Chapter 4.

Towards a whole-of-society approach to integrity in Mexico

The driving impetus behind Mexico's national anti-corruption system (NACS) has been to strengthen the resilience of public institutions and officials against corruption. However, when integrity violations occur amongst citizens and firms, and when society shows a high level of tolerance towards corruption, the impact of strong laws and well-designed institutional arrangements may be limited. Government alone cannot eradicate corruption; the active participation of the whole-of-society in promoting and adopting social norms for integrity is crucial to effectively prevent corruption. Citizens and firms must expect integrity from their government and institutions, as well as from each other. For example, just as government should not seek or accept bribes, neither should citizens or firms accept to pay them. The chapter begins by exploring integrity levels in Mexican society given available data from selected sectors, and provides recommendations to cultivate social norms for integrity through raising awareness, building capacity and eliciting changes in behaviour. The second section of the chapter discusses how to instill integrity norms and values in youth, and details proposals for including integrity and anti-corruption education into the curriculum for primary and secondary students. It also underscores the need to train teachers to effectively deliver the curriculum.

Introduction: Moving from public sector integrity towards public integrity more broadly

Citizens and firms are not only watchdogs of public officials and government institutions; they are also potentially active members of the community who can contribute to promoting integrity more broadly in society. Corruption involves multiple stakeholders, and low integrity in one group can have a reverberating effect on other segments of society. When citizens pay bribes, evade taxes, seek or receive fraudulent social benefits, or exploit public services (such as transport) without paying, they unfairly take government resources and undermine the fabric of society, which is built on institutional and interpersonal trust and respect for rules and norms. Likewise, firms that evade their taxes, collude with each other, offer bribes or illegal political contributions, and seek to influence public policies exclusively in their favour at the expense of the public good reduce competiveness and create negative economic externalities, as well as undermine the legitimacy of government and trust in markets. Therefore, while "public sector integrity" is certainly important, the shared responsibility of government, citizens, and the private sector to cultivate "public integrity" more broadly is essential.

Table 4.1. Potential integrity breaches occurring across societal interactions

Interactions	Type of potential integrity breach
Citizens and government	Citizens paying bribes for services, tax evasion or cheating on public benefits, etc.
Citizens and other citizens	Breaking laws that harm society as a whole (traffic violations, vandalism in public spaces).
Firms and government	Firms paying bribes for procurement contracts, providing illegal funds to political parties, etc.
Firms and other firms	Collusion/bid-rigging, price fixing, etc.

Source: OECD elaboration.

Taking a whole-of-society approach to fighting corruption, therefore, should be at the heart of a strategic approach to any national anti-corruption strategy. To this end, governments can promote a culture of public integrity by partnering with the private sector, civil society, and individuals, in particular through:

- A country's public integrity system should explicitly acknowledge the role of the private sector, civil society and individuals in respecting integrity values in their interactions with the public sector and with each other.

- Encouraging the private sector, civil society and individuals to uphold those values as their shared responsibility by:

  - Raising awareness in society of the benefits of integrity and reducing tolerance of violations of public integrity standards.

  - Carrying out, where appropriate, campaigns to promote civic education on public integrity among individuals and particularly in schools (OECD, 2017).

As discussed in Chapter 2, Mexico's recent anti-corruption reforms have established new governance arrangements that explicitly recognise the important role of civil society and the private sector. A Citizen Participation Committee has been created and presides over the NACS Co-ordination Committee. At this stage, the extent to which these

committees will implement concrete initiatives to disseminate integrity values more broadly remains to be seen.

As a means of informing these committees in this regard, this chapter assesses how NACS and its future action plan could leverage new anti-corruption reforms to instil a culture of integrity more broadly across society. Specifically, it will examine the two dimensions: 1) how Mexico could promote greater ownership and recognition amongst key stakeholder groups about their shared responsibility in nurturing integrity values in society; and 2) how Mexico could raise awareness of the social, economic and political benefits of greater public integrity.

Cultivating a shared sense of responsibility for integrity throughout society: Raising awareness, building capacities and promoting a change in behaviour amongst citizens and firms

Going forward, the NACS Committees should take an active role in communicating to citizens and firms their roles and responsibilities for respecting public integrity through awareness-raising campaigns. The resulting action plan developed by the NACS Committees should clearly identify and assign responsibilities for awareness raising to the relevant government ministries.

In Mexico, the focus of the NACS has been primarily on strengthening the resilience of government institutions in the fight against corruption. However, clear laws and well-designed institutional arrangements may face an uphill battle in preventing corruption unless citizens and firms also assume responsibility for acting with integrity in their own interactions, both with government and in other settings.

Reversing a culture of acceptance for integrity breaches and corruption violations is necessary for implementing the integrity reforms. When the prevailing social norms are tolerant to corruption, legal and institutional reforms for integrity will not be successful.[1] Gatti et al. (2003) found that social effects – that is, the influence of other people's behaviour on one's individual behaviour – play an important role in determining individual attitudes towards corruption. When surrounded by a culture of corruption, evidence has proven that individuals are more tolerant to corruption. In addition, citizens may feel discouraged when attempting to overcome corruption. Thus, when the predominant social norms excuse corruption and rule-breaking behaviour, steps must be taken to communicate and demonstrate the new expected social norms

NACS reforms were buttressed by civil society efforts, which demonstrated a growing intolerance of public sector corruption, and NACS should surely address these concerns. However, it is crucial to recognise that anti-corruption efforts will be more effective when they target the whole-of-society. In Mexico, integrity violations and tolerance of corruption in other (non-governmental) interactions is a pressing concern that must be addressed. For example, according to the 2013 Global Corruption Barometer, 33% of Mexican respondents reported having paid a bribe for one of the following sectors: education, judicial system, medical and health services, police, registry and permit services, utilities, tax, and land services (Transparency International, 2013). When compared to the OECD average, the percentage of citizens reporting bribe paying is significantly higher (see Figure 4.1).

Figure 4.1. Global Corruption Barometer 2013:

Percentage of population reporting paying a bribe per sector in previous 12 months
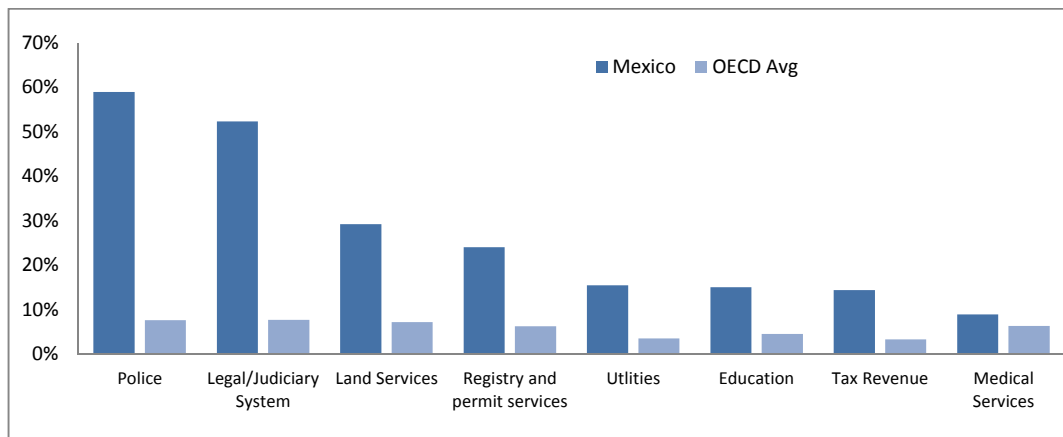
Note: OECD average does not include Sweden.

Sources: Transparency International (2013), *Global Corruption Barometer: Mexico*, Transparancy International, Berlin, www.transparency.org/gcb2013/country/?country=mexico.

Teorell, J. et al (2016), *The Quality of Government OECD Dataset, version Jan16,* The Quality of Government Institute, University of Gothenburg, www.qog.pol.gu.se.

Figure 4.2 shows that tax evasion is also a pressing issue in Mexico: between 2004 and 2012, tax evasion reduced government revenue between 20-38%.

Figure 4.2. Government revenue lost to tax evasion
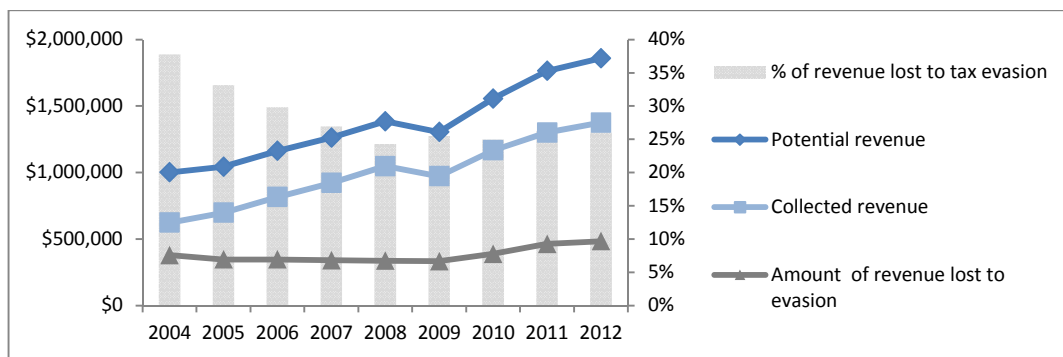
Source: Instituto Tecnológico y de Estudios Superiores de Monterrey (2013) *"Estudio de Evasión Global de Impuestos"* Resumen Ejecutivo, www.sat.gob.mx/administracion_sat/estudios_evasion_fiscal/Paginas/default.aspx.

"Freeriding" behaviour is another area of concern for public integrity in Mexico. According to the World Values Survey, amongst the OECD member countries surveyed, respondents in Mexico were the most in favour of avoiding a fare on public transport (see Figure 4.3).

Figure 4.3. Always justifiable: Avoiding a fare on public transport

Share of respondents, %
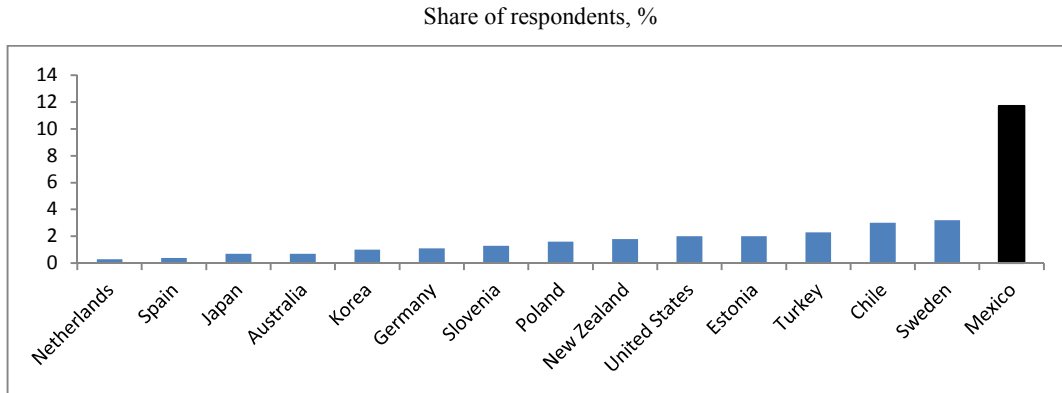
Note: Responses to question "Please tell me for each of the following actions whether you think it can always be justified, never be justified, or something in between: avoiding a fare on public transport". Reponses were scored on a ten-point scale, ranging from "Always Justifiable" to "Never Just". The above scores show responses for "Always Justifiable" for fifteen OECD member countries. Data not available for Austria, Belgium, Canada, Czech Republic, Denmark, Finland, France, Greece, Hungary, Iceland, Ireland, Israel, Italy, Korea, Latvia, Luxembourg, Norway, Portugal, Spain, Slovakia, United Kingdom

Source: World Values Survey (2017), *World Values Survey Wave 6 (2010-2014)*, www.worldvaluessurvey .org/WVSDocumentationWV6.jsp (accessed March 2017).

There is a strong perception of citizen apathy towards corruption in Mexico. According to data from the 2012 ENCUP survey, which measures characteristics of civic culture in Mexico, 68% of respondents stated that citizens allow corruption to exist (INE, 2016).

Therefore, a whole-of-society approach that aims to foster a culture of integrity is a crucial component of Mexico's anti-corruption reforms. To this end, NACS and its future action plan must recognise the vital role that citizens and firms play in countering corruption by including explicit initiatives targeting citizens and the private sector. The Citizen Participation Committee will be essential in facilitating these efforts by providing advice and guidance on the common corruption challenges and integrity violations faced by the population.

The NACS Co-ordination Committee and the Citizens Participation Committee should strongly consider assigning responsibilities in the NACS action plan to the relevant government ministries, including, but not limited to: the Ministry of Public Administration (*Secretaría de la Función Pública* or SFP) the Tax Administration Service (*Servicio de Administración Tributaria,* or SAT), the Mexican Institute of Social Security (*Instituto Mexicano del Seguro Social*, or IMSS), the Ministry of Social Development (*Secretaría de Desarrollo Social*, or SEDESOL) and the Ministry of Communications and Transportation (*Secretaría de Comunicaciones y Transportes*, or SCT). These ministries could implement awareness campaigns that challenge citizens' acceptance of a specific norm or series of norms concerning corruption, and educate the public on the skills and tools to reject unethical behaviour. The awareness campaigns could take on a variety of forms, including television commercials, public billboards and social media (Twitter, Facebook, YouTube and LinkedIn). The awareness campaigns should focus on communicating the following: 1) the expected social norms for integrity resulting from the recent anti-corruption reforms; 2) the roles and responsibilities that

citizens and firms have for upholding these social norms; and 3) the collective benefits of upholding a culture of public integrity for Mexico as a whole.

Country experiences have documented the benefits of well-designed anti-corruption awareness campaigns on reducing the acceptance of corruption, ranging from reduced levels of integrity violations (see Box 4.1 on the case of Colombia) to reduced tolerance for corruption and citizen mobilisation to take a stand against corruption (see Box 4.3 on the case of Hong Kong's Independent Commission Against Corruption).


Box 4.1. Changing society's attitude towards rule breaking in Colombia

In 1994, Dr. Antanas Mockus became the Mayor of Bogota, which at the time was known as the murder capital of the world with a notoriously corrupt municipal government.

In an effort to reform his city, Dr. Mockus instituted a series of measures aimed at changing attitudes towards rule breaking. The approach he took was unique as he used mimes to tame the lawbreakers. He hired a group of theatre students who were stationed at traffic intersections around the city wearing white face paint and tights to help enforce the traffic rules. Instead of carrying guns, the mimes carried cards, which had a thumbs-down picture on them. Whenever they caught someone breaking the rules, they would flash the cards, football-referee style. Regular citizens joined in and assisted the theatre students in enforcing the rules through this humorous approach. Within a few months, the fraction of pedestrians obeying traffic signals reportedly jumped from 26% to 75%. From there, Mockus expanded his reform agenda, instituting a broader range of measures to tackle the city's violence, crime and poverty, such as closing down the transit police department, whose employees were notorious bribe takers, and initiating a series of large-scale public works projects to improve service delivery to the city's poor. But it was his efforts to change attitudes that he felt were fundamental to all his forms, noting that the transformation of civic culture was crucial in addressing the issues faced by Bogota.

Source: Fisman, R. and E. Miguel (2008), *Economic Gangsters: Corruption, Violence and the Poverty of Nations*, Princeton University Press.

In designing and implementing awareness campaigns, the relevant government ministries should consider good practices from successful anti-corruption campaigns that demonstrate the need to tailor the campaign to the audience, generate community responsibility, increase a sense of agency and encourage action. Box 4.2 provides an in-depth overview of the key factors to consider when designing an effective behaviour changing campaign.

Box 4.2. Behaviour changing campaigns: Success factors

Figure 4.4. Factors to consider for effective awareness campaigns

Critical Success Factors			
Tailor the campaign to the audience	Generate community responsibility	Increase sense of agency	Encourage action
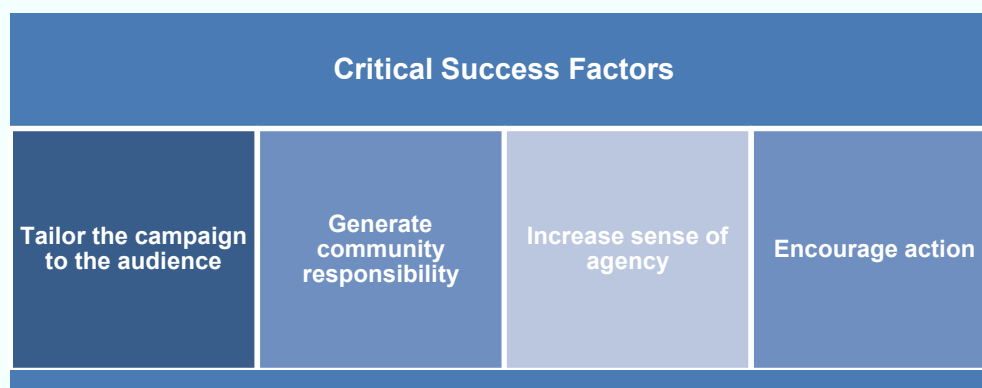
Source: Adapted from Mann (2011).

Lessons learned from existing successful behaviour change campaigns can be leveraged to inform the development of successful anti-corruption campaigns.

Tailor the campaign to the audience:

- Use existing attitudes

- Make the issue publically accessible

- Make the issue culturally specific

- Look at the issue from the target audiences' point of view

Generate community responsibility:

- Make the issue socially unacceptable by framing the issue in moral terms

- Highlight the wider impact of the issue on society and demonstrate the impact on human life

Increase sense of agency:

- Develop a sense of self control, motivation, knowledge and skills

- Offer alternative behaviour

Encourage action:

- Highlight the action that needs to be taken, such as the proper procedures to report corrupt activities

When developing an awareness campaign with an aim to change social norms, it is also important to avoid fear-based campaigns, which can result in people dismissing the message as too extreme, unlikely to happen to them, or too disturbing. Likewise, campaigns that lack a credible voice, that sensationalise the issue and avoid credible and authentic evidence are rarely effective, as recipients do not identify with the issue at hand.

Source: Mann, C. (2011), *Behaviour changing campaigns: success and failure factors*, U4 Expert Answer, U4 Anti-corruption Resource Centre, Bergen, http://www.u4.no/publications/behaviour-changing-campaigns-success-and-failure-factors/.

In addition to awareness-raising, the NACS Committees should consider including integrity and anti-corruption training programmes for citizens in the NACS action plan, especially concerning key areas susceptible to fraud or corruption, and clearly identify and assign concrete responsibilities for implementation to the relevant ministries.

Integrity and anti-corruption training programmes are important for raising a sense of shared responsibility for integrity and establishing social norms of integrity. Such programmes go beyond raising awareness, and aim to instil in citizens the commitment, confidence and will to make moral choices and accept their responsibility to address ethical dilemmas as they arise. Integrity and anti-corruption training programmes are generally targeted at specific segments of society, such as members of the private sector or non-profit organisations, and successful programmes have been found to effectively equip learners with the knowledge and skills to uphold integrity, as well as refrain from and report corruption (Integrity Action, 2016). For example, Hong Kong's Independent Commission against Corruption (ICAC) has engaged in a series of integrity and anti-corruption training programmes, which, when coupled with awareness raising campaigns, have resulted in higher instances of reporting on corruption (see Box 4.3).

As such, it is recommended that NACS Committees assign clear responsibilities to the relevant government ministries responsible for ensuring public sector integrity in the NACS action plan. The SFP, for instance, could develop a series of integrity and anti-corruption training programmes for citizens, civil society organisations and firms. Similar to the culture of legality course offered by the SFP for public officials, the integrity and anti-corruption training programme could include the following modules: 1) corruption and the impact of rule violations on society; 2) promoting an understanding of why citizens/private sector/non-profit organisations may violate the rule of law; 3) public integrity and society's roles and responsibilities to uphold it; 4) developing capacities for resolving ethical dilemmas; and 5) the roles and responsibilities of public officials regarding integrity, and activities that citizens/private sector/non-profit organisations can undertake to support the integrity of public officials. Training could be offered in two forms, the first being in-class training programmes for citizens/private sector/non-profit organisations. These could be conducted by members of the SFP's Ethics Unit and tailor-made to the specific business or organisation requesting training. The training could also be offered as an e-learning course available on the digital platform. Both types of training method could encourage stakeholders to enrol and take part by offering incentives for completion, such as a certificate identifying them as a "Citizen for Integrity" or "Business for Integrity" or "NGO for Integrity". Such certifications could be considered in public procurement criteria or to qualify for national funding and support. While all members of society should be strongly encouraged to take the course, completion should be mandatory for all members of national and local Citizen Participation Committees. Communication of the training programme could be achieved through a series of dedicated awareness campaigns, including television commercials and social media (Twitter, YouTube, Facebook, etc.)

Box 4.3. Mobilising society to fight corruption through civic education and awareness-raising programmes: Hong Kong's Independent Commission Against Corruption

Since its inception in 1974, Hong Kong's Independent Commission against Corruption (ICAC) has embraced a three-pronged approach of law enforcement, prevention and community education to fight corruption. The Community Relations Department (CRD) is responsible for promoting integrity in society, and utilises several different methods to educate society, including civic education programmes and awareness-raising campaigns.

Civic education

The CRD offers tailor-made preventive education programmes ranging from training workshops to integrity building programmes for different groups of the community, such as businessmen and professionals. The content of the training workshops cover the following areas: prevention of bribery ordinance, the pitfalls of corruption, ethical decision making at work, and managing staff integrity. The CRD also disseminates anti-corruption messages to students in secondary schools and at tertiary institutions though interactive dramas and discussions on personal and professional ethics. Additionally, the CRD organises regular talks and seminars for the private and non-profit sector to advise them on how to incorporate corruption prevention measures into their operational systems and procedures. Topics range from knowledge on the pitfalls of corruption, risk management, ethical governance and what to do if offered bribes.

Awareness campaigns

The CRD also uses various platforms and techniques to raise awareness about corruption and publicise anti-corruption messages to different segments of society. For instance, anti-corruption messages are disseminated through television and radio advertisements, such as the television drama series "ICAC Investigators", which has become a household title.

The CRD also communicates its messages through poster campaigns and the internet. For instance, the main website of ICAC provides the public with the latest news of the commission, information on corruption prevention, and access to the ICAC audio-visual products and other publications. The website is also home to the two video channels for ICAC, which includes the complete ICAC TV drama series and training videos on how to prevent corruption. The ICAC Drama, *Weibo*, tweets about integrity-related issues to educate the general public on the evils of corruption, whereas the ICAC smartphone application houses all the latest news and activities of the ICAC, including the integrity videos. The ICAC eBooks Tablet App provides users with access to ICAC e-publications in order to ensure that the general public has access to anti-corruption materials at any time.

In the first year of its operation, the public education campaigns resulted in 3 189 reports of alleged corruption, more than twice the number of reports received by police in the previous year (Panth, 2011). More than thirty years later, the efforts of Hong Kong's ICAC have produced a situation in which seven in ten citizens are willing to report corruption (Johnston, 2005). As the Hong Kong example demonstrates, preventing corruption was not solely the result of strong institutions and laws. Enhancing society's participation to hold institutions account, along with continuous, concerted attention and efforts, has led to an environment in which corruption is rejected both by public officials and citizens alike.

Sources: ICAC (2016), *ICAC website*, Independent Commission Against Corruption, Hong Kong, www.icac.org.hk/en/ack/pep/index.html (accessed 17 October 2016).

Panth, S. (2011) *Changing Norms is Key to Fighting Everyday Corruption,* The Communication for Governance and Accountability Programme, World Bank, Washington DC, http://siteresources.worldbank.org/INTGOVACC/Resources/ChangingNormsAnnexFinal.pdf.

Johnston, M. (2005) *Syndromes of Corruption: Wealth, Power and Democracy*, Cambridge University Press, Cambridge.

Along with general integrity and anti-corruption training programmes, government entities responsible for delivering services in areas susceptible to fraud and corruption, such as tax collection and distribution of social assistance, could also leverage education programmes to raise awareness of specific responsibilities for public integrity. For example, as shown in Box 4.4, Mexico's SAT has already been actively incorporating civic education programmes for adults to reduce tax evasion.

To build on and scale-up this good practice, the NACS Co-ordination Committee could identify the need to work with other government entities that deal with high-risk areas in the NACS action plan, including, but not limited to, the IMSS, SEDESOL and the SCT, to incorporate integrity and anti-corruption training programmes for citizens in their respective areas. Such programmes should be tailored to the specific high risk areas (unemployment insurance fraud, health insurance fraud and other types of social benefit fraud, freeriding on public transport, etc.), identifying the roles and responsibilities for citizens in respect of that area, and providing citizens with the knowledge and skills to resist corruption. These programmes, which target areas susceptible to citizen noncompliance, will be crucial in informing citizens of the impact of fraudulent behaviour and encouraging public integrity behaviour.

Box 4.4. SAT's role in teaching tax in higher education

In response to high levels of tax evasion, Mexico's Tax Administration Service (*Servicio de Administración Tributaria*, SAT) has been actively educating citizens on their duties and obligations to pay taxes. One such programme has been the introduction of courses on tax in university.

Engaging with and educating future finance and accounting professionals will provide them with the tools they need to interact with the tax administration during their career. This is the basis for SAT's educational strategy, launched in 2004, which aims to produce informed and receptive tax professionals who could play a key role in improving tax awareness and compliance.

To carry out this initiative, a "collaboration agreement" between the Secretariat of Finance and Public Credit and the Secretariat of Public Education was signed. The agreement is to co-ordinate civic education matters through tax education programmes for the public, including promoting programmes that will strengthen a culture of civic participation within the national education system.

This collaboration led to a curriculum that is relevant for university courses at all levels. It was developed as an approach to building professional competence and aims to train professionals to be ethically responsible and socially committed in their careers.

SAT also collaborated with the Mexican Institute of Public Accountants to draw up a Tax Training and Information Guide for the curriculum. The content is divided into units, each with a specific learning objective, and provides learning activities, teaching suggestions and a glossary of frequently used fiscal terms.

The course was piloted at the National Autonomous University of Mexico (UNAM or *Universidad Nacional Autónoma de México*). Once the UNAM technical committee had reviewed the Tax Training and Information Guide to check that the contents conformed to the syllabus, the subject was added to the syllabus for the final semester of each degree course.

Box 4.4. SAT's role in teaching tax in higher education *(cont.)*

As soon it was included in the UNAM curricular programme, SAT's 68 regional offices began to roll out the tax curriculum strategy across the nation, arranging support and collaboration agreements between SAT and educational institutions in various regions. The public and private educational institutes which now offer the course include: the *Instituto Tecnológico de Estudios Superiores* in Monterrey; the *Instituto Mexicano de Contadores Públicos A.C.* (Mexican Institute of Public Accountants) in Acapulco; the *Universidad Popular Autónoma del Estado de Puebla* and the *Benemérita Universidad Autónoma de Puebla*, in Puebla; and the *Universidad del Valle de México*. A partnership with the European Union's international programme EUROsociAL has supported these projects in Mexico.

The subject was initially designed to be taught on-site, but can now also be accessed through distance learning. It was originally conceived for accounting and administration undergraduates, however it is now available for all university students without requiring any prior tax knowledge.

The National Tax Education Programme involves two sets of public officials working together: 68 SAT officials and 68 public education officials. SAT officials are responsible for supervising the project's design and operation across the country, and for reaching agreements with universities to include the tax training and information curricula in their study programmes. The role of the public education officials is to teach the tax curriculum at the various universities and institutions. All staff are subject to a permanent review process, as well as training courses to keep teachers up to date with regulatory tax amendments.

Source: OECD (2015), "Mexico: Teaching tax in higher education", in *Building Tax Culture, Compliance and Citizenship: A Global Source Book on Taxpayer Education*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264205154-20-en.

The NACS Committees could consider including measures to "nudge" individuals and firms to act with integrity in the NACS action plan by piloting initiatives based on research in behavioural sciences and assigning concrete responsibilities to the ministries who will be responsible for implementing the programmes.

The impact of social norms on individuals' behaviour creates an opportunity to consider using insights from behavioural sciences to influence ethical decision making. Evidence from research in behavioural sciences has found, for example, that factors including demonstrating that most people perform a desired action and using the power of networks, such as enabling collective action, providing mutual support and encouraging behaviours to spread peer to peer, can influence (or "nudge") a person's behaviour. Other factors, such as social multiplier effects, where the actions of people around us encourage us to adopt certain option and information cascades, which encompass the distribution of relevant information from trusted sources, can also be leveraged to influence behaviour (OECD, 2016). While the previous chapter focused on potential initiatives targeting public officials, NACS Committees could also consider including measures in the NACS action plan and assigning responsibilities to the relevant ministries for piloting and testing innovative measures in society to inform integrity decision making more generally. Examples from other countries include:

- Including norm messages in letters sent to non-tax payers: experiments have found that individuals are influenced by what others around them are doing. For

instance, the Behavioural Insight Team in the United Kingdom conducted a series of randomised control trials to determine the impact of including social norm messages into letters to non-tax payers. The results of the trials found that including the phrase: "9 out of 10 people pay their tax on time, you are one of the few people who have not yet paid", increased payment rates to 40.7% (BIT, 2012).

- Building "moral reminders" into key reporting processes: as with using moral reminders to inform ethical decision making, moral reminders, such as requiring a signature boxes at the beginning of a tax declaration or federal reporting form, can help prompt more vigilance against error or false reporting from the onset. For example, in the United States, federal vendors who make sales through the federal supply schedules are required to pay the industrial funding fee, which is calculated based on the fraction of the total sales made. To calculate the fee, vendors must self-report the quantity of their total sales. To increase compliance with self-reporting, the Government Services Administration (GSA) piloted an electronic signature box at the beginning of its online reporting portal. As a result of the pilot, the median self-reported sales amount was USD 445 higher for vendors signing at the top of the form. This translated into an extra USD 1.59 million in Industrial Funding Fee (IFF) paid to the government in a single quarter (Social and Behavioural Sciences Team, n.d.).

It is recommended that the NACS Committees first identify areas where such interventions may be most needed (i.e. tax evasion, social assistance fraud, procurement contracting or freeriding on public services), and assign responsibilities to the relevant ministries to later conduct a series of pilot experiments to ascertain the value of scaling-up and expanding interventions. Drawing on good practice from the UK's Behavioural Insight Team (see Box 4.5), the pilots should be based on a clear definition of the outcome, should understand the context within which the intervention is conducted, should be tailored to the specific issue at hand, and should be adapted based on the outcomes of the pilots.

Box 4.5. Good practices from the UK Behavioural Insight Team

The Behavioural Insights Team has developed a methodology that draws on the experience of developing major strategies for the UK Government, a rich understanding of the behavioural literature, and the rigorous application of tools for testing "what works".

The EAST framework, which encourages policy makers to make behavioural interventions **easy**, **attractive, social**, and **timely,** is at the heart of this methodology, but it cannot be applied in isolation from a good understanding of the nature and context of the problem.

Therefore, BIT developed a fuller method for developing projects, which has four main stages:

1. Define the outcome: identify exactly what behaviour is to be influenced. Consider how this can be measured reliably and efficiently. Establish how large a change would make the project worthwhile, and over what time period.

2. Understand the context: visit the situations and people involved in the behaviour, and understand the context from their perspective. Use this opportunity to develop new insights and design a sensitive and feasible intervention.

Box 4.5. Good practices from the UK Behavioural Insight Team *(cont.)*

3. Build your intervention: use the EAST framework to generate your behavioural insights. This is likely to be an iterative process that returns to the two steps above.

4. Test, learn, and adapt: Put the intervention into practice so its effects can be reliably measured. Wherever possible, BIT attempts to use randomised controlled trials to evaluate its interventions. These introduce a control group so you can understand what would have happened if you had done nothing.

Source: BIT (2012), *Applying behavioural insights to reduce fraud, error and debt*, Behavioural Insights Team, London, www.behaviouralinsights.co.uk/wp-content/uploads/2015/07/BIT_FraudErrorDebt_accessible.pdf.

Equipping future generations to act with integrity and fight corruption

While the previous section focused on the various tools Mexico could apply to cultivate integrity in society more broadly, this section will focus exclusively on inspiring a culture of integrity amongst youth. As their country's future, young people are an important element in shaping the attitudes and behaviours towards integrity for the whole-of-society (Wickberg, 2013). To this end, incorporating integrity education into the primary and secondary school curriculum is a key tool, as it equips young people with the knowledge and skills needed to face the challenges of society, including corruption. Inspiring a culture of integrity and respect through education programmes at a young age has been found to increase the rejection of corruption in government and decrease the acceptance of disobeying the law (Ainley et al., 2011). Additionally, educating youth to adopt an attitude against corruption is, in the long term, a more cost-efficient approach to anti-corruption than sanctions and monitoring (Hauk et al., 2002).

The NACS Co-ordination Committee should incorporate the commitment made in the National Development Plan to develop content and didactic tools for ethics education into the NACS action plan and assign responsibilities to the SFP and the SEP for its implementation.

As mentioned in Chapter 2, incorporating a requirement for integrity education into the action plan of the NACS is a good way to mainstream integrity and anti-corruption lessons into the curriculum. As the cases of Hungary and Lithuania demonstrate (see Box 4.6 and Box 4.10, respectively), making integrity education a component of the national anti-corruption strategy can support implementation into the curriculum. In Mexico, there has been progress in identifying the role of education for integrity, as demonstrated by the inclusion of an action item that calls for co-operation between the SFP and the Secretariat of Public Education (*Secretaría de Educación Pública* or SEP) in developing content and didactic tools for ethics education under the national Close and Modern Government (*Programa para un Gobierno Cercano y Moderno),* a component of the National Government Development Plan 2013-2018 (SEGOB, 2013).[2] This is an important step towards including lessons on integrity and anti-corruption in the curriculum, and in ensuring its prominence as a key tool in the fight against corruption. The NACS Co-ordination Committee should ensure its inclusion in the NACS action plan.

The National School Coexistence Programme (*Programa Nacional de Convivencia Escolar*, PNCE), could be enhanced to include integrity education. To ensure the

prominence of this programme in the fight against corruption, the NACS action plan could make explicit reference to the PNCE as the main curricular tool for teaching integrity values to Mexico's youth.

Box 4.6. Education for a good state: The case of anti-corruption education in Hungary

In November 2011, the Hungarian government introduced major anti-corruption reforms, and signed a declaration that promised joint and efficient government action against corruption. With this declaration, "signatories made a personal moral commitment to strengthen the ability of the state to resist corruption" (www.corruptionprevention.gov.hu). This involved the adoption of Government Decision No. 1104/2012 (herein referred to as "the Corruption Prevention Programme"), which set out 22 aims to address corruption within the bureaucratic sector and society as a whole, including a specific measure to incorporate integrity values and norms into the school curriculum. As indicated in the Corruption Prevention Programme:

In the field of public education, it is necessary to make sure that certain values and pieces of knowledge in connection with acts of corruption and the forms of behaviour and countermeasures that can be taken against such acts are included in the National Core Curriculum (Government Decision No. 1104/2012).

As such, the government body responsible for the anti-corruption programme, the Ministry of Public Administration and Justice (MPAJ), included anti-corruption education as an element in the wider Corruption Prevention Programme. Given the anti-corruption expertise of officials at MPAJ, they developed the content of the curriculum in concert with an ethics expert in Hungary. The curriculum content was approved by the respective Secretaries of State of the Ministry of Education and Public Administration and Justice. As a result, anti-corruption topics are now included in the ethics curriculum for grades 11 and 12, and strive to give students the "knowledge of the social phenomena of corruption, the application of skills and the ability of individual and collective behaviour against it" (Ethics Curriculum, National Core Curriculum).

Source: Author's own research.

The SEP should strongly consider scaling-up resources for the current PNCE programme, which integrates integrity values such as respect for the rules into the curriculum, in order to ensure that it is effectively rolled-out in all primary and secondary schools. The PNCE programme should include content that explicitly addresses values for integrity and anti-corruption.

Since the early 2000s, education aimed at cultivating values has been included in Mexico's national curriculum, the *Educacion Basica* (Basic Education). In Mexico's Education Sector Programme 2001-2006, for instance*,* one of the objectives was to include the concepts of anti-corruption and respect for the rule of law into the primary and secondary civics education programmes. The resulting programme was the Citizenship Education Programme Towards a Culture of Legality (*Programa de Formación Ciudadana hacia una Cultura de la Legalidad).* The project was piloted across several states in Mexico, and training seminars for teachers to deliver the content were conducted. In the next Education Sector Programme 2007-2012*,* the pioneering culture of the legality programme was incorporated into the civic education curriculum (SEP, 2013). Called the personal development and coexistence education field *(campo de formación: desarrollo personal y para la convivencia),* the curriculum was delivered to secondary students and focused on developing students' civic and ethical skills, as well as

raising a citizenry that was capable of dealing with complex social problems in the modern world (SEP, 2013). In line with the decentralisation agreement of the Mexican education system, states incorporated the civics and ethics modules into their respective curriculum. While several states included reference to the negative influences of corruption, the focus of the curriculum was not largely concerned with the development of integrity knowledge, skills, values and attitudes.

Following a series of reforms initiated in 2013, the Education Sector Programme 2013-2018 replaced the Personal Development and Coexistence programme with the pilot programme, Project for School Existence (*Proyecto a Favor de la Convivencia Escolar*, PACE). Under the President's mandate, and aligned with Article 3 of the Constitution and Articles 7 and 8 of the revised General Education Law, this new programme shifts the focus towards ensuring a climate that is optimal for learning by reducing violence and bullying. The 2014-2015 school year marked the first stage of implementation of PACE, with a focus on teachers and students in the third grade of the full-time schools programme. In the 2015-2016 school year, it was extended to an additional selection of pilot schools. During the two year pilot, which took place in over 35 000 schools across Mexico, lessons learned were incorporated into the upgraded version of the programme, the PNCE (SEP, 2016a).

The PNCE is now active in over 50 000 schools across Mexico, with ongoing efforts to reach all schools. The programme includes training for teachers, which focuses on equipping them with the skills to effectively deliver the curriculum in the classroom. It also includes materials for parents, which can be used to support the lessons students are learning in the classroom at home. The materials, including posters, short videos, activity books and teaching companions for students, teachers and parents are available online, which increases access to the resources for all schools. A lack of sufficient funding, however, is undermining full implementation, and it is recommended that SEP continues implementing the programme in all schools across Mexico.

The PNCE aims to cultivate rights and values to help develop a civic culture that is based on respect for diversity, and which promotes social coexistence in a healthy and harmonious way, both within the school and more broadly in society (SEP, 2015a). The core components of the PNCE are: the development of social and emotional skills; the strengthening self-esteem; the assertive management of emotions; appreciation of diversity; respect for the rules; the ability to make agreements and decisions; peaceful resolution of conflicts; and the exercise of values for coexistence (SEP, 2016b).

Within this core component framework, the following six learning blocks have been developed:

1. I know myself and like myself the way I am

2. I recognise and manage my emotions

3. I can live with others and I can respect others

4. The rules of living together in harmony in society

5. Managing and resolving conflicts

6. All families are important

Each of the learning blocks contains a series of activities and reflection questions that aim to provide children with the skills to live together peacefully. Of interest to integrity and anti-corruption, Learning Block 4: The rules of living together in harmony in society,

contains activities that aim to engage students in a critical reflection on the role of rules in society and identify solutions to problems they see in their classroom and school (see Figure 4.5 for the PNCE poster for Learning Block 4 and Tables 4.2 and 4.3 for an overview of the activities for students in grades three and six). Moreover, this learning block involves teaching youth how to engage in a constructive debate when they disagree with the rules.

Figure 4.5. School poster for Learning Block 4: The rules of living together in harmony in society

Table 4.2. The rules of living together in harmony in society: Grade three students

Learning Outcome	Activity
Lesson 1: A world where rules are not followed	
The student will recognise the role of rules and how they foster coexistence.	Students imagine a game in which there are no rules and discuss together what would happen.
Lesson 2: Let's investigate together to live in peace	
The student will identify some problems of coexistence in the school to propose alternatives that contribute to solving them.	Students identify problems in the school and brainstorm solutions to these problems.
Lesson 3: My Voice Counts and So Do Others!	
The student will understand that listening to the opinions of his peers and complying with the rules improves coexistence in the school.	Students to identify problems they see in their school.
Lesson 4: Taking action together	
The student will propose actions that allow to them know and respect the rules to improve school coexistence.	Students organise and participate in a school assembly to jointly identify solutions to these problems.

Source: SEP (2014), PACE: Guía Para El Docente Educación Primaria, Secretaría de Educación Pública, Mexico City.

Table 4.3. The rules of living together in harmony in society: Grade six students

Learning Outcome	Activity
Lesson 1: Our agreements	
The student will recognise the importance of understanding the principles and consequences of not complying with them.	Students discuss the role of rules, their benefits, and consequences for breaking them. Students write in their activity book three classroom rules and identify the consequences of not complying with them. Following this, they organise themselves in groups and choose five of the rules and create a poster for the school mural or newspaper.
Lesson 2: The consequences of my actions	
The student will understand that bad behaviour has consequences.	The students form teams to prepare and present a short play about an attitude in which the rules and consequences of acting are not followed. Students then reflect together on the consequences of not following the rules.
Lesson 3: Design a regulation	
The student will elaborate a regulation to prevent violence and to foster coexistence.	Working together in teams, students propose, debate and present three rules that could help to reduce violence, harassment or aggression amongst peers. Following a class discussion on all the rules, the agreed rules are displayed in the classroom.
Lesson 4: I avoid violence in my community	
The student will implement some actions that will help prevent violence in their community and will foster coexistence.	Students organise into three teams and choose one of the following topics related to violence: The causes of insecurity in their community The types of violence that are manifested where they live The causes that generate violence Once the themes have been chosen, the students develop them and prepare an exhibition about them. They are asked to explain the situation and ways to avoid or overcome the problem by including necessary rules and agreements.

Source: SEP (2016d), *Programa Nacional de Convivencia Escolar : Guía Para el Docente*, www.gob.mx /cms/uploads/attachment/file/155615/PNCE-DOC-6-BAJA.pdf.

Understanding the role of rules and their necessity for a successful society is a building block for public integrity. Activities such as those across the various grades in Learning Block Four equip students with the knowledge and skills to constructively identify and solve problems in their community. These are key skills that can be translated into active citizenship as they become adults. Moreover, giving children the skills to think about problems and jointly develop a solution emphasises the value of stakeholder engagement in solving complex societal problems, such as corruption. However, the focus of these activities is on preventing violence in the school system and society; not on corruption prevention. It is not clear the extent to which issues related to corruption are identified as problems by the students, and neither the teaching manual nor student books prompt students to reflect on these issues.

The new programme is based on evidence that successful learning environments encourage norms of respect, tolerance and peaceful coexistence. As such, the focus has shifted from ethics to cultivating a safe environment within which students can learn the values of peaceful coexistence for society. The programme marks a positive step towards creating an environment within which integrity and anti-corruption can be discussed. By working towards an inclusive, peaceful classroom environment where respect and fairness are the norm, children and young people will be more likely to internalise the values of integrity.[3] However, in order to effectively reduce tolerance for corruption and

ensure the internalisation of integrity values, it is recommended that the PNCE ensures that there are specific lessons and activities on integrity and anti-corruption. At the secondary level, there should be concrete activities that engage students in discussing, debating and understanding the impact of corruption and integrity violations on the successful functioning of society. The SFP should support the SEP in scaling up the PNCE through the provision of anti-corruption content advice and guidance.

Drawing on international good practice, these lessons and activities should be appropriately tailored to specific age groups, be part of the mandatory curriculum, and be focused on developing the competences (e.g. the knowledge, skills, attitudes and values) to effectively resist corruption. Mexico's youth should be able to recognise occurrences of both corruption and integrity, identify their responsibilities for integrity, understand how to resolve ethical dilemmas, and effectively integrate integrity into their everyday activities. The SEP could consider, for instance, including examples such as the effects of cheating, stealing or misusing school property into the PNCE teacher manual and student books to help students think about the impact of integrity violations on their school community. Box 4.7 provides examples of other themes that could be addressed.

Box 4.7. Teaching youth about integrity: Suggested themes from Integrity Action

Integrity Action's Integrity Education programme recently developed an Integrity Clubs Manual Outline, which aims to develop Young Integrity Builders by equipping them with the skills and knowledge needed to be able to monitor projects and services in their communities using Integrity Action's Community Integrity Building (CIB) approach. The manual outline is meant to act as a working document that can be expanded, modified, and translated to suit any context. While the manual outline aims to inspire and guide youth in the development of youth-led integrity camps, it also serves as an initial guide for school leaders and teachers on what types of themes, questions, and activities to incorporate into an integrity curriculum.

The manual outline identifies seven possible modules that cover a range of themes related to integrity, such as anti-corruption, transparency and accountability, the rights and responsibilities of a good citizen, leadership and inclusion.

For each module, a "food for thought" section introduces the theme and contains a country and community-specific context to spark young people's understanding of the problem. Following this, several topics to discuss with the students are posed, helping learners to further their knowledge on key areas related to the theme. In order to facilitate the application of the knowledge and develop integrity skills, the modules identify suggested activities, such as role playing, essay contests, analysis and discussion of integrity case studies or government legislation.

Source: Integrity Action (2016), *Integrity Clubs Manual Outline,* http://integrityaction.org/sites/default/files/training_materials/IntegrityClubsManualOutline_%20V2%2020%2004%202016.pdf (accessed 21 September 2016).

Lessons should include activities for students to apply their integrity knowledge in an applicable way. This could include in-classroom activities, such as mock ethics trials, or a "human corruption barometer" (see Boxes 4.8 and 4.9 for examples). The curriculum could also include opportunities for students to apply their knowledge in real-life examples, such as field trips to local government offices to "job shadow" anti-corruption staff. For example, in Lithuania (see Box 4.10), students from the integrity course visited the local government's anti-corruption commission and worked with staff to inspect documents and check for signs of wrongdoing in high-risk areas.

Box 4.8. Model student ethics programme in Miami-Dade County public schools

In the United States, where it is the responsibility of the respective states to implement education, the state of Florida has regulated a state-wide requirement to educate students in character education (e.g. values education).

Created in 1996, the Miami-Dade Commission was entrusted with four key responsibilities, including education and community outreach. The commission designed, implemented and funded the Model Ethics Course. After obtaining support from principals, teachers and the school district, the programme was launched in three public high schools in the 2001-2002 school year. Schools in the Miami-Dade distract have the option of using the programme as their character education curriculum.

The key objectives of programme are to teach students:

1. The process of resolving ethical dilemmas.

2. Elements of critical and analytical thinking, and how to apply these elements in daily life.

3. The art of negotiation, mediation, conflict resolution and consensus building skills (through mock public hearings).

4. Provide students with the capacity to recognise and to apply different approaches to ethical decision making.

The programme consists of eight modules delivered over the course of eight months. The modules are integrated into the social science/government classes twice a month, meaning that students receive 4 hours per month of instruction, or a total of 32 hours.

The programme is administered by the Outreach and Training Specialists at the Ethics Commission, where the trainers are responsible for preparing the curriculum (e.g. lectures, case studies) for the programme. The course is broken down into two components – a lecture component and a role-playing case study. The beginning of the course is comprised of lectures on various topics, such as problem solving, decision making and the major ethics theories. The second half of the course is comprised of case studies known as mock ethics trials, where students are randomly selected to take on different roles (e.g. the role of the defendant, defence attorney or prosecutor) and debate ethical case studies.

During each programme, five students are randomly selected to serve as members of the Ethics Commission for the entire module. In addition, other students are randomly selected to participate in the case studies, which involve role-playing (public hearing before the Ethics Commission), discussion/debate and a decision being rendered by the Ethics Commission.

Sources: Miami-Dade County Ethics Commission (2014), *Model Student Ethics Programme in Miami-Dad County Public Schools,* http://ethics.miamidade.gov/training-model-student-ethics.asp.

Transparency International (2004), "Ethics at School: A Model Programme", in *Teaching Integrity to Youth: Examples from 11 Countries,* Transparency International, Berlin, www.transparency.org/whatwedo/publication/teaching_integrity_to_youth_examples_from_11_countries.

Box 4.9. Anti-corruption training for Austrian students

Austria's Federal Bureau of Anti-Corruption (BAK) is responsible for conducting anti-corruption training for students aged 14-18 years. The project was piloted in 2012, and is aimed at students in political education in high schools and vocational training schools. The course is not mandatory, and occurs through a series of 8 units of 45 minutes.

The intention of the course is to ensure that students can recognise and prevent corrupt situations and feel secure in their daily professional lives. The desired skills to be acquired include expertise about corruption, including terms like corruption, prevention of corruption, economic crime, compliance and the legal basis to fight corruption; and expertise in values, decisions and actions, such as having the ability to assess the relationship between economic activity and moral values and their role as citizens in preventing and fighting corruption.

The content of the course includes the following elements:

- The definition of the term "corruption"

- Forms of corruption

- Reasons and consequences of corruption

- Models to explain the corruption phenomena

- Corruption prevention

- Institutions and instruments in the fight against corruption

The content is disseminated through a variety of different pedagogical methods, such as a questionnaires, discussions, role plays, audio-visual elements (e.g. a film and PowerPoint presentations), and talks with a corruption investigator.

An innovative element of the training includes a "corruption barometer". In this method, two sheets of paper are placed on the floor, one reading "corruption" and the other reading "no corruption". The trainer then reads out possible corruption cases, and students move between the two sheets of paper according to what level of corruption they believe each case to be. They are then asked to justify their decision, and after the exercise, each case is reflected on and discussed in more detail.

The training ends with a hand-out entitled "Information on Corruption", which includes a test and overview of the material covered. At the end of the course, students are asked to complete a feedback form. The responses from the evaluation are used to inform updates to the training.

Source: Federal Bureau of Anti-Corruption (2013), *Anti-Corruption Training for Students of 14-18 Years,* Presentation to the 4th UNCAC Working Group 26-28 August 2013*,* www.unodc.org/documents/treaties /UNCAC/WorkingGroups/workinggroup4/2013-August-26-28/Presentations/Austria_Meixner_Anti-Corruption_Training_2.pdf.

Box 4.10. Changing attitudes towards corruption through education in Lithuania

Article 10 of Lithuania's Law on Corruption Prevention stipulates the inclusion of anti-corruption in the curricula of schools of general education. As a result, as part of the Lithuania's 2002 National Anti-Corruption Programme, anti-corruption education was identified as one of the key priorities. Specifically, the programme committed to: "by various means promoting intolerance of the manifestation of corruption; in view of this, establishing close co-operation with non-governmental organisations and the media, developing and incorporating anti-corruption programmes into the education system". To this end, the long-term strategy for incorporating anti-corruption curriculum into the school system was "to build public intolerance towards corruption and promote a new national mindset that would influence all areas of Lithuanian life". Working together with the Modern Didactics Centre (MDC), a centre of excellence for curriculum and teaching methods, and a select group of teachers, the anti-corruption body (the Special Investigation Service or STT) integrated anti-corruption concepts into core subjects such as history, civics and ethics. The project also benefitted from support from Lithuania's Ministry of Education and Science and Ministry of Foreign Affairs, as well as Transparency International Lithuania, the Open Society Fund Lithuania, and the Royal Danish Embassy.

The working group recognised three key challenges: 1) to find the balance between lecturing on corruption and engaging the students in meaningful dialogues and projects that would make the learning more applicable to their daily lives; 2) to address the problem of cynicism and frustration that could arise amongst students learning about anti-corruption whilst experiencing it as the social norm; and 3) to engage students in such a way as to empower them to see the corruption problem as something they could positively impact.

From 2002 to 2008, the MDC and the STT collaborated to develop several approaches to anti-corruption education. A team of teachers with experience in grades 5-12 helped to develop and implement each strategy on a trial basis. These teachers came from a variety of disciplinary backgrounds and regions in Lithuania in order to ensure a representative sample. Instead of focusing on narrowly-defined anti-corruption concepts, the resulting curriculum incorporated the broader concepts of values and ethics, looking at issues such as fairness, honesty and community impact. The focus of the curriculum was on students learning why corrupt activities were wrong and how ethical behaviour could be applied in their personal lives to address these dilemmas.

Initially implemented in a handful of schools, the reach of the curriculum has expanded, although it is still an optional part of the curriculum. Over the years, the curriculum has expanded from classroom-based learning to engaging students with local anti-corruption non-governmental organisations (NGOs) and municipal governments to apply their knowledge in a tangible way. For example, in one Lithuanian city, students were introduced by the local anti-corruption advisor to areas at risk of corruption within the local administration, and the municipality's plans to address the risks. The students were then involved in inspecting employee logs, just as a government official would, to check for irregularities and potential areas of abuse of public resources, such as government vehicles and fuel cards.

In a poll that related to the goals of the anti-corruption programme, the Civil Society Institute, an NGO devoted to promoting civic activity, found that high school students were more willing than adults to organise activities in response to problems their society faced. In particular, a study run by the Institute in 2012 found that, on average, 33.6% of students were willing to promote civic activity, compared with 13.6% of adults. These results are promising, as the rise in young people's attitudes towards engagement in society demonstrates a positive trend forward for changing behaviour in Lithuania.

Sources: Modern Didactics Centre (2004a), *Integrated Programme of Anti-Corruption Education for a School of General Education*, www.sdcentras.lt/antikorupcija/en/bl/bl_progr_en.pdf.

Gainer, M. (2015), *Shaping Values for a New Generation: Anti-Corruption Education in Lithuania, 2002–2006*, http://successfulsocieties.princeton.edu/sites/successfulsocieties/files/MG_NORMS_Lithuania_1.pdf.

Young people could be involved in local citizen participation committees. To this end, action plans for the local anti-corruption system (LACS) could include measures to develop a sub-committee for youth which mirrors the Citizen Participation Committee. These sub-committees could represent the view of youth in developing policies and ensuring that the LACS activities are aligned to address key problem areas. Participation in the committees could be open to any interested secondary school student, with leadership of each committee comprised of five outstanding youth. Determining which five youth should represent the sub-committee could be achieved through a contest that invites those interested to submit an essay, poster or audio-visual presentation on a specific topic related to anti-corruption and integrity in the respective state, with the top five submissions determined through a vote of both members from the sub-committee, as well as members of the Citizen Participation Committee.

The NACS Committees could include measures to develop training programmes for teachers on integrity and anti-corruption into the NACS action plan. The SFP and the SEP should work together to design and deliver the training.

The successful implementation of integrity and anti-corruption lessons and activities is dependent upon teachers who can effectively deliver these lessons in the classroom. Teacher training on anti-corruption and integrity concepts is therefore a crucial component to the curriculum reforms. Teacher training can equip trainee and experienced professionals with the skills, knowledge and confidence to counter contemporary societal challenges, such as corruption and integrity (Starkey, 2013). Training on integrity and anti-corruption can also introduce normative standards to teachers, such as the notion that they have a moral obligation to challenge corruption (Starkey, 2013). Teacher training can take many forms, ranging from courses taken during teacher trainee programmes and professional training, to seminars and resource kits prepared by government institutions and/or civil society actors.

In Mexico, a tradition of teacher training is already in place, with initial preparation for pre-primary and primary teachers mostly provided by special higher education institutions for teacher education, known as teachers colleges (*Escuelas Normales*). Universities also provide initial teacher education for both lower secondary and upper secondary teachers. It is recommended that the SFP and SEP work together to develop a course for teachers to prepare them to teach the integrity and anti-corruption curriculum. This would be included in the teacher training curriculum in both the teachers colleges and education programmes at the university. The course could include modules introducing teachers to the basic concepts of corruption and integrity, as well as strategies for teaching anti-corruption and integrity in schools.

In-service teacher training is also a requirement in Mexico under the Law on Professional Teaching Service, which requires teachers to undergo training and assessment throughout their careers. To this end, SEP offers the continuing education programme *(Modelo de Operación del Programa de Formación Continua para docentes de Educación Básica)*. Courses in the continuing education programme are aimed at helping teachers develop the competences and skills identified in their professional profile (SEP, 2016c). The current continuing education programme is comprised of three objectives: 1) improving the professional teaching service; 2) strengthening the school; and 3) adhering to national educational priorities, with seven associated training paths (see Table 4.4). The third objective focuses on training teaching staff in pertinent and socially relevant priority issues, such as inclusion and human rights (SEP, 2016c).

Table 4.4. Continuing education programme for teachers

Objectives of the strategy	Training paths
Improving the professional teaching service	• Continuing education to achieve the professional profile required. • Developing skills for the use of information and communications technology in collaborative work.
Strengthening the school	• Training for assistant support staff (SATE programme). • Development of leadership skills and school management. • Skills development for internal evaluation. • Mastering the disciplinary content.
Adhering to national school priorities	• Update on the new educational model and institutional programmes for inclusion and equity.

Source: SEP (2016c), "Modelo de Operación del Programa de Formación Continua para docentes de Educación Básica", Secretaría de Educación Pública, http://formacioncontinua.sep.gob.mx/portal/modelo-formacion-continua.html.

The SFP and SEP could partner to develop a course on integrity and anti-corruption teacher training that would fall under objective three. Similar to those offered in college and university education programmes for trainee teachers, the course could include elements on integrity and anti-corruption as a refresher for teachers, but could also focus on sharing key challenges and good practices on how to effectively disseminate the modules, which methods students are most receptive to, and innovative ways to encourage students to apply their knowledge. Box 4.11 provides an example of the anti-corruption education training programme offered for teachers in Lithuania.

Box 4.11. Preparing teachers to teach anti-corruption in Lithuania

As part of anti-corruption curriculum development in Lithuania, two project objectives were identified to support teachers in integrating anti-corruption content into their lesson plans: 1) to prepare an in-service training programme of anti-corruption education; and 2) to prepare a team of trainers able to consult and train other teachers.

In February 2004, the project team prepared a training course for teachers, as well as an in-service training programme. From March to August 2004, a series of workshops and training seminars were held for teachers, with the following themes addressed:

- Critical thinking methodology for anti-corruption education

- Foundations of adult education

- Principles of strategic planning

- Development of in-service training programme for anti-corruption education

Between September and December 2004, the in-service training programme was prepared and piloted in the regions, with the results of the pilot informing various updates to the programme. The resulting programme, Anti-corruption Education Opportunities for Secondary School, is part of the permanent training offered by the Modern Didactics Centre, a centre of excellence for curriculum and teaching methods. The programme aims to provide teachers with information about corruption and anti-corruption education, and to encourage them to apply elements of anti-corruption education into their lesson planning and extra-curricular activities.

Source: Modern Didactics Centre (2004b), *Education against Corruption*, www.sdcentras.lt/antikorupcija/en/bl.htm.

Summary of proposals for action

- The NACS Committees should ensure that the NACS action plan, once developed, includes anti-corruption awareness campaigns and training that challenge citizens' acceptance of corruption, and educate the public on the skills and tools to reject unethical behaviour. The NACS action plan should clearly assign roles and responsibilities for designing and implementing awareness raising and training to the relevant government ministries.

- The NACS Committees should ensure that the NACSaction plan assigns responsibilities for developing and delivering tailored integrity and anti-corruption training programmes for citizens to the ministries responsible for corruption and fraud high-risk areas, including, but not limited to: the Tax Administration Service (*Servicio de Administración Tributaria*), the Mexican Institute of Social Security (*Instituto Mexicano del Seguro Social*), the Ministry of Social Development (*Secretaría de Desarrollo Social*) and the Ministry of Communications and Transportation (*Secretaría de Comunicaciones y Transportes*). As the anti-corruption expert, the SFP should be assigned the role of advisor on anti-corruption content for the training programmes in the NACS action plan.

- The NACS Committees could consider including in the NACS action plan measures to partner with select high-risk ministries to pilot initiatives based on research in behavioural sciences aimed at "nudging" ethical behaviour. Ministries could include, but are not limited to: the Tax Administration Service, the Secretariat of Social Development, the Mexican Institute of Social Security and the Secretariat of Communications and Transportation.

- The NACS Co-ordination Committee should incorporate the commitment made in the National Development Plan to develop content and didactic tools for ethics education into the NACS action plan and assign responsibilities to the SFP and SEP for its implementation.

- The SEP should strongly consider scaling-up resources for the current National School Coexistence Programme (*Programa Nacional de Convivencia Escolar*, PNCE), and ensure the programme includes content that explicitly addresses values for integrity and anti-corruption in both the primary and secondary curriculum.

- To engage youth in a practical activity to fight corruption, action plans for the local anti-corruption system (LACS) could include measures to develop a sub-committee for youth which mirrors the Citizen Participation Committee. These sub-committees could represent the view of youth in developing policies and ensuring that LACS activities are aligned to address the key problem areas. Membership of the committee could be open to any interested secondary school student, with leadership of each committee comprised of five outstanding youth.

- The NACS Committees, the SFP, the SEP and leading universities should work together to develop a course for teachers to prepare them to teach the integrity and anti-corruption curriculum. Such training should be taught at teachers colleges and teacher certification programmes.

Notes

1   Social norms are shared understandings about actions that are obligatory, permitted, or forbidden within a society (Ostrom, 2000).

2   See action item 1.2.5 under Strategy 1.2: Promoting a culture of legality that increases the confidence of Mexicans in government and prevents corruption in the National Development Plan 2013-2018 (SEGOB, 2013).

3   A similar study by Gunnarson (2008), which looked at the effect of civic education on improving levels of generalised trust within students in Italy, found that the school environment (e.g. openness of structures, fairness of institutions, or degree of peer conflict) had an effect on students' trust levels.

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