

HOW, FOR WHAT, WHEN AND IN WHICH
DIRECTION TO EXPLORE CORRUPTION
– NEW MODEL OF STUDY
IN REALITY OF CIVILIZATION OF INFORMATION
IN XXI CENTURY
– PROGRAM OF COMPLETE STUDY PROCESS

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Summary. Corruption remains one of the most dangerous crimes that threatens society. Despite the apparent lack of victims of criminal activity, its effects affect every citizen. Apparently it may seem that the deeds that make up this category of crimes have already been well researched. The subject and aspects of crimes in this category were explored, as well as the ways in which criminals acted. The results of the studies carried out so far have devalued in the context of the conditions of existence of the information society of the 21st century, which requires the development of a new paradigm of corruption.

Key words: corruption, criminal policy, information society, research, crime, punishment

INTRODUCTION

Corruption crime, being a latent phenomenon, is one of the most difficult crimes to detect. An investigation process is a complex one and it has to take

into account a different patterns of actions undertaken by law enforcement institutions than these commonly utilized when fighting other types of crime. It is widely recognized that in case of corruption there is no typical victim characterized and in addition quite often there is a strong link existing between perpetrators which supports wearing off traces of such a crime. Therefore State institutions fighting this category of crime have to invest in non-standard ways of sourcing and information about corruption events. In the course of an investigation there are various investigative techniques and methods utilized to discover the crime, enabling two general types of information sources – confidential and public ones¹.

Particular determination of law enforcement institutions is required in order to reveal corruption schemes and collect an evidence admissible in a court of law, detain perpetrators and secure their property². All the aforementioned determines a paradigm of corruption crime that has to be based – and it is a sine qua non condition – on a scientific knowledge and understanding of a present social environment and conditions that impact the way it functions³. Both scientists and law enforcement officers share common goal – they would like to correctly identify and pursue perpetrators of corruption crime and in order to do so in an effective way, they have to undertake actions taking into account present available technological and informational capabilities exploited by the crime perpetrators – as well as their mentality⁴.

Current state of a knowledge and binding legal regulations, overstretched by a period of over twenty years of practical application does not reflect the

¹ K. Abbink, *Staff rotation as an anti-corruption policy: an experimental study*, “European Journal of Political Economy” 20 (4) 2004, pp. 887–906; Idem, *Fair Salaries and the Moral Costs of Corruption*, in: *Advances in Cognitive Economics*, eds. B. Kokinov, NBU Press, Sofia 2005, in: <https://winster.nottingham.ac.uk/cedex/documents/papers/2002-05.pdf> [accessed: 10.04.2018]; O.Y. Adams, *Institutional Approach to Anti-corruption Efforts in Taiwan, Hong Kong and Mainland China: Improving the Norms, Strengthening the Ethics*, “Contemporary Chinese Political Economy and Strategic Relations: An International Journal” 3 (1) 2017, pp. 247–283.

² B. Mandal, S. Marjit, *Corruption and wage inequality?*, “International Review of Economics and Finance” 19 (1) 2010, pp. 166–172, <https://doi.org/10.1016/j.iref.2009.01.001>

³ O.C. Dincer, M. Johnston, *Measuring Illegal and Legal Corruption in American States: Some Results from the Edmond J. Safra Center for Ethics Corruption in America Survey*, Safra Center for Ethics Corruption in America Survey (March 16, 2015).

⁴ S. Dix, E. Pok, *Combating Corruption in Traditional Societies*, in: *Corruption, global security, and world order*, eds. R.I. Rotberg, M. Bunn, Mass: World Peace Foundation, Cambridge 2009, pp. 239–259.

current state of a corruption crime as nowadays there are new types of this phenomenon and criminal methods available, not to mention a different perception of corruption within society⁵. This corresponds with the new investigation methods and capabilities available to law enforcement institutions thanks to the technological advancements and an evolution of civilization connected with development of an information society⁶. Still, a fight with corruption is currently based on an outdated paradigm that requires perhaps not a revolution, but certainly a major adjustment and supplementation – leading to development of a new paradigm taking into account everything that has in fact changed in the social environment of XXI century. This also applies to an overall methodology of fight with corruption crime as well as other presently not penalized actions of a corruption-alike nature⁷. Therefore the main research objective in this project is to undertake a comprehensive analysis of corruption both as a phenomenon and type of crime in order to establish a new corruption paradigm.

A foundation of an effective investigation process – and from a wide perspective a theoretical model of reaction of a State to any crime threat, is collection of an information regarding general crime threats as well as particular event of a possible criminal nature, undertaken by empowered institutions of a State. The information of a particular importance is the one concerning threats and events previously unknown to the law enforcement institutions – often described as ‘the first information’ in the doctrine. Such a first information is in fact a threshold initiating State reaction to threats and events of a criminal nature and in most of the cases it originates from an ordinary citizens not having any permanent links or association to law enforcement.

Recognizing realities of an information society of XXI century and universal availability of technology as well as electronic communications devices connected with development of new interactive forms of communication (including phenomenon of a social media), the issue of a fundamental importance to a model of realization of a State mission to provide and maintain

⁵ D.C. Shim, T.H. Eom, *E-Government and Anti-Corruption: Empirical Analysis of international Data*, “International Journal of Public Administration” 31 (3) 2008, pp. 298–316.

⁶ P. Heywood, J. Meyer-Sahling, *Danger Zones of Corruption: How Management of the Ministerial Bureaucracy Affects Corruption Risks in Poland*, “Public Administration and Development” 33 (3) 2013, pp. 191–204.

⁷ M.S. Iqbal, J.W. Seo, *E-Governance as an anti-corruption tool: Korean Cases*, “Journal of Korean” 6 (2008), pp. 51–78, in: http://www.karis21.or.kr/karis21admin/adaction/download/03Iqbal_Seo.pdf [accessed: 7.04.2018].

public security and safety of citizens, is to research and analyze current possibilities of signaling events of a possible criminal nature by ordinary citizens. Such research would return a knowledge regarding effective sources of information gathering that are based on state of the art publicly available technology and current state of forms, methods, schemes and habits of communication within society.

An information society domain and interactivity of commonly utilized electronic communications devices undoubtedly provided a potential that might be utilized to establish new forms and methods of signaling of any crime threat – and in particular a corruption threat. No research has been conducted yet with a view to gain a scientific knowledge regarding new possibilities of corruption signaling in the framework of an interactive cooperation between society (citizens) and law enforcement institutions in a cyberspace. Such cooperation has also to be defined as a theoretical category within tactics of criminalistics. Considering research goal described above, a research hypothesis is required – presented type of information source shall be recognized as a new and separate one in the catalogue of sources of information concerning events of a possible criminal nature recognized by theory of criminalistics. Since the present catalogue of information sources concentrates on an outdated dichotomous division into external and internal sources of information, it no longer reflects present realities of functioning of a network type society⁸.

Considering additional research goals of a more detailed nature, the subjects of research hypothesis will be both an actual scope and effectiveness metrics of collected information regarding events that may be of a criminal nature in the framework of new type of information source in criminalistics, as well as a set of essential conditions required for an effective selection of obtained information in the context of an existing information overload phenomenon – an excess volume of information. Another research hypothesis that requires a verification is an existence and evaluation of a set of an objective and subjective factors (for example: availability of technology, trust in law enforcement institutions, security requirement) that impact general perception of a potential cooperation between citizens and law enforcement institutions in the subject matter.

⁸ S. Holmberg, B. Rothstein, *Dying of corruption*, “Health Economics, Policy and Law” 6 (4) 2011, pp. 529–547.

A corruption phenomenon, characterized by constant and fast evolution and a large number of ever changing criminal methods, severe consequences from the point of view of a State, and being naturally a category particularly sensitive to the domain of information, is undoubtedly a correct research area for research objectives set out in this project. Obtained research results will also allow to draw a conclusions of a more general nature – regarding fundamental issues of a theory of a modern crime fight and prevention.

Dynamic changes of a corruption crime enable questions regarding adequacy of a State penal policy both *largo* sense and *scritto* sense – leading to considerations of possible redefinition of a corruption phenomenon and perhaps a depenalization of some corruption forms that are presently penalized, with possible penalization of some corruption-alike behaviors which are not penalized as of now. A good example of such a behavior to consider would be corruption abetment. As daily social and economic life conditions change, development of information society determines a new approach to corruption – scope of the phenomenon, forms of corruption, technical possibilities of committing corruption crime and available methods of collection, evaluation, storage and utilization of an information of both detection and coordination importance and value to law enforcement institutions. In order to establish detailed research objective concerning State penal policy regarding corruption crime it is necessary to provide analysis of a current state of a philosophy of criminal punishment application, especially in the context of economic theory of a penal law⁹.

An assumption that choices of an individual are generally rational in the context of analysis of benefits and costs with regard to crimes committed out of desire for profit – corruption being an example – seems correct when applied to research concerning an effectiveness of punishment practiced by State. Penalized corruption and non-penalized corruption-alike behavior presents a serious threat to security of State both in an aspect of the functioning of the rule of law and basic constitutional social rights and freedoms as well as for safety of legal transactions. The aforementioned needs to be analyzed not only in substantive aspect, but also in ethical and philosophical dimensions. The State institution remain helpless regarding scale of corruption cri-

⁹ O.Y. Adams, *Institutional Approach to Anti-corruption Efforts*, pp. 247–283.

me that year after year reaches the new levels of growth – and are unfortunately weak in fighting this type of crime¹⁰.

Conducted public opinion research pools establish corruption as one of the most dangerous social threats and issues. Lack of an adequate penal policy of the State in the reality of an information society of XXI century is another research objective that has to be properly addressed in this research project. It is a necessity to examine etiology of such a deficit and through development of a new model of a penal reaction to ask important questions concerning a need to redefine current axioms of the State penal policy. Results of conducted research should provide answer to a fundamental question of a substantive law – are existing legal regulations, characterized by quite a detailed attribution of penalization still appropriate for modern society of XXI century, or should they be amended by a new set of even more detailed legal provisions? Or perhaps the other way around – should lawmakers limit corruption crime to just a single provision in a criminal code? An important factors that require consideration in this aspect are an assessment of a sentencing limit for type of crime in question, assessment of judicial punishment and execution of sentenced imprisonment. Even preliminary analysis of publicly available data enables to establish a hypothesis that a corruption crime remains a crime of high profitability where a sentencing limit as well as probability of actual imprisonment sentence is at the low level. One may not escape simple calculation of expected benefits versus risks and consequences in case of corruption – such observation provides perhaps an answer regarding existence of an educational aspect of any sentenced punishment. A hypothesis to verify through research is that corruption crime is being committed simply because in the end it is profitable for a perpetrator¹¹.

Considering all the aforementioned and taking into account that an information is a threshold and foundation of fight with corruption crime it is necessary to conduct analysis of previous cooperation between Central Anti-corruption Bureau, Agency of Internal Security, Police, Border Guard, Military Police and National Fiscal Administration regarding fight with corruption and other activities providing threat to economic interests of State – in central and local government institutions, as well as in a public and business life.

¹⁰ C. Depken, C. Lafountain, *Fiscal consequences of public corruption: Empirical evidence from state bond ratings*, "Public Choice" 126 (1) 2006, pp. 75–85.

¹¹ O.C. Dincer, M. Johnston, *Measuring Illegal and Legal Corruption in American States*.

Research hypothesis – due to increasing domination of information technologies, especially in the area of communications, existing organizational-legal system of a State has become inefficient with regard to reaction to corruption and phenomena in the borderland of corruption. Despite existence of a specialized state institutions dedicated to fight the aforementioned phenomena, they are unable to react in a rational and an effective manner to corruption crime, which is confirmed by a statistical data of the National Center of Criminal Information, pointing to an increase in a volume of corruption crime. State institutions do not have any reciprocal coordination system and do not fully utilize available capabilities regarding development of a modern information tools. Also criminal sanctions threat and judicial punishment are out of proportion with regard to real economic and reputational damage to the State. Because of that it is necessary to develop a new paradigm of a corruption that would reflect threats and challenges of a new reality of an information society.

1. SIGNIFICANCE OF THE PROJECT

Even though an information is one of the key terms of tactics in criminalistics, an impact of the changes in our civilization represented especially by development of an information society of a network type over last two decades, also an evolution of perception of the meaning of information and its scope, have never been a subject of an extended scientific reflection and research in the field of a modern theory of criminalistics.

The doctrine still favors widespread traditional approach, relevant to the state of scientific knowledge, technology and degree of society development of the last decade of XXth century. The key issues of the theory of information impacting effectiveness of an investigative process and methodology of crime prevention are presented in a framework of typical hierarchical society of the past, encompassing an outdated dichotomous approach to systematics of opposing categories of external and internal sources of information. Such state of affairs does not reflect requirements of a modern, knowledge based, information society and does not meet critical requirements and challenges facing State institutions responsible for provision and maintenance of public security. The aforementioned undoubtedly justifies a need to undertake a scientific research of a basic type in the subject matter with an aim to adjust theoretical foundations regarding an issue of information in criminalistics – including especially a catalogue of information sources – to the current level of knowledge, civilization, technology and social development.

Pioneering nature of this research project is articulated best by an innovative approach to the basic knowledge regarding information sources of relevance to the investigative process in reality of an information society, coupled with consideration of existence of a new means to be utilized for the benefit of an increased effectiveness of provision and maintenance of public security facing various crime threats – including corruption. An additional quality of the project is guaranteed by its interdisciplinary nature, which is a requirement to conduct research in a field of criminalistics, enabling also development of a theory of a new model of cooperation between citizens signaling events of a possible criminal nature and State institutions receiving such signals.

Present research project is therefore of significance to development of theory of law. It will result in adaptation of the state of the knowledge to current realities and challenges facing our society. It fulfills the tasks of criminalistics as a science by provision of a necessary theoretical tools required for realization of basic functions of State institutions responsible for public security.

Another pioneering aspect of scientific research conducted in the framework of this research project is delivered by research based on files of discontinued criminal proceedings. Obtained results will allow to either confirm or deny hypothesis of a dualism of penal policy of the State regarding corruption crime, which recognizes corruption as a dangerous threat to internal security of State and at the same time demonstrates indulgence to corruption crime perpetrators – it is worth to note in 2014 courts of law conditionally suspended over 80% of sentenced punishments for corruption and venality. Since from philosophical point of view criminal activity is one of the available choices of conduct for individuals and actual decision taken to involve in criminal acts does not differ much from a variety of other choices an individual has to make over a lifetime, an indulgence of the State minimizing the consequences of engagement in corruption schemes might play an important role in high dynamics of growth of corruption in Poland. One may not escape simple calculation of expected benefits versus risks and consequences in case of corruption – such observation provides perhaps an answer regarding existence of an educational aspect of any sentenced punishment.

Research conducted within this project will not only provide diagnosis regarding the current state of corruption crime in Poland, but it will also concern diagnosis regarding effectiveness of pursuit of perpetrators of corruption as well as judicial punishment, possibilities of signaling corruption events by citizens and further distribution of received signals within the stru-

cture of State institutions. Preliminary research conducted regarding the later enables conclusion the reaction of State institutions to threat of corruption is highly unsatisfactory. Considerations in the subject matter are justified particularly taking into account evaluation of coordination of activities of State institutions – which is mandatory pursuant to the provisions of article 29 of the Act on Central Anticorruption Bureau. A diagnosis is also necessary regarding other activities undertaken jointly between State institutions and other entities like non-governmental organizations to gain scientific knowledge of the state of such cooperation and its effects – or perhaps a lack of such effects.

Historical background as well as current State philosophy and policy regarding definition of corruption and associated threats will be presented as the reference point for research conducted within this project, providing an overall justification of research tasks and undertaken scientific activities. All research directions will be confronted with collected data and historically developed and currently binding legal and organizational solutions utilized to fight corruption threat and crime in the western democracies. Special consideration will be given to examples of United States of America and Italy. United States having specific dual legal system with federal and state levels, being a home of compliance concept utilized to fight corruption and a country of highly developed technology used by population of over 300 million inhabitants provides an excellent reference point for all the aspects of research conducted within this project. Italy is considered as one of countries of the highest level of corruption threat – in addition having significant structures of organized crime embedded in social life – making it especially interesting reference in research concerning perception of corruption by both society as a whole and individual citizens. A third country providing specific reference point for comparative research regarding evolution of corruption threat over the last two decades is Estonia – a country being a part of the Eastern block after the World War II, gaining independence in the last decade of XX century – very much alike Poland. A notable social difference – large minority of Russian population in Estonia versus homogenous society in Poland will justify research regarding approach to corruption within different national groups coexisting in a single country of Central and Eastern Europe region – to establish differences and similarities with approach to corruption established through a research in Poland. Penal policy of a State is based on the penal repression stipulated in the Criminal Code of 1997 and a number of acts introducing anticorruption measures, such as Act on Commune Self Government of 8 March 1990, Act on District Self-Government

of 5 June 1998, Act on Voivodship Self-Government of 5 June 1998 and Act on Limitations of Conduct of Business by Individuals Performing Public Functions of 21 August 1997. These regulations are significantly outdated and do not take into account major corruption related challenges of present – like modern tools of legal transactions utilized nowadays globally and on a large scale. Such state of affairs only emphasizes dichotomy of penal policy of State regarding corruption phenomenon – on one hand there are numerous anticorruption measures enacted, while on the other they do not reflect at all reality of a modern world, legal transactions conducted in the cyberspace being a good example. The aforementioned provides an additional justification to conduct a comparative research of current legal regimes and legal means and tools enabling an effective fight with corruption, in order to gain a scientific knowledge required to support development of a new paradigm of corruption.

Apart from penal regulations, penal policy of State is shaped by institutions involved in a daily fight with corruption. This fact justifies a need to research and analyze regulations constituting their system and organizational structure, and establish an impact these have on effectiveness of actions regarding corruption prevention and fight, as perhaps a mere fact of an overlap of competencies between different governmental agencies – which in case of Poland occurs between Central Anticorruption Bureau and Internal Security Agency is one of the causes of poor results of corruption suppressing activities of the institutions in question.

Current state of knowledge does not provide any substantial basis for research on assessment of a measureable costs of corruption. Analyzed data is an outdated one and there is a general lack of agreed concept of corruption, there are no corruption sources identified and no consequences foreseen. Therefore any published results of such analysis can't be recognized as a meaningful scientific knowledge. Realistic assessment of market value of cost of corruption requires establishment of calculation principles coupled with recognition of sources of corruption in a modern world – and this justifies a research in a subject matter.

2. WORK PLAN

A research activities will commence with analysis of available literature, legal regulations, governmental anti-corruption programs and comparative research of the legal regimes of Poland, Estonia, Italy and United States of America. A system of cooperation of State institutions regarding fight with

corruption crime will be analyzed, extending to cooperation with established international organizations, non-governmental organizations and cooperation with citizens too. An effectiveness of existing organizational solutions aimed at fighting corruption will be examined – both from the point of view of a whole system and an individual institutions involved. Another research component will be executed in the form of analysis of files of individuals prosecuted for corruption crime and either sentenced or having their criminal proceedings suspended.

Research conducted by Investigators in the framework of this project will be focused on three main aspects of corruption crime:

- within substantive law, regarding definition of corruption crime paradigm and its scope within the legal system and actual in the social life;
- within legal system, regarding State institutions fighting corruption crime, their cooperation and coordination;
- within criminology and criminalistics, regarding assessment of punishment of corruption crime, execution of sentenced punishments, *modus operandi* of perpetrators and sources of information regarding acts of corruption.

Investigators consider the aforementioned research feasible and not posing significant risk. Wide range of information required to conduct research is publicly available and data can be obtained from numerous statistical materials developed by both State institutions and scientific research institutes. It has to be however mentioned that research material regarding methodology of fight with corruption crime, functioning of State institutions involved in this fight, cooperation and coordination of their activities might not be instantly available to anyone interested in a research in the subject matter.

Furthermore analysis of feasibility of assumed research tasks require an assessment of risk regarding research material to be obtained from foreign institutions – like Federal Bureau of Investigations or Guardia di Finanza. While it is impossible to declare range and quality of obtained materials will fully fit research needs, initial contacts suggest an open approach and a positive attitude towards sharing an information belonging to a public domain. Therefore the risk level can be considered low.

On the basis of collected research material Investigators conducted an assessment of initial research sample by comparative research of available statistical data and files. An evaluation has been made taking into account currently binding provisions of a substantive law. Initial research conclusions resulted in development of research objectives and research hypothesis provided in a present document.

3. RESEARCH METHODOLOGY

Research methods to be utilized in this research project are the following:

- historical – law, applied in order to present the direction of changes regarding perception of corruption and State penal policy in a changing political, social and economic environment;

- dogmatic – law, enabling research of legal regulations in particular countries concerning systems and institutions of legal protection and protection of a public interest, especially regarding threat of crime in a given country;

- comparative – law, on a macroscale and microscale – where comparative research on a macroscale will comprise of issues like comparison of method of organization and scope of a police services in particular countries, government and non-government structures dealing with diagnosing and fighting corruption, while on microscale it will concern particular institutions – their systems and regulations;

- empirical – comparative, applied to research on criminal proceedings files and research on prisoners as well as on internal regulations of law enforcement institutions concerning their statutory tasks and coordination of activities;

- statistical, enabling assessment of a scale of corruption phenomenon as well as forecasting directions of its future development and evolution.

- Library query of available literature – comprising disciplines of law, sociology, economy, criminology and criminalistics, domestic and foreign publications, in particular regarding penal law, constitutional law and administrative law.

- Query regarding existing governmental and non-governmental programs of crime fight, especially relevant to corruption fight as well as means and methods of coordination and cooperation of State institutions fighting corruption, also existing forms, methods and tools enabling gathering of information regarding corruption events and utilized means of social communication.

- File query at units of Prosecutor's Office, Courts of Law, Ministry of Justice and penitentiary units, as well as in National Criminal Record, regarding files of criminal proceedings of corruption crimes and conducted research on criminal profiling of corruption perpetrators.

Research will be conducted utilizing various research techniques including but not limited to analysis of statistical data, analysis of files of criminal proceedings, analysis of penitentiary files, interviews, surveys and analysis

of literature. Research will be supported by modern information and communication technology tools, including solutions supporting statistical analysis. While there is quite a lot of literature regarding corruption phenomenon, one can't identify a complete research delivery encompassing issues of State penal policy regarding corruption, social behavior connected with corruption and development tendencies of this phenomenon. Available reference titles are mostly based on and outdated statistical data and public opinion pools. They also don't take into account recent developments in doctrines of criminology and criminalistics. It has to be noted a development of civilization and technology determines new possibilities and methods of crime perpetration – and this requires to be examined in the framework of a scientific research.

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JAK, PO CO, KIEDY I W JAKIM KIERUNKU BADAĆ KORUPCJĘ
– NOWY MODEL STUDIÓW
W RZECZYWISTOŚCI SPOŁECZEŃSTWA INFORMACYJNEGO XXI WIEKU
– PROGRAM CAŁOŚCIOWEGO PROCESU BADAWCZEGO

Streszczenie. Korupcja pozostaje jednym z najgroźniejszych przestępstw, które zagrażają społeczeństwu. Pomimo oczywistego braku ofiar przestępczej działalności, jej skutki dotyczą każdego obywatela. Najwyraźniej może wydawać się, że czyny, które składają się na tę kategorię przestępstw, zostały już dobrze zbadane. Analizowano tematykę i różnorodne aspekty przestępstw tej kategorii, a także sposoby przestępczej działalności. Wyniki przeprowadzonych do tej pory badań zdewaluowały się w kontekście warunków istnienia społeczeństwa informacyjnego XXI w., co wymaga opracowania nowego paradygmatu korupcji.

Słowa kluczowe: korupcja, polityka kryminalna, społeczeństwo informacyjne, przestępstwo, kara