DR

WARDS COLLECTIVE ACTION TO IMPROVE GOVERNANCE
CONTROL CORRUPTION IN SEVEN AFRICAN COUNTRIES

tion Programs in Brief

-in-Progress by the Country Teams of:
n, Ethiopia, Ghana, Kenya,
wi, Tanzania, and Uganda

s volume was produced in September 1999 by the Governance, Finance and Regulatory Group at World Bank BI), and teams representing seven countries in Africa (Benin, Ethiopia, Ghana, Kenya, Malawi, Tanzania, and Uganda the Core Course Program, "Controlling Corruption: Towards an integrated strategy", and in preparation for ernational Anti-Corruption Conference in Durban, South Africa, October 10th -15th 1999.

additional information on this and other related programs, visit WBI's Governance and Anti-Corruption Website at:

www.worldbank.org/wbi/gac

...what you have just told me, it sounds like an interesting concept and approach; instead of starting with 'conditionalities' from outsi... ...ith country participants on the formulation of their own governance program. But what if *their* program is *wrong*?"

...hile the above reaction to the explanation of the approach taken in this pilot governance and anticorruption program is atypical (as illustr... ... quotes inside this document), it does reflect a measure of skepticism among some in the western financial international community a... ...fferently. Fully empowering a coalition within the country to take the lead, while relegating ourselves to a facilitating role does not alwa... ...ure. Yet even if we now believe in this 'facilitator mindset', modesty and realistic expectations are in order when looking ahead. Indeed, r... ...Campaigns' as well as externally and conditionality-driven public sector reforms have not been successful over the past two decades. But... ...pproach in itself does not ensure success either. Empowerment and participatory coalition-building within the country is a necessary co... ...e-enhancing institutional reforms, yet it is unlikely to suffice.

...echnical rigour is also key, for which the two-way transfer of knowledge and shared learning plays an important role – including the use o... ...earning (e.g. multi-site videoconferencing) technologies. In this context, an in-depth understanding of the country reality, including... ...the governance challenges, is needed for the country experts and stakeholders to formulate reform measures which are concrete, prio... ...able. The systematic sharing of country experiences as well as the collaboration on the new toolkits and approaches with the World Bank... ...is an important feature of the current program. Similarly, the increasing recognition that corruption is a symptom of more fundamental v... ...institutions plays an important role in focusing on concrete action programs where prevention and incentives are at least as im... ...nt. Within this context, a key challenge is to integrate an anticorruption and governance initiative within the country's program for buildi... ...orming the institutions of the public sector.

...olitical will is also paramount, of course. Yet in the countries we are working on we have been persuaded by many dynamic and... ...inside and outside of government that one should not take the notion of 'political will' as a --static or insurmountable-- 'given'. The enl... ...on governance changes to improve the lives of the common citizen *can* be nurtured; within countries often labeled by outsiders as 'lacki... ...ogress made by citizen groups and reformists does illustrate.

...rocess and program presented in this draft volume reflects collaborative work-in-progress by experts in the countries, partners outside (s... ...World Bank. They have drawn on their past experiences, on their recently shared country lessons and on the ongoing process in this pro... ...ity for the implementation of the agenda resides with the country's own leadership and its key stakeholders. We have been encouraged by t... ...tion of the country teams in this program underway already for a number of months, detailed in this document. Yet the lion share of the c... ...l change, while underway in some countries, still lies ahead. Those countries committed to such systemic change deserve our support... ...n is behind this initiative and has pledged to convene a meeting within the year to assess implementation progress. As many of t... ...s have noted, 'it takes two to tangle': they are challenging us to continually facilitate this process of change in their own countries, as... ...at the disincentives for foreign investors to engage in corrupt practices abroad are raised significantly and donor-financed projects... ...transparency and probity.

Daniel Kaufmann,

World Bank Institute

TOWARDS COLLECTIVE ACTION TO IMPROVE GOVERNANCE AND CONTROL CORRUPTION BENIN, ETHIOPIA, GHANA, KENYA, MALAWI, TANZANIA, AND UGANDA

CONTENTS

ꞁl emphasis and integration of process and substance ought to be regarded as paramount in formulating a reali ꞁ action program. This substantive process can be categorized into three main components successful anti-c ꞩ need to integrate: (a) rigorous information/data and knowledge; (b) political leadership; and (c) collective action. Cu ꞟt in formulation of anti-corruption programs is taking place for seven countries in Africa (Benin, Ethiopia, Ghanꞁ Tanzania, and Uganda).

ꞁew approach has the following key features:

ꞁrticipatory—from consensus-building to collective action—involving all stakeholders (the state, legislature, civil socie ꞟivate sector, etc.);

ꞟiven by the country teams themselves, not by donors;

ꞩpowering citizens and creating public pressure for change;

ꞩilization of rigorous toolkits to diagnose and analyze the governance challenge in each country;

ꞟgorous translation of the analysis into realistic program design (identification and strategic prioritization);

ꞟrruption seen as a symptom of weakness of the state rather than the fundamental source of the problem implying emp ꞩy components of institutional reforms (rule of law, financial management and procurement; taxation and customs; civ ꞟform, etc.);

ꞁtegration among the above components, internalization with the country leadership, and initiation of concrete anticorr ꞟforms.

Towards an Anti-Corruption Strategy

Economic Policy: . Macro-Stability
- Deregulation   . Tax Simplification
- Customs Reform   . Transparent Privatization

Financial Controls:
- Procurement Reform
- Financial Management
- Budget Reform
- Audit Standards

il Service:
- ay/Incentives
- eritocracy
- odernization

Anti-Corruption

al-Judicial:
- ependence/Depoliticize
- iciary Reform
- esting of Judges
- R Mechanisms

Public Oversight/Civil Society
- Parliamentary Oversight
- Civil Society/Media/NGOs
- "Power of data"/Surveys
- Coalition-Building Process
- Int'national Community/OECD

Broad-based Participation, Country Leadership, and Empirical Rigou

ograms in Brief

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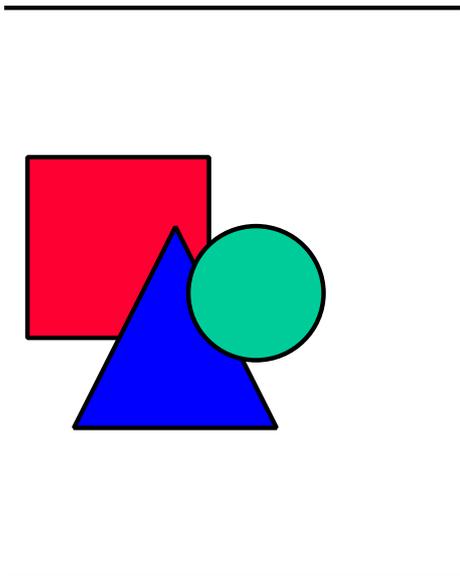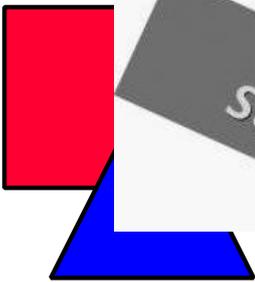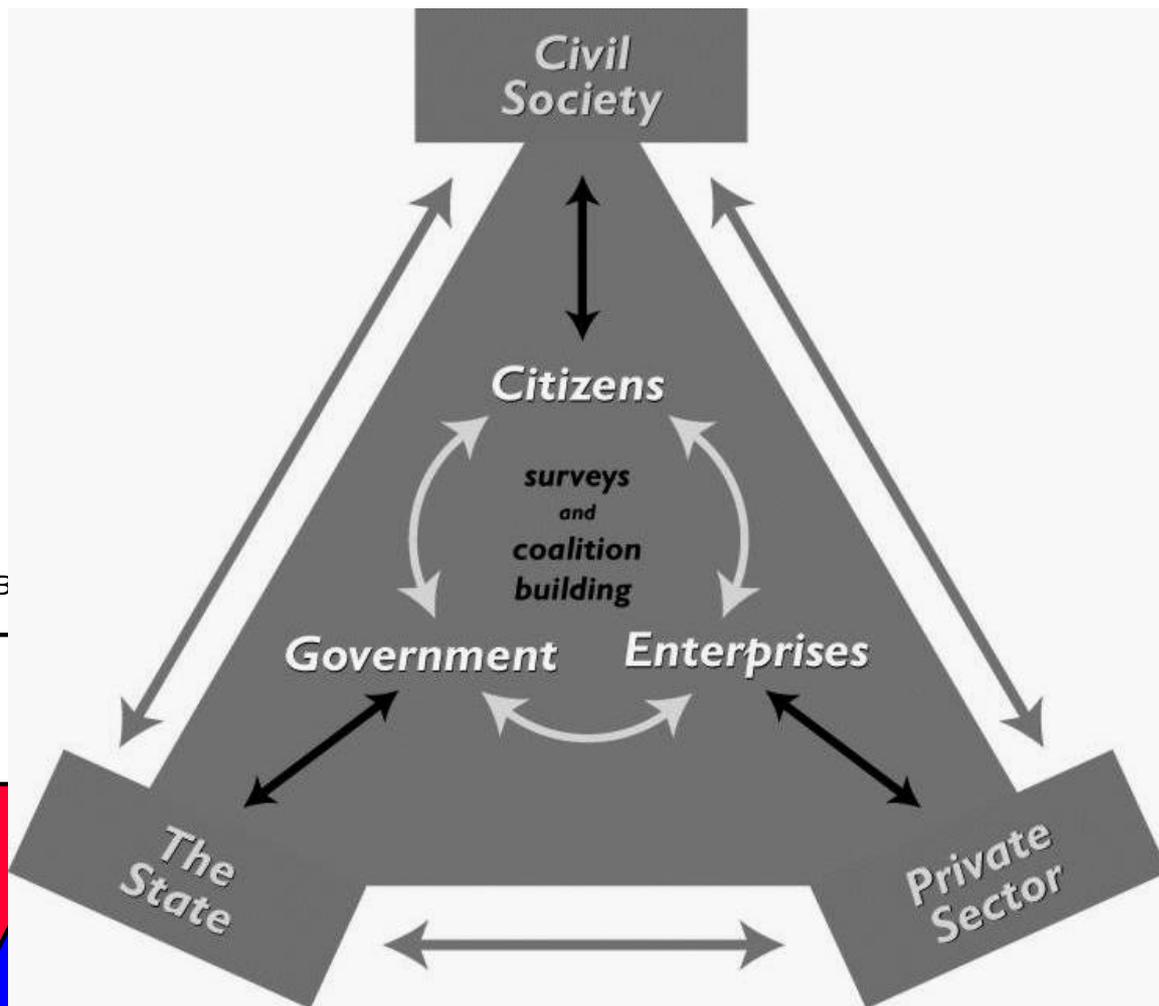
ABLE QUOTES IN A PARTICIPATORY AND UN-HIERARCHICAL FASHION

thongo, Kenya Team:

result of the World Bank's programme, the Kenya team have participated in the formulation of the strategic plan of t
ruption Authority (KACA). Speaking as a non-government person I would say this involvement of civil society act
on of plans of a major government body is unprecedented in Kenya where relations between the state and civil so
ined".

uluzi, President of Malawi:

Government of the Republic of Malawi is proud to associate itself with the global approach to fighting corruption
his approach, which is all inclusive, and aims to involve stakeholders in Malawi. This is an innovative approach and
cipe for eventual success.... Therefore, Mr. President, my letter serves to affirm to you my full endorsement and su
dual and collective work which our Malawi Country Team, coordinated by the Director of the Anti-Corruption Bu
one in developing policy matrices and action plans as part of the World Bank's pilot programme for controlling cor
r of president Muluzi to President Wolfensohn, Sept. 29, 1999.

Hoseah, Director of Investigation, Prevention of Corruption Bureau, Tanzania:

course has been a tremendous help to our country team because it has brought us together - - the government on
civil society, and the private sector on the other. Secondly, it has cemented our relationship with other stakeh
, the private sector in the formulation and the implementation of the country's anti-corruption program".

reno Ocampo, Head of Transparency International, Latin America:

ypercorruption or systemic corruption is a public policy issue. The work of Transparency International with civil soci
iagnostic survey tools developed by the World Bank Institute are now paving the way for a new level of understandin
d economic consequences of corruption. The power of data and these diagnostics are vital in the formation of the ne
which have to go beyond the awarness-raising stage into concrete actions and programs. This "Core Course" offer33
the opportunity to develop such concrete programs."

). Wolfensohn, World Bank President:

purpose of this course is how it is you can develop programs which we can support. Enthusiasm for the process diff... ess. You are teaching staff from the Bank here too. It is a strong interactive process". **From his interactive session... ts, June 16, 1999.**

his first phase of the participatory program in Washington] was really a fabulous week in which the issue of corru... l in these seven countries, a fascinating exercise which is even more interesting because additional modules are n... satellite to these same people twice a week over the coming weeks. The initiative taken here in Washington is n... in the countries themselves, and then, finally, we'll all come back together again for the presentations which will be... e in Durban later this year.   **From the July 1999 '***Journal of the President***' with highlights from the previous month**.

rancis Short, Commissioner, Commission on Human Rights and Administrative Justice, Ghana:

World Bank initiative has been very important because it has demonstrated the usefulness of a participatory app... g an anti-corruption strategy. In developing countries where corruption is a systemic problem, establishing bro...

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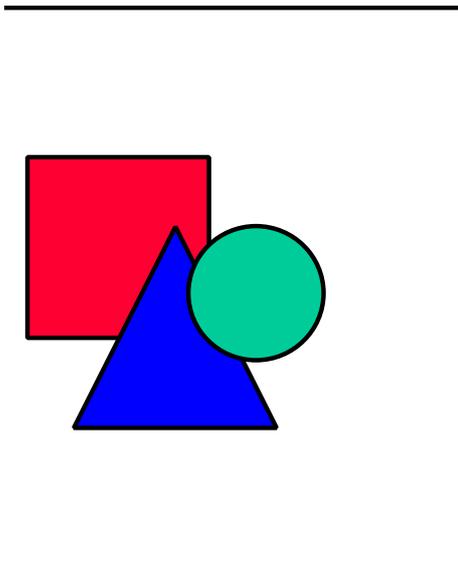
by bringing together government, state institutions and civil society is undoubtedly an effective approach in
n. However, if this World Bank initiative is to be sustained, the Bank would have to provide assistance to son
ns that will be spearheading the implementation of the programme. We would also hope that the Bank would use its
more commitment from the various governments to combat corruption".

re Ahlers, World Bank Country Director for Benin:

great feature about this major "course" is that it is a non-course, it is an integrated and participatory program v
akes the lead. In that context, we are working with them toward identifying actions, in a strategic manner, that are i
ble in the short run that can be taken to have an early success".

ant from Tanzania:

t was most important for us was the participants from different backgrounds – CPOs, governments and others workin
as a team. Without the spirit of working together we cannot manage to do it.

grams in Brief
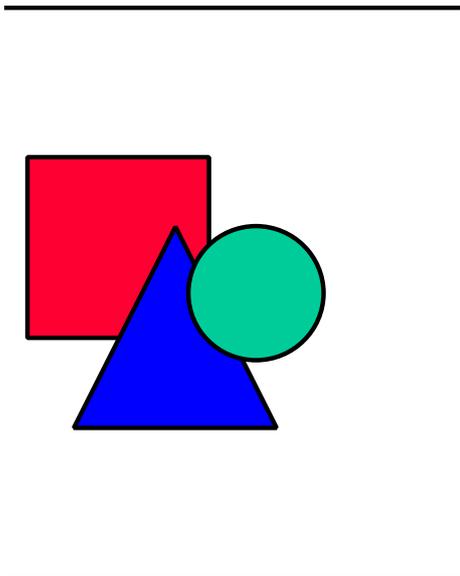
McNamara, Former President of the World Bank, and full participant in the Program:

come to learn, to contribute, and to lend my support to what I perceive as the major constraint to Africa's developmen

on..... I think this is a different way of doing business, pointing to the beginnings of a breakthrough in bringing learnin

ition-building together on a dire socio-economic issue". **Farewell comments to his fellow participants of the first phase of th**
on Core Course in Washington, June 1999.

ant from Uganda:

etimes we imagine that corruption will end up with everything...... We learned that tools and people are here to help

nitted to learning and doing all we can to be successful".

Stiglitz, Chief Economist of the World Bank:

grams in Brief
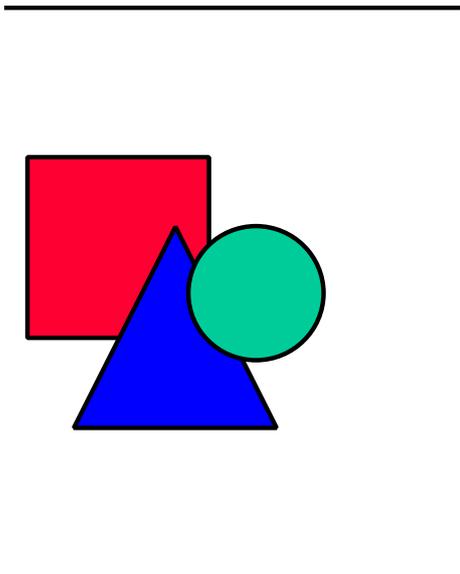
Bank is now convinced of the negative effects of corruption on economic development. WBI is working with a broad
ivil society. The participants should consider how the Bank could engage more successfully with civil society, pa
vernment is not interested in initiatives."

ant from Kenya:

learned a lot from the other African countries and from the consultants who have assisted us in devising an anti-c
We look forward to continued partnership. We have begun a long journey in which we are confident of success ir
t future".

gensen, Faculty of Management and Strategy Advisor, McGill University, Montreal"

pedagogical methods for fostering policy dialog that WBI are developing and using are truly innovative for widening v
e most sensitive and important development issues. Furthermore, the course brings knowledge and research to learnir
g with knowledge".

grams in Brief
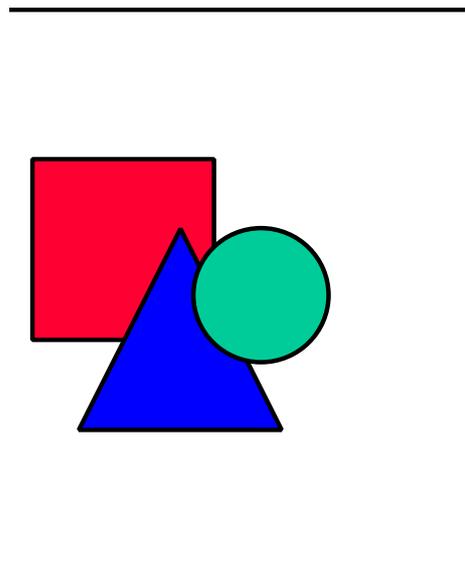
ant from Ethiopia:

problem of corruption is so gigantic. We all need to know how to attack it. I learned during the course how to do essionalism and passion".

ant from Benin:

ing experiences was very useful to us. First, we started working among ourselves and now we have expanded and ple. The one thing we learned is that we need to be together in this. Thanks to the World Bank, the staff of the cour ipants".

ograms in Brief
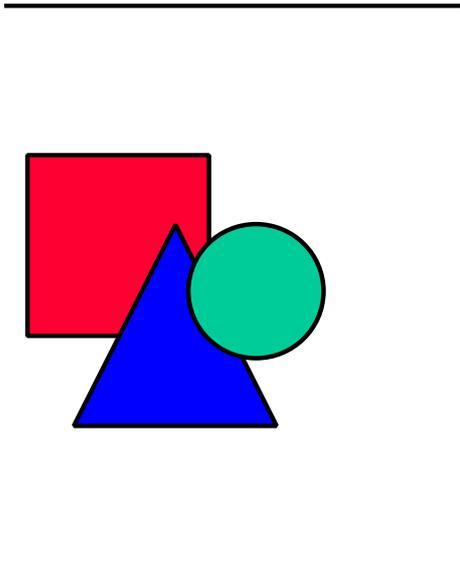
ant from Malawi:

ou World Bank and fellow participants. When we received the communication about the course we had a dilemma. C
 the course started, our country was going to the polls for a very important election, but we knew the importance of tl
oted before we came.... this course has been very good for us, for all the participants".

ien Sossou-Gloh of Benin Team:

enin was the only French speaking country participating in this part of the world Bank's Programme and I learned a
s teams coming from English speaking countries. More particulary, I noticed similarities in the problems we enco
ountries trying to control corruption. Working together with the others members of my country team highlighted the
stic approach" to tackle the issue of corruption. It demonstrated that we need a consensus in Benin between the Go
 Society. Holding meetings with the other stakeholders-- members of the Ministries as well as other Government bo
ociety demonstrated the interest they had in the matter and the value-added by this approach."

ograms in Brief
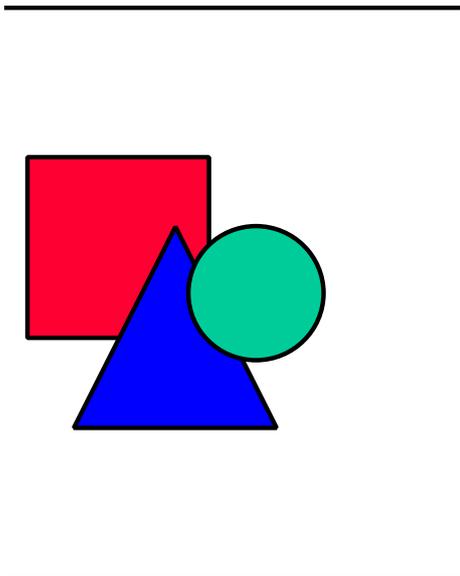
ien Aristide Deguenon of Benin Team:

n involved in the World Bank Institute Anti-Corruption Programme, as member of Benin team. This programme perm

e the fullness of Corruption Phenomenum in the World, and particularly in my country. The most important benefit is

started, with the support of the Government, to build up, thanks to the help of the World Bank Institute and of the oth

ghlighting the value of a participatory approach that included civil society participation. I look forward to learning mc

n in Durban".

or Medard Rwelamira, Head, Policy Unit, Department of Justice, South Africa

as one of the most fruitful workshops on Corruption that I have attended. It provided me with good methodologica

what is certainly one of the most complex socioeconomic problems of our times. What was particularly enriching

ent which enabled participants to exchange experiences on issues of common concern"

grams in Brief
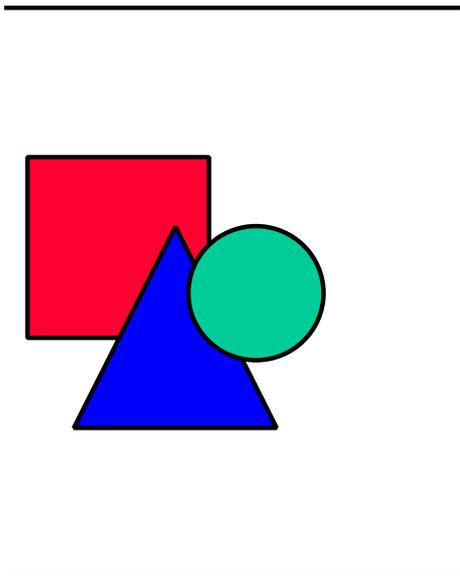
homas, Director, WBI

pathbreaking event, setting the standard for combining the sharing of rigorous tools and techniques with participant ent in working out a shared commitment for concrete institutional change in their own countries. **From his "Weekly", J**

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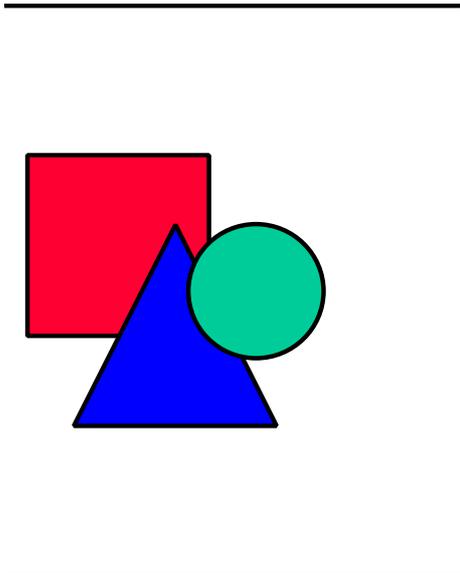
RDS COLLECTIVE ACTION TO IMPROVE GOVERNANCE AND CONTROL
RUPTION IN SEVEN AFRICAN COUNTRIES

TING AFRESH…

The [Empty] Worksheet at the outset of the pr

Country Action Matrix				
Problem	Actions to take	By whom?	Resource needed	Expected results when?

…BUT BUILDING ON PAST EXPERIENCE AND ON OTHER'S EXPERI

mon perception is that while countries have initiated
to fight corruption, the result to date is at best mixed.
k of resources, personal, and top political support are
, the process, design, and implementation strategy of
ption programs should also be questioned. In
, many programs have been tightly controlled within
y of the government, with little or no involvement from
ty, the media, private sector and parliaments. All too
tle effort at initiating a consensus-building approach
a cooperative action has taken place. Where civil
as figured in the program, their involvement has after
allel to the government, not joint, and focused on
s raising. Thus many programs have lacked broad-
pport, and focused heavily on government-run (and
ak)enforcement mechanisms to combat corruption,
of a broad-based preventative, incentive and
lly-based strategy.

participatory program "Controlling Corruption:
an integrated approach" attempts to counter this trend
sting a different approach to combating corruption and
g governance more broadly. The program (strictly
a 'course') started in June 1999 with a diverse group
olders from seven countries in Africa (Benin, Ethiopia,
enya, Malawi, Tanzania, and Uganda) representing the
nt, independent commissions, civil society, and media,
thered face-to-face for an intensive and interactive

week of shared learning in Washington, D.C. The Wo
Institute organized, facilitated and provided tool
information, while the teams took the actual lead in beg
formulate participatory anti-corruption programs
countries.

Most of the participating countries already have
programs in place, which is mirrored in the par
accumulated knowledge of what works and what do
anti-corruption. Starting afresh—in fact with the emp
shown on the previous page—yet at the same time bu
their past experience, the teams have initiated an
undertaking to institute sustainable changes in an area
to date, been difficult to realize tangible results. Simila
have benefited from building on each other's experience

Since the workshop in Washington D.C., the proces
designing an integrated and participatory action progra
fight corruption has continued, fueled by a continuos se
distance learning videoconferences where subject-exper
shared their experience of best-practice in institutional
(rule of law, financial management and procurement; ta
and customs; civil service reform). This document illust
what has been achieved in the participating countries (a
country teams) as of end of September 1999; the cours
joint recommendations, and the country teams' own vie
the process.

...ROLLING CORRUPTION AND IMPROVING GOVERNANCE: TOWARDS AN
...RATED AND PARTICIPATORY STRATEGY
...ARY OF THE PROGRAM'S CONTENT AND APPROACH

...CTION

...s of corruption and misgovernance are enormous. How-
...ctitioners, public sector managers, senior advisers, legis-
...d civil society leaders are rarely exposed to an in-depth
...nding of the multiple dimensions and determinants of
...n nor to practical alternatives to improving governance.
...se aims at closing the gap by:

...ding the participants with concrete tools to prepare and
...ment action programs to fight corruption and improve
...nance and

...ng an environment in which participants from different
...ents of society can work together to review results of
...ssful (and unsuccessful) practices and reforms.

...tional anti-corruption courses are based on two different
...es to the problem of corruption. One type emphasizes
...tical understanding of the problem; that is, corruption is
...y a symptom of weak institutions and poor policies.
...dressing corruption effectively means addressing under-
...nomic, political and institutional causes. The second type
...e is more proactive, dealing with the process of
...s raising, mobilization and civil society involvement in
...against corruption.

This course combines the two approaches into an i...
framework. A key component of the course is to pr...
participants with the necessary toolkit to enable them to...
coherent anti-corruption strategy that is tailored to their...
specific institutional and political realities. Through a...
interactive sessions, participants work together as coun...
through the process of designing an anti-corruption stra...
discuss the challenges of integrating the participatory...
with concrete institutional reforms.

The course is being piloted in Africa, starting in June...
will then be replicated in other regions (South As...
America, Eastern Europe) beginning with Latin America...
2000.

OBJECTIVES

The primary goal of the course is to provide the tools to...
a participatory and integrated action program of institu...
forms to combat corruption. It will expose the participan...
practices and provide hands-on experience through lea...
doing exercises. As an integral part of the course, pa...
own experiences with anti-corruption work and desig...
reviewed. A variety of instructional activities including...
'instant surveys,' working groups, panels, and field v...
provide the participants with the methods to initiate, pre...
implement a participatory strategy of institutional reform...

t course is intended for senior policy makers, public legislators, private sector and key representatives from ety with responsibilities for design, preparation and im- tion of an anti-corruption strategy. In the first offering in tober 1999, seven African countries are invited to e. The course will be replicated in other regions. Each ill include representatives from 5–7 countries who will ensively as teams.

CONTENT

ram is divided into four inter-linked phases over a period onths. The last phase—implementation—is not covered

within the 'course' itself, but is included in the architecture since it maps out the logical next steps in t program. Moreover, follow-up support for such impler is provided. A diagrammatic synthesis of the overall arc of the course is provided in the figure below.

grams in Brief

rchitecture | Controlling Corruption: An integrated strategy

	PHASE 2 DISTANCE LEARNING	**PHASE 3** WORKSHOP	**PHASE 4** IMPLEMENTATION
FACE	✓ institutional reform ✓ refined matrix ✓ coalition building	✓ presentation of entire program ✓ public commitment	✓ institutional reforms ✓ follow-up support

institutional reforms
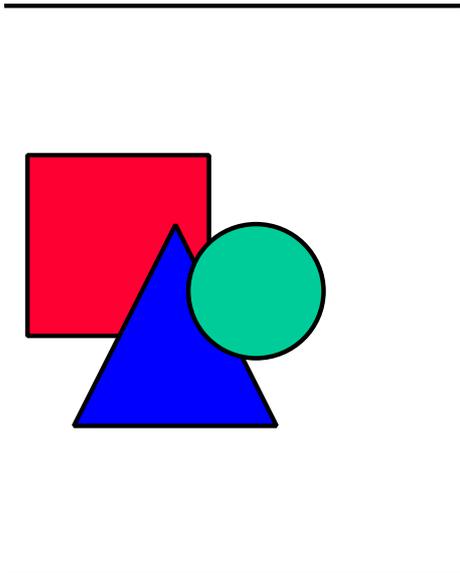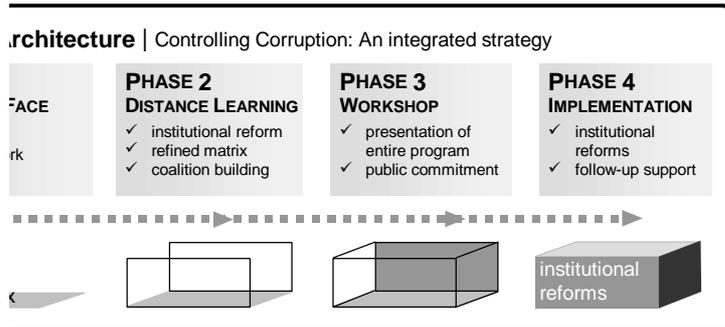
llustrate the overall architecture of this integrated the first course offering includes the following:

1: Washington, D.C., 14–18 June

2: Distance Learning, 28 June–24 September

- Phase 3: Action Program Preparation for and pre at the International Conference Against Corruption in South Africa, 24 September–15 October

- Phase 4: Implementation, November 1999 onward ing an implementation review meeting in mid-2000

In the first phase the participants were provided with ceptual outline of an anti-corruption strategy, as well as damental steps in design and implementation of an action an integral part of the first phase, the participants' ow ences were discussed, and the pros and cons of exist corruption programs were analyzed. A preliminary matri corruption plans will be developed by each country team.

grams in Brief
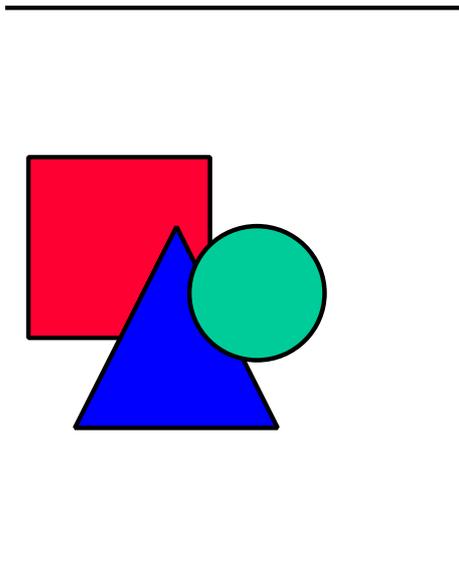
econd phase is being delivered through distance learning
s to the seven predetermined countries. Building on the
ion plan developed in Phase 1, the participants are re-
blueprint to encompass prioritized areas of institutional
financial management and procurement, rule of law, cus-
rm and civil service reform). During this second phase,
ntry team is being supported by experts travelling to the
ing countries to facilitate the action program design. Ad-
edback and technical support is being provided through
ferences. The span between the first and third phase is
g the participants time to discuss the action plan with a
ctrum of relevant stakeholders in their country and also
broader ownership of the proposed strategy.

The workshop constituting the third phase will be p
9th International Conference Against Corruption (IACO
workshop, the participants will present their action
developed throughout the course. During the confer
teams will have the opportunity for peer review, i
regarding shared experience, and the opportunity to
possible strategies regarding the next steps requ
implementation, in collaboration with a broader consti
domestic stakeholders and external partners.

PHASE 1: THE PROCESS

Face-to-face event in Washington, D.C., 14–18 Ju

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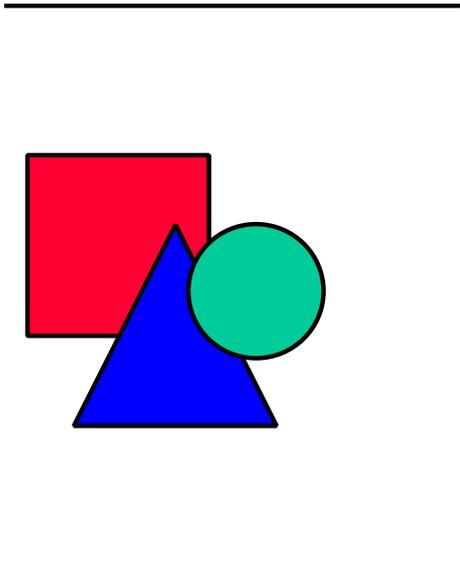
npact and How Corruption Affects Your Country

1. Introduction, Welcome and Keynote speech

World Bank official welcomed the participants. Review
activities, agenda, and materials.

2. Overview of an Action Program and Participant
tions

ion briefly described the course outline. The course is
sed on a holistic strategy to combat corruption, com-
arious components into an integrated approach. Key
nts include: managing an action program, diagnostics,
tion, dissemination, political will, institution-specific

diagnosis, reform measures, implementation plans and m
systems. This session also reviewed the participants' exp
of the course and possible follow-up support.

Session 3. Designing Anti-Corruption Programs: Th
Participants' Experience

A selected group of participants shared their experience i
ing anti-corruption programs. What has worked, what
and why? What are the common features? What are the
cons of existing programs? Have they been implemen
session stressed the potential gains of integrating
components in anti-corruption efforts into a holistic st
fight corruption, as well as the importance of uti

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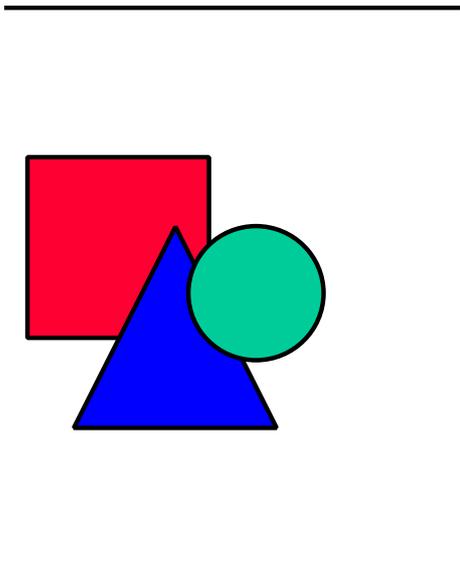
-driven approach focusing on prevention and not only
he symptoms.

4. Why Combat Corruption?

suggests that economic, social and political costs of
n are very large. The module reviewed existing cross-
data on corruption and its correlates, emphasizing the
corruption ultimately is a symptom of weak institutions
policies. Thus, addressing corruption effectively means
g underlying economic, political and institutional causes.
he session provided an overview of the participating
' institutional arrangements and perceptions of
n.
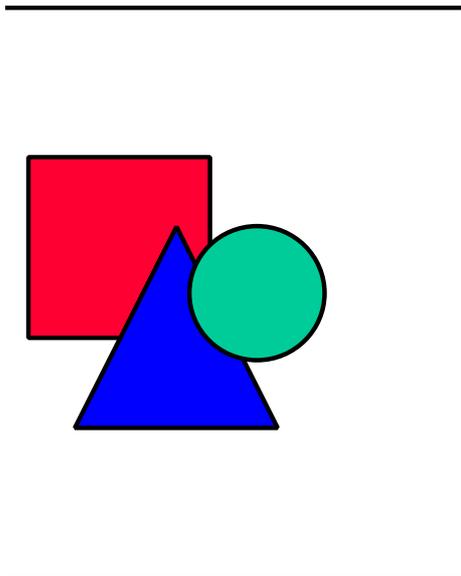
Session 5. Initiating a program to fight corruption

Using a case study country teams discussed the underlyi
of corruption, the critical consequences of not curbing
practices, and the political feasibility of anti-corruption e

Day 2: Tools and Processes for Diagnostics and D

Session 6. Diagnostics: Overview of survey approa

This session discussed how empirical surveys can prov
mation needed to develop an anti-corruption progran
fically, the session will examine how empirical tools can
to:

grams in Brief

fy shortcomings in a country's policies and institutions

lish priorities for reform

te the public about the costs of corruption

lish a baseline against which the reform impact can be
ured

7. Diagnostics: Expert assessment

ion presented another method to identify concerns re-
country's policies and institutions. It reviewed how the
an be used to elicit operational data for program design.
ssessments of countries' political and institutional struc-

tures were described and discussed. The session also
ways to integrate expert assessments with diagnostic surv

Session 8. From diagnostics to design

In small discussion groups, participants were given
survey results and the task of analyzing the data and int
it in terms of general trends and themes. Participa
prepared a matrix which identified priority areas for inc
an anti-corruption action plan. The matrix incorporat
ments about the costs of corruption implied by the
identified the specific areas that will initially be targete
action plan along with a rationale for selecting the particu
for reform.

grams in Brief
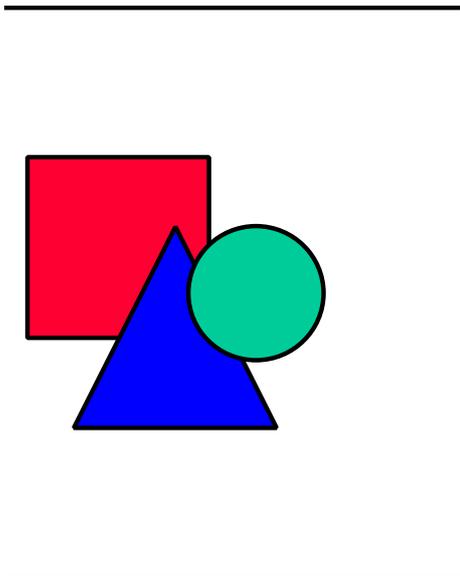
9. Involvement processes: civil society, private parliament and the media

clear evidence that participation in development projects important role in reducing corruption. Thus, involvement akeholders does not have a value only in itself; it can also efficiency in design and implementation. This session participatory tools such as national workshops and on campaigns, and discussed how data on corruption can ed for awareness raising, coalition building and ion of constituencies for reform.

Session 10. Anti-corruption institutions and agencies impact, and who should run them

There are several types of anti-corruption institutions an world. This session reviewed the experience of a number including anti-corruption commissions; oversight co watchdog agencies; auditor generals and ombudsmen; cussed the circumstances in which they work, those in w do not work, and the reasons why they do not. The ses addressed how the work of existing anti-corruption bod be incorporated into an overall strategy to fight corruptic

ograms in Brief
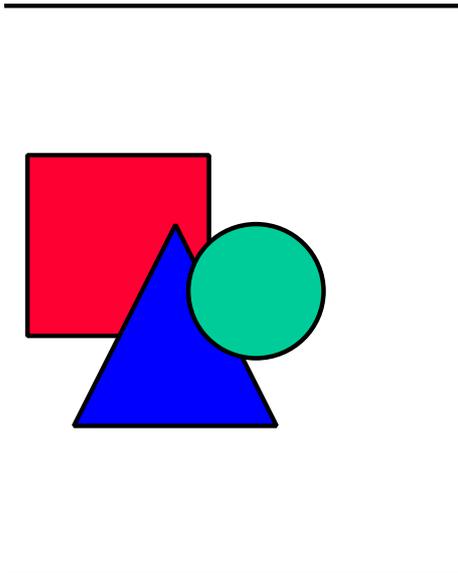
11. Political will

ion reviewed tools to mobilize and sustain political will.
iscussed methods of coalition building to foster poli-
illingness to reform, and policy options available when
ommitment is lacking. Tools to assess key stakeholders'
s for reform in general, and anti-corruption efforts in
, were provided.

12. Revision of the action plan

iscussion groups, participants were given an opportunity
their matrices to fit their country's institutional and
ealities. Involvement processes and dissemination plans

were integrated into the country-specific matrices, and
in a plenary session.

Day 4: Agency-Specific Surveys and Monitoring St

Session 13. Agency-specific surveys and other too

This session focused on agency-specific diagnostic tool
lecting data on corruption, including public expenditure
and tracking studies, and price comparisons (users' cost
lic services). The session also identified existing data in
establish benchmarks to guide reform.

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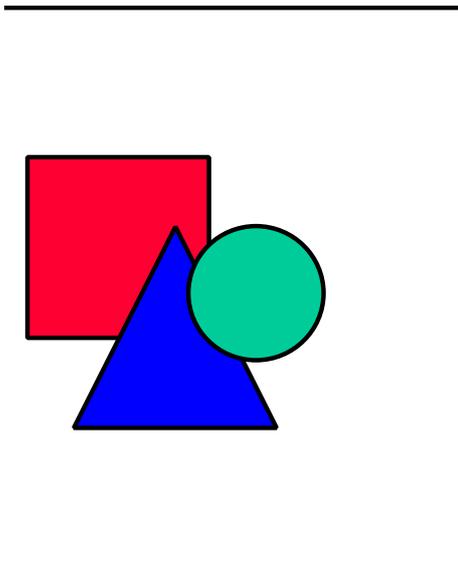
14. Monitoring techniques

ng government bodies in general, and the reform pro-
 particular, are key components in a successful anti-
n strategy. This session discussed specific monitoring
at can provide continuous inputs for governance
ment and reform.

15. Final integration and summary

his session, participants completed the matrix. This ma-
ded a conceptual framework in which the priorities and
ng of the components were identified. The processes and
ussed in the course were mapped into a strategy to com-

bat corruption in the participants' countries. In a plenary
group matrices were presented and discussed.

Day 5: Field visit and Closing of the First Phase

Session 16. Enforcement Agencies

The benefits of certain law enforcement and prevention a
es currently being used by different agencies were d
Furthermore, the techniques and the methodologies emp
enforcement   agencies   (such   as   the   Federal Bu
Investigation (FBI), the Serious Fraud Office (U.
Contrôle de Corruption (France)) to address the pro

ograms in Brief
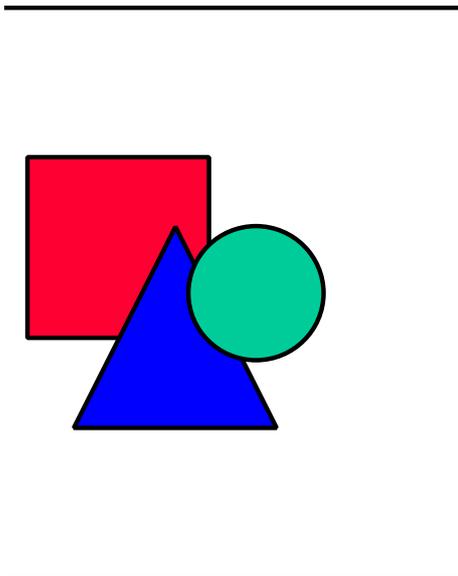
n were reviewed. The FBI provided a tour for the
nts at FBI headquarters.

2: INSTITUTIONAL REFORMS

nd phase was delivered during a four-week span, with
nce learning events each week. Four key subject areas
ered: Rule of Law, Financial Management and Procure-
vil Service Reform and Customs Reform. The modules
on crucial aspects of anti-corruption. Each module fol-
given structure: First, a case study was presented; small
scussions followed. The participants were then expected

to incorporate new insights about causes, tools, policy
policy impact and expected results into the matrix they in
Phase 1. Each country team was supported by exp
traveled to the participating countries to facilitate th
program design. Finally the matrices were presen
discussed.

Module 1. Rule of Law

Session 1: Case study presentation

Reform and modernization of the rule of law is a corners
successful anti-corruption strategy. One of the key requ
of an effective rule of law is that it reflects actual social

grams in Brief
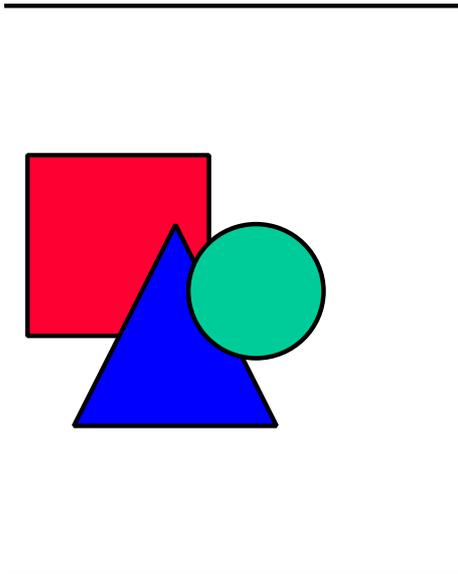
es as an effective mean of societal control to avoid cor-
This session provided the analytical framework and
measures for reforming and improving the rule of law.
a case study, this module promoted the understanding
tification of common institutional patterns found in
countries suffering from systemic corruption. The ses-
tified policy measures related to the rule of law to be
in the fight against corruption. The session also
d the participants' capacity to build strategic and tactical
ption policies for the improvement of rule of law in a
Selected topics included:

nt measures for reforming and improving the rule of law

- formal legal framework and effective conduct/bel
  Africa

- alternative mechanisms of resolution

- independent legal and judicial bodies

- systems to receive and process complaints from the p

- adequate comprehensive legal and regulatory frame
  combat corruption

Session 2: Presentations of the matrices

Individual groups applied the knowledge gained during th
by developing matrices for an action program to ref

grams in Brief
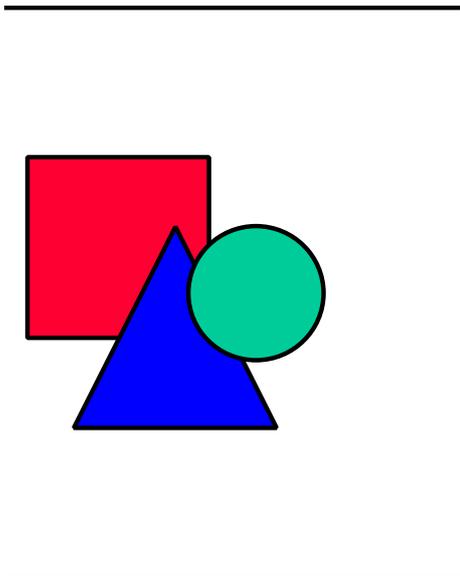
the rule of law and reduce corruption. Each group also
 feedback on the module and matrices.

2. Financial Management and Procurement

1. Financial Management

he most powerful anti-corruption devices is the simple
nent of sound financial management practices, including
ind efficient accounting system combined with punctual,
nal reviews by internal and external independent
 The major issue is how to integrate basic financial man-
 functions and responsibilities into a coordinated single
 This session described how such an integrated system

provides a powerful tool to fight corruption. Specif
included:

- budgetary control

- avoidance of cash flow " surprises"

- spotting weaknesses

- accounting control over resources

- transparency in public reporting

- consistent enforcement of criteria

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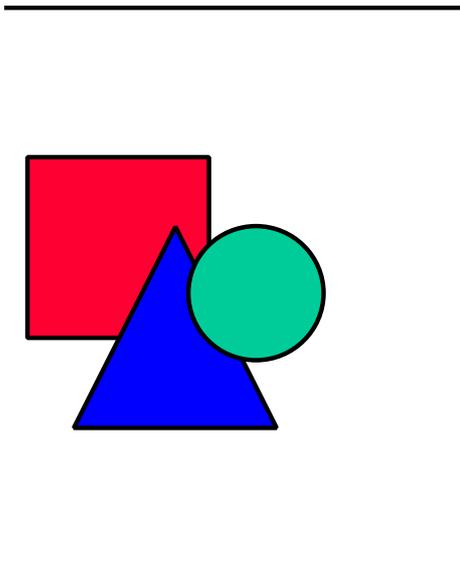
2. Procurement

ment is an area prone to corruption. This session identifi-
innovative tools and experiences to strengthen the
ment system. Specific topics included:

- res of how to improve transparency, equality, account-
  and fair evaluation of proposals in public bidding

- to enhance professional and impartial decision-making
  sses by government officials

- ate and opportune advertisement of business opportun-
  nd publication of the results of bidding and contracting

- measures to ensure confidentiality and minimize t
  ference of bidders and outside parties during the e
  process

- awarding of public contracts and impartial ju
  proposals during the tender process

Session 3: Presentations of the matrices

Individual groups applied the knowledge gained during t
by developing matrices for an action program to stren
financial management and procurement systems an
corruption. Each group was also provided with feedba
module and matrices.

grams in Brief
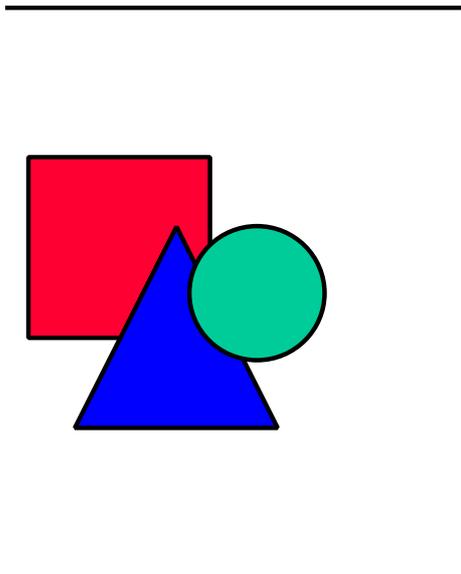
3. Customs Reform

1. Customs Reform

l evidence suggests that complex and non-transparent ulations are related to corruption. Monopoly power and n of customs officials, combined with selective informa-ing with the private sector, tend to create incentives for n. This session reviewed recent attempts to reform Some of the topics addressed included:

uterization of the customs system and the shift to pre-ient inspection

reform

- increased transparency in the trade system
- wage policies and monitoring systems
- internal and external monitoring procedures
- empirical mechanisms to identify corruption within systems

Session 2: Presentations of the action plans

Individual groups applied the knowledge gained during t by developing matrices for an action program to reform and reduce corruption. Each group also provided feedba module and matrices.

grams in Brief
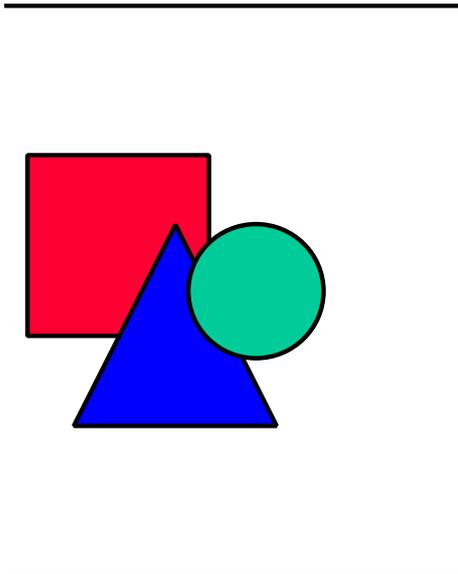
4. Civil Service Reform

1. Case Study on Civil Service Reform

countries the civil service is characterized by rigid struc-
entelism, poor pay and conditions, and non-merit based
of appointment and promotion. Apart from inefficiency
r service quality, these characteristics have favored
major source of civil service dysfunction—corruption.
rms in public sector management, being introduced in a
of countries, have the potential to reduce corruption and
of central importance in anti-corruption strategies. The
o be examined included:

- changes in organizational structures, such as decent
  to sub-national governments, privatization and the cr
  autonomous agencies

- personnel management reforms, focussing on transp
  merit based appointments and promotions, includin
  performance appraisal

- improvements in civil service pay and conditions, in
  greater linkage with performance

- the establishment of ethical codes of conduct for civil

- instilling a "customer" focus in government, possibly
  such mechanisms as citizens' charters or service
  charters and administrative simplification

grams in Brief
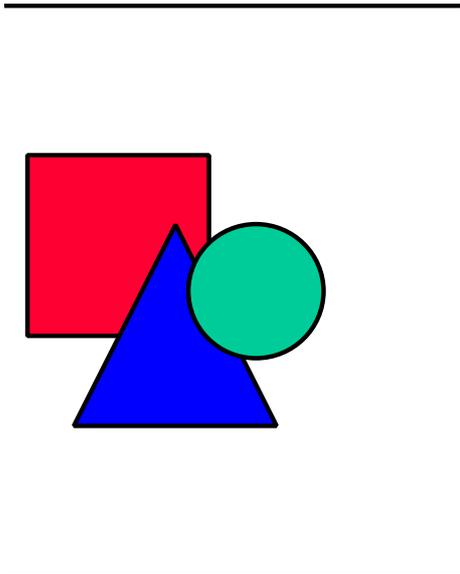
l groups applied the knowledge gained during the course
ɔping matrices for an action program to reform public
anagement and reduce corruption. Each group also
feedback on the module and matrices.

Post-Session Modules on Anti-Corruption

er tailor the course to country-specific demands, the
ıts (or country groups) were given the opportunity to
two modules from a pre-determined list of anti-
n-related subjects to be delivered through a series of
ıferences. The modules included:

- anti-corruption programs at the municipal level
- media training
- parliamentary training
- record management
- tax reform

ɔgrams in Brief
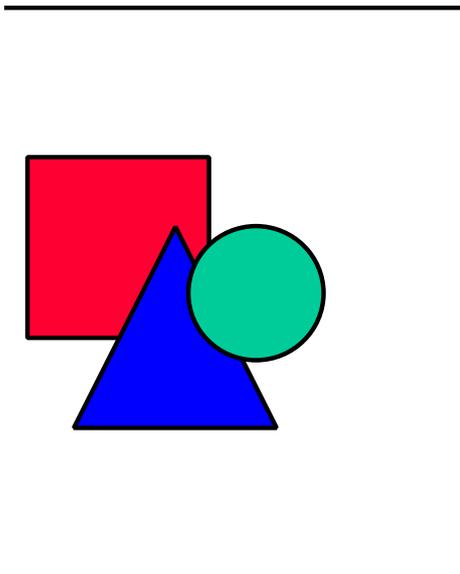
l phase will involve the preparation and presentation of
n program for the International Conference Against
on. During the conference, the teams will have the
ity to present and discuss their action programs, share
es, and discuss next steps for implementation with key
lers and external partners.

URSE DELIVERY

se will be replicated in other regions (South Asia, Latin
Eastern Europe), beginning with Latin America in April

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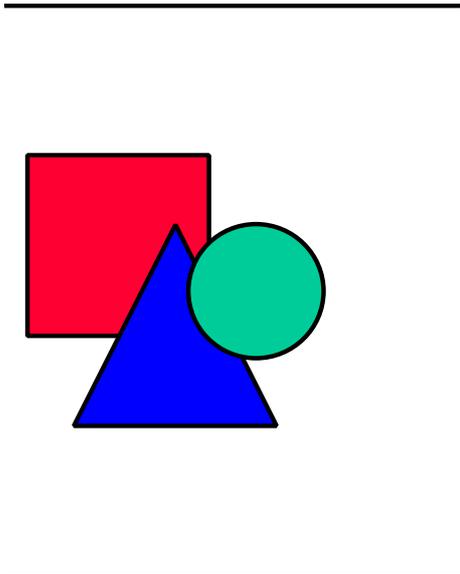
RESOURCE TEAM

The course is being organized by the World Bank. Th
includes academics and practitioners involved in differe
of anti-corruption. The complete list of Resource Team
can be found below.

In addition, interactive participation is taking place
President of the World Bank, James D. Wolfensohn, th
Vice President and Chief Economist, Joseph E. Stig
former President of the World Bank, Robert S. McNar
the Director of the World Bank Institute, Vinod Thomas.

Task Managers: Maria Gonzalez de Asis and Jakob
Svensson

Learning Manager: Donald MacDonald

anager: Daniel Kaufmann
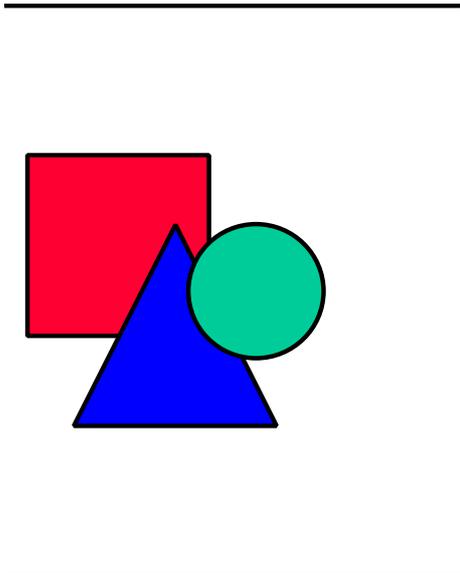
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RAM PARTICIPANTS

N

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of the President of the Republic
tion in Charge of the Struggle

rt Amoussouga Gero
of Economics

en Aristide Deguenon

Director of Direction Legislation et Codification, Minis
Justice

Ms. Felicienne Guinikoukou Padonou
Inspector General of Finances

Mr. Maximilien Gregorie Sossou-Gloh
President of FONAC

OPIA

edewold Menshu Woldie
Ministry of Justice

walashet Kassa Abagelan
oject Manager
b-Program

oy Gebremedihn Abera
nspection Unit
the Prime Minister

Mr. Teshome Gabre-Mariam Bokan
Law Consultant

Mr. Kifle Telga Kebede
Ethics Education Project Manager
Civil Service Reform Coordinating Office

Mr. Hailu Berhe Tsaedu
Inspector, Inspection Unit

VA

ji Muhammad Abdullah
ntroller
ervices, Serious Fraud Office

Mr. Emile Short
Commissioner, Commission on Human Rights and
Administrative Justice

ge Apenteng
e Director, Institute of Economic Affairs

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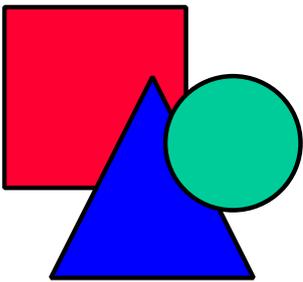
Githongo
trategic Research Institute

y Chemutai Maina
ecutive, Institute of Economic Affairs

s Elvis Omariba Ongwae
ne Director, Civil Service Reform Secretariat

Mr. Job Osiako ,
Principal, Ministry of Information, T&C

Mr. Edward Akongo Oyugi
Coordinator, Social Development Network

Hon. Justice Aaron G. Ringera
Director, Kenya Anti-Corruption Authority

AWI

cia Jim Chirwa
ember, Programme Implementation, Transparency
nal Malawi

n Chiwaula, Director, Anti-Corruption Bureau
Kapito

Executive Director; Consumers Association of Malawi

Mr. Kamudoni Nyasulu Director of Public Prosecution
Department

ZANIA

ir J. Chavda
, Front Against Corrupt Elements in Tanzania

ard Hoseah

Director of Investigation
Prevention of Corruption Bureau

Ms. Betty Massanja

Ms. Mariam Joy Mwaffisi
Permanent Secretary, Ministry of Health

NDA

/ Buhamizo
on Officer, Directorate of Ethics and Integrity

ard Buteera
Directorate of Public Prosecutions

n Opolot Ogoso
hief

Nation Media Group

Mr. Jotham Tumwesigye
Inspector General of Government

Mr. Mathias Bazongoza Tumwesigye
Director of Education and Prevention of Corruption, I(
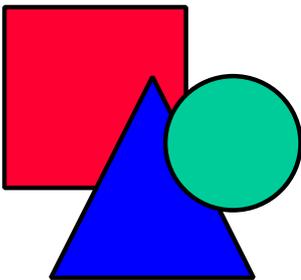
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PARTICIPANT FROM SOUTH AFRICA

Medard Rwelamira
he Policy Unit
ent of Justice

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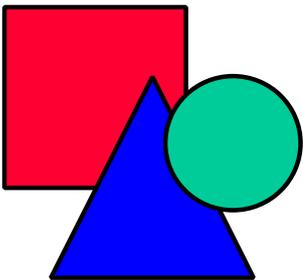
ufmann, Maria Gonzalez de Asis, Sahr Kpundeh Frederick Stapenhurst, and Ephraim Ugwuonye (WBI) and Jakob Svensson (DI

es and Partners:

e Bueb	Councelor, Service Central de Prevention de la Corruption, France
e Michele	Consultant
Tella	Asst. Professor, Harvard Business School
ır Gill	Senior Public Sector Management Specialist, LCSPR
ongo	Director, African Strategic Research Institute, Kenya
ay	Director, PRMPS
welamira	Senior Legal Advisor, Ministry of Justice, South Africa
Myers	Case Controller, Serious Fraud Office, United Kingdom
gseth	Sr. Public Sector Management Specialist, WBI
Namara	Global Coalition for Africa
no Ocampo	Head, Transparency International, Latin America
'Brien	Independent Economic Consultant
ıul	Chairman, Public Affairs Centre, India
ıikka	Senior Economist, AFTM2
anchez	Director, OCSPR

Michael Stevens	Principal Public Sector Mana Specialist, PRMPS
Joseph Stiglitz	Senior Vice President and Cl Economist, DECVP
Vinod Thomas	Director, WBI
Jack Titsworth	Consultant, AFTI1
James Wesberry	Casals & Associates
James Wolfensohn	President, World Bank
Pablo Zoido-Lobaton	Economist, WBI
Nancy Zucker-Boswell	Managing Director, Transpar International-USA

Phase 1 Action Planning Facilitators

Jamila Abdelghani	Head, EXTPO
Bill Bean	Pilot Corporation
Isabelle Bléas	Private Sector Development WBIGF
Julie Brykczynski	HRS Executive Education, P.
Vicky Keith	Pilot Corporation
Nina Nordgren	Sr. Management Planning Sp HRSLD
Tari Riddle	Pilot Corporation
Connie Steward	Pilot Corporation

r	Sr. Personnel Planning Specialist, HRSLD	Elysee Kiti	Resident Mission, Benin
Weber	Jr. Professional Officer, LCSFR	Huba Mannoro	Resident Mission, Tanzania
kinson	Principal Learning Specialist, HRSLD	Margaret Boateng Sekyere	Resident Mission, Ghana
		Gituro Wainaina	Resident Mission, Kenya

Distance Learning Organizers and Site Coordinators

attie-Kelly	Consultant, WBIDL
itondo	Production Assistant, WBIDL
acDonald	Distance Learning Manager, WBIKP
r Valdez	Audio-Visual Technician, WBIDL
Merid Begashaw	Resident Mission, Ethiopia
ibonwa	Resident Mission, Uganda
iwo	Resident Mission, Malawi

Administrative Support

Alisa Abrams	James Quigley
Lisa Ball	Alexandra Russo Roncal
Diane Bouvet	Jill Shafer
Sean Courtney	Fiona Simpkins
Elizabeth Crespo	
Marie-Laure Curie	**WBI**
Laura Dillon	
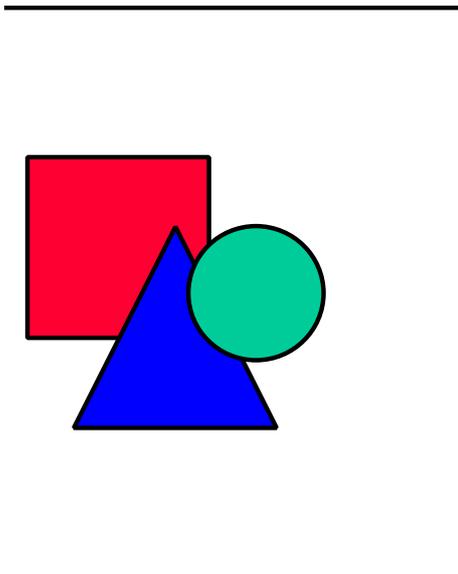
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bers

sa Lind

The Support and Facilitation of the Country Director
Resident Representatives, and their field offices staff i
appreciated

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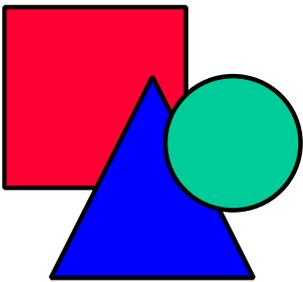
<u>*'Knowledge-Based' Integration with Collective Action*</u>

Power of Data.   **Empirics**   -- with In-Depth Analysis (Surveys of Firms, Citizens and Public ls)

Stakeholder Participation and Consensus-Building

ng on the Systemic and Fundamentals [**vs . Symptoms]**

lation of Country-Specific Action Program   *by Country*

izing: Identify 5-7 Key Areas for first 18 months

al Will' Analysis?: Differentiate (**vs . 'Fatalism')**

Preliminary Datasheet on Governance Indicators for Seven African Countries

	Source	Description	Direction higher is..	Minimum--Maximum	OECD Avg.	Developing Countries Avg.	Sub-saharan Africa Avg.	Benin	Ethiopia	Ghana	Kenya	Malawi	Tanzania	Uganda	So Afr
n 90-93		Corruption as a risk to international investors for loosing their investment	Better	1--6	5.0	2.9	3.3	..	2.4	3.4	3.0	3.4	4.0	3.0	5.
n 94-97	Political Risk Services, International Country Risk Guide		Better	1--6	4.7	3.0	2.8	..	2.0	3.0	2.8	3.0	3.5	2.8	5.
n 98			Better	1--6	4.7	2.7	2.9	..	2.0	2.0	2.0	3.0	2.0	2.0	3.
e		Bureaucracy as an obstacle to business development	Better	1--4	3.8	1.8	1.1	..	1.0	2.0	2.0	2.0	1.0	2.0	2.
er		Strength of the rule of law	Better	1--6	4.8	4.1	3.3	..	4.0	2.0	3.0	5.0	3.0	4.0	4.
Costs n (98)	Standard and Poor's DRI	Probability of loosing one's investment within 5 years due to corruption	Worse	0--100	7	54	76	..	..	65	85	..	92	70	7
f 97)	World Development Report 97	Frequency of additional payments to get things done	Worse	1--6	1.9	4.1	4.2	4.2	..	3.6	3.6	2.6	4.2	3.7	1.
97)		Corruption as an obstacle to business development	Worse	1--6	2.6	4.5	4.8	4.8	..	4.1	4.9	4.4	5.1	5.0	4.
ge in	Global Competitiveness Report, Africa 98	Frequency of bribery for licences, favors and others	Better	1--7	5.8	3.9	4.0	..	3.7	4.2	2.9	4.2	3.4	3.4	5.
ge in		Change in bribery in the past 5 years	Better	-2--2	1.0	0.2	0.4	..	0.6	1.9	0.5	-0.5	2.0	2.5	-0
Cut in t (94)	Impulse (German investors)	Percentage cut of bribery in terms of the value of the public procurement contract	Worse	0--100	8.0	2.7	9.0	..	7.0	15.0	10.0	..	7.0	6.0	1.
(98)			Better	0--10	7.9	5.0	3.9	4.2	5.5	5.0	2.6	4.2	5.3	5.0	4.

www.worldbank.org/wbi/gac

ostic Surveys as Input to Concrete Action
Program Design and Strategy

ys of citizens, firms and public officials,
mented by Other diagnostics/Hard Data:

erned agencies and institutional
bilities are identified and a analyzed
sly with toolkit

Costly is corruption in afflicted agencies?

answers to 1 and 2 above: **Prioritization**

entified priorities **Politically feasible**?

te Early **Wins** identified for momentum

n of short & longer term **Strategy and Steps**

grams in Brief
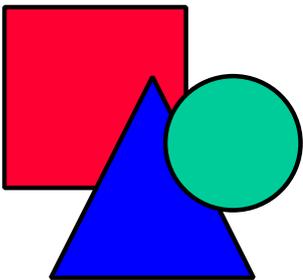
Governance Diagnostics
...ption with Broader Focus for

...veys of Public Officials, the focus is on

...tive Structure facing Civil Servants and Senior Officia...

...al Rules of Restraint and their Weaknesses

...nality within the Public Sector: Actual Rules of Beha...

...l Performance and Efficiency of Public Sector Agenci...

...c Service Delivery: Access, Quantity and Quality

...ous Conceptual Framework and Empirical Analysis

...Governance challenges and Corruption Mapping

...ograms in Brief

Prioritization: illustrating a differential Strategy

A. Little Political Will

- Civil Society and Data Power/Diagnostics: More Accountable Leadership
- Donor Public Procurement
- Tax Administration
- ADRs
- Delicensing Process

B. With Political Will

- Public Procurement and Budgetary Reforms
- Judicial/Supreme Court
- Customs
- Police
- Collective Action with Civil Society & Private

m of the Press Helps Control Corruption

r = 0.68

LOW 0.2 0.4 0.6 0.8 HIGH 1
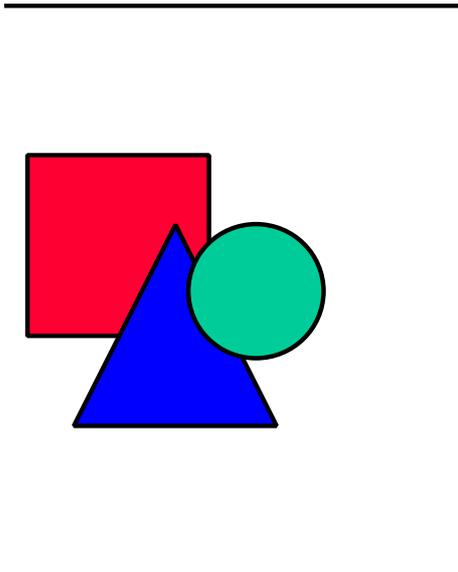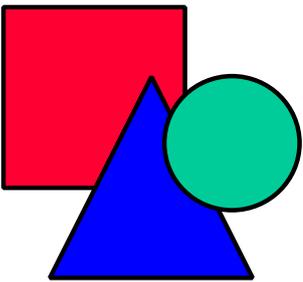
Freedom of the Press (*Freedom House*)
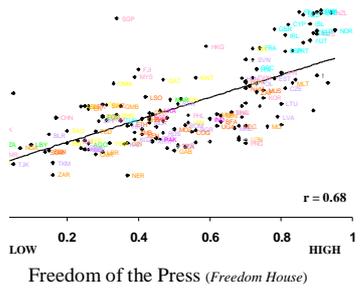
Corruption and Rule of Law

HIGH

S & P-D RI Corruption In

LOW

r=0.82

LOW

Rule of Law   (ICRG, average 1990s)

HIGH

grams in Brief

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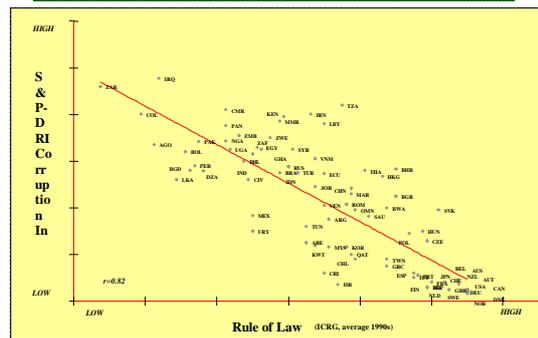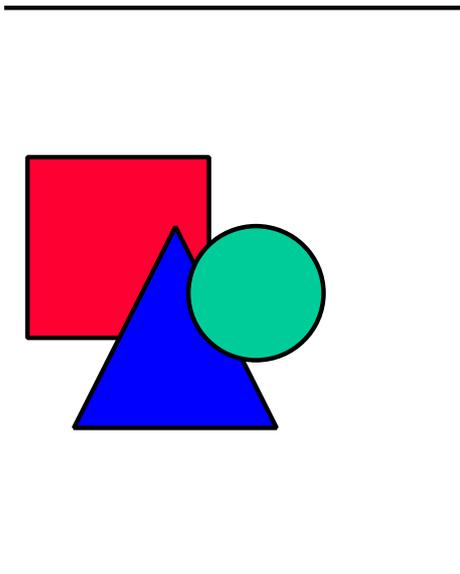
Civil Liberties Result in Less Corruption

AGO CMR NGA TBA NIC PHL HND
IDN GTM RUS VEN
MOZ COL IND GRC
KEN
IDX UGA CIV UKR POL
PA JOR MEX ARG KOR CRI ISL
ETH ZWE TUR BRA ITA
BFA HUN
MWI GHA MYS SVK
MAR ZMB MUS
PER TWN CZE
SWZ LSO NAM ESP PRT BEL
ZAF ISR FRA CHE
TUN CHL NLD AUT
JPN NZL AUS
DEU IRL CAN
SGP USA LUX
GBR DNK FIN
SWE NOR
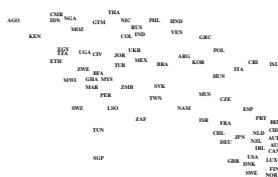
HIGH

Civil Liberties   **(Freedom House)**

(1998)

ograms in Brief

www.worldbank.org/wbi/gac
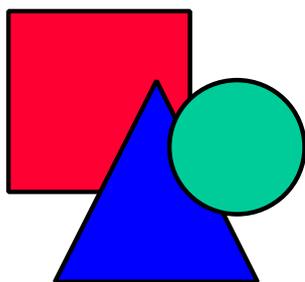
What are the Views of Selected African Experts: An Illustration

June 14th the Anti-Corruption Core Course participants were surveyed on their views about governance issues in Africa. In an interactive session, data was collected in a partic... ...er, encouraging discussion and debate across and within country teams. Working together, the initial perception gap between government and civil society representatives – ap... ...graphs – was bridged during phase one of the course. This enabled the groups to continue their work and collaboration in their own countries and with the other country teams ...rence in the phase two of the course.. Sharing their team's experiences and new knowledge with their fellow citizens the participants built overall strategies for preventing and c... ...tion in their own countries. *These results are for discussion and illustration purposes only.*

Overall Perception of Corruption

Overall Avg	7.3
Africa Avg	7.6
	7.1
AFR Civil Society	8.2
Word Bank Staff	5.9
Other	7.5

n Pr

5   6   7   8

Common   **Very Common**
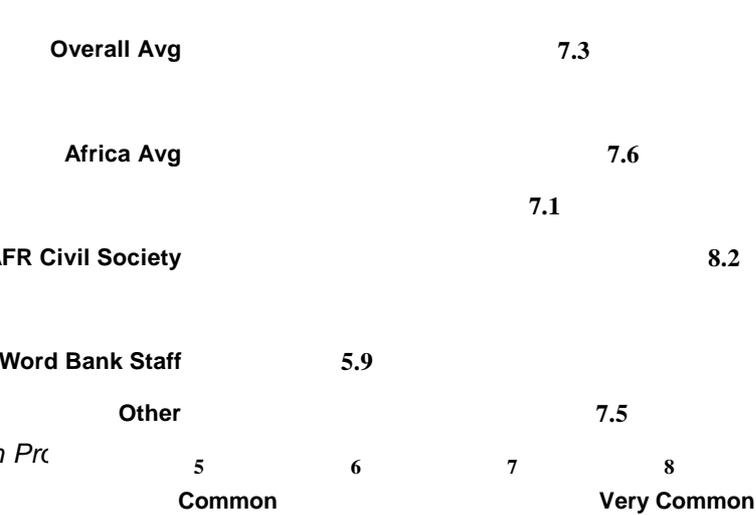
Corruption by Institution

Judiciary courts
police enforcement
Budget administration/execution
(Customs tax and expenditures)

Non Governmental Organizations
(media, other NGO)

Top executives
(presidency prime/senior ministers)

Sectoral ministries
(health, energy, etc)

Parliament political parties

AFR Governm

Donor agencies

No respondent selected
private or state enterprises

0   10   20   30   40
Percentage of Respondents

% Bribe 'Cut' in Public Procurement

	18
Africa avg	17
Government	12
Civil Society	23
World Bank Staff	21
Other	16

0   5   10   15   20   25
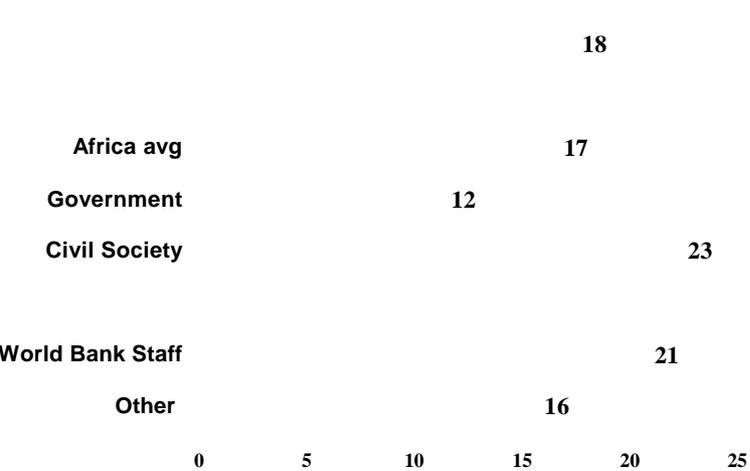
Costs of Corruption for the Coun

Percentage of Respondents
70

60   **AFR Government**
50   **AFR Civil Society**
     World Bank Staff
40

30

20

10

0

Threatens the   Increases   Reduces
moral fabric of   political   economic growth / reduces
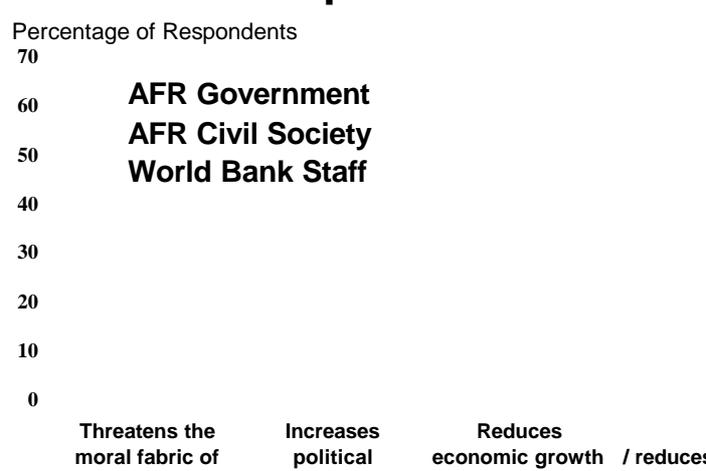
LTI-COUNTRY TECHNICAL VISITS TO SUPPORT THE CORE COURSE PROGRAM ASE 2 (DISTANCE LEARNING)

RODUCTION

nical support missions were undertaken by Sahr Kpundeh, rto de Michelle and Jack Titsworth in support of Phase 2 h immediately precedes the 9th Annual Anti-Corruption erence in Durban, South Africa) of the multi-country Core se process that began in Washington in June, 1999. The a Region of the World Bank and WBI have been rting the seven participating African countries (Benin,

Ethiopia, Ghana, Kenya, Malawi, Tanzania and Ugand providing technical assistance in the following areas:

- assist with strengthening linkages between anti-corru bodies and other stakeholders;

- assist with the in-depth formulation of specific compo of their institutional reforms in the anti-corruption a plans being developed by their own countries;

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ssist with knowledge of assessing and building political will
mong the various stakeholders; and

still and disseminate the most recent lessons of operational
esearch and of good pilot activities and practices.

POSE OF THE MISSIONS

urpose of the missions in August 1999 was the following:

ork with the various country teams in refining their
ountry matrices-essentially focusing on implementable
ctions;

- providing input in their discussions on prioritizing
  strategy including eliminating areas that are not politica
  financially feasible;

- providing input in identifying strategies to build suppo
  reform and more importantly in rallying key stakehold
  support of these reforms (executive, legislature, judi
  Anti-Corruption Institutions, civil society, bus
  community, media, international community, etc.);

- identifying implementable responsibilities—what the va
  stakeholders can do—the team, government, civil so
  etc., and the sequence of the strategies to be implement

Furthermore, the missions were to assist the teams in li
their program with the existing National Anti-Corruption

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ll as integrating the different components (matrices) into a
rent strategy.

FINDINGS

Ethiopia Country Team is currently working on a Code of
uct for public officials. Following the first phase of the
shop in Washington, they organized a workshop in Addis
sess the current state of their efforts in fighting corruption.
e the Mission was in Addis Ababa, the Team held a follow-
orkshop where other stakeholders were invited to provide
into the country program. The Team has hired a

consultant to help them collect and integrate the views o
stakeholders into the national anti-corruption program.

The technical details on the survey were finalized, an
Institute of Research at the Addis Ababa University has
selected as the local group to conduct the survey. The sa
size was designated as the following: 2,400 households
business enterprises, and 1,000 public officials. This surve
cover all nine states and in addition to English, the question
will be translated into the following local dialects: Am
Tigrinia, Oromina, Hariri, Somali, and Afar.

Kenya, despite being cut off from video-conferencing
...use of technical problems, the Country Team had continued
...eet on their own using course materials sent from WBI.
...Kenyan Team had delayed some of its planned actions
...use it wanted to integrate the matrix developed in
...ington within the overall plan of the Kenya Anti-
...uption Commission (KACA).

...ACA felt its strategic plan to fight corruption in Kenya
...ed more professional input and hired a consulting company
...velop the plan further. The Core Team will be given the
...rtunity to provide significant input before presenting it at
...Durban Conference. Team members also endorsed the idea

that after the consultants finished compiling the documen...
will be sent to all stakeholders including the private secto...
their input. The results of this will be a draft Anti-Corru...
Action Plan for Kenya which will be the basis of a Na...
Workshop in December, 1999.

Individual members of the Core Team are proceeding...
their work in terms of involving other stakeholders...
example, the Social Development Network, (which...
coalition of eight NGOs), conducted a corruption surve...
collected data on the judiciary, education and health se...
They are planning to publish the data hoping it will throw...
on the problem of corruption in these sectors and mea...
addressing it. The Futa Magendo's (Action Network...

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nizing grassroots campaigns and workshops addressing
ce delivery issues in all sectors.

hroughout the Mission's meetings with the Kenyan Team,
s consistently reiterated that the initiative by WBI to bring
arties together in Washington highlighted their realization
ollaborative efforts are necessary in order to be successful.
are currently working together in defining a
rehensive action program for Kenya—all stakeholders are
ding their input to a national anti-corruption strategy,
n was previously unheard of.

he process in Kenya is now self-driven and the "team"
nitment is quite high, especially since it is a good mix of
rnment and civil society representatives, as well as those

from the private sector. The commitment of the Head of K
to attend the Core Course on anti-corruption in Washi
was a good sign for the agency's anti-corruption efforts.
returning from the first phase of the course, the Head of K
briefed the President, Daniel Arap Moi, who, the Mission
informed, was happy that the possibility of engaging
actors when necessary now exists.

The Mission also met with other stakeholders—memb
the media as well as the Chair of the Parliamentary S
Committee on Anti-Corruption in Kenya. Media representa
informed the Mission that they were conducting training
grams in investigative reporting to help build a cadre of cr
journalists and reporters. The Chairman of the Parliame
Select Committee on Anti-Corruption in Kenya informe

on of his collaborative work with the Head of KACA in
oting the anti-corruption agenda in Kenya. He will be
ling to Durban to participate in the 9th IACC as well as the
w-up workshop being organized by WBI on "Challenges to
ng coalitions in the fight against corruption in Africa."

Mission held several meetings with the Ugandan Team
bers, both individually and collectively, to discuss their
ry matrix. Meetings were also held with other
holders, including the Chairman of the Public Accounts
mittee, Mr. Augustine Ruzindana, and a representative
the local chapter of Transparency International.

After the first phase of the course, the Team mer
focused their attention on revising their country matrice
integrating them into the national anti-corruption pro
However, it was evident throughout the meetings that the
corruption program in the country is still very
government-driven. For example, the anti-corruption age
meet once every month to discuss the action plan but d
include representatives from civil society in their discus
The Mission encouraged the government agencies to be
inclusive in their approach and pointed out that lasting
corruption reforms are more about building coalitions.
Inspector General of Government informed the Mission o
various steps he is taking to be more inclusive, incl

nizing a conference in September which will bring together government and civil society.

Most of the discussions with the Ugandan Team revolved around making its anti-corruption program more inclusive of non-traditional stakeholder groups. The Government already had an anti-corruption action plan in place before the Country Team arrived in Washington for the first phase. This plan was designed by Government with no input from civil society. The Team members from the government are now trying to adjust to the realities of the new participative approach which emphasizes the involvement of all stakeholders and promotes the idea of coalition-building among stakeholders in effecting an anti-corruption strategy.

Team members agreed to use the matrix they have been working on collectively to revise and fine-tune their current national anti-corruption program. The final meeting with the Team members was held in the office of the Minister of Ethics and Integrity. She informed the Mission of the Government's commitment to dealing with corruption and encouraged the Team to work on refining its matrix so that Uganda could show that their action program was the collective work of all its stakeholders during the conference in Durban.

Tanzania

The mission met with the Country Team members who had arranged separate meetings with various stakeholders. The

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d these meetings was to get the input from the
holders to help revise the country matrix as well as to
de the Mission with the opportunity of explaining the new
proach. They also wanted to know about the progress
e other countries the Mission had already visited. In short,
Country Team thought it would be easier to get broad
holder support for the new approach and establish a
us commitment to collaborate if the Mission was given
nce with the various stakeholders. Therefore, meetings
scheduled with the Chief Secretary in the Office of the
dent, legal practitioners, the Association of Journalists and
a Workers, civil society, procurement experts, the
ayika Law Society, the Head of the Civil Service Reform
mission, the Commissioner General of the Tanzania

Revenue Authority, and the Executive Director of the Na
Income Generation Programme, as well as senior staff mer
at the Resident Mission.

It was evident from the meetings that there is se
commitment on the part of both Government and civil so
to make inroads in the fight against corruption. Team mer
were very appreciative of the coalition that has been fo
among them as a result of the new approach and challe
each other to make personal commitments in their various
to continue to push the agenda forward. The Chief Secreta
formed the Mission of the Government's all-inclusive str
to deal with corruption led by the Minister of Governance
will also be attending the 9th IACC in Durban. He ment
that the Government was aware of the current work b

members and was encouraging all stakeholders to provide into the draft national anti-corruption program. He further ...oned that the Government had strengthened the ...ention of Corruption Bureau (PCB) by establishing branch ...s in all regions of the country with an increased budget. ...Bureau has now been given powers of search, arrest and ...cution.

...he Mission discussed the matrix with Team members and ...d them to continue the collaborative approach, encouraging ... to continue to reach out to all the stakeholders. The ...tor of the PCB informed the Mission that he would be ...ding funding for the media group to organize a workshop ...g themselves to discuss the draft action program in order ...vide their own input. Members committed themselves to

integrate the country matrix into the overall national corruption action program that was still in draft form... Team expressed its understanding that, in addition to prom... a participatory approach towards fighting corruption... current WBI initiative is also geared towards strengthenin... capacity of the country through the provision of input... analytical support, as well as other on-going efforts i... country which aim at improving governance and accountab...

Ghana

The Mission's meetings with the Ghanaian Country Tea... vealed that more attention was needed in involving and rea... out to other stakeholders. After the Team returned from V...

n, the Institute of Economic Affairs conducted a couple of shops that brought together members of the media as well vil society to discuss the issue of corruption. The Team bers informed the Mission that they were planning to rate the country matrix with the National Integrity Report ced by the Committee for Human Rights and Justice RAJ), which outlined the beginning of a national strategy e country.

both individual and group meetings, it was emphasized to Mission that there was some skepticism about the level of cal will on the part of Government to fight corruption. The ry at the present time does not have a coherent national orruption program and the organizations in charge of g the fight against corruption in the country so far, have

not been successful in gaining top-level political commitment endorse a national anti-corruption program. The Govern provides support to the institutions in charge of corruption CHRAJ and the Serious Frauds Office, but it has been unw to endorse a national program. Team members informe Mission that they were trying to reach out to stakeholders, including religious bodies.

Malawi

The Malawi Country Team has been unable to accomplis significant progress in terms of advancing the anti-corru agenda since the meeting in Washington, mainly du logistical problems—two of the members of the group a

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gwe and three are in Blantyre. However, the lack of group
ess, does not indicate that individual participants have not
rmed some activities independently. Although the Country
has not meet collectively since its return from the WBI
ar, except for during the distant learning activity, some of
embers have met on a bilateral basis.

he mission met individually with the Team members as
as with other stakeholders working on developing an anti-
tion strategy. The Anti-Corruption Bureau for example,
een active during the recent weeks in the process of
ving full operational capacity to comply with its mandate.
Bureau took some actions to keep up with some of the
tions contained in the matrix. For example, the Director of
ACB met on August 12 with members of 17 non-

governmental organizations to inform them of the ro
Bureau and to try to establish a liaison between its work a
civil society organizations. Three meeting were held with
groups, such as schools and religious groups, to co
awareness-raising activities regarding corruption. The me
were held in Blantyre, Zomba and Lilongwe between Ju
and August 17.

During the mission, the Legal Reform Committee was
zing the findings of its evaluation of the legal system in M
The results of this study will be an important input for the
program. The Director of the ACB will use the
proceedings of the committee when it convenes wit
members in order to share the experience gathered

ington and explore areas of mutual interest in order to action.

subsequent meetings with civil society representatives, concrete results made: first, the organization of a survey on ption in Malawi, in connection with assistance provided by Chamber of Commerce and Industry; and second was the ization of a workshop with NGOs with the aide of the cil for Non-Governmental Organizations, as a means of ding the base of organizations committed to anti-ption activities.

everal civil society members believe that the problem in wi is more the lack of political will to comply with already g regulations than insufficient monitoring systems. They

contend that at certain levels, mismanagement, lack of parency and even cases on wrong-doing can be present. ever, some other members were optimistic, noting that ther movement in Malawi towards more responsible practic government. They believe this attitude of change will succ government is able to avoid using the issue of corruption political argument to fight opponents, especially if the age in charge of presenting solutions, such as the ACB an Ombudsman do a better job in focussing their target.

Benin

The Béninois has worked assiduously both to prepar environment in which they are conducting their presen

e anti-corruption work, and to prepare the material that
e presented and discussed in Durban. The Team added a
on under the rubric, "Application of the Rule of Law," in
such non-technical, corruption-related problems were
as an absence of appropriate means to finance politics, a
of respect for the balance of powers within the governing
ure, and the absence of legislation providing for freedom
ccess to information. Groups representing civil society
izations such as Front des Organisations Nationales
e la Corruption (FONAC), and Transparency International
lso participated in some of the meetings.

he Team, together with the mission, presented the latest
ion of the matrix "Prioritising Problem Areas" (in French)
e Finance Minister, and discussed and agreed with him

about the next steps to be taken to achieve agreement on
corruption strategy, action plan and administrative stru
(the Cabinet has already formally considered and endors
writing the mandate and the work of the Team).

The Finance Minister asked that a comprehe
integrated anti-corruption be prepared, that it be validate
civil servants, civil society, the private sector and (inform
by Members of Parliament, and that donors be kept abreas
a view to their eventually supporting elements o
implementation. In order to do this, the Team will pro
essentially, according to the following next steps:

- Discuss and refine the matrices with the Office o
  Finance Minister;

iscuss the matrices with a view to strengthening them in a orkshop chaired by the Finance Minister and including resentatives of all other ministries, NGOs, the private ctor and the media (public and private) (the Finance Minister asked the group to ensure the participation of up-ountry people as well as people from the capital);

onduct a similar session, under the chairmanship of TI, ith representatives of state institutions;

ncorporate the results of the above into a draft Anti-orruption Strategy and Action Plan for presentation by the inance Minister to Cabinet;

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- Establish an enlarged, official anti-corruption wo group and arrange for the official launching of a Na Anti-Corruption Programme.

The Minister agreed to support the Group through the vision of basic office facilities, equipment and materials, me facilities, and English language training. He also asked the to establish an anti-corruption web-page within the Mini web-page on the Internet.

The Béninois Group listed the following relevant corruption measures that have been taken since the first of the Core Course in Washington:

- A committee was established to take an invento existing audit reports Government accounts of ac

mbezzlement committed over the period April 1996 to
pril, 1999. Some Cfa 70 billion worth of embezzlement
as been identified and copies of the documents were made
vailable to the Mission evidencing 121 cases submitted to
e courts;

"Code for Ethics in Public Procurement" has been issued
s a decree;

National Press Council (ODEM) has been established;

Code of Ethics for Journalists has been drafted;

series of simple and attractive user guides has been pub-
shed and is currently being promulgated via an information
nd education campaign across the country. They provide

information on documents required, their cost, proce
to follow, and the time it should take for a civil serva
provide a service in the following areas:

-   Applying for National and International Scholarship

-   Obtaining Financing for Self-Employment

-   Basic training for self-employment

-   The Denationalisation Process

-   The Investment Code

• Bénin has participated in the preparation of a re
published, draft "Code of Transparency for the Manage

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f Public Finances in the UEMOA" (Economic and Monetary Union of West African States).

GESTED NEXT STEPS

Kenyan Team, in collaboration with other stakeholders, is ng progress in the development of a National Anti-Corruption Action Plan. The Resident Mission is currently preparing a st for an IDF Grant to support KACA. However, such a onship with the KACA must not exclude the role of the stakeholders.

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The various stakeholder mandates should complement other and the other stakeholders should also be considered institutional support. The "Futa Magendo's" for example, been working to try to recapture the population that distanced itself from the Government. In any case, emp should be placed on encouraging the concept of stakeh partnerships where they are all working towards the goal—minimizing corruption and improving governan Kenya.

Uganda

Collaboration with and contributions to the overall progra stakeholders must be encouraged by the Govern

...sentatives on the Team. Emphasis should be placed on ...uting sustainable anti-corruption reforms not so much ...gh the deployment of specific anti-corruption reforms in a ...etermined sequence, but rather through the process of ...ng coalitions from within.

...ania

...Country Team is working hard in incorporating its current ...x into the draft National Anti-Corruption Action Plan, ...h has been endorsed by the donors. However, the Team ... increase its collaboration with other stakeholder groups.

... The Government has taken some steps to strengthen the ... one indication of the political will to address corruption.

However, pressure still needs to be applied on the govern... to demonstrate the strength of its commitment to ... corruption. Anti-corruption efforts should be coordinated ... other on-going efforts, especially those of other donors ... aim at improving accountability and transparency in the cou...

Ethiopia

Country Team needs to increase the involvement of other s... holders in the process of developing an anti-corruption stra...

Ghana

The Team members question the extent of political will fro... Government primarily because it has not endorsed the ...

ption plan submitted by the Commission on Human Rights
ustice (CHRAJ), the constitutional mandated body to deal
corruption.

he Team members need to continue reaching out to other
holders, including recruiting allies from the other branches
overnment as well. If they can build and strengthen the
ion with other stakeholders, the executive branch may
no choice but to join them. However, the Team should
bach the executive as a partner in order to win its
dence, rather than as an adversary.

Benin

The Béninois Team intend to proceed with its colleagu
develop and promote the approval of an anti-corruption
with sequenced, ranked priorities reached by consensus a
which action can be initiated over the next few months ar
longer term. The Béninois Team should continue to in
other stakeholders in the process of developing their
corruption strategy.

Malawi

A majority of the civil society groups believe that the go
ment has not been aggressive enough on the issue of corru
and that the Anti-Corruption Bureau is an insufficiently se

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ive in their eyes. The business community expects results
the public sector that are not yet available. If corruption is
addressed seriously, then structural reform is needed. The
ber of Commerce sometimes has brought the issue
rd under the name of "competitiveness."

he Team members should continue to bring other stake-
rs together as a way of enlarging the representation of the
. For example, the Team can involve "CONGOMA", the
that represents the largest and most significant organiza-
of civil society. Civil society should be encouraged to be
e in promoting actions and activities that do not require
rnment *support or partnership*.

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It should be emphasized that since these technical su
visits took place over the summer of 1999, and the follo
Distance Learning AVideo (and Audio) Links from Washi
to all seven sites in Africa, considerable further progres
been attained in many of te countries involved in this pro
(prior to their presentation at the 9th IACC Conferen
Durban).

...nti-corruption program will look the same. Corruption is a ...om of institutional weaknesses, and these institutional failures ...artly country-specific. Thus governance programs must be ...ed to the individual country's specific institutional and political ...es. At the same time, there are certain actions for anti-corruption ...al enough to be considered more generally in Africa and ...here. These recommendations for discussion include:

...reedom of Information Act

...he restriction in obtaining and publishing information about ...orruption severely limits the civil society's (including the ...edia's) possibilities to monitor the government and the public ...ctor. With freedom of information, investigative journalism can ...ay an important role not only in exposing corruption and ...orrupt practices, but also by publicising the positive side of ...ombating corruption..

...epeal/Restraint of Civil and Criminal Libel Laws

...n some developing countries politicians are unaccustomed to ...gitimate media scrutiny. Consequently, civil and criminal libel ...ws leads to imprisonment for reporters and the owners of media ...utlets. Such actions send the wrong message to the media-- ...sking them to hold their tongues and that criticisms will not be ...olerated. A free press is necessary to a democracy and libel suits ...gainst news media, particularly by members of government need ...be restrained and/or repealed.

OECD and other International Anti-Bribery Convention

...he negative effects of corruption reach across borders and ...erefore require the concerted attention of the international ...ommunity. International organizations such as the OECD, the ...ouncil of Europe, and the OAS are also taking steps toward ...ghting corruption, including the use of international instruments

such as international conventions. The OECD conventi... combating bribery of public officials could provide an imp... tool in the fight against corruption. The effective implemen... of this convention by the signatories needs to be accelerate... the initiative must be broadened to include other important t... partners.

4. Responsibility of the Donor Community

The donor community must make a greater effort in ensurin... corruption in aid projects, by imposing more stringent co... improve oversight and involve civil society in monitorin... planning. At the same time, donors will need to provi... sustained and focused assistance to countries implementing... corruption.

5. Civil Society Empowerment

Corruption can be effectively tackled only when institution... political reforms are complemented by a systematic eff... inform citizens about their rights and entitlements and inv... them. Empowering civil society and forming coalitions with ... should be a crucial aspect of an anti-corruption program.

(As input to each Team; the chosen areas of priority, emphasis, and details will vary by Country)

I. ***Reform of Public-Sector Institutions***	
A. **Public Expenditure and Financial Management**	
• Public Expenditures: Identifying/stopping white elephants	
• Public Expenditures: Less fraud in transfers	
• Public Expenditures: Less fraud in concessions/contracting	
• Budget Preparation Process: Transparency and accountability	
• Treasury/Financial Management Systems: Modernization	
• Public Procurement Reform	
• Budgetary Audit Institutions/Mechanisms: Public Accounts Committees (PACs)	
B. **Public Administration**	
• Meritocracy in recruitment and promotion	
• Pay and incentive/benefit structure for staff; pension	
• Ethics standards, punishment, appeals procedures	
• Rigorous testing; training	
C. **Reform/Revamping of Customs and Internal Revenue**	
• Customs Reform: Tariff code simplification/transparency	
• Revenue Authorities: Institutional and tax reform	

D. *Public Accountability*
• Public reporting requirements
• Ombudsperson/Ethics Office
• Public Officials (and spouses/off-spring) Assets Declaration/Disclosure
II. *Deregulation, Demonopolization and Competition*
• Clear and transparent rules/procedures, limited bureaucratic discretion
• Deregulation of enterprise sector; easing entry; competition policies
• Demonopolization
• Regulatory reform for infrastructure sectors
III. *Privatization*
• Transparency in transaction/process; less insider dealing
• Valuation, speed and scope of privatization
• Adequate institutional mechanisms
IV. *Financial Sector*
• Transparency mechanisms in Central Bank
• Regulatory framework for banks/banking system
• Insider lending; directed credit, insider trading, forex
• Rules of disclosure; other "transparency" reforms

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V. **Enhancing Political Will: Participatory and other mechanisms**

VI. **Judiciary and Legal**
• Pay, salary, benefit structure; meritocratic promotions
• Enforcement of ethics standards
• Impartial case assignment procedures
• Independence and accountability; appointments of judges
• Promoting alternative dispute resolution mechanisms
• Other alternatives to official rule of law institutions
• Recourse (and promotion/signatories of) international laws (OECD/GCA/OAU, etc.)

VII. **Macro- and trade reforms**

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• Macro economic stabilization/lowering inflation
• Exchange rate unification/market determination
• Trade liberalization; tariff rationalization and uniformity
VIII. *Public education and communication*
• Adult education on anti-corruption campaign
• First and secondary school curriculum
• Mass media education and communication campaign
• Teacher training and proper incentives
Meritocratic university entry/grading/diploma

IX. *Enforcement*
• Legislative framework for prosecuting corruption cases
• Depoliticized prosecution of corruption cases
• Effective and honest police
• Effective anti-corruption commission/institution
• Actual prosecution of some "big fish" as deterrent (not from the opposition…)
X. *Anti-poverty and public service delivery*
• Safe-guarding ("ring-fencing")social programs
• Access to health and education without bribes
• Improved public service delivery with probity

• Anti-corruption in environmental programs
XI. Municipal-level anti-corruption/transparency reform programs
• Anti-corruption programs at the municipal level
• Transparent and effective local budgetary process and execution
• Municipal modernization and reform
• Public audiences/transparent procurement at local level
XII. Anti-corruption in World Bank projects
• New procurement/audit approaches/guidelines (OCS)
• Adjusting type of projects/lending to reality on the ground
• Project preparation; monitoring, participation, technology

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• Widely shared information database, unit costs

Transparency, Data Power, Participatory Coalition-Building and Collective Action
XIII.   Civil society participation and public oversight
• NGO oversight
• NGO participation in anti-corruption program design/implementation
• Sharing of data/information with civil society
• Seminars/workshops: Parliament, policy-makers, media/investigative journalism
XIV.   Diagnostics, empirical monitoring and action plan
• Empirical diagnostics on governance: in-depth surveys of public officials/Parliament, firms, citizens
• Survey diagnostics, tracking studies of budgetary allocations to sectors (health, education),

...coming from the World Bank Institute (spring 2000)... carrying out by local institutions with methodological support from donors/WBI

Integration of process and substance is paramount in formulating a realistic anticorruption action program. Successful ...ption programs need to integrate: rigorous information, data and knowledge; leadership and collective action.

... Analysis and dissemination of results; input to Task Force; Participatory workshops for consensus and collective action; public announcement of program; WBI support

...hese three components form the core of a new volume from WBI, containing a collection of articles and case studies writte...

...World Bank Institute's Core Course Program ... Controlling Corruption: Towards an Integrated Strategy".

... actions

· Implementation of Action Program an its monitoring/evaluation; report card monitoring, etc.

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e 1: Action Planning Workshop
ummary of Proceedings
ew Frontiers in Diagnosing and Combating Corruption
sing Surveys for Public Sector Reform
lonitoring Corruption: Evidence from the Field
olitical Will
iagnosing and Combating Corruption in Sub-Saharan Africa
ddressing Corruption in Bank Financed Procurement

e 2: Institutional Reforms
ule of Law and Anti-Corruption Reform
Case Study: Judicial System
olitical Incentives and Sting Operations
ombating Fraud in Procurement and Contracting
ase Study: Procurement

Programs in Brief

gency-Specific Surveys and Monitoring Strategies: Case Studies in Improving Transparency in Public Procurement
racking Government Expenditures
inancial Management vs. Corruption
ase Study: Financial Management
he Role of Civil Service Reform in Combating Corruption
ase Study: Civil Service Reform
eveloping an Integrated Strategy to Tackle Corruption in Customs
ase Study: Customs

e 3: Sample of Action Program

hecklist of Anti-Corruption Measures in an Anti-Corruption Strategy
rom Diagnostics to Design: Exercise on Analyzing Survey Results
Case Study of Systems in Conflict: Measles Eradication in Kabinja

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reliminary Datasheet on Governance Indicators for Selected African Countries

ed Materials
nnotated Agenda
ist of Participants
ourse Management Group
eading List for Phase 1

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http://www.worldbank.org/wbi/gac/

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