equal access

to political decisions and requires equal and free access to crucial information. The democratic form of government can only survive as a non-corrupt democracy. Its basic principles—transparency, rule of law and freedom of opinion—must therefore remain tangible for the individual.

Transparency International was founded in 1993 by Dr. Peter Eigen and friends from the North and South in London and Berlin. The international secretariat of TI supports the global work of the organisation. It supports and coordinates the work of the national chapters that are active in nearly 100 countries. The national chapters participate fully in decision-making at the international level. TI works together with many national and international organisations—including the European Union, the United Nations, the OECD, the World Bank, the regional development banks and the International Chamber of Commerce (ICC) in Paris. TI also supports the secretariat of the International Anti-Corruption Conferences (IACC), which take place every two years with large international attendance. TI is based on an international advisory council comprised of many prominent individuals from all other the worlds, including the former presidents Richard von Weizsäcker, Jimmy Carter and Oscar Arais Sanchaz of Costa Rica. Important representatives from the economic, political and civil society sectors are members of the advisory council.

The individual goals of Transparency International:

▪ Formation of collations against corruption; no persecution of individual cases. Participating in and monitoring the implementation of the OECD convention to fight international bribery through the German administration and jurisdiction

▪ Expansion of the OECD conventions with necessary back-up measures such as obligations for affiliates, effective corruption prevention in export credit agencies, integration of off-shore finance centres, fighting bribery of political parties, more transparency in accounting, more intense auditing procedures, etc.

▪ Expansion and strengthening of corruption prevention in public administration, in particular in the area of public procurement (Example: central registry for corrupt organisations that are therefore excluded from procurement)

▪ Development of the "Integrity Pact", a TI model for the containment of corruption in the procurement of public contracts, in privatisation processes and in the procurement of national licenses (such as for telecommunications or the use of natural resources)

▪ Strengthening of rights regarding access to information records at the national, regional and local levels (freedom of information rights)

▪ Support and protection of whistle blowers (persons who are unable to find redress for their grievances from the responsible authorities and therefore turn to a third party or go public)

- Reduction of corruption and strengthening of transparency in the health care system
- Anchoring of the topic corruption in research and teaching at universities, colleges, technical colleges and national academies
- Providing assistance to the German economy, which must correspond to the changed legal situation regarding the bribery of foreign public officials

The "Corruption Perceptions Index" (CPI) lists countries according to the degree to which corruption is perceived to exist among public officials and politicians. The index is an aggregated index that takes various surveys and studies conducted by nine independent institutions into account. Business professionals as well as national analysts were surveyed; interviews with citizens, domestic and abroad, were also included.[4] The Transparency International "Bride Payers Index" (BPI) lists the leading export states with regard to their businesses' willingness to bribe high-ranking public officials in the emerging markets abroad. The countries represented in the BPI are listed according to the average value obtained from respondents' answers to the following survey question: "In the business sectors with which you are most familiar, please indicate how likely companies from the following countries are to pay or offer bribes to win or retain business in this country?"[5] "The Global Corruption Barometer" attempts to assess the consequences of corruption in various areas of life, to convey the expectations with regards to corruption and to enquire into the priorities of the fight against corruption. Unlike the Corruption Perceptions Index (CPI), differences between the individual areas are able to be taken into account: for example, political, private and familial or economic. Whereas the CPI exclusively interviews experts and decision makers, the Corruption Barometer is based on the average assessment by the population.[6]

### 1.2 The ALACs (Advocacy and Legal Advice Centres) as an instrument for the fight against corruption and a platform for citizen participation [7]

Transparency International's Legal Advice Centres (ALACs) are regarded as independent, cohesive, and successive instruments for fighting corruption. Their numbers continue to grow, as more national chapters of TI continue to be founded. The centres conform to the anti-corruption guidelines drafted by TI, namely, to enable engagement in civil society to fight corruption. The ALACs represent the advancement of the original generation of anti-corruption mechanisms, known as "Resource Centres". Although the ALACs have retained certain traits of their forerunners, they however

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[4]  More information at: http://www.transparency.org/policy_research/surveys_indices/cpi

[5]  More information at: http://www.transparency.org/policy_research/surveys_indices/bpi

[6]  More information at: http://www.transparency.org/policy_research/surveys_indices/gcb

[7]  Detailed information and data on the ALACs can be found at: http://www.transparency.org/global_priorities/other_thematic_issues/alacs

differ in their approaches. They work not only with specific cases, but also are further engaged in the areas of institutional and legal citizen consultation. In terms of their operability, they have shown to be a flexible mechanism at the national level. For this reason, the ALACs are known within the TI movement as a *sui generis* approach to fighting corruption rather than a fixed anti-corruption methodology. This perspective essentially reflects two matters of fact: 1. A culture of "cross-learning" exists within TI that has lead to a noticeable diversity of national chapters. 2. The aim, as defined by the TI secretariat in Berlin, is for knowledge management to apply ever-developing and innovating instruments in the praxis of fighting corruption. Currently, 22 ALACs in 14 different countries exist, whose origins can be traced back to the first three ALACs in the countries of Romania, Bosnia and Herzegovina, and FYR Macedonia. Today, ALACs are represented in numerous Balkan States, in the Caucasus Region and in Eastern Europe.

The core of the ALACs as a mechanism for citizen engagement against corruption comprises three main interrelated goals:

### 1.2.1 Provide assistance to citizens who have been victims or witnesses of corruption who wish to articulate their complaints

This goal is achieved through concrete information and legal support in order to give citizens the possibility to follow up on cases of corruption where they have been the victim or even simply the witness. Not only will work be done in terms of educating the public opinion but concrete assistant will also be offered in formulating these offences together with the appropriate state institutions. Furthermore, and depending on the specific case, other NGOs and the media will be worked with in close cooperation.

### 1.2.2 Improvement of institutional efforts in order to more effectively perceive and act upon complaints of corruption

This goal is realised through constructive cooperation with public authorities, whereby their capacities are further developed and the necessity of effectively following up on complains of corruption is made clear. The ultimate goal in this area of the ALCACs' engagement is to articulate to the public sphere that a degree of citizen trust in the institutions should be achieved such that intervention by the ALACs eventually becomes unnecessary.

### 1.2.3 Contribute to the systematic optimisation of the fight against corruption in legal, administrative, and institutional areas

Through the analysis of cases that are brought to and filed with the ALACs, "weak points" in the system that promote corruption are attempted to be localised. This could be, for example, individual loopholes or legal "backdoors" that have been identified in a number of cases. By doing so, the ALACs are able to take specific action in the area of legal counsel, which is able to direct citizen complaints towards systematic

change. The ALACs are thus a mechanism of direct as well as representative citizen participation.

The current ALAC "tool kit" contains the following individual elements:

1. Elements regarding direct citizen engagement in the fight against corruption:

▪ A public "portal" for active citizens. In most cases, this will be accomplished with a toll-free telephone hotline. In other cases, one can directly visit the ALAC offices or a mobile ALAC team in individual communities will be arranged in other counties.

▪ A website that explains the role and objective of the ALACs and provides practical information on pursuing cases of corruption.

▪ So-called "Citizen's Guides', which explain what corruption is and provide practical information to the average citizen in a way intelligible to all. These guides are easy to use and mainly inform citizens about the steps to be taken if they suspect corruption. Some ALACs have developed a general guide, while others have published specific guides for particular types of corruption, such as public announcements, land and property rights, justice, etc. These fields represent the individual fields in which the most corruption complains arise.

▪ Library: In each ALAC office there is a small collection of important writings on corruptions as well as on the relevant legal steps. These texts are intended for internal (ALAC personnel) as well as external (citizens) use.

▪ Database: As soon as a citizen complaint is received, the ALACs enter all data into a specifically developed database on which whose basis statistics can be generated and general trends can be interpreted. A combined database is supported by the TI secretariat in Berlin; the individual country databases, however, can be quite different from one another.

2. Elements regarding representative citizen participation against corruption:

▪ So-called "Memoranda of Understanding" with the relevant public institutions

▪ Cooperation and mutual declarations with other non-profit organisations

▪ Press releases that present statistical analyses of corruption complaints and call attention to specific institutional and legal deficits

▪ Creation of dialogue with the relevant institutions with the goal of providing them with suggestions for improvement

▪ Formal consultation and legal advice in various forms, ranging from public petitions to suggestions for legal changes to be submitted to parliamentary committees

## 2. Aspects of cooperation between civil society and social science in fighting corruption

### 2.1 Sociology's understanding of corruption and fighting corruption: A socio-cultural perspective

The subsequent introductory thoughts on sociology's understanding of corruption and the fight against it, as viewed from a socio-cultural perspective, are based on the research project "Crime as a Cultural Problem. The Relevance of Perceptions of Corruption to Crime Prevention. A Comparative Cultural Study in the EU-Accession States Bulgaria and Romania, the EU-Candidate States Turkey and Croatia and in the EU-States Germany, Greece and United Kingdom" (Short title: "Crime and Culture"), supported by the Sixth Framework Programme of the European Commission.

In the following a generally understandable summary of the basic assumptions of the research project is outlined:[8]

There is absolutely no doubt that corruption is costly, inefficient and particularly harmful to democracy due to the hidden power aspects. With regards to the phenomenon of corruption, the perspective is however altered in the research project "Crime and Culture". The preventative programmes developed and implemented by the EU and the individual states have, up until now, been legal, administrative as well as police measures. Generally, the definition of corruption, as developed by political and administrative institutions, is implemented in a "top-down" procedure. However, it has been repeatedly shown that actions and efforts in this regard are frequently meaningless. This is a disaster, especially for potential EU candidate countries that must fulfil strict requirements (examples include Bulgaria and Romania).

In this research project, what corruption is and what it is not will not be determined from above. Normally, armchair lawyers define what corruption is. Clearly, this is not functioning. The project introduced here does not enquire into corruption *per se* as an objective fact; rather, it investigates perceptions of corruption specific to regions and cultures.

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[8]  See also: Expedition ins Schattenreich der Korruption, in: Die Welt: http://www.welt.de/wissenschaft/article1190831/Expedition_ins_Schattenreich_der_Korruption.html

**Structure of the Research Project 'Crime and Culture'**

| Present Condition | Goals (Target Condition) | Measures |
|---|---|---|
| Data generation and interpretation of culturally determined patterns of perception of corruption on the basis of documents and in-depth expert interviews in accordance with a qualitative computer-based content analysis<br><br>Establishment of the practical relevance of culturally determined patterns of perception. | Optimise corruption prevention through designing measures effective in the face of culturally determined patterns of the perception of corruption<br><br>1. Eliminate friction losses in the application of anti-corruption programmes 'from the top-down' (experts)<br>2. Integration of a 'bottom-up' perspective (laypersons)<br>3. Realignment of communication between laypersons and experts | 1. Evaluation: strength-weakness analysis of existing preventative programmes on the basis of sociological data and analysis of present conditions<br>2. Implementation: Conference enabling interaction between scholars and policy-making experts:<br>2.1 Presentation of study results<br>2.2 Co-operative discussion and evaluation of results<br>2.3 Co-operative development of an innovative approach to corruption prevention |

An example from Eastern Europe: Up until the political transition in 1989, people frequently survived through barter trade. Even companies knowingly did business bypassing the inefficient state requirements. Basic survival was otherwise simply not possible. After the fall of communism, people simply continued to barter; however, then came the Western Europeans who hastily asserted that such activity was criminal. That which one country persecutes as corruption is considered as familial bonds in another. (See for example southern Italy.) Such dissimilar notions of corruption certainly hinder the fight against it. From a socio-cultural perspective, one must therefore first ask the local people what they even consider corruption to be. With regards to the ALACs' anti-corruption efforts, the relevant decisive question is: Why do people report some occurrences of corruption and not others? In the following, this question will be addressed in further detail. The extremely different "mentality-specific" perceptions of corruption, as is the general thesis of this project, have a significant influence on the awareness of the problem and therefore also on the success of preventative measure. For this reason, the project investigates the correlation between "institutionalised" prevention and the "everyday, practical" understanding as well as the handling of corruption that results in select EU candidate countries. Lastly, this correlation in the individual countries will be presented according to specific possibilities of readjustment. The research of the project is not only concentrated on Eastern and Southern Europe. The experience that we have gained up until now is that especially German observers have been particularly well-received by the members of the German research group. For them, scholarship and the media are clearly linked, as politics unfortunately does not always promote education. We regard public openness and education as one of the most effective weapons against corruption[9]

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[9]  The German team of the research project was given the opportunity to present a detailed description of the fundamental idea of the project as well as the initial results in a contribution to the edited volume "International Perspectives of Crime Prevention", in: Marc Coester/Erich Marks (Eds.): International Perspectives of Crime Prevention. Contributions from the 1st Annual International Forum. Mönchengladbach 2008, pp.

## *2.2 Civil society, social science and the fight against corruption*

In light of this basic research activity and the approaches developed to the problem of corruption, the question then arises as to how cooperation between civil society and academia, specifically with regards to instruments to fight corruption, can be arranged—such as between the ALACs and sociology. Above, another question, with regards to the work of the ALACs in the field of fighting corruption, was asked: Why do people in some countries report some occurrences of corruption and not others? The answer to this question is very much dependent on the success or failure of anti-corruption mechanisms intended to promote citizen participation and engagement, such as the ALACs.

In general, there is a direct connection between theory and practice in a knowledge-based society. The efficiency and effectiveness of practical activities is becoming increasingly linked to well-founded knowledge management. In addition their practical competence and professionalism, practitioners must also be able to reflect upon the societal conditions within which they work. For this reason, cooperation between civil society organisations and academics is a practical necessity in a knowledge-based society. In the case of the ALACs, it is clear that we are dealing with a civil society instrument for fighting corruption that must come to terms with two effectively opposing qualities: One the one hand, it is a "management tool"; on the other, it is an instrument to strengthen citizen participation in the fight against corruption. Apart from this structural "tension", it is more important to mention that the ALACs, as organisational units, must take the different and changing societal and cultural contexts in which they operate into consideration if they wish to be successful. It is precisely this problem that challenges the cooperation between practitioners and academic research in increasing the appreciation for citizen participation and in finding an answer to the question: Why do people in some countries report some occurrences of corruption and not others?

While academics are interested in generating knowledge through their research activities, practitioners are interested rather in how to apply this knowledge. To a lesser extent, they are also interested in professionalizing their organisational structure and making them more effective. Normally, however, it seems that academic research results are only applied once the research has been completed. Particularly with regards to civil society organisations, it would be much more interesting and effective to establish a simultaneous and reciprocate learning relationship between practitioners and academics. With such an interaction, the partners would retain their own roles as practitioners and academics but would expand their own goals by continuously acknowledging the other's perspective. From the academic side, the success of such

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99-124. Mr. Erich Marks is the executive director of the "Deutscher Präventionstag". Dr. Marc Coester is the coordinator of international contacts.

cooperation calls for experience with bottom up approaches in ethnographic field research—research that is not about the pure collection of data, but is rather understood as an interactive process between practitioners and academics.

Unlike participant observation where the researcher keeps a certain distance, the researchers do not *imaginarily* take the place of the practitioner and do not attempt to tackle their problem definition; rather, both sides enter into *real* interaction and exchange without blurring their role identities or losing their standpoints, views or problem perceptions. The practitioners learn to look at themselves from an external point of view and to expand the perspective of their problem perception; the researchers have the chance to get closer to the reality they act in, as defined by the practitioners in terms of problem solving. Of particular relevance for the ALACs is the fact that accompanying academic research alone would not fully serve the optimisation of the activities of the ALACs. It is furthermore a challenge for the successful practical implication, in that data must be collected in the various countries, which must ensure an adaptation of the ALACs' general programme to the cultural specifics of the countries in which they operate. We have thus come full circle: Fighting corruption does not only imply an *extensive* knowledge of the scope of the phenomenon of corruption, but also an *intensive* knowledge of how the phenomenon of corruption is perceived.

## 3. The ALACs-project (Seventh Framework Programme of the European Commission): an innovative frame of cooperation between civil society and social science

### 3.1 The ALACs-project: a short description
This chapter is dedicated to a short description of the ALACs-project to be funded as of August 2009 by the Seventh Framework Programme of the European Commission. It represents a concrete and innovative means of cooperation between a civil society organisation, i.e. Transparency International and research performers, i.e. social scientists.

**Structure of ALACs-project**

| Present Condition | Goals (Target Condition) | Measures |
|---|---|---|
| Evaluation of the structure and mechanisms of existing ALACs on two levels: (1) analysis of ALACs' databases (i.e. analysis of citizen participation in the fight against corruption), and (2) interviews with members of ALACs' staff and users (i.e. assessment of how the ALACs concept has been put into effect) on the basis of a qualitative computer-based content analysis. . | 1. Optimise corruption prevention mechanisms of ALACs and increase methodology of citizen participation through the improvement of ALAC structure by designing measures effective in the face of specific cultural peculiarities in the countries involved. <br> 2. Implementation of improved structures and mechanisms by both already existing and new ALACs (to be established in four EU member states). <br> 3. Anti-corruption policy formulation and respective initiatives on national and EU level. | 1. Evaluation: Strength-weakness analysis of existing ALACs' structures and mechanisms on the basis of sociological analysis of present conditions. <br> 2. Implementation: <br> 2.1 Presentation of research results and training activities for ALAC staff. <br> 2.2 Co-operative development of an improved model of anti-corruption and citizen participation in EU and non-EU countries. <br> 2.3 Cross-fertilisation meetings between researchers and practitioners. <br> 3. Advocacy. |

The ALAC project is a unique *joint venture* founded by three types of social actors with different but corresponding interests, competencies and objectives: 1. The civil society activists from the National Chapters of Transparency International, who seek democratic development in their societies through enhanced citizen participation; 2. The Transparency International Secretariat, which is interested in improving its organisational structure by implementing new techniques of knowledge management (incl. a database) in its ALAC network Europe- and worldwide; 3. The RTD performers, who aim at enhancing knowledge about the cultural conditions necessary for the implementation of anti-corruption policies by establishing an innovative *action research* approach. Conducted by practitioners, professionals and academics, this approach will result in the formulation of a pioneering and empirically-grounded theory of the practice of TI as a global anti-corruption coalition. The main objectives of the ALAC research project are therefore: 1. To understand the nature of interaction between loose coupled network practitioners and professionals from Transparency International, and 2. To analyse the cultural conditions necessary for implementing a specific management method and a mechanism to increase citizen participation in the countries participating in the project. These countries are: Azerbaijan, Bosnia and Herzegovina, the Czech Republic, Finland, Germany, Hungary, Ireland, Lithuania, Romania and United Kingdom.

### 3.2 Operationalisation of the objectives

Citizen participation is *the* crucial component in the culture of tackling corruption because integrity, accountability and transparency must take hold socially and systemically if they are to uproot corrupt practices. TI's ALACs reject the notion that people are apathetic in the face of corruption. The centres demonstrate that people do become actively involved in the fight against corruption when they are provided with *simple*,

*credible* and *viable* citizen participation mechanisms to do so. The ALACs provide victims and/or witnesses of corruption with practical assistance to pursue complaints and address their grievances. The ALAC is an effective citizen participation tool that links the public interest with private incentives for action on the part of the individual. The proposed project aims at building comprehensive knowledge about citizen participation in a European context.

The ALACs-project is a necessary preliminary step for the implementation of a new management tool and a new citizen participation tool. The results of the project will increase the probability of a successful adaptation and efficient application of the ALAC approach in different European and non-European countries. The admission of a non-European country in the project (Azerbaijan) has the methodical function of a comparative and control case.

In the first phase of the research, an analytical framework on European citizen participation in the context of combating corruption will be created, and the four existing ALACs will be evaluated using this framework. The goal will be to examine how the ALAC methodology has been adapted to the distinct historical, socio-economic and cultural conditions in four separate countries. Moreover, both scientists and practitioners involved in the project will intensify their understanding of how politico-cultural differences in the exercise of citizenship are determined by different patterns of perception. This will consequently help them better determine the restrictions and possibilities of implementing the management/citizen participation tool in a concrete situation. Creating a framework of analysis and evaluation of the existing ALACs is thus a necessary precondition of successful modification and application of the management tool in those countries where it will be introduced during the project. The second phase of implementation will then be carried out as a simultaneous process of interaction between science and practice, which, as explained above, will help optimise results. In short, the project itself will be a permanent process of evaluation of citizens' participation under changing conditions.

It is envisaged:
by the research performers:

▪ to assess the concept and practice of citizen participation in Europe and in conjunction with European law.

▪ to analyse how citizens approach their governing institutions and how they make use of mediating civil society institutions to do so (specifically in the context of anti-corruption), as well as what their participation in civic life reveals about the norms and rules that govern their expectations and behaviours.

▪ to derive a framework of analysis that identifies particular conditioning factors for European citizen participation in the context of combating corruption.

▪ to apply this framework in an evaluative mode to four existing ALACs and to

develop conditional recommendations on how to improve the ALAC mechanism.

▪ to study, identify and assess politico-cultural conditioning factors in the four new ALAC host environments that relate to citizen participation in the context of combating corruption.

▪ to monitor the implementation of the recommendations in four new ALACs and to derive further understanding of factors that affect the exercise of citizenship.

▪ to organise cross-fertilization meetings between researchers and practitioners, which will provide ongoing gains in knowledge about best practice in terms of citizen participation in an anti-corruption context.

by Transparency International Secretariat (TIS):
▪ to develop a monitoring and quality assurance framework that facilitates the comparative operational analysis of ALACs.

▪ to devise and test a more advanced empirical database for the collection and analysis of statistics from all eight ALAC countries, i including information both on direct citizen participation and on representative citizen activities (i.e. institutional engagement, policy advocacy, etc.).

▪ to support the establishment of new well-functioning ALACs in Europe and the development of advocacy capacity in both existing and new ALACs (e.g. sound and professional research and policy papers that will improve TI's ability to advocate for policy changes at that national level and to formulate anti-corruption initiatives at the EU level).

by TI National Chapters with existing ALACs (4):
▪ to provide situation analyses of the operations of the ALAC citizen participation mechanism in four countries.

▪ to provide a research interface for the project RTD performers.

by TI National Chapters with newly established ALACs (4):
▪ to apply recommendations, results and insights from the research conducted during the first project phase in the design of the new ALACs (informed by evidence on national factors affecting exercise of citizenship).

▪ to provide a research and monitoring interface for the project RTD performers.

by all partners:
▪ to critically review and validate the RTD performers' recommendations for improved ALAC methodology.

▪ to contribute to learning and dissemination of learning on the role of citizen participation in anti-corruption efforts.

▪ to assess citizen participation concepts and practices in Europe and in conjunction with European law.

### *3.3 EU-level policy and institutional recommendations*

In addition to advocacy at the national level, it is essential to also advocate for systemic change at the EU level because that is where most of the anti-corruption laws and policies within the European Union are formulated. Throughout the course of EU integration, member states have entrusted EU-level decision-makers with vast competencies in the areas of criminal law, judicial cooperation, money laundering, trade policy, procurement rules, enlargement, development cooperation and accounting standards. The result has been that European law and policies increasingly determine the everyday life of ordinary citizens, often even more than does national legislation. Approximately 70% of the relevant anti-corruption laws are initiated and drafted in Brussels. For that reason, the EU is an important advocacy target group. As legislator and political actor, the EU has the power to apply decisions that affect the fight against corruption to all EU member states and EU accession candidate countries. It is assumed that improved European legislation and policies reflecting citizen needs will help build up an active citizenry in Europe. Enhance citizen participation is important because the EU is currently working on a reform treaty that will make the enlarged EU more efficient and democratically legitimated. Among the key improvements envisioned is a more democratic and open EU for both citizens and national parliaments with lawmaking discussions increasingly open to public scrutiny. Accordingly, Europeans will further be given the opportunity to influence proposed EU laws.

During this phase of the project, the Warwick University partner (Dr. Ralf Rogowski) will evaluate the EU's anti-corruption legal framework, highlighting those aspects that should be given special consideration in view of the project's goal – namely, the formulation of anti-corruption policy recommendations at the EU level. The evaluation will also take the national-level recommendations into consideration, paying close attention to areas of overlapping or confluent policy and institutional mandates. Where such areas exist, the "national" recommendations then also be advocated at the EU level. Policy and institutional recommendations only become useful if they are effectively advocated; an interface between research and decision-making must, in other words, be created. TIS will use its Brussels office as base of project operations during the third project phase in order to increase the effectiveness of EU advocacy planning, dialogue and impact. Similarly, advocacy pressure will be Brussels-based due to the city's prominent role in international politics and high media visibility. Mrs. Jana Mittermaier, Senior Programme Co-ordinator of TI will be responsible for this advocacy support, serving as TI EU Advocacy Coordinator. To this end, she will co-operate closely with the research performers from both Warwick and Konstanz University. Research performers at Konstanz University will finally coordinate and support production of a last report on EU policy and institutional recommendations arising out of the legal and action research of this Project.

## Structure of work plan of ALACs-project

| Activity | Phase 1 | Phase 2 | Phase 3 |
|---|---|---|---|
| 1. Research on factors affecting citizen participation concepts in eight countries; research on practices and perceptions on the basis of existing ALAC mechanisms in four countries and creation of conditional framework of analysis on European citizen participation in the context of combating corruption. | ■ | | |
| 2. Situation analysis of four ALACs in operation; development of monitoring and quality assessment framework. | ■ | | |
| 3. Evaluation and recommendations to improve the methodology of ALAC citizen participation tool; joint validation by researchers and practitioners. | ■ | | |
| 4. Implementation, monitoring and assessment of improved ALAC methodology in four new ALACs in EU member states. | | ■ | |
| 5. Improvement of policy formulation and implementation at national and EU level through evidence-based recommendations from TIS and TI National Chapters. | | | ■ |
| 6. Organisation of cross-fertilisation research meetings between researchers (Konstanz University research team) and practitioners (Transparency International); dissemination of knowledge. | ■ | ■ | ■ |

### 3.4 Impact of the project and contribution of the expected results at the Euro pean level

Through the development, dissemination and use of project results, the project aims at achieving the following:

a) to advance the TI/ALAC as citizen participation mechanism in four existing ALACs, two operating in EU member states (e.g. Czech Republic and Romania), one operating in a a potential EU candidate county (e.g. Bosnia and Herzegovina) and one operating in a country participating in the European Neighbourhood Policy (ENP) of the European Commission (e.g. Azerbaijan), as well as in four new ALACs in the EU member states Finland, Ireland, Hungary and Lithuania;

b) to increase awareness and information for the formulation or implementation of European anti-corruption advocacy initiatives;

c) to set up a strategy to involve Transparency International, the leading global coalition against corruption, in the making and/or diffusion of research work; and

d) to contribute to the formulation, development and implementation of anti-corruption policy at the national and EU levels.

More specifically, research on and enhancement of the ALAC as an anti-corruption tool aims at generating scientific knowledge designed to serve mainly three purposes:

- Through targeted publicity campaigns and mechanisms, to *raise public awareness* on citizen rights related to corruption issues, thus promoting civil activism.
- To *enhance the civil society role* of the ALAC, developing it into *a*) a public interface, *b*) a direct and structured means of citizen empowerment, and *c*) a bottom-up driver of change.
- To *provide impetus* for policy advocacy and institutional reform by linking the work of ALACs with media, civil society and public pressure in order to achieve greater public accountability for anti-corruption policies and practices.

Given these overall impact objectives, the research project is designed in such way as to meet the following set of criteria/factors that form an interlinked continuum:

- *Educative*. The research results will flow into strengthening the capacity of the ALACs to provide information and build public awareness so that citizens not only become aware of their rights with regard to corruption, but also feel empowered to demand their rights.
- *Curative*. The results will also contribute to the exercising of citizens rights in terms of the competent investigation and resolution by public authorities or state sanctioned anti-corruption mechanisms of cases where citizen rights have been violated.
- *Preventive*. Satisfying the first two factors means providing a knowledge-sustained basis for legal and institutional reform designed to prevent or minimize corruption mainly through new laws, regulations or mechanisms, and/or modifications to or improved compliance with existing legislation.

In this way, the project's research and analysis of citizenship and citizen participation purports to assist and scientifically bolster the "grassroots" work of the ALACs in helping them to go beyond the narrowly-conceived mandate of advising citizens of their rights and advocating on their behalf. Exploring cultural mentalities and societal stances towards the legal framework and especially towards the anti-corruption legislation will help *link* the advisory and advocacy efforts for individual citizens to wider civil education, engagement and legal reform initiatives, thus unifying the educative, curative and preventing dimensions of fighting corruption. This, in turn, means raising the degree and effectiveness of citizen participation and consequently promoting the anchoring of the values of dignity, integrity, accountability and transparency in civil society.

In view of the objectives aimed at and the factors to be considered, the ALACs project is a pilot research undertaking for the establishment of a *professional management system* in a grassroots organisation that started as a more or less spontaneous movement without strict organisational structures and leadership. Therefore, it will have an immediate and far-reaching impact on the work of the ALACs and the national chapters of Transparency International for it shall:

- *raise* the quality of the human resources (highly competent personnel, e.g. ALAC coordinator, legal experts, volunteers) involved both in the existing centres and the ones to be set up;

- *strengthen* the support of the TI national chapters (appropriate management, professional support and oversight from TI staff);

- *widen* the radius of groups (for example youth, migrants, women) that can see the work of the ALACs as effective encouragement of their wish for active social engagement and civil society participation;

- *enhance* the reputation/influence of TI chapters, which is an important factor when it comes to support from the public as well as media, civil society and pro-reform public sector stakeholders;

- and lastly, through the development of the ALACs as professional management tools, *promote and consolidate* credibility, trust and respect – all essential factors for enhancing the prospects of leveraging support for complaint resolution and anti-corruption reforms in relation to key state authorities.

The results of the project are furthermore intended to function as sustainable know-how for the successful *adaptation and efficient application* of the management tool to the socio-cultural conditions in various *European and non-European countries*. One of the keys to maximising ALAC effectiveness is to be flexible and iterative in order to make the Centres relevant to local circumstances. Thus *a)* researchers will focus on the local socio-cultural bearings of corruption (e.g. perceptions, stances, behavioural patterns, institutional attitudes, etc.) and *b)* on the basis of the results achieved in the framework of the EU-supported project "Crime and Culture. The Relevance of Perceptions of Corruption to Crime Prevention" (Sixth Framework Programme), the research group will:

- *assess* the relative weight to be conferred on the three functions (educative, curative and preventive) underlying the work of the ALACs in each particular social-cultural context. Determining factors for this assessment shall be citizens' attitudes towards the legal framework of anti-corruption, forms of participation in civil life and norms/rules governing behaviour;

- *design* the modification and application of the management tool for the ALACs to be set up in four EU member states based on the results of the analysis of how

the existing ALACs have responded to their socio-cultural surroundings. To this end, the research group will draw upon both the results of the research on corruption as cultural phenomenon ("Crime and Culture") and the insights gained from the co-operation between CSO participants and RTD performers in the first phase of the project;

▪ *evaluate* the extent to which the analysis of the cultural preconditions of fighting corruption can help estimate whether a higher degree of cross-fertilisation among the ALACs will prove to be beneficial and cost-effective. The cross-national comparison of the embeddedness of the ALACs in the various cultural contexts of corruption perceptions will also utilise the end results of "Crime and Culture" discussed with policy makers, national and international experts and European and international anti-corruption organisations;

▪ thus *develop* the capacity of the ALACs (e.g. through sound and professional research and policy papers) to improve the contribution of TI to advocate for policy changes at national levels and to formulate anti-corruption initiatives at the EU level. The research-based development of the capacity of the ALACs to generate forms of a more active participation and citizen ownership at the European level can also be beneficial to other CSOs.

# Content

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**Authors**