

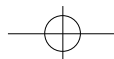
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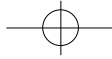
African  
Development  
Bank Group

Proceedings  
of the Regional  
Learning Workshop on  
Combating Corruption  
in Africa

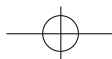
JOINTLY ORGANIZED BY  
The African Development Bank (ADB)  
African Union (AU)  
Transparency International (TI)  
The World Bank Institute (WBI)  
The Global Coalition for Africa (GCA)

27-30 January 2003  
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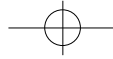


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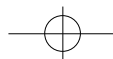
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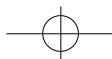


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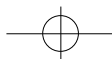






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This workshop would not have been possible without the support, assistance and participation of many people and organizations.

We would like to express a special gratitude to all the participants for finding time to attend and make excellent contributions during the workshop. Their experience and courage continues to inspire and guide our work in this area. We also wish to acknowledge the contribution of the resource persons and facilitators who ably shared the lessons from their respective countries and institutions.

Workshop planning, including resource mobilization, content preparation and logistical arrangements was coordinated through effective institutional collaboration between the African Development Bank (ADB), the African Union (AU), Transparency International (TI), the World Bank Institute (WBI) and the Global Coalition for Africa (GCA). A workshop planning committee consisting of Mr. B. Kioko (AU), Ms. C. Uwimana (TI), Mr. S. Kpundeh (WBI), Ms. A. Marshall (GCA) and Mr. G. Negatu (ADB) coordinated the organization of the workshop.

Within the ADB, the organisation of the workshop was carried out under the leadership of Mr. Channel Boucher, Vice President for Policy and Research. Mr. P. Afrika, Director, Policy & Review Department and Mr. O. Fajana, Manager, Governance Division supervised the organization and delivery of the workshop and all governance related activities. Mr. G. Negatu, Principal Governance Expert, Governance Division was the project Task Manager. Mr. M. Tani, Principal Training Officer, ADI and Ms. J. Wogayehu of the ETCO provided financial management support, and Ms. I. Zirimwabagabo, Research Assistant backstopped the project. The professional team of Ms. S. Edwards and Mr. G. Demeke were official workshop rapporteurs.

This workshop was made possible with generous financial and other support from the Nordic Trust Fund for Governance (NTFG), and the Canadian Bilateral Trust Fund in the ADB. Technical experts from Denmark and Norway also participated in the workshop.

Lastly, the organizers also wish to acknowledge the invaluable support received from the ADB Ethiopia Country Office and the staff of the AU Legal Department. ■

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### foreword

Derived from the Latin verb "corruptus"—to break; corruption symbolizes a breakdown of ethical and moral values, of systems and institutions of governance and of societal traditions and personal behaviors. A society committed to the fight against corruption is on the right path to good governance and the rule of law; which in turn, are the foundation stones of sustainable development. We have known for some time now, the negative impact of corruption on the economic, social and political lives of people. However, at no time before now have our eyes been so opened to the debilitating impacts of corruption, particularly on the poor and other vulnerable groups.

The Bank Group enjoys a unique mandate to play a key role, in collaboration with its partners, to systematically support regional member countries (RMCs) in their pursuit of good governance, and the crusade against corruption, in particular. The Bank Group Policy's on Good Governance approved by its Board of Directors in 1999 and its Guidelines approved in 2001 identify Combating Corruption as one of the five key elements of focus if good governance is to be attained. Depending on the circumstance and needs, and the state of dialogue with RMCs, the Bank's governance-based interventions are selectively decided on from a range of products and services, including economic and sector work and policy dialogue through lending and non-lending operations. Similarly, the Bank, consistent with its due diligence responsibilities, is taking additional steps to combat corruption in its lending and non-lending operations.

The Regional Learning Workshop on Combating Corruption in Africa is a step in the right direction. The cooperation between regional and international partners in hosting the Workshop is a model for future partnerships. By focusing on Anti-corruption National Strategies and Action Plans, the Workshop has underscored the value of partnership between African governments and stakeholder groups—particularly civil society and the private sector, and the centrality of homegrown solutions. Equally important is the discussion on the role of international partners and measures aimed at closing existing loopholes that facilitate money laundering and the cross-boarder movement of illegally gotten wealth. In this regard, the progress of the African Union Convention on Preventing and Combating Corruption and the UN Convention against Corruption are encouraging.

Taking stock of the outcomes of the Addis Ababa Workshop, we are reminded of the task ahead. Effective implementation of the National Strategies and Action Plans requires increased political and financial support, within a broader framework of promoting good governance. African countries also require technical assistance to enhance their oversight capacity and to develop measurable performance indicators to periodically monitor compliance and progress. In this regard, the African Development Bank and its partner institutions are committed to remain engaged in support of efforts by member countries to fight the scourge of corruption at national and regional levels.

International partners have a role to play in the quest for solutions that are comprehensive in scope and local in application, alongside African Governments, who must assume an even greater leadership role. Political will and effective leadership at the highest level is paramount to combating corruption successfully. Legal frameworks for detecting, criminalizing, prosecuting and punishing corrupt parties are necessary but not sufficient conditions for addressing the root causes of corruption. Appropriate legislations, functioning institutions, and a societal culture of zero-tolerance towards corruption must also undergird such efforts. This same message today resonates in regional initiatives such as NEPAD, and I am pleased to note that the Addis Ababa Workshop has also emphasised this point. It is also gratifying to note that the African leadership, at all levels of government, is increasingly heeding this call.

In looking at the way forward, we are cognisant of the key policy and operational issues that still require coordinated action to complete the loop on combating corruption. Notable among them are harmonization of regional and national anti-corruption policies and legislations, agreements on extradition protocols, effective measures to combat money laundering, a workable asset declaration framework, lifting of bank secrecy laws and confiscation and seizure of proceeds. Regional and international consensus on these and related issues must be reached urgently for the credibility and sustainability of the fight against corruption. ■



Omar Kabbaj  
President

There has been a significant increase, recently, in the attention paid to corruption as a central component of the broader good governance agenda in Africa. This is due largely to increases in the incidence of corrupt practices with impunity; mounting evidence about its negative impact on economic growth, trade, and investment, and its distorting effects on the allocation and expenditure of public resources, and delivery of goods and services. Corruption weakens core democratic values, challenges political stability, undermines the credibility of public institutions, and erodes the consolidation of good governance. It limits economic growth because it reduces the amount of public resources, discourages private investment and savings, and impedes the efficient use of development assistance. In the post cold war milieu, donor partiality in the allocation of development assistance favors countries where funds are likely to reach the poor without misuse.

Most African countries and partner institutions are paying increased attention to the problem of corruption, and seeking more effective ways of addressing the challenge. Dating as far back as the 1970s, African countries adopted laws and statutory provisions, and established institutional mechanisms to enforce ethical behavior. Examples are: Nigeria Public Accounts Committee 1966, Tanzania Permanent Commission of Enquiry 1966, Côte d'Ivoire Anti-corruption Law 1977, Ethiopia Special Anti-Corruption Squad 1977. However, the success of such measures was limited. Key limiting factors include lack of serious political commitment, the influence of external interests, over emphasis on criminalization and legal penalty, and piecemeal and uncoordinated approaches leading to lack of ownership. Hence, effectively addressing the challenges from corruption in African countries today remains a primary development imperative.

The African Development Bank (ADB), in collaboration with the African Union (AU) and Transparency International (TI), organized a Regional Learning Workshop on National Strategies for Combating Corruption in Africa. The Workshop was held from 27-30 January 2003 at the African Union Commission's Conference Center in Addis Ababa, Ethiopia, and 80 participants from 16 countries, including resource persons and experts from the organizing institutions attended the workshop. The joint undertaking was designed to draw on and benefit from the experiences of the participating countries, plus the regional and global experience of partner institutions. Workshop content and training modules were developed in collaboration with the World Bank Institute (WBI) and the Global Coalition for Africa (GCA).

The sessions focused on sharing experiences and disseminating lessons and best practices. They provided participants the opportunity to:

- Reach consensus on a framework and strategy for developing National Action Plans upon return to their own countries, with a view to improving efficiency and effectiveness, enhance cross-border harmonization of activities, and reduce duplication of efforts among bilateral/multilateral partners in their support for fighting corruption.
- Gain better knowledge and develop an appreciation of global and regional trends and initiatives to combat corruption, and pursue National Action Plans within a vertically and horizontally integrated framework;
- Provide training in specific tools, techniques and methods pertaining to their respective roles in combating various aspects of corruption – awareness building, prevention, detection, enforcement and monitoring;
- Relate and apply lessons from the experiences of the resource persons, from each other and from case studies, to their own country contexts and the framework for National Action Plans;
- Consider creating an electronic database of operational experts and resource persons that could be called on to provide technical assistance to regional member countries in combating corruption.

The ADB delivered a keynote address as part of the formal opening ceremony, which included the Speaker of the National Assembly of the Federal Democratic Republic of Ethiopia and the Ambassador of Canada as Guests of Honor. The Workshop began with an examination of background papers from the African Union on the State of Corruption in Africa, and the Draft African Convention on Preventing and Combating Corruption and Related Offences. A second background paper presented by Transparency International summarized its Independent Assessment of Corruption in Africa. Discussions and exchange of views and experiences on a range of issues covered followed the presentations.

The second session focused on the presentation of country reports. The country delegations from Egypt, Ethiopia, Gambia, Lesotho, Malawi, Mozambique, Rwanda, Sierra Leone, Sudan, and Swaziland presented summary reports on efforts being made to combat corruption and the challenges encountered in their countries. The presentations were followed by a vigorous and in-depth discussion of the lessons learnt from the diversity and commonalities in the country experiences. The discussions in plenary that ensued identified ten key priority issues: defining corruption, anti-corruption institutions, independence of the judiciary, parliamentary oversight, strengthening of civil society, promoting vigilant mass media, enactment of assets declarations, civil service reform and political party

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funding. Additionally, the issues of capacity building and donor support were identified as cross-cutting priorities for all the other areas discussed.

Discussion of thematic issues in breakout groups was the agenda for the second day. Following a brief overview of the thematic issues and discussions in plenary, participants broke into five groups, with one member from every country delegation participating in each group. Resource persons were also on hand in each thematic group to share their respective experiences; but the discussions and reporting for each group were led by the country participants. The five thematic areas discussed were:

### THEME I

Preventing Corruption through Civic Education, Effective Media and Community Participation

### THEME II

Legal & Institutional Framework for Preventing and Combating Corruption

### THEME III

Public Sector, Private Sector and Civil Society Partnerships

### THEME IV

Effective Collaboration at Regional & Global Levels

### THEME V

Role of Development Partners in Fighting Corruption

The discussions in the thematic sessions were comprehensive and covered a range of topical issues. Many practical suggestions were made to assist in the formulation and effective implementation of National Anti-Corruption Strategies and Action Plans. The key issues identified during the country presentations were also discussed in detail in the breakout sessions. The thematic discussions underscored the view that preventing and combating corruption requires a consistent, coherent, broad-based approach with a long-term perspective. It also observed that leadership, political will, and public support are indispensable to the success of any anti-corruption effort, and that the causes and not just the consequences of corruption have to be addressed to ensure effectiveness and sustainability.

Without leadership and political will, anti-corruption strategies will fail. Political leadership is required both to set an example and to demonstrate that no one is above the law. Although high-level political support for anti-corruption efforts is not sufficient by itself, a high profile focus on specific acts can be extremely useful in sending a strong signal that corruption will not be tolerated. Furthermore, political will is also essential

for the enforcement of anti-corruption legislation and related administrative measures.

While specific targeted anti-corruption measures can be useful, they should be embedded in mutually supportive broader policy reforms. In general, reducing government involvement in the economy, streamlining government functions, and limiting the discretionary decision-making authority of public officials reduce opportunities for corruption. Economic reforms can also eliminate government monopolies and economic distortions that facilitate corruption.

Measures which improve governmental accountability and transparency, such as implementing rigorous budgeting, expenditure and financial reporting mechanisms, requiring all expenditures, including those for military and security, to be on-budget, enforcing audit provisions, and increasing public access to information, have proven to be effective strategies.

While purely legal measures to reduce corruption are unlikely to be totally effective, they are an essential part of a meaningful anti-corruption strategy. Rule of law is important to guarantee protection of human rights, ensure governmental predictability, create a climate conducive to private sector activity, and domestic and foreign investment, and to enforce adherence to formal rules of behavior. To be effective, the rule of law has to be applied impartially, court rulings have to be protected from political interference, and judicial independence has to be assured.

Parliaments create the legislative framework for addressing corruption, as well as promote governmental accountability and act as a check on the executive. Mechanisms such as specific parliamentary oversight committees, especially in the area of public accounts, open parliamentary debates, parliamentary-mandated commissions of inquiry, and publication of parliamentary records can all help increase transparency and combat corruption.

Creating a meritocratic civil service is a basic requirement for limiting corrupt practices and rebuilding public confidence in the government bureaucracy. A culture of honesty and professionalism needs to be created, and thus incentives as well as sanctions have to be instituted. Remuneration is obviously a factor, and civil service salaries in many countries will undoubtedly need to be adjusted. Similarly, opportunities for training and career advancement based on merit are also important, and mechanisms to instill a sense of professional pride among civil servants have to be developed.

Autonomous agencies and watchdog bodies play a critical complementary role in any anti-corruption strategy. These include specialized anti-corruption agen-

cies, offices of the inspector general, the auditor general and the ombudsman. They also include independent human rights and electoral commissions, and special committees of inquiry. Some variations of these offices exist in almost all African countries. However, their ability to function independently, and the resources at their disposal vary considerably. To be truly effective, such bodies have to be independent and protected from political manipulation, and should report to parliament. They also need to have sufficient financial and professional resources, and be afforded adequate powers to enforce ethical codes and standards. Such bodies need to enjoy the confidence of the public and their decisions have to be respected by the political elite. Additionally, they themselves have to maintain high standards of ethics and conduct, and be capable of guaranteeing confidentiality and protection to those reporting cases of corruption (whistle blower protection).

Combating corruption effectively requires the active involvement of civil society, including the private sector and community-based groups. Corruption can neither be understood nor addressed in isolation. Its effects permeate across societies, and, in turn, societal attitudes can either encourage or discourage corrupt practices.

Professional associations, civil society watchdog bodies, community organizations, consumers associations and religious leaders must play leading roles in building national coalitions against corruption, and in demanding greater governmental accountability. They can also play a crucial role in building public awareness about the extent and consequences of corruption. The challenge facing them is to galvanize public opinion against corrupt practices, and to persuade and engage the citizens to effectively combat corruption.

As an integral component of the civil sector, the media has a very important role to play in raising public awareness, exposing corruption and building a coalition to combat it. Corruption thrives on secrecy, which is countered by a free press. The threat of negative publicity and the fact that political corruption is frequently exposed in the press serve as strong deterrents to fraud and corruption in many industrialized countries. An independent and free press also fulfills a key public information function and can help counteract public perceptions that corruption is inevitable and that important people are immune from investigation or censure. It is, however, important that the media practices proper ethical standards, responsible investigative journalism, and avoid impartial practices. Witch hunts and unsubstantiated accusations can undermine anti-corruption efforts and create a strong backlash.

There is also need for regional cooperation, because much of the corruption in African countries is not confined within national borders. In many instances,

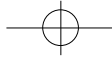
money gained as a result of corrupt practices is kept outside its country of origin. Frequently, companies offering bribes are based elsewhere, and persons suspected of corruption simply move to neighboring countries. Moreover, porous borders have facilitated illicit trade, as well as smuggling of drugs and small arms, between countries. Attempts to investigate and bring those involved in such corrupt practices to trial are frequently hampered by the lack of formal agreements between countries. The development of political agreements and regional legal mechanisms could therefore be helpful in this regard.

Day-three of the workshop was devoted to country team meetings in order to develop their national strategies and action plans. The country team meeting was preceded by a summary overview of the building blocks that could be used in developing national strategies and action plans. Additionally, resource persons from countries that have already developed such strategies and action plans joined the country teams to provide technical support, as needed. The country delegates critically considered the prevailing legal framework and policy environments in their respective countries, and examined the basis for a workable and broadly owned national strategy for combating corruption. The outlines of the national strategies were accompanied by implementation action plans and timeframes.

Outlines of the national strategies and action plans were presented and discussed on the morning of the last day of the workshop. The discussions in plenary focused on the commonality and diversity of each program. The national strategies and action plans are presented fully in section IV of this report.

During the closing session, a representative from the country delegates thanked the organizers for hosting the workshop, and for structuring it in a way that allowed participants to benefit from each other's experience, and that of the resource persons. On behalf of the participants, he pledged to initiate the activities outlined in the national strategy framework and action plans developed in Addis Ababa. As a mid-term follow-up to the workshop, he further urged the ADB to consider sponsoring the participation of one delegate from each of the ten countries to the May 2003 IACC (International Anti-Corruption Conference) in South Korea.

The African Development Bank, together with the African Union, led the discussion on the Way Forward. The AU reiterated the importance of the African Convention coming into force as soon as possible, and requested participants to widely publicize it in their own countries, and to ensure that senior politicians and Heads of State are fully informed. The AU further provided participants with a timeline of planned



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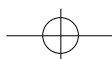
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activities leading to the adoption and ratification of the Convention by the Assembly of Heads of State and Government in Maputo, in July 2003.

The Bank stressed that the success of the workshop would be measured by the activities that participants initiate upon their return home, and underscored the importance of commitment and accountability by all present in the follow-up to the workshop. The Bank also agreed to consider the request for the establishment of a regional website to host discussions,

and exchange ideas and best practices in the fight against corruption. The Bank further indicated its commitment to collaborating with other partners to organize a similar workshop for Francophone countries in the near future.

Representatives from Transparency International and the African Union made final remarks and the workshop was closed with concluding remarks by the Director of Operations, Policy and Review Department of the ADB. ■



The opening session of the Learning Workshop on Combating Corruption in Africa was chaired by Ambassador Lawrence Agubuzu, Acting Interim Chairperson of the Commission of the African Union. He was joined by Mr. Philibert Afrika, Director, Operations, Policy and Review in the African Development Bank, and Mr. Muzong Kodi, Executive Director for Africa and the Middle East of Transparency International. The guests of honor were His Excellency, the Speaker of the National Assembly of the Federal Democratic Republic of Ethiopia, Mr. Dawit Yohannes, and Her Excellency, Mrs Rosaline Murray, the Ambassador of Canada to Ethiopia and Representative of the Development Assistance Group in Ethiopia. Also present were members of the diplomatic corps, leaders of civil society organizations and journalists. Altogether, over one hundred persons, including the eighty participants to the workshop, attended the opening session.

The Chair of the opening session welcomed all the participants and thanked the guests of honor, and the Permanent Representatives of the Member States of the African Union for their attendance. He also expressed his gratitude to the workshop organizers, in particular the African Development Bank (ADB), which had mobilized the financial resources.

The Chair observed that the purpose of the workshop was to assist member states to develop strategies and action plans for preventing and combating corruption. The continent-wide efforts reflected in the Draft AU Convention and NEPAD need the support of sustained national crusades against corruption. The Chair then invited the Executive Director for Africa and the Middle East of Transparency International (TI) to make his welcoming remarks.

The TI representative welcomed the invited guests and participants on behalf of his organization. He observed that Africa's current situation with regard to fighting corruption was bleak. However, after ten years of experience in campaigning to eradicate corruption TI was beginning to observe some successes. The corrupt are running out of excuses, and there are fewer places to hide. TI had been particularly successful where coalitions had been built, like that between TI and the International Consumers Association. TI had also joined forces with banks to curtail money laundering, and had participated in developing the AU Draft Convention. TI advocates a holistic approach in order to foster and strengthen the national integrity system. Mr Kodi concluded his remarks by informing delegates about the XI IACC (International Anti-Corruption Conference) to be held in South Korea, 25-28 May 2003.

The ADB Director of Operations, Policy and Re-

view delivered the keynote Address. The Director welcomed the invited guests and thanked the Governments of Norway, Denmark, Finland, Sweden and Canada for their financial support to the workshop through the Nordic Trust Fund for Governance and the Canadian Trust Fund at the ADB. He also acknowledged the technical support of the World Bank Institute and the Global Coalition for Africa for the workshop. The Director informed participants that the ADB views the fight against corruption as a key development challenge because corruption disproportionately hurts the poor and undermines development effectiveness. Promoting good governance in general and combating corruption in particular are centerpieces of the ADB's poverty reduction and sustainable development strategy.

In discussing its impact, the Director stated that corruption makes the poor poorer as it can add up to 100% to the costs of good and services while governments can lose up to 50% of their expected revenue through tax evasion. These can exceed the total of a country's foreign debt. Political corruption is weakening core democratic values, fuelling political instability as well as ethnic and community clashes and conflicts, and subverting the rule of law and respect for public institutions. Corrupt practices also distort market efficiency and create unfair competition, particularly for small and micro-enterprises. Overall, corruption deprives the poor of their legal, economic and social rights, and leaves them more vulnerable.

The Director conveyed that the ADB maintains a "zero tolerance" stand against all forms of corruption, and is committed to stamping out fraud and corruption in all Bank Group operations. Moreover, the ADB is mainstreaming concerns about corruption into policy dialogue with regional member countries (RMCs). He concluded his address by urging country delegations to use the opportunity of the workshop to exchange ideas with the ADB staff and the representatives of other partners present, to elaborate on the framework for national strategies and action plans as well as follow up activities that could form the basis of their campaigns against corruption in their respective countries.

The final speaker of the Opening Session was H.E. Mr Dawit Yohannes, Speaker of the Ethiopian People's Democratic Federal Republic Assembly. His address highlighted the devastating effects of corruption and the need to eliminate the scourge from African governments and their societies. He reiterated his Government's concern over corruption, and its determination to root out the practice. He officially opened the workshop and wished participants success in their deliberation and a fruitful outcome. ■

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### session I: presentation of background papers

#### PRESENTATION OF BACKGROUND PAPERS

Two background papers: "The State of Corruption in Africa" and "Independent Assessment of Corruption in Africa" were presented during the first session of the workshop by Mr. Ben Kioko, on behalf of the AU, and Mr. Andrew Nongogo of TI, respectively. Mr Akere Tabenga Muna presented a third background paper at the second session elaborating on the African Union Convention on Preventing and Combating Corruption and Related Offences.

#### "The State of Corruption In Africa"

The background paper outlined the number of initiatives undertaken by the AU, and its predecessor the OAU, on the need to observe the principles of good governance, the rule of law, human rights and democratization. Among the key declarations and decisions mentioned were; The 1994 Cairo Agenda for Action, The 1996 Plan of Action of Ouagadougou against Impunity and the various resolutions passed by the regional economic groupings – SADC, ECOWAS and COMESA. It also noted that the new AU Commission and the New Partnership for Africa's Development (NEPAD) underscore the urgency of combating corruption in member countries.

The Report affirmed that corruption is one of the serious afflictions confronting Africa today. Not only is it rampant throughout the continent, it is deeply rooted in the society, in the public domain and critical sectors of the African. The report broadly outlined the legal, political and economic implications of corruption and the extent of negative consequences on Africa's recovery effort for human and social development. Corruption can also impact on areas like the environment, public health and the social welfare of people. It skews income distribution and creates destabilizing inequalities. In less than half a century of independence, corruption has created a class with a few billionaires while the overwhelming majority of Africans languish in unprecedented misery. Unless the evil of corruption is checked, Africa will face failures of state machinery and the disintegration of societies. Consequently, the AU called upon African governments to take strong and substantial steps to root out corruption. It also urged the African civil society community to join their governments in the fight against corruption and initiate civic education programs in schools and society at large about the evil effects of corruption.

While the Report acknowledged that corruption was a result of endogenous practices, outsiders, especially multi-national companies, exacerbated it. To

effectively combat corruption, the Report argued, it is imperative to internationalize measures and take collaborative regional and global action. The Report proposed various modalities for involving sub-regional, regional and international organizations in the fight against corruption.

#### "Independent Assessment of Corruption in Africa"

This background Paper, prepared and presented by Transparency International, dealt mainly with the difficulties and frustrations of those trying to make independent studies of the scope and nature of corruption in African countries. It argued that basic information on corruption is difficult to come by and officials are not often forthcoming in discussing the problems of corruption. The absence of 'Freedom of Information' laws often makes it impossible to compel government officials to give basic data on government operations and project budgets. Therefore, the presentation noted that little is known about the nature, type and scope of corruption in the economic and political realm of many African societies.

The presenter also discussed the role of civil society and mass media in exposing corruption and creating awareness among the general public about its negative effects on their lives. Civil societies in many African countries are weak, unorganized and in an embryonic stage of organization, while the mass media is undeveloped and lacks trained manpower and resources. The weakness of these key watchdog institutions has made it difficult to study, investigate and understand the phenomenon of corruption in the continent. This, in turn, has made it difficult to effectively and methodically combat corruption.

The presenter informed participants that local chapters of Transparency International had recently initiated national integrity study programs. These studies, which use recently developed methodology and certain indirect techniques, will help surmount some of the difficulties of undertaking independent assessment of corruption in Africa.

#### "Understanding the African Convention on Preventing and Combating Corruption and Related Offences (Draft)"

This background paper was presented in two parts.

Mr. Ben Kioko, Head of the Legal Department of the AU made the first part of the presentation. He infor-

med the workshop that the Convention was referred to as a "Draft" because it still required formal adoption by the Heads of the Member States of the AU. The Convention was to be presented to the Council of Ministers, 3-6 March in Chad, for technical review and formally submitted to the AU Meeting of Heads of State in Maputo, Mozambique, in July 2003 where formal adoption is expected.

The development of this Convention had been driven by a number of factors. In 1990, the cold war was coming to an end and the OAU recognized that changes in global power structures would impact on the continent and that this would particularly affect the state of democracy, governance, and the observance of human rights. Therefore, unlike in the past, governments would no longer be put in power because of strategic alliances. In the 1990 Declaration, the Heads of State agreed on the need for democracy, transparency and accountability, and the respect for human rights. This was followed by the launching, of a document on Africa's Economic Transformation, which contained chapters on these elements.

In 1996, in Cameroon, the OAU put forward a Plan of Action against impunity and lack of accountability on the continent. In 1998, the Secretary General convened a high level meeting of experts to come up with appropriate measures to combat impunity and corruption. This body recommended that a Convention be drawn up. A draft was prepared and circulated for comments, and then reviewed at a meeting of experts in November 2001. One of the notable activities in the development of the Convention was civil society participation and inputs. In addition to the Convention, the AU had adopted the NEPAD document, which also has provisions to set up a coordinating mechanism to effectively combat corruption.

As part II of the presentation, Mr Akere Muna of

TI gave a rapid overview of the structure of the Convention showing how the 28 Articles addressed both the detection and prosecution of corruption, as well as means to prevent it in the future. The Scope of the Convention identified that blame for corruption should be on both the instigator and the receiver, and that negligence of a prescribed duty could be viewed as a form of corruption. The Convention provided for the establishment of an Advisory Board with 11 members. The follow-up mechanism requires of Member States to submit regular reports to the AU to indicate how they were managing to implement the provisions of the Convention.

Participants raised the following concerns during the discussion that followed the two presentations:

- The AU appears too focused on law making, but not enough on implementation, and the Convention could be one of those documents never put into effect;
- The need for this Convention at this moment in time;
- Would all member States agree to the common values in the Convention; and
- The development of the African Court for Human and People's Rights.

The spokesperson for the AU noted that difficulties in getting Member States to adopt and implement such instruments should not stop the members of the AU from agreeing on common standards and values.

The session was concluded with the understanding that many of the issues raised would be discussed further in the session on thematic issues and that more time would be given to the Convention later on in the workshop. ■

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### session II: country presentations

#### COUNTRY PRESENTATIONS

In this session, the ten participating countries made presentations that focused on the state of corruption and their efforts to combat it in their respective countries. While the full text of the country reports is attached in Appendix 2, the following are some of the features of the national presentations. The commonalities and diversities in these programs were subsequently discussed at length.

#### Ethiopia

The delegation reported that corruption is a chronic problem. The Government commissioned a corruption survey in December 2001 in order to understand how severe the problem was and how it was affecting the country. The Survey revealed, among other things, a generalized dissatisfaction with the performance of the public sector. People working in customs, land distribution, public housing, telephone, water, and other public services were reported to be engaged in institutionalized corrupt practices. These findings were corroborated by a TI report, which placed Ethiopia in 59th place out of 104 countries in its latest Corruption Perception Index.

Based on these findings, the Government established The Federal Ethics and Anti-Corruption Commission in May 2001 with the following four objectives:

- 1 Promoting ethics through education
- 2 Prevention [of corruption] through reviewing working procedures and systems
- 3 Developing a code of ethics for public servants
- 4 Investigation and prosecution of suspected corruption cases

Since May 2001, the Commission had investigated more than 750 cases of corruption and some 108 officials and businessmen were currently detained on suspicion of corruption. It had also initiated ethics and accountability training in various public agencies.

The Commission had been given broad powers, sufficient resources and political support at the highest levels. However, it suffered from lack of public awareness about its work, its image and identity were not well established, and there was fear that the party in power might use it for political ends. The prospects for the Commission would depend on generating support and building credibility among the public at large and maintaining political neutrality.

#### Sierra Leone

The Report on Sierra Leone traced the root of corruption in the country to the 1980s and early 1990s when a powerful shadow state emerged funded by an illicit diamond trade. Powerful politicians allied with foreign and local business interests created a network of transactions outside the formal legal framework. These practices led not only to massive looting of the country's rich national resources, but disrupted the legitimate functioning of the state and set the stage for the tragic and protracted civil war of the mid 1990s.

After the return of democracy in 1996, a commission to combat corruption was established. In December 2001, an Anti-corruption Advisory Committee composed of prominent members of society was also established to advise the Commission and oversee its work.

The Commission concentrated on three types of activities:

- Reducing opportunities for corrupt practices
- Developing anti-corruption incentives
- Coordinating the work of other anti-corruption oriented government departments like the police, ombudsman, and the auditor general's office

The Commission had succeeded in building a coalition with civil society and the media, and had undertaken educational activities in collaboration with schools and radio stations. Twenty-one member organizations were enlisted in the coalition against corruption.

The Commission faced severe challenges in terms of resources and trained manpower. Its future prospect would depend largely on its ability to obtain adequate resources and build the capacity of its staff.

#### Malawi

Malawi established an anti-corruption commission in 1997. The purpose of the Commission was to promote accountability and transparency in the conduct of government business and fight corrupt practices in the public sector.

Lacking strong support from the political leadership, the facilities to carry out its functions, and hampered by a shortage of skilled staff, the Commission had not been very active. It was also too fearful of retribution from powerful and well-connected politicians to really tackle corruption cases in the upper echelons of government.

## Swaziland

The Anti-Corruption Commission was established in February 1998. It derived its authority from the Prevention of Corruption Order (1993), as amended. Before then, the detection of corruption was the responsibility of the anti-corruption section of the Swaziland Royal Police force. In carrying out its work, the Commission functioned as an independent organ of public service. It comprised the office of the Commissioner and three functional departments: Operations, Corruption Prevention and Public Education, and the Administration. For budgetary purposes, the Commission reported to the Ministry of Justice and Constitutional Affairs. The Commission's Annual Reports were passed to the Minister of Justice and Constitutional Affairs for presentation to parliament.

Corruption existed in Swaziland at an unacceptable level. In tackling this problem, the Commission had dedicated a great deal of effort to cultivating partnerships with other law enforcement agencies, government departments and regulatory bodies to make fighting corruption a shared responsibility.

The Prevention of Corruption Order (1993), as amended, was viewed by others as weak and difficult to use in staging an effective fight against corruption. It did not solve the problem of economic crime prevalent in the country. It did not have the necessary presumptions against the accused to acknowledge the insidious nature of corruption. Such presumptions would shift the onus of proof from the prosecution to the accused. A package of proposed amendments to, inter alia, address the above concerns were forwarded to the Attorney General for consideration in 2000, but nothing had materialized by January 2003, the time of the workshop.

Only one corruption case had been brought by the Commission and it was still pending in the high court. The Commission continued to lament the delays and stalled cases, but not much had been done to remedy the situation. The work of the Commission was also hampered by lack of adequate resources to discharge its functions.

## The Gambia

The history of corruption in the Gambia clearly showed the need for political will and a comprehensive program to combat it. Official corruption in the Gambia became evident in the 1970s when a massive sum was misappropriated from the Rural Development Project funded with credit from the World Bank and IDA. A commission of enquiry was set up but no action was taken. This failure led to greater misuse of public funds

and to donor fatigue, especially after the attempted coup d'état of 1981. Eventually, the institutions designed to monitor public finances were disregarded. Things came to a head in 1993 when it was found that the Auditor General had not submitted an Annual Report for ten years. The Report of 1994 pointed out many lapses in financial procedures. The policy response was to set up an Assets Management and Recovery Corporation, which continued to function after the coup of 1994. However, the credibility of this organization in the eyes of the public undermined any anti-corruption statements by the government.

The 1996 Constitution of the Gambia and its Vision 20/20 process, launched in 1997 with the participation of members of the National Assembly, the civil service and the judiciary, along with representatives of the country's NGOs and development partners, provides the context for realizing the objectives of the National Governance Framework, one of whose major aims is to combat corruption.

A number of institutions have been established to work towards these ends, among them the Independent Electoral Commission and the National Council for Civic Education. With specific regard to public sector management, the Personnel Management Office (PMO), and an autonomous body in the Office of The President are charged with defining the relationship between the National Audit Office and both the Executive and the National Assemblies. The PMO is also responsible inter alia for establishing the Office of the Ombudsman.

## Lesotho

In 1995, research into corruption and the phenomenon of economic crime was undertaken with the sponsorship of the Danish Centre for Human Rights. The findings led to the enactment of the Prevention of Corruption and Economic Offences Act of 1999 by the Lesotho Parliament. This demonstrated a strong political will and bold commitment on the part of the Lesotho Government to combat corruption in its public institutions. It also created a basic legal infrastructure for the National Strategy against Corruption.

The Anti-Corruption Directorate officials are effectively empowered by the Act and trained to detect, investigate "without let or hindrance" corruption cases wherever they occur. There are no "no-go areas" and no one is immune. The government takes up seriously any threats or undue influence on these officials.

Lesotho recently received much international praise and acclamation at the conclusion of a notorious bribery case involving a Lesotho national, the Chief

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Executive Officer (CEO) in the Lesotho Highlands Water Authority, and a foreign construction company. The CEO was bribed handsomely by the officials of this foreign corporation in order to secure lucrative contracts and other deals. After a painstaking investigation, which extended deep into the Swiss banking world, a multi-disciplinary team brought a watertight case against the accused who, after a lengthy trial, was convicted and sentenced to 18 years imprisonment. The corrupt foreign corporation was also later prosecuted for bribery and fined about M22 million (about 10 million US dollars).

An autonomous Revenue Collecting Authority was created recently to collect due taxes, customs and levies in a more diligent and efficient manner. It is hoped the current corrupt practices will peter out under this authority. In the Lesotho Parliament, a unanimous motion has recently been made calling for the passing of a law providing for "Declaration of Assets" by Government and other public institution officials.

As a long standing member of SADC, Lesotho has signed the SADC Protocol Against Corruption and intends to work in close collaboration with its neighbors in the fight against corruption at the regional level.

### Rwanda

Fighting corruption with its related social injustices is a top priority program for the Transitional National Unity Government. Corruption has been identified as one of the most important evils, which, if not curbed, would undo all the developmental gains made since 1994. Therefore, the fight against corruption is now on every politician's agenda and is a component of all policy pronouncements made. It has also been integrated into programs of good governance within the local government structures.

By January 2003, there were already two draft bills in parliament to do with the prevention and combating, as well as punishing, corruption and related crimes. An anti-corruption commission and an Office of the Public Protector or Ombudsman had been set up.

Existing institutional mechanisms had been strengthened, where applicable, and new ones had been established where necessary. Parliament as an institution was strengthened and had become more proactive in checking executive functions central to the State budgetary processes. In the brief history of the nation, three cabinet Ministers and a sitting prime Minister were censured because of mismanagement and embezzlement of public funds. Internal auditors had been introduced into all government departments and, together with the Auditor General's office, these

had been able to check financial abuses. The establishment of the National Tender Board introduced transparent and objective procedures through which the government procured goods and services. Smuggling had been greatly checked by the establishment of the Rwanda Revenue Authority, which had an effective and efficient anti-Smuggling Unit. The creation of the National Police was another new institutional mechanism that had brought a distinct benefit in the way law enforcement was handled.

The following measures were taken by local Governments to strengthen accountability at the community level:

- Holding regular elections for the local councils at grassroots levels;
- Establishment of collective leadership at the District and Municipality levels. Every local authority has an executive committee composed of a Mayor and four vice mayors. All of them are accountable to the District/Municipal Council.

The following challenges were identified:

- There is a need for broad stakeholder participation in shunning corruption and safeguarding integrity in conducting public, private and personal business and other affairs. However, civil society organizations and the private sector are yet to own the anti-corruption efforts;
- The majority of the institutional frameworks are still new; others are yet to be established. The new institutions are still fragile and operated from a constrained resource base in terms of skilled and experienced personnel, and in terms of financial resources to implement the desired programs;
- The media is still in its infancy. There is need for an independent and investigative media to play a central role in the fight against corruption in terms of prevention and disclosure;
- The judiciary has yet to build its mandate and gain public trust. The Law Reform Commission is expected to go a long way in helping to build that image.

### Egypt

The Egyptian legislature is intent on combating corruption in its several manifestations. The Egyptian Criminal Code, issued in 1937, had assigned penalties for crimes of corruption, including bribery, embezzlement, illegal profiting, abuse of authority, and the so-called *détournement des fonds publics* (diversion of

public funds). The Egyptian law on Illegal Profiting (number 62 of 1975) included the provision to trace funds obtained by a person in authority, or a public employee representing an association, or a public institution, or union, or supporting departments of governorates, and others; whether the beneficiary of those funds was the perpetrator who was carrying the official status himself or someone else. As a result, the abuse of the service or the capacity of the perpetrator was recognized as a criminal act.

In May 2002, the Egyptian legislature issued the Anti-Money Laundering Law number 80 aimed at combating money gotten from illicit activities such as weapons and explosives importation, crimes of embezzlement of public funds and prostitution; crimes concerned with antiquities or the environment, and crimes relating to hazardous and dangerous materials.

There were also observing departments that worked in combating corruption. They were charged with the protection of public funds. For example, the Central Authority for Accounting observed the government's performance in handling public funds and making sure that they were not wasted. Also the investigative department for the Public Funds of the Ministry of Interior played a leading role in tracing public funds, identifying crimes, capturing their perpetrators, and tracing and seizing the stolen money.

## Sudan

Sudan has a very severe law against corruption and breach of public trust. Conviction on corruption charges carried a minimum of 10 years imprisonment and a maximum of death sentence. The Special Prosecutor's Office, under which all corruption charges fall is, very active in pursuing all cases of criminal breaches of trust.

In addition, Sudan has enacted certain preventive measures to discourage corruption. Every Sudanese public official is required to declare his assets and the assets of his wife and under-age children. Asset acquisitions by a public official or his immediate family is closely scrutinized, and a satisfactory explanation has to be given by the concerned official as to the sources of his/her personal wealth. Also, all government financial transactions has to be conducted through tender or open auction. Banks in Sudan are required to report all bank transactions identifying customers and sources of their money.

Sudan is also active in the international campaign against corruption and cooperates with many countries in the extradition of suspected criminals and combating money laundering practices.

## Mozambique

In an effort to combat corruption, Mozambique has recently undertaken institutional reforms and was updating its law related to criminal breach of trust and laws against money laundering.

Among the reforms initiated were:

- Declaration of assets by public officials;
- Regular audits of public funds;
- Establishment of an anti-corruption bureau with powers to investigate and detain suspects.

Mozambique had also experimented with an interesting and innovative way of controlling corruption. Unable to control the rampant corruption in its custom services, it hired a foreign company, The Crown Agents, to overhaul its custom services and train a new cadre of staff. This initiative has been judged very successful, as corruption related to customs transactions has decreased significantly. In addition, new, locally trained, personnel are taking up positions previously held by Crown Agent representatives.

While the Mozambique anti-corruption effort is going well, its effectiveness is still hampered by lack of resources and trained manpower.

## Diversity and Similarities of Country Experience: Lessons Learnt

Following the country presentation, the floor was opened for questions and answers, and delegates were invited to share their opinions, relate their experiences and raise questions. The major points raised and discussed have been summarized under the following headings:

- Definition of corruption: Participants felt that any discussion of corruption must begin with a clear working definition because the phenomenon was equated with different things in different people's minds. Perhaps the most succinct definition that most participants agreed on was "The misuse of public authority and breach of public trust for private gain". This should include all kinds of bribery, misappropriation, embezzlement, theft and general breach of public trust and abuse of authority. It incorporated both "grand corruption", which involved senior officials, ministers and heads of state and "petty corruption" which involved policemen, custom clerks, municipal service providers, etc. It was also noted that the activities of multi-national corporations to inappropriately influence decisions must be viewed as corruption;

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- Anti-corruption institutions: It was agreed that nearly all African countries have established anti-corruption institutions, such as the special prosecution offices for corruption and the office of the Ombudsman. However, participants were wary of their effectiveness and efficiencies. Most of these agencies were hampered by lack of adequate resources and professionally trained manpower. Others were constrained by lack of political will at the highest echelon of authority and weak anti-corruption laws. Issues of public confidence in and knowledge of these institutions' work, as well as the fear that ruling parties could misuse them for political ends, were raised by participants. There was, however, a consensus that for these institutions to be effective, assistance for capacity building both in terms of financial and human resources must be made available. The possible role of development partners in this initiative was also discussed;
- Independence of Judiciary: Participants emphasized the independence of the judiciary as a critical factor in the fight against corruption. Despite provisions for the principle of separation of powers in most national constitutions, African judiciaries remain weak, highly politicized and firmly under the influence of the executive. Judges and magistrates are poorly paid and work under very deprived conditions. This, in turn, generates conditions for the corruption of judges, magistrates, and their support staff, and undermines the entire judicial system. Participants advanced a number of suggestions for judicial reform to fight corruption effectively. Among these were: enhancing the resources available to the judiciary, strengthening the independence of the judges by ensuring security of tenure, improving working conditions, decentralizing the judicial system, and exploring the desirability and possibility of electing judges;
- Parliamentary Oversight: Participants generally agreed on the need to strengthen parliaments vis-à-vis the power of the executive. Parliaments generally fall far short of fulfilling their responsibilities with regard to monitoring and overseeing government operations. This shortcoming was attributed to a variety of factors among which were weak technical capacity for effective oversight, inadequate legislative training of members of parliament, suspicion and mistrust between parliaments and the executive branch. Additionally, many parliaments lack the oversight and monitoring mechanisms, and are short of staff and resources to carry out their functions properly. It was emphasized that in order to fight corruption effectively, the legislatures should be strengthened with financial and technical support and encouraged to assert themselves vis-à-vis the executive branches. Furthermore, parliaments should confirm important and sensitive appointments of the executive branch in order to safeguard against potential corruption and abuse of power;
- Strengthened Civil Society: Participants started their discussion by attempting to define the concept and composition of civil society. After some deliberations, they agreed to adopt ADB's standard interpretation of the concept as a working definition of civil society. They noted that a viable, informed and active civil society is indispensable in the fight against corruption. Civil society could effectively combat corruption through civic education, policy advocacy, lobbying in the public interest, networking across sectors and communities. While civil society has a great potential in the fight against corruption, it is currently characterized by many shortcomings. Key among them are: organizational and financial weakness, excessive dependency on external funding, lack of access to information, lack of technical capacity for policy analysis, coalition building and effective lobbying techniques. While participants took note of the growing trend among donors to reach out to African CSOs, they nevertheless felt that much more needed to be done to empower civil society and make it an effective weapon in the fight against corruption;
- Political will: There was a consensus that national political will is probably the most critical element for successful anti-corruption campaigns. Unwavering determination to fight corruption is required from the highest echelon of political leadership for any effort to have a real chance of success. Participants also stressed that political will should not be limited to leadership but must extend to all segments of society. Civil society, mass media and educators must especially work hard to change the culture of corruption. Similarly, the private sector must reject corrupt practices and send a clear message to those in power that it would not engage in bribery in the conduct of business. Participants also suggested that politicians should lead by example in order to convince the populace that they are genuine and serious about fighting corruption. Rhetoric about anti-corruption alone will not convince people and help the fight, as it has been a regular feature of African politics for too long;
- Vigilant Mass Media: An independent vocal media can play a significant role in exposing corruption and mobilizing public opinion. Participants noted that a vigilant media must be a watchdog against breach of public trust and can be an independent source of oversight over public institutions. It can also help forge and insti-

tionalize national political will by pressuring political and societal leaders. While acknowledging the critical role of the mass media in the fight against corruption, most discussants felt that the African mass media is too weak and too underdeveloped in its current state to be of much help. Like many institutions in Africa, the mass media lacked resources and trained manpower. It was particularly weak in investigative journalism, which requires special skills and considerable funding. This problem was further compounded by lack of access to information in the public domain and fear of reprisals against investigating journalists by powerful politicians and interest groups;

- Enactment of Assets Declaration Law: Participants noted that some countries had enacted assets declaration laws for senior public sector leaders and bureaucrats. While agreeing that this mechanism could be very effective in the fight against corruption, its current application left a lot to be desired. Asset declaration laws require a lot of monitoring and follow-up to be effective. In many African countries, there is little capacity for monitoring or checking as to whether or not an official had acquired ill-gotten wealth while in office. Rarely, if ever, are officials required to explain how they obtained their property and wealth. The effectiveness of asset declaration laws is also hampered by lack of cooperation and communication between countries and by certain banking secrecy laws; making it very difficult to successfully check and establish whether an official had hidden wealth in a foreign country. It is even more difficult to retrieve that wealth back to the country of origin;
- Civil Service Reform: Participants noted that public sector reforms are required in nearly every country if anti corruption campaign are to suc-

ceed. The reform effort should incorporate rationalizing the public service delivery system, upgrading the skill and professionalism of the civil service and increasing pay and commensurate incentives for civil servants. This would reduce the temptation for public officials to resort to corruption in the face of severe economic hardship. They also suggested that African governments must develop relevant and realistic codes of conduct related to ethics and accountability in public services. Codes of conduct must be widely disseminated among the civil service and strictly enforced. It was also noted that there is need for a systematic socialization process aimed at inculcating ethical values into those who are already in the civil service or desire to join public service in the future;

- Political Party Funding: The issue of political party funding through illegal and corrupt practices was raised as a growing problem in Africa. Participants felt that strict laws restricting fund raising by political parties should be enacted, and civil society and the media must keep a watchful eye on the financial activities of political parties. In this regard, it was pointed out that the South African experience was very instructive in the effort to control the financial activities of political parties;
- Capacity Building: In each of the points discussed above, capacity building was mentioned as a pre-requisite for any effective anti-corruption campaign. It was a crosscutting theme that participants felt should be addressed before anti-corruption efforts could be launched. Development partners were urged to seriously take up the issue of capacity building and work out a serious and comprehensive program that would enhance Africa's capacity to fight corruption effectively. ■

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### session III: thematic consultations

#### THEMATIC CONSULTATIONS

##### Key issues in the thematic discussion

Some key issues were highlighted during plenary as a lead up to the thematic breakout groups. Corruption, it was noted is a global problem, and represents both a governance and development challenge as it impedes the ability of governments to reduce poverty, hampers the effective delivery of public goods and services; limits economic growth by reducing public resources for development, discourages private investment and savings, and obstructs the efficient use of development assistance.

Corruption as a Global Problem: A number of maps and graphs were used to illustrate that corruption was also widespread through many countries outside Africa. Countries with high levels of corruption also suffered from poor rule of law, their citizens had little voice and there was poor accountability. The presentations were based on data showing the correlation between generally improved vital statistics, like infant mortality, improved governance and the control/eradication of corruption.

Governance Crisis in Africa: The following were seen as factors contributing to the governance crisis.

- Remnants of authoritarianism and one-party rule systems;
- General breakdown of accountability and transparency;
- High level corruption and state capture – one can see from empirical data where top level politicians capture top businesses, and vice versa;
- Poor economic management leading to high levels of poverty, political instability and frequent military coups in some countries; and
- Failed political institutions.

##### Governance and Accountability

- Good governance can only prevail if citizens are able to elect and remove governments, where there is a rule of law; and if a robust system of checks and balances prevails;
- In promoting good governance, emphasis should be placed on both vertical and horizontal accountability.

The institutional failures that encouraged corruption was summed up as:

$C = M + D - A$  (Corruption equals Monopoly plus Discretion minus Accountability).

Many elements contribute to reforms for good governance. Particularly important are:

- A holistic approach – coordinate the work of institutions with policies for prevention, investigation, prosecution and research, and capacity building;
- Leadership with demonstrated commitment – not just political pronouncements;
- Prevention should be rooted in systems;
- Institution building;
- Enforcement, with capacity for transparency.

International Experience has shown the following work positively in combating corruption:

- Demonstrated and strong political will at the top;
- Comprehensive action plans/programs (it cannot be done with 'quick-fix' measures);
- Openness and accountability in government;
- Reducing cumbersome government regulations; and
- Collective action by all stakeholders.

#### Thematic Group Discussions

The issues raised and discussed by the five thematic groups were:

##### THEME I

Preventing Corruption Through Civic Education, Effective Media and Community Participation.

##### THEME II

Legal and Institutional Frameworks for Preventing and Combating Corruption.

##### THEME III

Public-Private Sector and Civil Society Partnerships.

##### THEME IV

Effective Collaboration at Regional and Global Levels.

##### THEME V

Role of Development Partners in Fighting Corruption.

The meeting broke into five groups for thematic group discussions. Each group discussed three to four questions. The following are the reports from the respective thematic groups.

## THEME I

### Preventing Corruption through Civic Education, Effective Media & Community Participation

#### Q1: How can civic education be effectively used to prevent corruption?

Civic education should necessarily include:

- Education through school curricula, starting at early levels;
- Community education through;
  - Drama;
  - Music;
  - Jingles;
  - Posters;
  - Flyers;
- Faith-based organizations, particularly to combat the deterioration in moral values that often results in corrupt practices.

It is equally important that education be targeted at various groups at different stages of development and preferably in a style and language that target groups are comfortable with.

A rationale for civic education should encompass:

- Educating citizens on their basic rights and civic responsibilities;
- Promoting national identity and minimizing the contestation for resources that arises from ethnic diversity, identity, and allegiance.

The crisis of citizenship arises from the following:

- Civic education is not a neutral concept in most African countries:
  - Ruling governments see it as breeding potential challenges to their rule; and
  - It raises expectations with respect to the performance of government particularly in relation to basic service delivery, democratic space, citizens' and peoples' rights, etc;
- The erosion of community moral/ethical values and the collective understanding and acceptance of these values, benefits, responsibilities and obligations of citizenship.

In broad terms, civic education must encompass the restoration of the moral ethic of the community, and the exercise of its civic obligations that must result in the members achieving benefits as citizens of their country.

Recommendation:

- A model anti-corruption education curriculum should be developed for Africa, one that member states can tailor to their specific situations. The main objective of civic education in this context is to develop a common understanding of citizen's responsibilities, the empowering impetus of citizenship and the development of a shared national future.

#### Q2: How can the media and the community be involved in sustaining such an approach?

Liberalization of the public media is a key prerequisite. Presently:

- There is too much control of public media by government; and
- Public media is generally used as propaganda tool.

Other important requirements are the following:

- Education of media personnel and practitioners on governance and corruption issues is essential;
- A sizeable number of journalists are generally not trained particularly to report on governance and specifically corruption issues;
- Training is also required in investigative journalism, a course not generally taught in African media institutions;
- Access to information in the public domain is needed for both media practitioners and community.

There is also need for development programs focused on community-based media. The following were suggested as key areas for development:

- Alternative communication tools for communities without access to modern media outlets such as newspapers, radio and television;
- Community-based media, whether radio, television or print, to enable the local communities to discuss issues that have an immediate relevance to them, and imbue a sense of empowerment where the news is about their community, their problems, their solutions and their development;
- Community discussion forums.

#### Q3: Is Corruption on the rise or is the focus on corruption merely the result of increased media coverage?

The consensus was that corruption is indeed on the rise. Corruption had become endemic in African

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society. The rise could be attributed to wider social participation in corrupt activities at all levels and in all sectors of society. In other words, the rise was evident in terms of both resources and human participation. There had been a commensurate rise in media coverage for a number of reasons:

- The end of the cold war;
- The external pressure from bilateral/multilateral donors in making anti-corruption programs a prerequisite for assistance;
- The phenomenal increase in technological development that has led to the accessibility of information especially from external sources (internet).

### Q4: What are the necessary conditions in your country context for an open and constructive dialogue on combating corruption?

- Demonstrable political will at the leadership level and amongst the citizens to deal with the issue;
- Democratization of society and the oversight institutions of the government including all forms of public media;
- Empowerment of citizens to freely exercise their rights to:
  - Freedom of association;
  - Freedom of expression;
  - Access to information.

## THEME II Legal and Institutional framework for preventing and combating corruption

### Q1: Lessons learned from Anti-Corruption agencies at the national, regional and global levels.

The group based its discussions on the background paper entitled 'The Legal and Institutional Framework for Preventing and Combating Corruption' and the AU Draft Convention. The background paper referred to the concept of "National Integrity System Pillars" as a guide in reviewing existing legal and institutional frameworks.

### Q2: What kinds of legal and institutional mechanisms should countries put in place to ensure credible success in the fight against corruption?

In responding to this question, the group reviewed the existing laws and agencies in the various countries of the group members. The following two main trends were identified:

- Countries with a single comprehensive law on corruption and related offences with an implementing agency set up by law; and
- Countries with several laws that contain provisions against offences in the nature of corruption and related offences with multiple implementing agencies.

Within these two broad categories, laws included anti-money laundering rules, anti-terrorism rules, codes of conduct/ethics rules with sanctions, asset declaration rules, illegal enrichment and procurement rules. Common institution included Ombudsman's Offices/Human Rights Commissions, Auditor-General, Public Accounts Committee, Director of Public Prosecutions, and, of course, Attorneys-General. Some of the rules and institutions had their source of authority in constitutions.

The issue of whether a comprehensive law with provisions on procedure implemented by a specialist agency was better than multiple laws and agencies was debated at length. In conclusion, it was pointed out that the Draft Convention seemed to favor a comprehensive act with a designated implementing agency.

On the issue of procedure, the group was unanimously of the view that the presumption of innocence negates efforts at fighting corruption. However, it was acknowledged that this element of due process is often entrenched in constitutions and therefore difficult to change by legislation. Best practice did not necessarily require legislative changes because the same effect could be achieved through judicial activism where the accused could be called upon to rebut evidence that established impropriety. Other countries are shifting the burden of proof by laws in specific areas like drug trafficking, terrorism and money laundering. Though members of the group believed that shifting the evidentiary burden was a better course of action, it was decided that the matter be put to plenary for further deliberation.

The group recommended that countries ratify the African Convention as adoption would harmonize differences in procedure and eliminate the need for negotiating separate treaties for instance on extradition.

### Q3: What characteristics should national anti-corruption agencies have to function independently and effectively, and what types of resources are required to achieve their goals?

The group recommended a specialized agency with preventive, investigatory and prosecutorial powers.

Such an agency would require operational and financial autonomy, to be achieved by:

- Elevating the agency to constitutional level;
- Ensuring security of tenure with a parliamentary appointment process;
- Adequate financial resources; and
- Reporting to Parliament.

The importance of having prosecutorial powers was debated at length particularly because of potential conflicts with DPP. The group agreed that the power to prosecute was very necessary and therefore efforts ought to be directed at arrangements that minimize conflict.

The group also recognized the need for well-trained staff of high caliber in view of the sophistication that attends the crime of corruption and related offences. Beyond internal staff training, the group recommended the use of ad-hoc prosecutors and other professional skills like accounting and computer skills where these are not readily available within the agency.

The group observed that it was important to have an independent, courageous and impartial judiciary; otherwise, anti-corruption efforts would be short circuited in court. A parliament of integrity and with a national outlook would also be helpful in supporting an agency through a fair appointment process, allocation of resources and follow-up on annual reports.

**Q4: What role should traditional institutions play in building a culture of 'zero tolerance' and making corruption socially unacceptable in society?**

The group found the word 'traditional' rather ambiguous. If it referred to chieftaincy, several unflattering opinions were expressed about chiefs. It was later clarified that the question was aimed at examining how traditional values could be applied to control corruption.

While accepting the clarification, the group nonetheless argued that modern trends demanded examination of the values of professional associations. The question was thus rephrased as 'What should be the role of traditional values and professional institutions in building a culture of 'zero tolerance' and making corruption socially unacceptable in society?'

For traditional values, it was noted that communal shame and taboos could have an effect in controlling corruption especially where a potentially corrupt person had a duty post in their native locality.

The group observed that members of some self-regulating professional associations were susceptible to corruption but hardly ever appeared in the spotlight. The meeting recommended that professional associations, especially of lawyers and accountants, be targeted for an ethics drive, and be required not only to strengthen their internal disciplinary mechanisms but also to actively spread the word about ethics/values to other parts of society.

**Q5: What type of protection do anti-corruption 'champions' in society require to protect them from becoming targets of domestic political persecution?**

'Domestic political persecution' was dropped in favor of 'reprisals' to widen the scope because persecution was not only of a political nature. Champions at risk were identified to include whistleblowers, investigators, prosecutors, judges and other persons who go the extra mile to preserve social integrity.

Citing Article 5 clauses (5) and (6) of the AU Draft Convention, the group noted that the Convention required state parties to enact measures to protect champions. However, it was agreed that adequate protection required resources, which were not readily available in the African context. Nevertheless, resource scarcity should not stop listing of such measures. Administratively, champions could be protected with rules against:

- Arbitrary transfers;
- Demotions; and
- Delayed promotions.

Procedurally, champions could be protected by:

- Giving evidence in camera;
- Physical and documentary identity changes;
- Relocation to other countries and safe houses;
- Providing guards; and
- Enforcing rules against threatening.

The group, however, acknowledged the difficulty of providing real protection for whistleblowers against rich and determined crooks.

Article 5 (7) of the Draft Convention provides for sanctions against malicious reporters. Opinion was divided as to whether such rules would not deter informers. It was established that several countries already had such rules but the police were cautious in their application in order to protect their sources. The group decided to refer the issue to plenary for further debate

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though final opinion seemed to favor deterrent measures against malicious reporting.

### THEME III Public, Private and Civil Society Partnerships

#### Q1: What is the best way to promote better understanding among stakeholders, government, civil society, and the private sector?

The group identified the following as means of sensitizing ordinary people to the costs and dangers of corruption:

- Workshops;
- Seminars;
- Media campaigns.

In order to strengthen these efforts, diagnostic studies of the impact of corruption on the economy should be carried out. Such studies will create the need for cooperation amongst the various sectors. The language used in reporting such studies must be simple in order to reach the maximum number of people. The group also recommended that the models of South Africa, Botswana, and Mozambique be studied for their relevance to other countries.

The group also discussed situations where civil society alone was aware of the need to fight corruption. In such circumstances, the best course of action is to identify champions against corruption in all sectors and to use such people to begin building a coalition to fight it. These champions could be used as 'entry points' into the various sectors and serve to mobilize them.

#### Q2: What are the minimum conditions needed from the perspective of each stakeholder group for a cooperative style coalition to be possible and effective?

The group identified two possible approaches:

- A co-operative style; or
- An adversarial strategy, with a critical stance adopted by civil society against either government or the private sector.

Regarding conditions needed for co-operation, the group made the following suggestions:

- The need for a common vision shared by all with respect to definition and strategies to combat

corruption;

- Free-flow of information among partners, based on trust and mutual confidence;
- Access to information held by all;
- The capacitation of civil society and, in certain cases, the private sector for all partners to feel equal and to therefore contribute equally to the enterprise;
- Review and reform of anti-corruption legislation, leading to effective implementation;
- Build new, effective bodies to fight corruption;
- Regular consultation amongst the various members of the coalition;
- Inclusivity, especially of opposition parties;
- Reasonably free and responsible press;
- Freedom from coercion by government;
- Government must take recommendations on combating corruption seriously.

How is trust to be built in such a coalition? By governments showing a genuine commitment and taking a clear stance against corruption. This commitment must be followed-through with concrete steps leading to a viable coalition formation and results on the ground.

The group also discussed the notion of scrapping the immunity clauses in many legislative frameworks in Africa. However, no consensus was reached. The group was divided between getting rid of corrupt officials completely, and targeting only some. The latter option is based on the necessity to maintain some bureaucracy intact for the sake of stability and continuity. Participants also suggested that political will could be cultivated by encouraging governments to address corruption through diagnostic-studies showing the disadvantages thereof.

#### Q3: How does one monitor and evaluate the effectiveness of reform?

The following are some of the means the group identified, by which reform can be monitored and evaluated:

- 1 A specific plan must be developed, showing indicators based on certain outcomes within specified time frames.
- 2 Information should not be the preserve of government only, but should be shared by all in the partnership.
- 3 Freedom of access to information law should be developed.
- 4 Surveys on service-delivery standards could be used to test reform.
- 5 Use of independent evaluators from outside the

- coalition could enhance credibility.
- 6 Tool-kits and international good practice standards should also be available.
  - 7 Agreed-to outcomes or results could also be measured.
  - 8 The tool-kits and assessment criteria referred to under points 5-7 may be used to show the linkages between and value-adding advantages of good-governance to the economy and the coalition.

#### THEME IV Effective Collaboration at the Regional and Global levels to combat corruption: the role of the African Convention on Combating Corruption, and the Draft UN Agenda

The group felt that the anti-corruption agenda should focus principally on promoting the integrity of African governments in general and individual countries in particular to ensure good governance, with a view to enhancing and ensuring sustainable development.

**The African Convention:** The group saw the emergence of the African Union and the Draft Convention as an opportunity to create effective collaboration at the regional level to combat corruption. This was exemplified by the recognition of the inseparable link between Africa's underdevelopment and corruption. Consequently, the AU has come up with a draft Convention on Preventing and Combating Corruption, which, when ratified by member states, would serve as a pillar for the anti-corruption drive on the African continent.

The group acknowledged the establishment of various mechanisms at continental and sub-regional levels aimed at combating corruption. These included the SADC Protocol Against Corruption, the ECOWAS Protocol on Drug Trafficking and Money Laundering, the African Peer Review Mechanism (APRM) of NEPAD, and the solemn Declaration from the Conference on Security, Stability, Development and Cooperation in Africa (CSSDCA).

Further development and formalization of these initiatives will provide African countries with the opportunity to draw from standards and norms that will enhance national efforts to combat corruption. The group welcomed the APRM and encouraged governments to be part of this exercise.

The group took note of the fact that existing instruments had largely been ineffective due to the absence of mechanisms to disseminate information from in the various societies.

**Civil society:** Perceived as sub-regional and regional instruments, civil society organizations were seen to be well placed to receive and disseminate awareness raising information. The group, therefore, welcomed the recent activation of the CSSDCA unit, which has undertaken the responsibility of establishing entry points for civil society in fulfillment of its mandate to monitor at national levels the adherence or otherwise of governments to the core values as enshrined in the solemn declaration on CSSDCA by African heads of states and governments.

The group also took note of the institutional weaknesses of civil society organizations and anti-corruption agencies, and the different levels of commitment by governments to address these weaknesses. It, therefore, took cognizance of the need for international cooperation to promote capacity building and access to resources for strengthening these institutions.

In conclusion, the group strongly recommended collaboration among all stakeholders in the fight against corruption, with a view to enhance and promote best practices among AU member states.

#### THEME V What is the Role of Development Partners in Fighting Corruption at the Country and Regional Levels?

This topic was framed with an underlying assumption that development partners have a role to play in fighting corruption at country and regional levels. If that was the case, then development partners should:

- Be willing to assist through subtle diplomacy, non-confrontational dialogue, and by writing appropriate terms into assistance/funding agreements, as these would safeguard domestic 'anti-corruption champions' against harassment;
- Make it clear that they support anti-corruption measures and make public statements to this effect. In this regard, there should be a commonality and consistency of approach, and all development partners should stand behind a similar set of principles;
- Improve and increase coordination amongst themselves, and not be in competition with one another. The process of donor intervention currently appears to be like a bidding process. There must also be transparency amongst donors;
- Consider national peculiarities so as to accommodate different national experiences in the current move from project to program funding;
- Decentralize program-funding administration so

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that project beneficiaries can deal directly with donors. This could make for greater effectiveness in the deployment of donor funds, and consequently a greater impact on the ground;

- Focus on building the institutional/human capacities of civil society, bearing in mind cultural peculiarities between countries, so as not to offend national sensibilities;
- Be creative in designing a role for 'other voices' in anti-corruption initiatives. They should involve low-cost, high-impact measures to bring stakeholders together for discussions of the issues;
- Make real efforts to understand the realities of a situation, so that they are not misled. Despite constraints of personnel and logistics, development partners should also engage in close monitoring of funded projects with recipients so as to have a first-hand experience of the development challenges of recipient states;
- Strive to develop programs that address institutional issues in terms of capacity-building, and human resource development issues like ethics training for public officers;
- Target donor assistance, currently characterized by donor fatigue and shrinking funding, to areas of highest optimal returns. It is also important to reduce donor dependence, which could other-

wise be translated into profitable foreign investment possibilities. Achieve this requires a lot of innovative thinking;

- Encourage recipients to be accountable not only to donors but also to their constituencies – downward accountability, and to bring relevant information into the public domain. Recipients must also be transparent in the deployment of donor funds;
- Assist in anti-corruption efforts by bringing to the attention of home governments the transnational nature of corruption, and its relationship with organized crime and money laundering;
- Be more closely involved in the monitoring process. They should adopt a multi-layer approach and set benchmarks for performance and impact-measurement;
- Encourage the involvement of stakeholders in the design and monitoring of activities, and promote public discussion of benchmarks and progress monitoring;
- Ensure that information gets into the public domain to increase accountability and transparency, and also public awareness; and
- Ensure coherence and consistency in their work with dialogue between themselves and their recipients to agree on priorities. ■

session IV: national strategies and action plans

**NATIONAL STRATEGIES AND ACTION PLANS**

**Building blocks of National Strategies and Action Plans**

Participants met in a plenary session to review various types and aspects of anti-corruption strategies, before meeting as country teams to develop the framework for National Strategies and Action Plans.

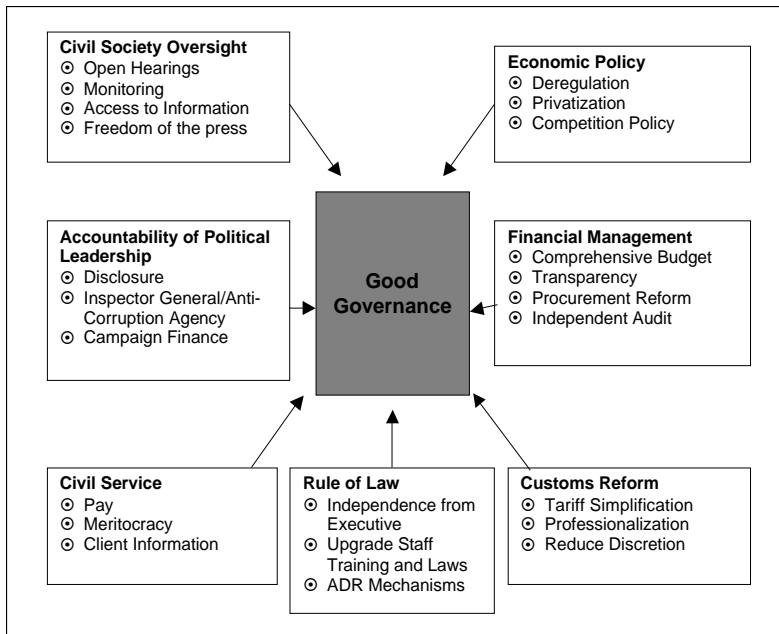
A presentation on the social impact of corruption highlighted the jobs most open to being 'sold' and how low-income households have to pay a higher proportion of their income as bribes as compared to middle and high-income families.

The presentation also described various anti-corruption strategies, categorized as follows: national campaigns, local or citizen level campaigns, populist initiatives, and international efforts. Examples were given of efforts under each of these categories. Despite all these efforts, progress in halting corruption had been mixed. It was, therefore, time to examine afresh and start to build on experiences, particularly from Uganda and Ghana. One common problem inhibiting progress was that many programs have been tightly controlled within a single government agency, with little or no involvement from civil society, the media, private sector and parliament. There was also lack of consensus building and ownership of the process. The diagram below illustrated the many areas needing reform in order to bring about improved governance

and combat corruption. If a holistic approach is to be effective, it has to be built on a broad coalition of citizens, government and the private sector. Coalitions are important because they can:

- Strengthen and sustain political will to act against corruption and improve governance generally;
- Make citizens less vulnerable to corruption by providing new political and economic alternatives;
- Support inclusive and participatory approaches to addressing governance issues which build the consensus necessary for reform that ensures sustainability;
- Link public and private actors for participation and advocacy;
- Create a visible, legitimate reform movement quickly, and mobilize resources from within society;
- Create internal incentive systems that can sustain the reform process after the initial enthusiasm has faded, and can help protect members from reprisals; and
- Provide a basis for institutional reforms through weakening the negative combination of monopoly, discretion, and lack of accountability that make for systemic corruption.

A general methodology for a participatory strategy starts with political will, builds partnerships between civil society and government, assesses the situation and designs an action plan, and looks for support from development partners. The features of this new participatory approach include:



- Collective action by all stakeholders;
- by internal dynamics, i.e. home grown;
- Empowerment of citizens to create public pressure for change;
- Use of rigorous toolkits to diagnose/analyze governance challenges in each country;
- Rigorous translation into realistic program design with strategic prioritization;
- Seeing corruption as a symptom of weakness and not a fundamental flaw of the state;
- Internalization by the country's leadership followed by concrete reform programs.

The Action Plan can be put into a programmatic matrix un-

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der the headings of 'problem', 'actions to take', 'by whom', 'resources needed' and 'expected results/by when'. A matrix can also be used to set priorities in the problem areas identified.

Following the presentation and discussion in plenary, the country delegates met by country and to deliberate on what should constitute their national strategies and action plans.

Resource persons, who had experience in developing and implementing national strategies, assisted their discussions.

The following presentation summarizes the outcome of the country working groups. The frameworks for national strategies and action plans below are as presented, and have neither been abridged nor edited. All of the country groups indicated that they would further refine their national strategies and action plans for combating corruption after returning to their countries and consulting with other interested parties, including their governments.

### Egypt

In the following, we will highlight all the institutions and laws established in Egypt to combat corruption, and the obstacles that appear during work and suggested solutions.

First: The institutions that combat corruption: In Egypt, these institutions are governmental, some of them are judicial, and the other are observer institutions, as follows:

The Prosecution Department: In Egypt, it is part of the judicial authority, as stated in the law. It is headed by the Prosecutor General. It combats corruption from two aspects:

One: it works in complete freedom without any pressure. The law of judicial authority states that the prosecutor general and members of the general prosecution office have immunity against isolation in order to guarantee their independence.

Two: In Egypt, there are specialized prosecution offices, under the umbrella of the general prosecution office, which has qualified members who investigate all corruption cases, and they are:

- 1 The Supreme Public Funds Prosecution Office.
- 2 The Supreme Security Prosecution Office.
- 3 Illegal Profiting Department, which is affiliated to the Ministry of Justice, its members are from the judicial corps. They examine declarations of

assets that are submitted by public servants.

Observer Institutions: these include the following:

- 1 The Central Agency for Accounting.
- 2 The Investigative Department for Public Funds.
- 3 The Administrative Observation Department.

They are all working in combating all sorts of corruption.

Second: Current Established Laws in Egypt:

- 1 The Egyptian Criminal Code, issued in the year 1937.
- 2 The Egyptian Law of Illegal Profiting, issued in the year 1975, which obliges public servants, whatever their position, beginning with the President of the Republic to the least public servant, to submit declarations of assets, concerning his/her property and the properties of his/her spouse and their children under age, every five years.
3. The Anti-Money Laundering Law of 2002.

Third: Obstacles and Suggested Solutions

Social and educational institutions as well as the private sector do not play a role in combating corruption. And since these institutions can play a vital role, we recommend that the Egyptian legislature activates their role through provision for their support.

- 1 So far, there is not system in Egypt for the protection of anti-corruption champions whether that are intelligence agents, witnesses, or judges. It is necessary to reach solutions to this problem in accordance with good practices.
- 2 Extradition is a serious problem, especially when the criminal flees with the stolen funds outside national borders. Some say that an African does not flee to another African country. However, the problem of extradition has to be solved with regional and international agreements.
- 3 Illegal transfer of funds from one country to another directly affects the national economy, and has to be retrieved. It may be said that the funds stolen from Africa will not go to another African country. However, this problem has to be raised through regional and international organizations.

### Ethiopia

The foundation for the current anti-corruption movement in Ethiopia was laid in 1996 when the task

force entrusted with the identification of the problems in the civil service reported that the Ethiopian Civil Service is inefficient, ineffective and backward. That report led to the formation of the Civil Service Program in five areas of which one is the Ethics sub-program.

The very intent of the Ethics sub-program was to come up with a central body which will be responsible for enhancing ethics and fighting corruption in the country. As a result, the Federal Ethics and Anti-Corruption Commission was legally established in May 2001.

### I Achievements

- Corruption has been declared as an offence;
- Procedural and rules of evidence that fit into the special character of corruption offences have been proclaimed;
- Many cases of corruption were reported, investigated, prosecuted and a few cases decided in favor of the Commission while the rest are under adjudication;
- Promotion of ethics education and research on various systems and working procedures of public offices and enterprises has begun.

### II Shortcomings

Public awareness: The society is not well aware of evils of corruption and even in some cases doesn't know whether corruption is an offence

Public image:

- The establishment of the anti-corruption body, unfortunately, coincided with the period of severe fighting among the major political figures of the country;
- The reference made by some to the previous regime's unsuccessful system of fighting corruption.

These have led to people suspecting the commissions' genuine objective.

Lack of working in collaboration: There is not any organized civil society that has identified itself and taken the initiative to work with the government as an anti-corruption campaign partner, and there is also insufficient government effort to call upon the civil society organizations that may contribute to the fight against corruption.

Technical capacity: Those who are engaged in anti-corruption movement need different types of training and exposure.

### III Opportunities

- The existence of the Ethics and Anti-corruption Commission advisory board comprising of members from governmental and non-governmental organizations. This includes representatives from Auditor General, Ombudsman, Human Rights Commission, Trade Union, religious organizations, Government and Private Media, different social and professional associations;
- The emergence of civil society organizations that have shown interest to join the anti-corruption movement;
- The establishment of a State Ministry that is responsible for the implementation of the outputs of the Civil Service Reform Program;
- The existence of the UN and AU anti-corruption conventions which are likely to be signed and ratified soon;
- The existence of regional international support.

### IV Strategies

The national strategy to fight corruption is drawn from the above mentioned achievements, weaknesses as well as the opportunities identified.

Accordingly, we envisage the setting up of an independent of body which is responsible to coordinate the joint efforts of the private sector, civil society, government, and regional and international development partners (WBI, ADB, TI, etc.). The body is assumed to be constituted from private sector, civil society and government organs, and will have an operational relationship with anti-corruption bodies and develop partners. The body works towards the realization of sustainability of political will including to see to it that the UN and AU anti-corruption conventions are signed and ratified soon.

The idea of forming this body emanates from the identification of the lack of collaboration between those different actors as a major problem in the anti-corruption movement, and hence to affirm belief that the body will contribute to fill the gap.

### V Action Plan

- Identification of potential partners from the private sector, media and civil society;
- Consultation with different stakeholders to identify areas of collaboration;
- Organization of stakeholders workshop that facilitates the establishment of the body;
- Awareness creation;
- Promotion of ethics education;

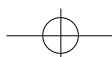


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- Continuing with the task of investigation, prosecution and prevention activities;
  - Development of detailed action plan.
- Lesotho**
- Stakeholders**
- Political Leadership**
- The government;
  - Political parties.
- Government Agencies**
- Anti-Corruption Directorate;
  - Auditor General;
  - Police;
  - D.P.P.;
  - Judiciary;
  - Ombudsman;
  - Chiefs;
  - Parliament (Public Accounts Committee);
  - Law Reform Commission;
  - Police complaints Authority;
  - Lesotho Revenue Authority;
  - Public Service Commission.
- Civil Society**
- LCN (Democracy and Human Rights Commission);
  - Crime Prevention Committees;
  - Churches (Lesotho Council of Churches);
  - Justice and Peace Committee;
  - Trade Unions;
  - WLSA.
- Independent Institutions**
- National University of Lesotho;
  - Council of Churches;
  - Media (Public & Private);
  - Lesotho Law Society;
  - Lesotho Institute of Public Accounts;
  - KPMG.
- Private Sector**
- Lesotho Chamber of Commerce;
  - Lesotho Association of Employers;
  - Lesotho Manufacturer's Association.
- Development Partners**
- Interpol;
  - World Bank;
  - African Development Bank;
  - UNDP;
  - AU.

Action Plan & Programmatic Matrix For Lesotho

problem	actions to take	by whom?	resources needed	expected results & when?
*Lack of Coordination of efforts by anti-corruption agencies	Establish the anti-corruption coalition forum	Participants "combating corruption in Africa workshop"	Financial and Human	Coordinated action by all stakeholders
*Lack of capacity to effectively and efficiently deal with issues of corruption	*Complete the appointment of the appointment of the Anti-Corruption Directorate	Ministry of Justice		Functioning Anti-Corruption Directorate
	*Train: *Investigators *Prosecutors *Presiding officers *Intelligence gatherers	Ministry of Justice		Efficient investigation detection and prosecution of offender
*Lack of constitutional empowerment	*Constitutionalize the Anti-Corruption Directorate	Ministry of Justice & Parliament		Autonomy of the Anti-Corruption Directorate from government control



problem	actions to take	by whom?	resources needed	expected results & when?
	*Constitutionalize Parliamentary Oversight Committees	Ministry of Law and Constitutional Affairs		Improved checks & balances system and accountability
	*Establish Human Rights Commission	Ministry of Justice		Functioning Human Rights and Gender Commissions
	*Establish Gender Commission	Ministry of Justice		
	*Reform the mode of appointment of the Auditor General	Ministry of Justice & Parliament		
*Weak Legal System	Review the Anti-Corruption Act	Ministry of Justice & Parliament		Expeditious prosecution and conviction
	*Reform rules of evidence and procedure on corruption matters e.g. shift evidential burden prima facie evidence exists			
	*Legislate declaration of asserts and verification by Parliamentarians Members of the Cabinet, senior government and parastatal officials	Ministry of Justice & Parliament		Easy & regular detection of ill-gotten assets
*Inaccessibility of information	Legislate free flow of information Law	Ministry of Justice & Parliament		Accessibility of reliable and credible information
*Lack of public awareness concerning corruption issues	*Conduct diagnostic survey	Anti-Corruption Coalition & National University of Lesotho		Knowledge about the status of Corruption in the country
	*Initiate public awareness campaigns	Development Partners & Anti-Corruption Coalition		Empowered members of society-elimination of corruption

## Rwanda

### Program 1: Legal institutional framework

Urgent Actions that need to be taken:

- (i) The draft bill that establishes the anti-corruption agencies should be enacted.
- (ii) A comprehensive bill on fighting/combat and preventing corruption should be enacted into law urgently.
- (iii) The anti-corruption commission should take the lead in this campaign. But should be autonomous, sufficiently empowered, well- resourced and properly equipped.
- (iv) The capacity of the judiciary should be strengthened.
- (v) The police force and the prosecution department should be strengthened.

The existing following institutions that are also chairpersons of anti-corruption campaign should be strengthened. These include:

- Auditor General's office;
- National Tender Board;
- Rwanda Revenue Authority and others.

The efforts of these institutions should be coordinated and complimentary.

### Program 2: Institute measures to promote public awareness

Measures that should be undertaken in order to promote public awareness are:

- (i) To put in place a civic education program that

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- reaches all categories of our society.
- (ii) To mobilise cultural and professional institutions to contribute towards building zero tolerance.
  - (iii) Promote professionalism and investigative journalism in the media.

### Program 3: Building a coalition

- (i) Institutionalize the public, private and civil society partnership so as to create a channel for anti-corruption campaigns.
- (ii) To support the private sector in building its capacity in corporate governance and business ethics.

### Program 4: Collaboration with regional and global institutions with a view to:

- (i) Enhancing our institutional capacities.
- (ii) Sharing best practices experiences and success stories.

### Program 5: Relationship with development agencies:

- Establish a good relationship with the development agencies in order to secure the necessary resources to fund the anti-corruption campaigns.

A country that has just embarked on this anti-corruption campaign, given our strong and committed political will, needs all the support of development partners in the following area:

- (i) Capacity building — Training in the relevant skills
- (ii) Assistance in carrying out a full diagnostic review on the status of corruption in Rwanda.
- (iii) Logistical support for use in the anti-corruption campaigns

## The Gambia

### Strategic objectives

The group acknowledged that strategy is determined by the fundamental objectives of a given course of action, and that an action plan provides the means to achieve strategic objectives.

It observed that no African nation can be isolated from the campaign to combat corruption in light of its threat to the integrity of public office and sustainable development.

It recognized that the creation of the African Union and the drafting of an African Convention on Preventing and Combating Corruption give impetus to the establishment of regional and international standards against which the integrity of an African state would be gauged. This is likely to determine to a large extent the standing that a country will have within the Union and its future relations with development partners.

In this regard, the team saw the need to develop an action plan to start a national program to identify and promote the establishment or consolidation of pillars of integrity, and the creation or consolidation of a national partnership to combat corruption.

## Action Plan

The group understands the need to adhere to the principle of consulting the people on matters that affects them. Each delegate has committed himself to the preparation of a report on the

workshop and its dissemination for greater awareness. This will take place within a period of one week after our return on 1st February 2003.

The group has also identified constructive ways of developing a national partnership against corruption by encouraging each delegate to undertake immediate and concrete measures to mainstream the anti-corruption initiatives so as to promote popular participation.

The National Assembly member gave assurance that he will introduce a motion in the next sitting of the National Assembly for parliamentarians to become members of the African inter-parliamentary union against corruption, and the establishment of a select committee on corruption and good governance. Efforts will be made to make the national assembly the depository of instruments for strengthening pillars of integrity such as codes of conduct governing the behaviors of persons occupying public office or those holding office in the public service. This will enable the members to sensitize the people on the ethics of governance. The select committee, if established, should be given the mandate to review annual reports from all oversight bodies and provide reports to the national assembly for debate and mass dissemination.

The delegate from the Attorney General's Chambers has undertaken to identify all laws, conventions and legal instruments that are geared to combat corruption with the view to provide the basis for greater public sensitization and advocacy for their implementation.

The delegate from the office of Ombudsman has undertaken to develop closer collaboration with the National Council for Civic Education with the view to sensitize the public on its powers to combat mal-administration.

The delegate from the Press Union has undertaken to sensitize media practitioners on how the media can contribute to civic education and dissemination of information from oversight agencies for greater public awareness and participation in combating corruption.

The delegate from the Gambian Chamber of Commerce has undertaken to recommend to his institution the need to finance a workshop on private sector contribution to corruption and the dangers it poses to sustainable development. This workshop would draw participation from civil society, the overseeing agencies, members of the national assembly, the judiciary, the police, the department of state for justice, the media and other relevant stakeholders. This workshop will serve as consensus building for a coalition between all the stakeholders to combat corruption.

### The need for a network

The team had seen the need to continue to maintain a network for mutual consultation and monitoring to ensure the implementation of the immediate objectives within three months.

The ultimate objective is to establish viable anti-corruption mechanisms and processes that will be home grown and owned so that they can impact on the society as a whole to promote the establishment of a state that will derive and assure its legitimacy by the integrity of its administrators and the popular participation of the people in its affairs and its capacity to ensure sustainable development. In order to attain this ultimate objective the team saw the need to develop a partnership upon arrival with the view to play an advisory and advocacy role for the development of an anti-corruption initiative that the people can accept and take ownership of.

The members of the team acknowledged that they must put all parochial interests aside and be driven by the pursuit of truth in good faith in the public interest. It took note of the fact that sensitization to raise awareness of the need to have checks in place against corruption should proceed before the institutionalization of a coalition or partnership to prosecute it.

The team will engage in a consultation exercise with the National Council for Civic Education with the view to encourage it to develop partnerships with the oversight institutions, such as the Auditor General's

Office, the media, and civil society organizations at the national and community level. It will initially gather all relevant constitutional provisions, laws, regional and international conventions against corruption and the integrity systems found to be in line with best practices, and share the information with all stakeholders.

The team will take the initiative to develop partnerships with all oversight bodies, the media and civil society formation at the national and community level so as to find out their strengths and weaknesses in combating corruption. It will advocate for the conducting of diagnostic studies on the various institutions that are to check or be checked to promote pillars of integrity in public and private domains.

The team envisages that, with these measures in place, all stakeholders will be empowered to take part in the shaping of a home grown national initiative against corruption which can assimilate the best practices of other countries and rely on the opportunities provided by regional instruments and processes as well as the support of development partners.

### Sierra Leone

I should first say that Sierra Leone's representation at this learning workshop depicts the kind of coalition already building up which is a vital requirement for the creation and implementation of a national strategy. Represented here are the parliament, ombudsman, NAS (an affiliate of TI), the chamber of commerce that represents the private sector, and the Anti-Corruption Campaign (ACC).

We wish at this point to make one clarification, viz: we cannot at this stage take action on the second part of the request – the action plan. We have therefore concentrated on designing a national strategy paper.

Our starting point is the ongoing public perception survey on governance and corruption, which is in its final stages. Final presentation of the report is expected end of February 2003.

The survey, unlike the previous one in 2000 on corruption, goes a step further to take on the issue of governance which is the overarching theme included in institutional reforms and of which corruption is just one aspect.

The steering committee of the ongoing World Bank/DfiD governance and corruption survey has proposed to take an active part in the designing of the national strategy following the completion of the survey. The target date for the completion of this exercise is April (latest May). The steering committee is a coalition

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of EOCS, governance reform secretariat, civil society organization representatives, a media representative and the private sector represented by the chamber of commerce. Our donor partners are UNDP, DfID, WB and ADB. The strong presence of donor partners should not be interpreted to mean that the process is "donor-led". It is a partnership with the country stakeholders taking the lead.

The completion of the diagnostic stage will lead to the next, in which the process of implementation will be articulated in detail. Since the ACC alone cannot fight corruption, a broader coalition of other bodies will be consulted nationwide during the preparation and implementation of the action plan. There will, of course for public effect, be a big formal launching program preceded by a national workshop at which the head of state will do the formal launch and at which our major donor partners, including the ADB, and key CSOs and private sector organizations will be invited to make statements. We will of course include in a very active way our women and young people. Thereafter we will take the "road show" to the regional head quarter towns for debate and input to ensure as broad as possible a "national partnership and stakeholding" throughout the entire process of preparing an action plan. Of course, the steering committee would have prepared draft guidelines to enable the process of debate to remain focused.

To provide a starting point for discussion, the following points are put forward to provide a framework for the formulation of a national strategy:

- Action in support of the presidential commitment to fight corruption;
- Parliamentary committee established to provide oversight of government;
- Initiatives from representatives of the business community, civil society, media;
- Cabinet working group establishment to provide policy direction and oversight of government, ministries/departments and parastatals;
- ACC to be available to provide independent input and advice at all levels.

National measures would include:

- Involvement of civil society at community and local government level;
- Liaison and co-ordination with the private sector;
- Partnership with civil society organizations;
- ACC involvement in governance reform program;
- ACC involvement in government social development programs;
- ACC co-ordination with international aid and development programs.

Specific National anti-corruption strategy tasks:

- Anti-corruption to be a formal part of law enforcement and civil service training;
- Parliament to create a public integrity sub-committee. A starting point could be to legislate on a code of conduct for public officers, members of parliament and holders of certain other key offices of state;
- Increased role and resources to the auditor – public prosecutor's office;
- Targeting of women and young people both in institutions of formal learning and the larger bulk in the informal sector;
- Targeting of the disciplined forces which in the past were somehow seen as 'no-go' areas when it comes to transparency and accountability;
- Targeting of regional organizations.

### Sudan

#### A Existing institutions for combating corruption

##### 1 Unlawful and Suspected Enrichment Combating Administration

This Administration is implementing the Unlawful and Suspected Enrichment Combating Act 1989. It is authorized to investigate and take action against any person who obtains an unlawful or suspected unlawful property, and to receive the declaration of assets made by senior government employees.

##### 2 The Auditor General's Chamber

The Auditor General's Chamber is an independent institution, which supervises and controls financial matters in the government's organs, and reports any offence to the concerned minister and to the Prosecution Attorney's Bureau to take legal action against the accused person.

##### 3 The Prosecuting General Office

There is a special Prosecution Attorney's Bureau authorized to investigate any offence in breach of penal code 1991. It concerns public property that includes: criminal breach of trust, bribery, forgery in documents.

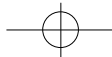
#### B Strategies Framework

##### 1 Reforming of anti-corruption laws and measures through:

- (a) Clarifying the concept of corruption and related issues.
  - (b) Amending the classes of existing laws to make them more determinant.
  - (c) Completion of issuing of money laundering combating Act.
  - (d) Rehabilitating existencing unit corruption bodies and make them more effective.
  - (e) Inspecting assets decelerations to ensure that they were made according to the regulations accompaye by supporting documents National Assembly & Judiciary.
- Establishing wide coalitions between the government, civil society organizations, the trade unions, and the private sector
- 3 Financial Control through
- (a) Implementing financial procedures and regulations strictly.
  - (b) Building the capacity of the Auditor General and other relevant bodies.
- 4 National-wide campaign against corruption
- (a) Introduction of anti-corruption programs in different levels of regular education.
  - (b) Dissemination of anti-corruption culture among public through.
    - National workshops;
    - Seminars;
    - Training Programmes;
    - Media (press, TV, Radio);
    - Conferences;
    - Drama;
    - Religious teaching – religion is a vital element for preventing corruption.
  - (c) Encouraging the establishment of civil society organizations to participate in preventing and combating corruption so as to make a strong public opinion against it.
  - (d) Encouraging research centers and institutions to conduct research in the tide of combating corruptions and study the causes, which lead to people committing this offence.
- 5 Maintaining close relations and collaboration with similar institutions and organizations at regional and international levels. ■

Malawi

Characteristic of corruption	Over sight institution	Effectiveness	Participating institutions	Effectiveness	Action to be taken	Time frame	Expected output
Endemic	A.C.B	No	Civil society	Some how	Strengthen oversight institutions, civil society & private sector	Medium to long term	Reduction is corruption
Administrative	D.P.P	No	Media	Yes/No	Educate the population		Reduction is poverty
Social	HUMAN RIGHTS COMMISSION	No	Business/Professional groups	Not	Identify the segment of society and letter make the messages		Efficiency is Government administration
Systemic	JUDICIARY	No	Faith based organization	Yes	Develop mechanisms for Regional collaboration, taking advantage of the available instruments AU		Better social service delivery
	OMBUDSMAN	Yes			National coalition building		Promotion of better transparency and accountability
	PARLIAMENT	No			Developing a National strategic plan		Empowered citizens



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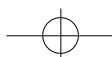
AUDITOR GENERAL	No	Short term May 03	Affordable public service
POLICE	No	Short term July 03	Increase in social integrity

Required resources

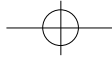
- Financial resources;
- Human resources;
- Technical expertise (Training);
- Need for commitment;
- Material resources.

Swaziland

Characteristic of corruption	Oversight institution	Effectiveness	Participations institutions	Effectiveness	Action to be taken	Plan terms	Expected out-put	Required Resources
1) ENDEMIC (Permeates every sphere of public life)	1. Anti-corruption Commission - DPP & A-G	No	Media/Press	Yes	*ACC to lead Action 1. Media Technical Assistance in Training – Effective + Independent Investigative Journalism	- Short term (i.e. 6-12 months)	1. Independent, vocal and responsible press/media in exposing corruption	- Technical assistance in training: staff and media (capacity building)
2) SYSTEMIC System break down life	2. CBS Governor - Money laundering supervision	No	Public	No	2. Build + strengthen capacity of oversight institution	Short term & long term	2. Reduced corruption	- Financial resources in public awareness programmes
3) ADMINISTRATIVE	3. Administrative Regulatory bodies? - PAC (Parliament)	Yes			3. Building Strong Anti-corruption Coalition:	Short term and long term	3. Transparent government operations and finances, restoring government integrity	- Human resources
4) SOCIAL (eg. distribution of social values: yesterday's thief is today's successful politician + leader) Nepotism + favoritism (secretizing corruption)	- Govt. anti-CAR Abuse unit (Under min. of public works & transport)	Yes			Identify champions - Religious organizations (teach probity and educational awareness in missionary schools) - Human rights groups sensitized of dangers of corruption in society and its component of human rights	Doctrine of separation of power Rule of law	4. Strengthened political will	- material resources



			violation-poverty; vulnerability and abuse of power - Media/Press: Corruption awareness - Trade unions: chamber of com- merce: ECAS. Constitutional	
- Banks fraud liaisons committee (Includes: DPP, AU, police)	Yes		4. Democratic Reform constitu- tion acknow- ledging anti-corrup- tion agenda	Long term Short term 5. Responsive public
- Auditor - General	No		5. Regional and global collabo- ration: WB, IMF policies; OECD efforts to crimi- nalize corrupt persons - SADC protocol - AU conven- tion (draft) "Pre- vent of corrup- tion" UN convention: Prevent of corruption" TI chapter for- mation (mutual assistance and extradition of suspects)	6. High success rate in prose- cution and con- viction (effec- tive judiciary)
- Police	No		6. Law reform commission (Preview and harmonise laws)	7. Effective and sustainable mo- nitoring mecha- nisms of comp- liance by all
- Judiciary	No			8. Efficiency in government 9. Poverty reduction

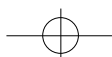


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### Mozambique

Characteristic of corruption	Oversight institution	Effectiveness	Participating institutions	Effectiveness	Action to be taken	Time frame	Expected output
What kind of corruption we have in Mozambique	Do we have any institution dealing with this phenomenon?	Are they effective enough	Who are the layers in this challenge?	How effective they are?	What to do in short term	What do we expect with this exercise as outcome?	What do we need to reach this proposes?
Administrative	Yes we do	Somehow takes long time to enact laws	Civil society	Somehow it is still weak	To promote a national coalition building	Reduction of corruption	Institutional capacity building
Social	Parliament	Yes	Ethics Mozambique	Not yet	To develop a national strategic plan against corruption	Reduction of poverty	Financial resources
Systemic	Council of Ministers	No	The media (public/private)	No	To develop mechanisms for regional collaboration medium/long term	Increase efficiency and quality of public service delivered	Material resources
Became ENDEMIC	Judiciary	Somehow	Human right league	Yes	To strengthen the oversight institutions, the civil society, the media the professional body and the private sector	Promotion of good governance, transparency and accountability	Human resources
	Administrative Court	Very effective	Business and professional corporations (body)		to educate population	Empowered citizens	Technical expertise (Training) and overall



## THE WAY FORWARD

### Expectations from the African Development Bank

The Chair opened the session by stressing that the ADB expected both the participants and the organizers to hold themselves accountable for effective follow-up of the recommendations put forward by the workshop. He then went on to highlight a few of the key issues.

- The fight against corruption has to be home grown and built on integrity. It requires a collective effort by all citizens, and hence the need to emphasize local ownership;
- Each participant needs go back and organize a core anti-corruption team from all walks of life in his/her own countries. This commitment has already been emphasized in the country strategy and action plans, and must be implemented urgently;
  - The organizers were also committing themselves to the following. However, these would remain secondary to the efforts at country level;
  - The ADB would consult with its partners about setting up a regional web site to continue the dialogue started at the workshop;
  - The ADB will organize a similar meeting(s) in other parts of the continent. In this regard, those present in the Addis Ababa workshop would be called upon to act as resource persons in future workshops. However, invitations would be extended to those that had made demonstrable progress in implementing the action plans initiated at the Workshop. Contributing experiences to future meetings was part of the process of holding one another accountable.

### The AU Convention and the Way Forward

The AU representative explained the process of implementation of the African Convention and what role it could play at the country level. The most important step was to bring the Convention into force. This will happen only when 15 countries have signed and ratified the document. The draft Convention had already been considered by a meeting of relevant Ministers and experts. The next step was the submission to the Executive Council of the AU, 3-6 March, so that it could be forwarded to the Assembly of the Heads of State for adoption in July. The Heads of State needed to be well briefed in order to ratify the Convention. Thus, it was important to create awareness about the Convention at national levels. The signature was important as it indicated the commitment of a country to the Convention. The Peace and Security Convention had been signed by 29 Heads of State. It would be good to get a much larger group to sign this Convention. Some countries had limited capacity to prepare the papers for ratification, and the AU was looking for ways and means of assisting this process. The next step after ratification is the domestication of the Convention in national law, and implementing it. All these steps were clearly set out in the draft Convention, but it could be difficult to get them put into action at the national level. A Convention of this nature requires government and civil society to work closely, and it is expected that the participants in this workshop would be of assistance in this regard. The AU is also in the process of establishing a continental Advisory Board of 11 members, made up of individuals nominated by governments but selected in their individual capacity and for their demonstrated integrity. Geographical and gender representation would also be considered in the selection process so that the nominations would come from across society. If only government was involved, there would be a danger of getting a body of 'yes-men'. It was stressed that the Advisory Board provided a strong role for civil society, and this opportunity to involve civil society should not be missed. ■

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### closing session

#### CLOSING SESSION

The Chair invited the head of the Sierra Leone delegation to make some closing remarks on behalf of the participants. The head of the Sierra Leone delegation observed that participants had learnt much from each other to start building coalitions and partnerships amongst the leading actors and frontline troopers in the campaign. He further urged all the participants to launch a public campaign to get their respective governments to sign the African Convention in Maputo in July, and have it ratified soon thereafter. He also stressed the importance of networking and requested that the ADB explore means of supporting country representatives at the workshop to attend the 12th International Conference on Corruption scheduled to take place in Seoul, Korea in May 2003.

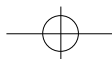
The representative of Transparency International noted that there had been four days of grueling but rewarding work, and that he had been impressed by the quality of the discussions. He hoped that the participants had acquired the necessary skills for developing national Strategy and Action Plans, or had learned ways to strengthen their implementation. Next would be the most difficult but exhilarating phase in the common fight against corruption – putting in practice what had been learned. The country teams would need to mobilize the relevant constituencies in their countries, and should always keep in mind that the coalition between civil society, the private sector, and the government is the sine qua non condition for success in this process. In fact, the national ownership of the strategy and action plan is a crucial ingredient for its successful implementation. The campaign for publicizing the African Union's Convention on Preventing and Combating Corruption in Africa is an opportunity for everyone engaged in this fight to raise awareness of corruption in their respective countries and to mobilize for the Convention's effective implementation by their governments. He added that, Transparency International, through its network of experts in the continent and beyond, and in collaboration with the African Development Bank, the World Bank Institute, the African Union, the Global Coalition for Africa and various other donors, would continue to provide assistance to all those who express the need. TI promised to set up an e-mail discussion group to continue the exchange of ideas and experiences, and to provide relevant information and advice.

The ADB Director of Operations, Policy and Review delivered the final closing statement. He thanked participants for their diligence in conscientiously attending all the sessions and commended everyone for the breadth of issues addressed, and the depth with which the challenges in combating corruption were

tackled. He noted that the workshop had critically examined corruption – in its many forms, and reflected on strategies, policies and measures to address it, based on lessons from global best practices. He reminded participants of the following key cross cutting issues raised: the lack of political will to stamp out corruption, limited institutional capacity in countries to effectively fight corruption; and the lack of effective legal frameworks and independent oversight and enforcement institutions. The imperative of coalition building among stakeholder groups in government, civil society, the media and the private sector was also highlighted. Finally, training and institutional capacity building, and access to information by a free press, coupled with effective partnership with external partners were raised as necessary conditions for a sustainable fight against corruption. The Director stressed that the success of this Addis Ababa workshop would be measured by the action and activities initiated at the country level. Effective containment of corruption required not only the political will of governments, but also the active participation of all stakeholders. Those present were a segment of the national alliance that must form the core constituency for combating corruption and restoring integrity. Thus, the framework drafted in Addis Ababa would be meaningful only when broadly discussed, endorsed, and owned by key stakeholders at the national level. It was, therefore, imperative for the country teams to organize themselves into a nucleus around which a national anti-corruption constituency could congregate.

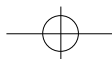
He further remarked that external development partners, the ADB in particular, were prepared to support efforts to build national coalitions and elaborate the Frameworks and Action Plans. The ADB would closely examine the recommendations and Action Plans from each country and consider quality entry points for interventions at the country level. The Bank would also expect to hear from the participants about the type of concrete activities initiated within countries, and the type of partnerships being sought. The ADB would favorably consider the provision of necessary support to make sure that the anti-corruption agenda is carried forward and would examine the request to establish a website to support this initiative.

The Director also thanked the organizing partners – the AU, TI, WBI, GCA – for their tireless contributions to the success of the workshop. Also thanked were the representatives from Norway and Denmark for their continued support to the Bank's work on governance through the Nordic Governance Trust Fund. A special thank was given to the AU for generously hosting the workshop at their new conference center, and for the support services provided during the meetings. He concluded by wishing participants a safe return home and officially declared the workshop closed. ■





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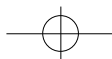
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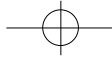
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