

***BENIN***

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## ***1'S NATIONAL INTEGRITY STRATEGY***

### ***UTIVE SUMMARY***

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#### **ISSUE OF CORRUPTION IN BENIN**

##### **Perspectives**

There is a consensus now in Benin about fighting corruption. It comes from a recent coalition between the government and the private sector in a joint effort to face the matter.

Several anti-corruption initiatives had been taken, especially since 2000, by various bodies of the Executive as well as the Judiciary. These initiatives mainly dealt with financial management, the civil society, the judiciary and also NGO's of the civil society.

However, upon critical test, it appears that these actions have not met the population expectations, leaving them even more disappointed.

Therefore, more drastic measures expressed through anti-corruption strategic plan are necessary to bridge the confidence gap and be more efficient in the combat against corruption.

During the various meetings we held with Ministries and other state bodies or institutions, we decided to select 5 (five) priorities reached by consensus and to make them the basis of the national strategic plan. The 5 priorities are:

- 1. Strengthening the political will
- 2. Enforcement of laws
- 3. Judiciary and legal system reform
- 4. Public sector institutions reform
- 5. Increasing education and communication

For each of these priorities, we will have a look at:

6. New Perspectives
7. Concrete actions
8. Obstacles

#### **PRIORITY 1: STRENGTHENING THE POLITICAL WILL**

##### *\* New perspectives*

By removing its electoral and political concerns the Executive should seek will to enforce anti-corruption law at all levels regardless of the person involved.

##### *\* Concrete actions*

Trials of the major cases of corruption malpractice should be recorded with an emphasis placed upon repayment of embezzled funds.

##### *\* Obstacles*

The lack of political will remain an actual fact as far as the problem of political parties funding would be solved.

#### **PRIORITY 2: ENFORCEMENT OF THE LAW**

##### *\* New perspectives*

Setting of an environment free from fear and undue influence where anti-corruption organizations should not depend on the Executive they are supposed to control.

##### *\* Concrete actions*

Creation of an independent control body, appointed by Parliament, irremovable and headed by an independent

make sure that internal auditors in ministries are protected and independent.

*les*

utive resistance to the change in forces equilibrium

### **TY 3: ADDRESSING THE JUDICIARY AND THE LEGAL**

*rspectives*

trust and confidence in the legal system and its, applying ethic rules, and making sure of the ence and responsibility of the judiciary, would certainly mptation to corruption.

*te actions*

rain and specialize judges in anti – corruption matter h providing modern workplaces.

*les*

iticians are at the risk to loose the means of pressure e used to

### **TY 4: THE PUBLIC SECTOR INSTITUTION REFORM**

*rspectives*

De-politicize civil service

Insure good financial management, procurement and her taxes collection

*te actions*

Define profile and civil servant career prospects

Publishing and popularizing procedures manuals in all lic services

Code of ethics in biddings and contracting

\* *Obstacles*

- ♦ The problem of funding for political parties
- ♦ The low purchasing power of civil servants

### **PRIORITY 5: EDUCATION AND COMMUNICATION**

\* *New perspectives*

Raising the citizens' awareness upon the econom democratic consequences of corruption and p transparency in the civil service management.

\* *Concrete actions*

- ♦ Upgrade NGOs, moral and religious authoritie abilities to educate and lead citizens.
- ♦ More training of investigative journalist.

\* *Obstacles*

Information kept out of reach of media and the fact state sponsored.

## 3 NATIONAL INTEGRITY STRATEGY

<i>Priority Areas</i>	<i>Strategic Objectives</i>	<i>Concrete Actions</i>
<p><b><u>Political Will</u></b></p> <p>Corruption have been identified yet have not been addressed by the Courts or the State for political or economic reasons. This has been a factor in the demobilization efforts and has actually favored the continuation of corruption. Political will thus has a pre-requisite and an imperative for all efforts against corruption.</p>	<ul style="list-style-type: none"> <li>- ensure the application of laws on corruption, the diversion of public goods and other such infractions, no matter who the implicated person is</li> <li>- assure the primacy of law</li> <li>- assure the stability of governmental institutions and their effectiveness as oversight bodies (i.e., checks and balances)</li> </ul>	<ul style="list-style-type: none"> <li>- expedite the judgement of current cases of corruption, focusing on those individuals who are closest to the seat of power</li> <li>- revise ordinance 79-23 of 10 May 1979 with an emphasis on a corruption law that would penalize permanent members of the State for acts of corruption, diversion, embezzlement and other such infractions</li> </ul>
<p><b><u>the Law</u></b></p> <p>Efforts in the fight against corruption are fragmented and dispersed, dependent on the Executive and the Legislature. A unitary, organized, effective, independent of the Executive and judicially protected can greatly contribute to the repression of corruption.</p>	<ul style="list-style-type: none"> <li>- make more effective both internal and external controls at all levels of the public sector</li> <li>- assure transparency and accountability</li> </ul>	<ul style="list-style-type: none"> <li>- create an autonomous agency to oversee State activities that would be directed by an independent and permanent auditor designated by the Parliament</li> <li>- assure the independence of auditors within Ministries providing them with a charter governed by law</li> </ul>
<p><b><u>Judicial and Legal Systems</u></b></p> <p>The judicial system is generally characterized by a lack of resources detrimental to the effective repression of corruption. A situation arises from the combination of many factors, the most important are the lack of personnel, the lack of courts for the entire territory and the lack of motivation. All of these factors result in limiting the effectiveness of the judicial system. The lack of resources of corruption, and the resulting dissuasion of the public can exercise in this realm, necessitate a judicial system that is impartial, credible and effective.</p>	<ul style="list-style-type: none"> <li>- put in place ethical standards</li> <li>- assure impartiality of judicial investigations</li> <li>- assure the independence and accountability of judges</li> <li>- reduce the incentive for corruption</li> </ul>	<ul style="list-style-type: none"> <li>- recruit and train judges in the anti-corruption issues</li> <li>- provide judges with appropriate motivators (non-corrupting atmosphere, living salary, and adequate supervision)</li> </ul>

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<i>Priority Areas</i>	<i>Strategic Objectives</i>	<i>Concrete Actions</i>
<p><b><u>Public Sector Institutions</u></b></p> <p>positions within Benin's public administration zed. This has resulted in positions that are misappropriation of funds and the absence of visibility and accountability. These factors help lemic nature of corruption</p> <p>characteristics outlined above, anti-corruption ould treat the reform of the civil service as a</p>	<ul style="list-style-type: none"> <li>- encourage good practices of public spending</li> <li>- assure good financial management</li> <li>- work to increase the efficiency of the civil service</li> <li>- - increase fiscal revenues</li> </ul>	<ul style="list-style-type: none"> <li>- de-politicize the Administration</li> <li>- define job descriptions and the career paths with civil service</li> <li>- produce and disseminate procedural manuals ar guidelines throughout the public administration</li> </ul>
<p><b><u>Information and Communication</u></b></p> <p>ector of corruption in Benin is the asymmetry of realm of service delivery. Further, the public the stakes involved in corruption at the as at the democratic level.</p> <p>strategy must include increased access to public as well as public awareness raising.</p>	<ul style="list-style-type: none"> <li>- raising public awareness</li> <li>- - increased transparency of the workings of the civil service</li> </ul>	<ul style="list-style-type: none"> <li>- strengthen the capacity of NGOs in raising publi awareness and lobbying</li> <li>- -strengthen media capacity in investigative journ provision of information and raising public aware</li> </ul>

**BENIN: Prioritizing Problem Areas**

<i>Who benefits from the problem?</i>	<i>Who loses?</i>	<i>Actions already taken</i>	<i>Actions to take</i>			<i>Expected i by w</i>
			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>• Authorities</li> <li>• Political staff</li> <li>• and their relationship</li> </ul>	The honest citizen	<ul style="list-style-type: none"> <li>• Civic education &amp; public awareness regarding rights &amp; responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Political will</li> <li>• Judge political persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>• Pressure</li> <li>• Info about the rule of law</li> <li>• Lobbying with Parliament</li> </ul>	<ul style="list-style-type: none"> <li>• Information</li> <li>• Dissemination on the correlation between the rule of law &amp; corruption</li> </ul>	<i>Long term:</i> Abide to the
Minority of people	Majority of people	Nothing	<ul style="list-style-type: none"> <li>• Act for the rule of law</li> </ul>	<ul style="list-style-type: none"> <li>• Information</li> <li>• Sensitize through workshops</li> </ul>	<ul style="list-style-type: none"> <li>• Information</li> </ul>	<i>Short, mediu term:</i> Conformatio law
<ul style="list-style-type: none"> <li>• High level business-men</li> <li>• Political authorities</li> <li>• Traditional rulers</li> </ul>	Lower classes	A draft to improve the judiciary status	<ul style="list-style-type: none"> <li>• Reform the judiciary appointments process</li> </ul>	<ul style="list-style-type: none"> <li>• Pressure</li> </ul>	<ul style="list-style-type: none"> <li>• Lobbying with the Parliament</li> </ul>	<i>Short, mediu term:</i> Enforcement

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			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>• Business: import/export</li> <li>• Revenue collection personnel</li> <li>• Politicians</li> </ul>	<ul style="list-style-type: none"> <li>• Honest business: competitors &amp; taxpayers</li> <li>• People: low quality services</li> <li>• Civil servants: low pay</li> </ul>	<ul style="list-style-type: none"> <li>• Regular enforcement efforts</li> <li>• Spot checks on collection</li> <li>• Bonus to identify fraud</li> </ul>	<ul style="list-style-type: none"> <li>• Enforce existing laws &amp; regulations</li> <li>• Law against illegal enrichment*</li> <li>• Disclosure/justification of revenue staff's assets &amp; liabilities</li> <li>• Provide training &amp; improved terms-of-service to revenue collection staff</li> <li>• Strengthen revenue collection training &amp; resources</li> <li>• Provide incentives for honest taxpayers</li> <li>• De-politicize &amp; professionalize revenue collection personnel</li> <li>• Harmonize customs duties with the UEMOA</li> </ul>	<ul style="list-style-type: none"> <li>• Civic education</li> </ul>	<ul style="list-style-type: none"> <li>• Increased revenue collection</li> </ul>	

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			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>Persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>Honest citizens</li> </ul>	<ul style="list-style-type: none"> <li>Nothing</li> </ul>	<ul style="list-style-type: none"> <li>Select the external auditors through a competitive process</li> <li>Abide by the Code of Ethics of the Public Procurement Act</li> </ul>	<ul style="list-style-type: none"> <li>Civil society &amp; Parliament draft law for simultaneous transmission of audit report to gov't, Parliament &amp; judiciary</li> </ul>		<i>6 months</i> <ul style="list-style-type: none"> <li>An inde external a selected tl competitiv</li> </ul>
<ul style="list-style-type: none"> <li>Persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>Honest citizens</li> </ul>	<ul style="list-style-type: none"> <li>Nothing</li> </ul>	<ul style="list-style-type: none"> <li>Ensure the independence of internal auditors</li> </ul>	<ul style="list-style-type: none"> <li>Have internal audit reports subjected to independent peer review</li> </ul>	<ul style="list-style-type: none"> <li>Lobbying of each of us with our organizations</li> </ul>	<i>6 months:</i> <ul style="list-style-type: none"> <li>Effectiv credible in controls</li> </ul>
<ul style="list-style-type: none"> <li>Persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>Honest citizens</li> </ul>	<ul style="list-style-type: none"> <li>Draft manual submitted to CEPAG for improvement</li> </ul>	<ul style="list-style-type: none"> <li>Require that each ministry must write its own procedural manual</li> </ul>	<ul style="list-style-type: none"> <li>Pressure from civil society on all ministries to have procedure manual</li> </ul>		<i>6 months:</i> <ul style="list-style-type: none"> <li>Reduce and fraud managem</li> </ul>

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			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>Persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>Honest citizens</li> </ul>	<ul style="list-style-type: none"> <li>Nothing</li> </ul>	<ul style="list-style-type: none"> <li>Include additional clause in the existing control laws</li> <li>Increase the staffing level for this function</li> <li>Train staff</li> </ul>	<ul style="list-style-type: none"> <li>Present the case to the supreme audit organization</li> </ul>	<ul style="list-style-type: none"> <li>Inform civil society and our home organizations</li> </ul>	<i>6 months:</i> <ul style="list-style-type: none"> <li>Better c expenditur</li> <li>Reduce public ser</li> <li>More e against ap necessary</li> </ul>
<ul style="list-style-type: none"> <li>Persons implicated in embezzlement</li> </ul>	<ul style="list-style-type: none"> <li>Honest citizens</li> <li>Treasury</li> </ul>	<ul style="list-style-type: none"> <li>USAID seminar</li> <li>A committee established to make an inventory of acts of Embezzlement between April 9, 1996-April 1999</li> </ul>	<ul style="list-style-type: none"> <li>Publicize internal audit reports</li> <li>Publicize results of follow-up to internal audit reports</li> </ul>	<ul style="list-style-type: none"> <li>Put pressure on Gov't to publish names of guilty parties</li> <li>Encourage executive to apply sanctions</li> <li>Civic education with medias</li> </ul>	<ul style="list-style-type: none"> <li>Inform home organizations</li> </ul>	<i>6 months:</i> <ul style="list-style-type: none"> <li>Reduce embezzler sanctionin parties</li> </ul>
<ul style="list-style-type: none"> <li>Decision makers</li> <li>Contractors</li> <li>Political parties</li> </ul>	<ul style="list-style-type: none"> <li>People/country</li> <li>Honest business/ companies</li> </ul>	<ul style="list-style-type: none"> <li>Draft Code of Ethics</li> </ul>	<ul style="list-style-type: none"> <li>Audit controls</li> <li>Training for procurement staff</li> <li>Prepare standard terms of reference</li> <li>Improve the procurement law &amp; strengthen its administration</li> </ul>	<ul style="list-style-type: none"> <li>Put pressure on government</li> </ul>	<ul style="list-style-type: none"> <li>Encourage civil society to protest</li> </ul>	

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			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>• Decision makers</li> <li>• Dishonest contractors</li> <li>• Politicians</li> </ul>	<ul style="list-style-type: none"> <li>• People</li> <li>• Country</li> <li>• Honest companies</li> </ul>	<ul style="list-style-type: none"> <li>• Code of ethics</li> </ul>	<ul style="list-style-type: none"> <li>• Train staff responsible for preparing specification</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring and control</li> </ul>		<i>12 months:</i> <ul style="list-style-type: none"> <li>• Transp efficiency administra procureme</li> </ul>
<ul style="list-style-type: none"> <li>• Decision makers</li> <li>• Dishonest contractors</li> <li>• Politicians and political parties</li> </ul>	<ul style="list-style-type: none"> <li>• People</li> </ul>	<ul style="list-style-type: none"> <li>• Code of Ethics</li> <li>• Cabinet approval of the list of authorized suppliers</li> </ul>	<ul style="list-style-type: none"> <li>• Publish the results of bidding and contracting</li> </ul>	<ul style="list-style-type: none"> <li>• Press for the publication of bidding &amp; contracting</li> </ul>		<i>12 months:</i> <ul style="list-style-type: none"> <li>• Transp efficiency procureme</li> </ul>
<ul style="list-style-type: none"> <li>• Firms from donor countries</li> </ul>	<ul style="list-style-type: none"> <li>• The recipient country</li> </ul>	<ul style="list-style-type: none"> <li>• Nothing</li> </ul>	<ul style="list-style-type: none"> <li>• -Ask donors to change current practice</li> </ul>	<ul style="list-style-type: none"> <li>• Put pressure on civil society and gov'ts in donor countries</li> </ul>		<ul style="list-style-type: none"> <li>• Lower c some prov capacity b</li> </ul>

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<i>Who benefits from the problem?</i>	<i>Who loses?</i>	<i>Actions already taken</i>	<i>Actions to take</i>			<i>Expected i by w</i>
			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>• Businessmen</li> <li>• Customers</li> <li>• Politicians</li> </ul>	<ul style="list-style-type: none"> <li>• State</li> <li>• People</li> </ul>	<ul style="list-style-type: none"> <li>• Contract with an international import control agency</li> <li>• Reinforcement of the controls of the "Inspection general des finance"</li> </ul>	<ul style="list-style-type: none"> <li>• Reviews the Customs Code</li> <li>• Reduce exemptions from Customs duties on imports</li> <li>• Monitoring &amp; control of authorized exemptions</li> <li>• Improve the existing guidelines</li> <li>• Write clear rules to avoid bad interpretation</li> <li>• Computerise data and informations systems</li> </ul>	<ul style="list-style-type: none"> <li>• Pressure</li> </ul>		<i>12 Months</i>
<ul style="list-style-type: none"> <li>• Politicians</li> <li>• Some customers</li> </ul>	<ul style="list-style-type: none"> <li>• State</li> <li>• People</li> </ul>		<ul style="list-style-type: none"> <li>• De-politicize staff appointments to customs</li> <li>• Establish clear rules for posting &amp; transfer to border check posts</li> <li>• Increase severity of sanctions against corrupt practice</li> </ul>	<ul style="list-style-type: none"> <li>• Pressure</li> <li>• Protest</li> </ul>		<i>12 Months</i>

**BENIN: Prioritizing Problem Areas**

Who benefits from the problem?	Who loses?	Actions already taken	Actions to take			Expected impact by when?
			Government	Civil Society	Team	
<ul style="list-style-type: none"> <li>Businessmen</li> <li>Customers</li> <li>Politicians</li> </ul>	<ul style="list-style-type: none"> <li>State</li> <li>People</li> </ul>		<ul style="list-style-type: none"> <li>Capacity building of customs</li> </ul>	<ul style="list-style-type: none"> <li>Pressure</li> <li>Protest</li> </ul>		12 Months
<ul style="list-style-type: none"> <li>Politicians</li> <li>Businessmen</li> <li>Unscrupulous people hired as Customs officers</li> </ul>	<ul style="list-style-type: none"> <li>State</li> <li>People</li> </ul>		<ul style="list-style-type: none"> <li>Establish clear rules for posting &amp; transfer to border check post</li> </ul>	<ul style="list-style-type: none"> <li>Pressure</li> <li>Protest</li> </ul>		21 Months
<ul style="list-style-type: none"> <li>Businessmen</li> </ul>	<ul style="list-style-type: none"> <li>State</li> <li>People</li> </ul>	<ul style="list-style-type: none"> <li>Contract with an international imports control agency</li> </ul>	<ul style="list-style-type: none"> <li>Ensure that Customs is given access to data banks of prices for imported goods</li> </ul>			?

**Rule of Law**

<ul style="list-style-type: none"> <li>Politicians and the staff of political parties</li> </ul>	<ul style="list-style-type: none"> <li>The Treasury</li> <li>Opposition parties</li> <li>Citizens</li> </ul>	<ul style="list-style-type: none"> <li>Draft revision of the Charter of Political Parties</li> </ul>	<ul style="list-style-type: none"> <li>Apply existing laws &amp; regulations</li> <li>Apply existing laws whenever infractions are identified</li> </ul>	<ul style="list-style-type: none"> <li>Make NGOs &amp; political parties aware of the issue</li> </ul>	<ul style="list-style-type: none"> <li>Make home organizations aware of the issue</li> </ul>	<i>Short and medium term</i> <ul style="list-style-type: none"> <li>Reduce practice associated with the firm politics</li> </ul>
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**BENIN: Prioritizing Problem Areas**

<i>Who benefits from the problem?</i>	<i>Who loses?</i>	<i>Actions already taken</i>	<i>Actions to take</i>			<i>Expected impact by way of</i>
			<i>Government</i>	<i>Civil Society</i>	<i>Team</i>	
<ul style="list-style-type: none"> <li>• The Executive</li> <li>• Other top public officials in gov't</li> </ul>	<ul style="list-style-type: none"> <li>• Citizens</li> <li>• Opposition parties</li> </ul>	<ul style="list-style-type: none"> <li>• Nothing</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure the financial independence of state institutions</li> <li>• Revise the system for appointing officials to institutions through a new law</li> </ul>	<ul style="list-style-type: none"> <li>• Organize radio &amp; TV broadcasts, &amp; info on the internet for civic education pertaining to the balance of powers</li> </ul>	<ul style="list-style-type: none"> <li>• Support civil society</li> </ul>	<i>Short and medium term</i> <ul style="list-style-type: none"> <li>• Strengthen opposition</li> </ul>
<ul style="list-style-type: none"> <li>• Executive</li> <li>• Fraudsters</li> <li>• Corrupt civil servants</li> </ul>	<ul style="list-style-type: none"> <li>• Journalists</li> <li>• Researchers</li> <li>• Citizens</li> </ul>	<ul style="list-style-type: none"> <li>• Draft Code of Ethics for Beninese journalists</li> <li>• Establishment of a National Press Council (ODEM)</li> <li>• Establishment of the Audio-Visual &amp; Communications Authority (HAAC)</li> <li>• Law on the Freedom of the Press</li> <li>• Law on the Freedom of Broadcasting</li> </ul>	<ul style="list-style-type: none"> <li>• Remove obstacles that block citizens' access to information</li> </ul>	<ul style="list-style-type: none"> <li>• Plead for access to information</li> <li>• Train investigative journalists</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that home organizations are aware of the issue</li> <li>• Support the actions of civil society</li> </ul>	<i>Short, medium term</i> <ul style="list-style-type: none"> <li>• Legislation providing for access to information</li> <li>• More training in public service</li> </ul>

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**BENIN: Identifying Next Steps**

<i>n</i>	<i>Actions to take</i>	<i>Resources needed</i>	<i>Expected results and</i>
	<p><i>Individual Team members:</i></p> <ul style="list-style-type: none"> <li>• Disseminate lessons-learned from conference within own organizations</li> <li>• Build ownership of program within organizations</li> </ul> <p><i>Team as whole:</i></p> <ul style="list-style-type: none"> <li>• Develop and expand matrix</li> <li>• Conduct survey of corrupt practices</li> </ul>	<ul style="list-style-type: none"> <li>• Funding to produce documents</li> <li>• Workshop with external facilitator and expert</li> <li>• Internet</li> <li>• WBI: Support with T/A, INSAE, local statistics officer</li> </ul>	<ul style="list-style-type: none"> <li>• 30 days</li> <li>• Undetermined</li> <li>• 60 days</li> <li>• 6 months</li> </ul>
above the laws	<p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Improved prosecutorial capabilities</li> </ul> <p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Awareness raising (?)</li> </ul>		
s	<p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Ensure the prosecution of officials involved in embezzlement</li> </ul> <p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Strengthening of NGOs</li> </ul>		
ent	<p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Exposing corruption by the press, religious organization, cultural leaders and institutions (?)</li> </ul>		
capabilities	<p><i>FONAC and Team:</i></p> <ul style="list-style-type: none"> <li>• Lobby Minister of Justice to implement cabinet decision for recruiting staff for the embezzlement cases declared</li> </ul>	<ul style="list-style-type: none"> <li>• Appointments with Ministers of Labour, and Finance</li> </ul>	30 days
officials involved	<p><i>Civil Society and Team:</i></p> <ul style="list-style-type: none"> <li>• Sustain the nomination of committee of 4 or 5 judges</li> </ul> <p><i>Ministries of Justice and Finance:</i></p> <ul style="list-style-type: none"> <li>• Organise special session for embezzlement cases</li> </ul>	<ul style="list-style-type: none"> <li>• Ministers of Finance and Justice</li> <li>• Financial support of WB and other agencies</li> <li>• Financial and material support of gov't</li> </ul>	90 days?

9<sup>th</sup> International Anti-Corruption Conference (IACC), 10-15 October, 1999, Durban, South Africa

**BENIN: Identifying Next Steps**

n	<i>Actions to take</i>	<i>Resources needed</i>	<i>Expected results and</i>
	<p><i>FONAC &amp; Government (Director of Legislation):</i></p> <ul style="list-style-type: none"> <li>• Collect comparative info (legislation, institutional experience)</li> <li>• Analyze info</li> <li>• Perform local institutional assessment</li> <li>• Conduct seminar on "Reaching Consensus on Illegal Enrichment Laws"</li> </ul> <p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Monitor and follow-up to press for law</li> </ul>	<ul style="list-style-type: none"> <li>• Info sources: WB provision of info and expertise, IADB</li> <li>• Expert analysts</li> <li>• Managerial and institutional assessment experts: local and external</li> <li>• Facilitation, funding for event and proceedings publication, media advertising (radio, TV, print)</li> <li>• Committee</li> </ul>	<p>30 days</p> <p>+45 days (after data collec</p> <p>+90 days (after data collec</p> <p>+1 day (after seminar)</p>
	<p><i>Civil Society, Cultural Leaders and Religious Organizations:</i></p> <ul style="list-style-type: none"> <li>• Expose the results of embezzlement committee created on 18 May 1999 by the press and TV</li> </ul> <p><i>Cellule de Moralisation, FONAC and NGOs:</i></p> <ul style="list-style-type: none"> <li>• Sensitization campaign by spots and sketches on TIV and radio</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support from Gov't and NGOs</li> <li>• Financial support from WB, other agencies and Gov't</li> </ul>	<p>60 days</p> <p>60 days</p>
	<p><i>WB, Other Agencies and GVT:</i></p> <ul style="list-style-type: none"> <li>• Capacity building</li> </ul> <p><i>NGOs:</i></p> <ul style="list-style-type: none"> <li>• Study on self-reliance strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Consultants and financial support</li> <li>• Consultants (WB experts)</li> </ul>	<p>As soon as possible</p> <p>As soon as possible</p>
<p>nt</p> <p>ty and ous transmission Parliament and</p>	<p><i>FONAC, NGOs:</i></p> <ul style="list-style-type: none"> <li>• Lobbying by civil society with the committee of law of Parliament</li> </ul> <p><i>FONAC:</i></p> <ul style="list-style-type: none"> <li>• Sensitization</li> </ul>	<ul style="list-style-type: none"> <li>• Expertise from Direction de la Legislation</li> <li>• Financial support (media: TV, radio, press spot)</li> </ul>	<p>3 months</p> <p>3 months</p>

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**BENIN: Identifying Next Steps**

<i>Item</i>	<i>Actions to take</i>	<i>Resources needed</i>	<i>Expected results and duration</i>
Public auditors	<i>Civil Society and Parliament:</i> <ul style="list-style-type: none"> <li>• Make their nomination independent from Gov't</li> </ul> <i>Government:</i> <ul style="list-style-type: none"> <li>• Strengthening their professional capability</li> </ul>	<ul style="list-style-type: none"> <li>• Survey to identify the most qualified structure/entity</li> <li>• Finance for training/WB support</li> </ul>	12 months 18 months
Procurement procedures	<i>Civil Society (FONAC and NGOs):</i> <ul style="list-style-type: none"> <li>• Pressure and vulgarisation</li> </ul> <i>Cellule de la Moralisation:</i> <ul style="list-style-type: none"> <li>• Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support (medias)</li> <li>• Financial support of Gov't</li> </ul>	Immediately/1 month 1 month
Reforms in the existing	<i>FONAC, NGOs and Direction de la Legislation:</i> <ul style="list-style-type: none"> <li>• Draft of additional clause "correctness of expenditures"</li> </ul> <i>Cellule de la Moralisation and FONAC:</i> <ul style="list-style-type: none"> <li>• Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Expert</li> <li>• Lobbying of civil society and media</li> </ul>	6 months 12 months
	<i>FONAC, CNLC and Government (Director of Legislation):</i> <ul style="list-style-type: none"> <li>• Hold public hearing</li> </ul> <i>FONAC, CNLC, Government and Civil Service:</i> <ul style="list-style-type: none"> <li>• Draft revised law</li> </ul> <i>Cabinet:</i> <ul style="list-style-type: none"> <li>• Gov't approval of draft legislation</li> </ul> <i>Parliament:</i> <ul style="list-style-type: none"> <li>• Parliament consideration and approval of legislation</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitator, communications and publishing expertise</li> </ul>	60 days +30 days +30 days Undetermined
Implementation of the	<i>Government (Ministries of Education, Finance and Planning):</i> <ul style="list-style-type: none"> <li>• Implementation of training programme</li> </ul>	<ul style="list-style-type: none"> <li>• WB support for expert and Ministry of Finance</li> </ul>	12 months
Introduction of bidding and	<i>Civil Society, Parliament and Direction de la Legislation:</i> <ul style="list-style-type: none"> <li>• Draft law</li> </ul>	<ul style="list-style-type: none"> <li>• Expert and financial resources</li> </ul>	12 months
Removal of customs duties	<i>Government:</i> <ul style="list-style-type: none"> <li>• Exemptions are paid by the projects and then are reimbursed by the State Treasury</li> </ul>	<ul style="list-style-type: none"> <li>• Enact the Decree</li> </ul>	12 months
Reduction of bad	<i>Government:</i> <ul style="list-style-type: none"> <li>• Produce a manual procedure</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support by WB and experts</li> </ul>	12 months

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***BENIN: Identifying Next Steps***

<i>n</i>	<i>Actions to take</i>	<i>Resources needed</i>	<i>Expected results and</i>
system	<i>Government:</i> Capacity building (feasibility study, training and equipment)	<ul style="list-style-type: none"> <li>• Financial support from WB and other donors</li> <li>• Experts</li> </ul>	18 months
its of Customs	<i>Government:</i> Create a merit-based professional customs service with recruitment through open competition	<ul style="list-style-type: none"> <li>• Experts</li> <li>• Manual procedure</li> </ul>	12 months
national data	<i>Government:</i> <ul style="list-style-type: none"> <li>• Connection of Customs Officer to internet</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support of WB</li> <li>• Capacity building</li> </ul>	12 months

**BENIN: Strategy Matrix**

<i>Problem</i>	<i>Reform</i>
<p>Exemption from custom duties cause fraud cases to the detriment of the staff                      They do not have a database of reference prices, each inspector has his own                      They create false bills of lading and invoices, Customs are unable to verify                      these</p>	<p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Review the Customs Code</li> <li>• Reduce exemptions from customs duties on imports</li> <li>• Monitoring of the exemptions allowed</li> <li>• Information of the data system</li> </ul>
<p>Goods from other countries find their way into the national market</p>	<p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Improve the existing guidelines</li> <li>• Write clear rules to avoid bad interpretations</li> </ul>
<p>When another gov't comes to power                      They are not allowed for posting to lucrative positions                      They are not allowed to Customs when goods are confiscated</p>	<p><i>Government and Coalition partners:</i></p> <ul style="list-style-type: none"> <li>• De-politicize appointments to the Customs</li> <li>• Increase severity of sanctions in case of interventions</li> </ul> <p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Stop interference in postings and transfers</li> <li>• Establish clear rules for posting and transfer to border check post</li> </ul>
<p>Requests from companies to Customs to have exemptions</p>	<p><i>Government and Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Monitoring the exemptions allowed</li> </ul> <p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Lobby legislators to develop political commitment for curbing corruption in Customs</li> </ul>

**BENIN: Strategy Matrix**

<b>Problem</b>	<b>Reform</b>
<p>Known to be corrupt                      Hundreds of cases in frivolous grounds leading to long delays of proceedings                      Most</p>	<p><i>Government and Judiciary:</i></p> <ul style="list-style-type: none"> <li>Request Minister of Justice to strengthen vigilance over judicial officers and ensure that cases are handled by Judges of unblemished integrity</li> <li>Hold joint meetings of top judicial and executive officials to develop a consensus on the combat corruption</li> </ul>
<b>Anti-Corruption Laws and Agencies</b>	
<p>Current law (No. 80-6) dates back to 1980 and is not applied                      Less sanctions against bribe donors and receivers                      Most cases prosecuted by the justice relate to small fry</p>	<p><i>Government:</i></p> <ul style="list-style-type: none"> <li>Amend and enhance anti-corruption laws</li> <li>Abide by the law</li> <li>Protect persons who denounce corruption cases</li> </ul>
<b>Environment in the Public Sector</b>	
<p>Public servants are using their offices as means to be exploited for personal                      Lack of ethics for public servants                      Lack of ethical standards in the public sector</p>	<p><i>Government and Civil Society:</i></p> <ul style="list-style-type: none"> <li>Enact the Code of Ethics</li> </ul> <p><i>Government:</i></p> <ul style="list-style-type: none"> <li>Include study of the Code of Ethics in training of all civil servants</li> <li>Make managers responsible for maintaining high levels of integrity through supervision and disciplinary actions</li> <li>Combat illicit enrichment</li> <li>Strengthen the investigative capacity of Inspector General of Finances and Audit Office</li> </ul>
<b>Prevention of Public Sector Corruption</b>	
<p>More tolerant towards corrupt public servants</p>	<p><i>Government, Stakeholders and Civil Society:</i></p> <ul style="list-style-type: none"> <li>Launch a broad-based campaign to build national consensus on improving integrity standards in public service</li> </ul> <p><i>Government and Civil Society:</i></p> <ul style="list-style-type: none"> <li>Include anti-corruption themes in school and college curricula to sensitize future citizens</li> </ul>

**BENIN: Strategy Matrix**

<i>Problem</i>	<i>Reform</i>
<p>ive journalism ormation about Customs operations ation in specific cases stonewalled are corrupted by Customs officers to avoid scandal stories</p>	<p><i>Government, Stakeholders and Other Parties:</i></p> <ul style="list-style-type: none"> <li>• Training of investigative journalists</li> </ul> <p><i>Government and Stakeholders:</i></p> <ul style="list-style-type: none"> <li>• Use the media to spread gov't efforts in curbing corruption</li> </ul> <p><i>Government and Other Parties:</i></p> <ul style="list-style-type: none"> <li>• Encourage grants (public) to the press</li> <li>• Enhance institutional capability of efficient civil society organizations</li> </ul> <p><i>Stakeholders, Civil Society and Other Parties:</i></p> <ul style="list-style-type: none"> <li>• Mass media education and communication campaign</li> </ul>
<p>society which still plays a peripheral role sure are insufficient embers of civil society and political parties and Customs officers</p>	<p><i>Stakeholders, Civil Society and Others:</i></p> <ul style="list-style-type: none"> <li>• Training civil society</li> </ul> <p><i>Government:</i></p> <ul style="list-style-type: none"> <li>• Sharing of data info with civil society</li> </ul> <p><i>Civil Society:</i></p> <ul style="list-style-type: none"> <li>• Searching of financial resources</li> <li>• Enact Code of Ethics for NGOs</li> </ul>

**BENIN: Civil Service Reform**

	<b>Anticipated Benefits</b>	<b>Anticipated Risks</b>	<b>Steps Leading to Action: Government, Civil Society, Core Group</b>	<b>Anti-Corruption Contribution</b>	<b>Where the Action is Taken</b>
Civil Service	<ul style="list-style-type: none"> <li>• Reduce the monopoly</li> <li>• Increase the efficiency and responsiveness of service delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Duplication of activity and loss of funds</li> <li>• Political pressure at local level</li> </ul>	<ul style="list-style-type: none"> <li>• Gov't and civil society (pressure)</li> </ul>	Important	<ul style="list-style-type: none"> <li>• Finance</li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• Increase the tax base</li> <li>• Improve local financial ability</li> <li>• Improve financial controls relating to revenue collection and expenditures</li> </ul>	<ul style="list-style-type: none"> <li>• Weak local communities will be merged by the strongest</li> </ul>	<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Important	
Local Government	<ul style="list-style-type: none"> <li>• Increase efficiency and service quality</li> <li>• Improve performance</li> <li>• Promote more accountability and transparency</li> <li>• Managerial autonomy</li> </ul>	<ul style="list-style-type: none"> <li>• Resources used for the personal benefit of mgmt and staff</li> <li>• Misappropriation of funds</li> </ul>	<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Modest	
Local Government	<ul style="list-style-type: none"> <li>• Improve efficiency</li> <li>• Improve medical care</li> <li>• Increase efficiency and service quality</li> <li>• Promote transparency and accountability</li> <li>--</li> <li>• Control quality of drugs</li> <li>• Improving people's health</li> </ul>	<ul style="list-style-type: none"> <li>• High prices for medical care for poor people</li> <li>• Misappropriation of funds</li> <li>• Monopoly</li> </ul>	<ul style="list-style-type: none"> <li>• Gov't</li> <li>• Gov't</li> </ul>	Modest Important	<ul style="list-style-type: none"> <li>• Technical</li> </ul>

***BENIN: Civil Service Reform***

	<b><i>Anticipated Benefits</i></b>	<b><i>Anticipated Risks</i></b>	<b><i>Steps Leading to Action: Government, Civil Society, Core Group</i></b>	<b><i>Anti-Corruption Contribution</i></b>	<b><i>Where the Action is Taken</i></b>
e n	<ul style="list-style-type: none"> <li>• Improve service conditions</li> <li>• Reduce corruption</li> </ul>	Continuous trend of increasing wages	<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Modest	
th al	<ul style="list-style-type: none"> <li>• Eliminate the "doing you a favor" syndrome</li> <li>• Reduce corruption</li> </ul>	Continuous trend of increasing wages	<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Modest	
jing	<ul style="list-style-type: none"> <li>• Reduction of public expenditures</li> </ul>		<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Important	
ities	<ul style="list-style-type: none"> <li>• Improve standard of living</li> <li>• Reduction of the state expenditures</li> </ul>		<ul style="list-style-type: none"> <li>• Gov't</li> </ul>	Important	

**BENIN: Civil Service Reform**

	<i>Anticipated Benefits</i>	<i>Anticipated Risks</i>	<i>Steps Leading to Action: Government, Civil Society, Core Group</i>	<i>Anti-Corruption Contribution</i>	<i>Where the Action is Taken</i>
<p>is en of y ' il n :ou- g</p>	<ul style="list-style-type: none"> <li>• Enforcement of the civil service rules</li> <li>• Pressure</li> <li>• Improvement of the efficiency of civil service</li> <li>• Improvement of the efficiency of civil service</li> <li>• Respect of the users</li> <li>• Efficiency of the pressure on civil service</li> </ul>	<p>-False denunciation</p>	<ul style="list-style-type: none"> <li>• Gov't and civil society</li> </ul>	<p>Important</p> <p>Important</p> <p>Important</p> <p>Important</p> <p>Important</p>	