

# U4 Expert Answer



## South-South Anti-Corruption Cooperation Mechanisms

### Query:

*"I'm interested in South-South learning and collaboration in the field of anti-corruption (defined broadly). I want to find out what mechanisms are out there and how they're working.*

*What south-south anti-corruption collaboration and learning mechanisms are operating, what's their composition and how effectively are they operating?"*

### Purpose:

The purpose is to inform thinking around the UN Convention against Corruption (UNCAC) and technical assistance for its implementation. At the UNODC Working Group on Technical Assistance, held in December 2008 in Vienna, Southern delegates stated that they wanted to see more South-South cooperation.

### Content:

**Part 1: Regional Anti-Corruption Instruments and Peer Review Mechanisms**

**Part 2: Regional Anti-Corruption Cooperation Bodies and Networks**

**Part 3: Examples of Bilateral Cooperation between Southern Countries**

**Part 4: Further Reading**

### Summary:

South-South cooperation (SSC) in the field of anti-corruption is an emerging trend, yet there is little information available on the nature and effectiveness of the various mechanisms in place. SSC has been initially integrated within the framework of regional and sub-regional economic communities. Similarly, in the field of anti-corruption, regional inter-governmental groupings have provided initial frameworks to promote South-South learning and collaboration opportunities. Regional anti-corruption conventions and instruments have opened promising avenues for SSC. Recent years have also seen the emergence of a number of regional networks of anti-corruption bodies and initiatives,

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established to promote multilateral SSC on corruption related issues. There are also examples of SSC occurring on a bilateral basis, outside of the regional mechanisms in place, when some countries or institutions that have developed a special expertise in areas relevant to anti-corruption.

### Introduction: Definition of South-South Cooperation

Broadly defined, South-South cooperation (SSC) refers to developing countries supporting each other through technical and economic cooperation with the view to finding common responses to development challenges. SSC activities are mostly bilateral in nature, or triangular, when South-South collaboration is supported by donors from the North. Emerging economies such as China, Brazil, India and South Africa have pioneered such forms of assistance to lesser developed countries.

Although the concept of SSC is not new, as shown by the creation of a UN Special Unit for South-South Cooperation in the late 1970s, it emerges as a growing trend in the current policy debate and is increasingly recognised as a key mechanism for development. Sharing similar historical, geographical or economic backgrounds, less developed countries can greatly benefit from mutual dialogue, experience sharing and cooperation. This recognition has culminated in the G-77 Marrakesh declaration in 2003, where participating countries emphasised the need for mutual cooperation, especially in the areas of skill and technology transfer, literacy, trade and direct investment (<http://www.g77.org/marrakech/Marrakech-Declaration.htm>).

Since then, the South-South cooperation movement has been mainly integrated in regional and sub regional economic communities and arrangements such as the New Partnership for African Development (NEPAD), The Southern African Development Community (SADC), the Economic Community of West African States (ECOWAS), the Association of Southeast Asian Nations (ASEAN), etc. Other forms of SSC are also starting to emerge, with sub-regional communities starting to establish relations across regions, while major developing countries such as India, Brazil and South Africa are also increasingly seeking to team up to coordinate their response to common challenges. Another emerging trend observed in SSC is the growing spectrum of the issues that it currently addresses, moving beyond economic relations into a broader range of issues such as disaster management, security,

terrorism, HIV-AIDS, and more recently corruption. (Please see: <http://www.g77.org/ifcc11/docs/doc-10-ifcc11.pdf>).

Like in other areas of development, there is a growing awareness among the international community of the relevance of south-south cooperation in the field of anti-corruption. SSC in the field of anti-corruption appears to be at its early stage of development and there is little information available on the nature and effectiveness of the various mechanisms in place. Similar to the general trend observed at the economic level, most South-South anti-corruption activities are initially taking place within the framework of existing regional and sub regional groupings. Concurrently, a number of regional organisations and intergovernmental bodies have been established to promote better interregional exchanges on governance and anti-corruption related issues. Consequently, this query will more extensively focus on the potential of regional groupings as initial frameworks to promote SSC in the field of anti-corruption.

### Part 1: Regional Anti-Corruption Instruments and Peer Review Mechanisms

Regional anti-corruption conventions and agreements provide obvious and adequate frameworks to promote mutual cooperation between States Parties.

South-South cooperation in the field of anti-corruption has originally been pioneered through the establishment of peer review mechanisms of regional anti-corruption conventions. (For a comparative assessment of anti-corruption conventions' review mechanisms, please see: <http://www.u4.no/helpdesk/helpdesk/query.cfm?id=163>) Beyond convention monitoring, international instruments provide further opportunities for capacity building, knowledge exchange and mutual learning that are still relatively underexploited.

### The G-77 and the United Nation Convention Against Corruption

The Group of 77 and China serves as one of the broadest mechanisms for policy coordination among developing countries. It has been established in 1964 as a loose coalition of developing nations with the view to promoting its members' economic interest, fostering South-South cooperation on development issues as well as enhancing their joint negotiating capacity within the United Nations. The organisation has expended

since to 130 countries and has become a permanent institutional structure with liaison offices in Geneva, Nairobi, Paris, Rome, Vienna and Washington. The G-77 periodically meets and produces joint declarations, action programmes and agreements on development issues. In 2009, the group is chaired and directed by Sudan.

With regards to the UNCAC, since the early days of the convention's negotiation process, the G-77 has shown a special interest in supporting the implementation of the asset recovery provisions of the convention. The group organised specific thematic and training sessions on asset recovery in the early 2000s. This interest has been sustained over time. In its statement to the 2<sup>nd</sup> Conference of State parties to the UNCAC held in Bali in February 2008, the group supported the establishment of a consultative group of experts on asset recovery to provide expertise to States Parties and UNODC and submitted a draft resolution to this effect

(<http://www.transparency.org/content/download/34945/545723> and <http://www.unodc.org/documents/treaties/UNCAC/COSP/session2/V0850578e.pdf>).

Other issues of concerns for the G-77 falling under the implementation of the UNCAC include the provision of technical assistance<sup>1</sup> and the specific modalities of the UNCAC review mechanism.

### The Inter-American Convention Against Corruption (OAS)

The Inter-American Convention against Corruption (IACAC) of the Organization of American States (OAS) was adopted in 1996 and came into force in 1997, making it the first international judicial instrument dedicated to fighting corruption.

Although there was no reference to monitoring in the convention, a mutual review mechanism (MESICIC) has been established afterwards, characterised by a well designed questionnaire, strong civil society

<sup>1</sup> Technical assistance should be unconditionally delivered upon request on the basis of the recipient priorities, mutual benefit and respect for diversity and national sovereignty (see <http://www.transparency.org/content/download/34945/545723>).

participation and useful plenary discussions of draft reports. It is based on a peer review monitoring mechanism coordinated by the general Secretariat of the Organisation of American States and composed of the Conference of State Parties and a committee of experts which is responsible for the technical analysis of information provided by the state under review. (Please see for a detailed overview of this follow-up mechanism:

[http://www.oas.org/juridico/english/mec\\_ron1\\_inf\\_hemis\\_en.doc](http://www.oas.org/juridico/english/mec_ron1_inf_hemis_en.doc)).

The impact of this review mechanism on the OAS convention's implementation has been manifest, with regional progress in access to public information, public contracting systems, criminal regulations, use of public funds, collaboration between the state and civil society. The involvement of civil society in the monitoring mechanism has help build Civil Society Organisations (CSOs) capacity and knowledge on the convention and the domestic challenges of implementation as well as strategic alliances between CSOs and the public sector. (Please see:

<http://www.transparency.org/content/download/17883/241986/file/Informe%20TI%20Implementacion%20CICC%20Inglés.pdf>)

### The African Union Peer Review Mechanism

The African Union Peer Review Mechanism is one of the best known monitoring mechanisms involving south-south cooperation. It has been set up by the African Union as part of the New Partnership for Africa's Development (NEPAD). NEPAD has inaugurated a new approach by linking poverty reduction to governance issues such as democracy, human rights and corruption. As of February 2008, 29 countries had formally joined the APRM by signing the MOU on the APRM<sup>2</sup>.

The APRM is not conceived as a review process for relevant anti-corruption conventions in the Africa region, but includes element of monitoring of government anti-

<sup>2</sup> Algeria, Angola, Benin, Burkina Faso, Cameroon, Republic of Congo, Djibouti, Egypt, Ethiopia, Gabon, Ghana, Kenya, Lesotho, Malawi, Mali, Mauritania, Mauritius, Mozambique, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Sierra Leone, South Africa, Sudan, Tanzania, Togo, Uganda, and Zambia.

corruption activities and performance against convention requirements. The review process includes country self-assessments based on a questionnaire, expert review teams, and on-site visits by expert review teams who consult with government, private sector and civil society representatives, active plenary discussions, revision of country reports and action plans by the APR Panel of Eminent Persons.

An assessment of the APRM published in 2008 has heralded this initiative as an unprecedented landmark and a unique opportunity for Africa, and potentially one of the most important reforms for the continent in recent years. Ghana, Rwanda, Kenya, South Africa, Benin, Nigeria, Burkina Faso, Algeria, and Uganda have been reviewed while other countries such as Mozambique, Lesotho, Egypt, Gabon and Mauritius are at an advanced stage and should be tabled for 2009. The APRM report for Kenya for example had anticipated potential political unrest before it broke out in 2007.

However, the experience of the pioneer countries undergoing the review process has highlighted the challenges involved for both governments and civil society. The peer review mechanism is complex, the rules are not always clear and insufficient training and technical advice has been provided to the countries under review. There was a general lack of awareness of the financial, logistical, research and political challenges of such an undertaking. African governments have also demonstrated reluctance to criticise each other. ([http://www.iss.co.za/static/templates/tmpl\\_html.php?node\\_id=1931&slink\\_id=3945&slink\\_type=12&link\\_id=389](http://www.iss.co.za/static/templates/tmpl_html.php?node_id=1931&slink_id=3945&slink_type=12&link_id=389))  
3) In this context, the completion of the first country reports and their actual peer reviews process can be considered a major achievement.

(Please see: [http://www.saiia.org.za/index.php?option=com\\_content&view=article&id=802:the-african-peer-review-mechanism-lessons-from-the-pioneers&catid=3:books&Itemid=137](http://www.saiia.org.za/index.php?option=com_content&view=article&id=802:the-african-peer-review-mechanism-lessons-from-the-pioneers&catid=3:books&Itemid=137)).

### The SADC Protocol Against Corruption

The Southern African Development Community (SADC) has been among the most dynamic sub-regional groupings in recent years, with South Africa considered the driving force behind progress made in the field of SSC. In the area of anti-corruption, the SADC Protocol Against Corruption was adopted by the SADC Heads of

States and Government in August 2001 and was the first sub-regional anti-corruption treaty in Africa. The protocol was signed by all 14 SADC member states<sup>3</sup>. It became operational in July 2005, 30 days after its ratification by two thirds of the SADC membership.

The purpose of the protocol is threefold and includes 1) promoting the development of anti-corruption mechanisms at the national level; 2) promoting cooperation in the fight against corruption by States Parties; and 3) harmonising anti-corruption national legislation in the region. It provides a set of preventive mechanisms such as development of codes of conduct for public officials, transparent public procurements, public access to information, the establishment of anti-corruption agencies, etc. The protocol also provides for the confiscation and seizure proceeds of crime, judicial cooperation and legal assistance among States Parties. The protocol establishes a committee made up of stakeholders for implementation under the auspices of the Southern African Forum Against Corruption ([http://www.osisa.org/files/transparency\\_cd/LAWS/SAD%20Protocol%20Against%20Corruption.pdf](http://www.osisa.org/files/transparency_cd/LAWS/SAD%20Protocol%20Against%20Corruption.pdf))

### ECOWAS Protocol on the Fight Against Corruption

The Economic Community of West African States (ECOWAS) is a regional organisation of 15 West African countries formed in 1975 with the objective to achieve economic integration and shared development as well as form an economic zone in West Africa. Its scope was extended at a later stage to include socio-political interactions and mutual development in related areas<sup>4</sup>. The ECOWAS Protocol on the Fight against Corruption was adopted with the objective of strengthening effective mechanisms to prevent, suppress and eradicate corruption in each of the States Parties through cooperation between them. It was

<sup>3</sup> Member states are Angola, Botswana, the Democratic Republic of Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

<sup>4</sup> ECOWAS' membership includes Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo.

signed on 21 December 2001 and has not yet entered into force.

In addition to preventive and criminalisation measures, the ECOWAS Protocol provides an international cooperation framework which has the potential to improve mutual law enforcement assistance within West Africa and with other parts of Africa. The Protocol also calls for establishment of a Technical Commission to monitor implementation at both national and sub-regional levels, as well as gathering and disseminating information, organising training programmes and providing assistance to States Parties.

### UN Convention against Transnational Organised Crime

The UN Convention against Transnational Organized Crime (UNTOC) was adopted in November 2000 and came into force in September 2003. It recognises that corruption is an integral component of transnational organised crime and must be addressed as part of efforts to combat organised crime. Lessons learnt from this convention are particularly valuable for UNCAC as it has a similar membership, includes similar provisions on international cooperation, and also has a Secretariat provided by UNODC.

Although the convention is not a South-South initiative, a recent UNODC supported training initiative in fighting organised crime launched in April 2008 provides a good example of how international agreements can be instrumental in fostering south-south cooperation on specific issues. Jointly run by UNODC and the Brazil's Federal Police Department, this five months training programme targets police agents and criminal experts from various Portuguese-speaking countries in Africa and South America. It covers law, financial systems as well as theoretical and practical knowledge of police investigations tools and techniques (<http://www.unodc.org/unodc/en/frontpage/south-south-cooperation-fights-organized-crime.html>).

### The Asian Development Bank/OECD Anti-Corruption Initiative for Asia and the Pacific

Although not per se a south-south cooperation mechanism, the Anti-Corruption Initiative for Asia and the Pacific sets out the goals and standards for sustainable safeguards against corruption. An anti-corruption action plan has been developed within the

framework of this initiative that 28 countries<sup>5</sup> have endorsed to date. They have also mutually agreed on an implementation mechanism to achieve its standards. As such, it provides a unique framework to promote, among other things, south-south learning and sharing of experience on anti-corruption in the region. ([http://www.oecd.org/pages/0,2966,en\\_34982156\\_34982385\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/pages/0,2966,en_34982156_34982385_1_1_1_1_1,00.html))

Membership is open to any economy in the region that recognise the need for action against corruption and the benefits of sharing knowledge and experience, takes active steps to implement anti-corruption measures, commits to reforms and to participate in the initiative's review mechanism. The initiative's steering group comprises representatives of member governments, while the advisory group includes relevant international organisations, donors, civil society, business organisations and other consistencies supporting the initiative. A small secretariat run jointly by the ADB and the OECD supports the Steering group.

The action plan sets out an implementation mechanism with three main components: 1) fostering policy dialogue and measuring progress; 2) providing analysis to support the policy dialogue and 3) capacity building and expert advice. Strong partnerships between member countries underpin this mechanism.

Capacity building and mutual opportunities for learning and experience sharing take place through regional technical seminars bringing together experts and policy makers from the region. A vast network of partners also contributes technical advice and experience to the initiative's efforts.

The initiative has privileged a non-binding instrument and a soft review mechanism. To monitor progress, participating countries prepare self-assessment reports in specific areas based on a questionnaire. Reports are reviewed in plenaries by the Steering Group to assess progress achieved.

Most stakeholders and experts consulted within the framework of this query credit this initiative to provide a

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<sup>5</sup> Please see: [http://www.oecd.org/document/23/0,3343,en\\_34982156\\_35315367\\_35030743\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/23/0,3343,en_34982156_35315367_35030743_1_1_1_1,00.html)

unique forum for cross-jurisdictional learning as well as fostering cooperation and coordination of anti-corruption efforts in the region. The cooperation and exchanges taking place within the framework of this initiative have resulted in a significant body of analytical reports and proceedings. An online data base provides information about the fight against corruption in each of the Initiatives' member jurisdictions. A review of the initiative by external independent reviewers will start in March 2009 and will give an overview of the initiative's impact and outcomes.

### **Pacific Islands Forum's Eight Principles of Accountability**

The Pacific Islands Forum, which is an inter-governmental organisation aimed at enhancing cooperation between the Pacific Ocean countries, has promoted greater accountability through the adoption of the Forum Eight Principles of Accountability in 1997. (<http://www.pftac.org/pifma/b16/chapter3.pdf>). These principles cover political and financial accountability as well as issues of fiscal transparency. The Forum's financial and economic ministers have signed up to these principles and are supposed to report on each others' progress through a process of peer review of the principles' implementation.

Despite declarations of good will, the impact of the initiative appears to remain limited. A stocktake of the process found that the commitments made at the forum were not well communicated and implemented at the country level. While some legal changes have been recorded in a minority of countries, most countries didn't complete the reporting exercise. The main constraints identified included lack of political will, technical capacity and human resources.

(Please see: [http://www.crawford.anu.edu.au/degrees/pogo/discussion\\_papers/PDP05-10.pdf](http://www.crawford.anu.edu.au/degrees/pogo/discussion_papers/PDP05-10.pdf))

### **The Financial Action Task Force Regional Style Bodies**

The Financial Action Task Force (FATF) is an inter-governmental body whose purpose is the development and promotion of national and international policies to combat money laundering and terrorist financing and has developed 40 + 9 recommendations to reach this goal. It was established by the G-7 Summit that was held in Paris in 1989, with members from the G-7 member states, the European Commission and eight

other countries. Membership has expanded from the original 16 to 34 members ([http://www.fatf-gafi.org/pages/0,3417,en\\_32250379\\_32236869\\_1\\_1\\_1\\_1\\_1,00.html](http://www.fatf-gafi.org/pages/0,3417,en_32250379_32236869_1_1_1_1_1,00.html)).

The FATF monitors members' progress in implementing necessary measures, reviews money laundering and terrorist financing techniques and counter-measures, and promotes the adoption and implementation of appropriate measures globally through a mutual evaluation programme. Each member country is examined in turn by the FATF on the basis of an on-site visit conducted by a small team of experts in the legal, financial and law enforcement fields from other member governments.

At the regional level, a number of regional FATF-style bodies have been established, with similar form and functions to those of the FATF, and some FATF members are also members of these bodies. The FATF also works in close co-operation with a number of international and regional bodies involved in combating money laundering and terrorist financing.

Associate and observing members provide avenues for south-south cooperation on money laundering issues and include:

- Asia/Pacific Group on Money Laundering (APG);
- Caribbean Financial Action Task Force (CFATF)
- Financial Action Task Force on Money Laundering in South America (GAFISUD)
- Middle East and North Africa Financial Action Task Force (MENAFATF)
- Eastern and Southern Africa Anti-Money Laundering Group (ESAAMLG website)

Similar to the FATF model, the role of these regional bodies generally involves assessing members' compliance with the international anti-money laundering (AML) standards through a programme of mutual evaluations, supporting the implementation of the AML standards by coordinating multi-lateral and bilateral technical assistance and training, conducting research and analysis and cooperating with the international network.

For example, the Asia Pacific Group on money laundering has a robust technical assistance and training function in the region and credits itself to be one of the world leaders in technical assistance and training coordination on AML related issues. It

periodically assesses training needs of the various jurisdictions on the basis of which the Secretariat coordinates the delivery of technical assistance from multilateral and bilateral donors.

## Part 2: International/Regional Anti-Corruption Cooperation Bodies and Networks

Beyond cooperation and knowledge sharing initiatives taking place within the framework of the implementation of regional and international anti-corruption instruments, there is a growing trend at the international and regional levels to establish wider linkages with other networks and organisations pursuing similar goals and/or working in the same sector. The last three years have seen the proliferation of new networks and initiatives set up to promote cooperation and knowledge sharing in various areas relevant to anti-corruption. This approach is a promising trend for awareness raising and mutual learning at the regional level, where countries often share similar conditions and face comparable challenges. However, most of these structures are relatively new, and it is difficult to draw evidence based conclusions on their impact, outcome and effectiveness.

### International Networks and Initiatives

#### GOPAC

The Global Organisation of Parliamentarians Against Corruption (GOPAC) is an example of such an approach. It was founded in 2002 as an international network of parliamentarians promoting the anti-corruption agenda through a network of national and regional chapters.<sup>6</sup> It provides peer support to parliamentarians across the world, information services as well as training and education to promote methods for fighting corruption and build alliances. At the international level, GOPAC has established a number of global working groups to develop tools and products, and provide guidance in six major areas, including the

<sup>6</sup> GOPAC's regional chapters have been established in Africa (APNAC) in the Arab World (ARPAC), in Latin America (LAPAC), in South Pacific (AustralAsia), in South East Asia (SEAPAC), in South Asia (SAPAC), in the Caribbean (CaribPAC), in the Russian Federation (Russian Federation) and newly independent states (NISAPAC), in Europe (European Chapter), in North America (NEAPAC).

United Nations Convention Against Corruption (UNCAC), anti money laundering, transparency and media, parliamentary oversight, parliamentary ethics, parliamentary immunity and resource revenue transparency. (Please see: <http://www.gopacnetwork.org>)

GOPAC aims to strengthening the capacity of parliamentarians through mutual support and knowledge sharing to address issues of corruption and promote good governance within a local context. Regional Chapters identify opportunities to implement international agreements in their region and strengthen the capacity of parliamentarians to fulfil their oversight role in parliament. Examples of activities include oversight of anticorruption conventions and their implementation (LAPAC), access to information legislation (ARPAC) and broadening activities at the national chapter level (APNAC).

Thus far, there does not seem to be a formal evaluation of the effectiveness of this initiative and the impact of the chapters' activities varies across regions and countries. However, there is circumstantial evidence of the network's achievements at the regional and national levels. At national level, some chapters like Senegal or Kenya have been successful in lobbying their National Assembly to adopt anti-corruption or anti-money laundering while other chapters have been instrumental in lobbying for the ratification of the UNCAC in Lebanon, Uganda, Ghana and Zimbabwe.

Awareness raising activities as well as information sharing and peer support activities to share information and lessons learnt has been an important element of the regional chapters' achievements though the organisation of thematic conferences, workshops, discussions and publications.

#### International Organisation of Supreme Audit Institutions (INTOSAI)

INTOSAI is another example of global networks set up to promote mutual cooperation and learning opportunities in the area of government auditing. It was founded in 1953 as an independent non-governmental organisation operating as an umbrella organisation for the external government audit community. Its main objective is to improve government auditing worldwide and enhance professional capacities through transfer of knowledge and exchange of experience. It has also been setting international standards for external auditing.

Activities include training programmes, regional satellite and partnership programmes as well as seminars and workshops in key areas of government auditing. At present, it has 189 full members and has a special consultative status with the Economic and Social Council (ECOSOC) of the United Nations. Regional groups promote INTOSAI's goals regionally, providing members with opportunities of professional and technical cooperation on a regional basis. There are several regional working groups, in Latin American and the Caribbean (OLACEFS), in Africa (AFROSAI), in the Arab world (ARABOSAI), in Asia (ASOSAI), in the Pacific (PASAI), in the Caribbean (CAROSAI).

Typical activities of the regional working groups include awareness raising, capacity building and training in areas relevant to auditing. CAROSAI for example has established a Regional Institutional Strengthening Committee (RISC), which is charged with providing effective and sustainable training and other capacity-building activities to regional SAIs. ASOSAI coordinates various training programmes on human resource management, cost accounting in government, and budget management, while OLACEFS provides technical advice, assistance and coordination for the SAIs of Latin America and the Caribbean.

### ***International Association of Anti-Corruption Agencies (“IAACA”)***

The International Association of Anti-Corruption Authorities (IAACA) was initiated at the High-Level Political Conference for the Purpose of Signing the United Nations Convention against Corruption (UNCAC) in Merida, Mexico in December 2003 and has materialised in 2006 with the first Annual Conference and General Meeting of IAACA that was held in Beijing in 2006. Since then, more than 1000 individuals and 150 organisations have become members of the IAACA. Members meet annually within the framework of the annual conference and general meeting. In addition, IAACA provides all members with a platform for exchanging information, submitting reports, releasing anti-corruption news, events and conference activities, sharing anti-corruption laws and literatures etc. Contributions of domestic anti-corruption news, events and laws of member states are updated on the organisation's website. (<http://www.iaaca.org/web/caller/welcome.jsp>)

## **Networks and Initiatives in the Africa and Middle East**

### ***Pan-African Meeting of National Anti-Corruption Bodies***

Within the framework of the Africa Union Commission (AUC), a forum of national anti-corruption bodies across Africa has been established, providing regular opportunities for knowledge, experience sharing as well as advocacy for the ratification and implementation of the African Union Convention on Preventing and Combating Corruption and related Offences. The 2<sup>nd</sup> African meeting of national anti-corruption bodies took place in South Africa in February 2007. Within this framework, Anti-Corruption Authorities called for the development of a programme of action for the implementation of the AU convention which is currently being developed, with a focus on awareness raising for the ratification among state parties, setting up mechanisms for experience and knowledge exchange, strengthening partnerships with civil society at national and regional levels as well as harmonised monitoring and reporting on progress made. The 3<sup>rd</sup> Pan-African Meeting of National Anti-Corruption Bodies is due to take place in the first quarter of 2009 in Libya. (Please see:

<http://unpan1.un.org/intradoc/groups/public/documents/AMDIN/UNPAN032598.pdf>).

### ***Africa Tax Administration Forum (ATAF)***

In an International conference on taxation, tax building and capacity development in Africa held in Pretoria in August 2008, commitment was made to take forward the process of establishing an African Tax Administration Forum. A steering committee has been created for this purpose, composed of the Tax Commissioners of Botswana, Cameroon, Ghana, Rwanda, South Africa and Uganda that met in February 2009 and agreed on a roadmap for 2009 and beyond. Proposed ATAF activities include support to the reform of tax administrations, to the formulation of tax policies, capacity building, research and development, cultivating international relations and partnerships. The next meeting will take place in Morocco in April 2009.

### ***The Collaborative Africa Budget Reform Initiative (CABRI)***



CABRI is a professional network of senior budget officials in African ministries of finance and/or planning committed to strengthen budget practices in Africa. CABRI was officially launched in 2008 in Maputo and is meant to become a legal and independent membership based organisation. The governance structure of CABRI consists of a general assembly composed of all the member states of the initiative, a management committee comprised of the six founding members of CABRI, namely Ghana, Kenya, Mali, Rwanda, Senegal and South Africa and a secretariat. The objectives of the network are threefold: 1) Supporting senior budget officials in the management of public finance systems; 2) Advancing the development of member states by building capacity and promoting training and research in the field of public finance management; and 3) Developing and promoting common African positions on budget related issues of interest to Africa. (<http://www.cabri-sbo.org/>)

### **UNECA's Governance and Public Administration Division**

Established in August 2006, the objective of the Governance and Public Administration Division (GPAD) of the UN Economic Commission for Africa (ECA) is to improve governance and enhance capacity and capabilities in ECA's member states. It also provides support to the Africa Peer Review Mechanism. The GPAD is structured into 4 units: APRM support unit, civil society section, private sector and enterprise development section, public administration section. (<http://knowledge-sharing.uneca.org/uneca/about-ecaskm-initiative/divisions/governance-and-public-administration-division-gpad>)

Activities include providing technical advisory services, training and capacity building to the member states, conducting analytical studies, and organising sub-regional meetings, workshops and seminars to disseminate best practices. In terms of knowledge sharing, it provides a platform for e-learning and peer reviewing. It publishes a biannual publication called the African Governance Report which assesses and monitors progress towards good governance in Africa. As an outcome of an international conference held in Addis Ababa in October 2008, ECA is in the process of establishing an online web portal on corruption to share information and provide a knowledge base on anti-corruption in Africa. As part of this process, an e-discussion group on anti-corruption has been launched in February 2009.

### **Affiliated Network for Social Accountability - Africa (ANSA-Africa)**

ANSA-Africa is a network jointly created by the World Bank and the Human Science Research Council of South Africa in May 2008 to develop cross country collaboration on social accountability and demand side governance initiatives, provide technical assistance to countries and share country experience and lessons from social accountability. ANSA-Africa seeks to link African civil society organisations and community groups across the continent as implementation partners for social accountability initiatives and expand their knowledge base. The network intends to work in three major directions: 1) support to social accountability initiatives through technical and leveraged financial assistance; 2) promotion of capacity development through training and skills transfer; 3) research and dissemination. Technical support will focus on the design and use of social accountability techniques such as consultative report cards, participatory budgeting, participatory expenditure budget tracking, etc. ANSA-Africa is not a strict membership-based organisation, but targets three categories of stakeholders - citizens, national civil society organisations and cross country, regional or continental initiatives and networks. (<http://www.ansa-africa.net/>)

### **The African Capacity Building Foundation**

The African Capacity Building Foundation (ACBF) was established in 1991, with the mandate to build policy analysis and development management capacity in sub-Saharan Africa. After the Partnership for Capacity Building in Africa (PACT) was integrated into the foundation in 1999, this mandate was extended to build capacity in core public sector, in interface areas with the private sector and civil society, in training and research institutions and in regional organisations in Sub-Saharan Africa. Membership of the ACBF is open to all African countries as well as donor countries and organisations that contribute to the Foundation's trust fund. Current membership comprises the three sponsoring agencies (AfDB, UNDP and the World Bank), the IMF as well as 33 African and non African states. (<http://www.acbf-pact.org/>)

### **The Arab Anti-Corruption & Integrity Network (ACINET)**

ACINET was established by representatives from anti-corruption authorities from 17 Arab countries in a

conference on “Preventing Corruption and Strengthening Cooperation between Anti-Corruption Bodies in the Arab Region” held in Jordan in July 2008<sup>7</sup>. The aim of ACINET is to provide a permanent platform for exchanging knowledge, expertise and experience among members and coordinate anti-corruption regional frameworks, including with regard to the implementation of the UNCAC. The initiative is supported by the UNDP’s Programme of Governance in the Arab Region (POGAR). (<http://www.arabgov-initiative.org/publications/GfDII/corruption/AmmanConference08/constituting%20declaration-en.pdf>)

## Latin America Networks and Initiatives

### *The Guatemala Declaration for a Corruption Free Region*

During the inauguration of the 12<sup>th</sup> International Anti-corruption Conference in Guatemala, the presidents of Central America, Costa Rica, El Salvador, Honduras, Nicaragua, Panama, Belize, and Dominican Republic signed the “Guatemala Declaration for a Region Free of Corruption”, with the objective of harmonising laws and regional politics by 2010. 14 goals and benchmarks were outlined in the document as a means to achieve this vision, including measures related to access to information, transparency of electoral and political finance, public accountability, transparency of procurement, complaints mechanism and whistle blowing, awareness raising, etc. ([http://www.13iacc.org/IACC\\_Workshops/Workshop\\_1.2](http://www.13iacc.org/IACC_Workshops/Workshop_1.2))

An initial assessment of progress made two years after signing the declaration indicate slow and uneven achievements across countries and the 14 benchmarks. Most progress has been registered in adoption of freedom of information laws in 6 out of the 8 countries, in regulating procurement, strengthening Supreme Audit Institutions and adopting a National Anti-Corruption plan. Less progress has been made in monitoring compliance and implementation, electoral and political finance, witness protection and social fund transparency.

Regular sub regional meeting have taken place between governments and civil society to assess the

<sup>7</sup> Members include representatives from anti-corruption bodies from Yemen, occupied Palestinian territories, Iraq, Mauritania, Jordan, Lebanon, Sudan, Qatar, Morocco, Libya and Egypt.

state of the declaration. Obstacles to effective implementation include the lack of coordination among participating countries, and lack of ownership and political will as reflected in insufficient allocated resources. In spite of these obstacles, the importance of this Declaration was noted at the 13<sup>th</sup> IACC, as well as the need to continue monitoring implementation and improve the follow up mechanism, which currently consists of country reports by both governments and civil society.

## Asia-Pacific Networks and Initiatives

### *APEC Anti-Corruption and transparency Expert Task Force*

The Asia-Pacific Economic Cooperation (APEC) endorsed in 2004 a Transparency Course of Action and subsequently established an Anti-Corruption and Transparency Expert task Force (ACT) in 2005, made up of law enforcement officials from the APEC member economies<sup>8</sup>. ACT focuses on the implementation of UNCAC, information sharing, promotion of mutual legal assistance, capacity building in areas of corruption prevention and prosecution as well as cooperation on denial of safe haven for corrupt individuals and embezzled assets. ([http://www.apec.org/apec/apec\\_groups/som\\_special\\_task\\_groups/anti-corruption.html](http://www.apec.org/apec/apec_groups/som_special_task_groups/anti-corruption.html))

As part of APEC achievements in 2007, APEC leaders and Ministers endorsed a code of conduct for business, conduct principles for public officials, complementary principles for the public and private sectors and a statement on actions for fighting corruption through improved international legal cooperation. Future plans focus on supporting the implementation of the code of conduct for business, research on anti-corruption mechanisms and cooperation in the region and intensification and coordination of capacity building efforts.

<sup>8</sup> APEC has 21 member economies: Australia, Brunei Darussalam, Canada, Chile, China, Hong Kong, Indonesia, Japan, Republic of Korea, Malaysia, Mexico, New Zealand, Papua New Guinea, Peru, Philippines, Russia, Singapore, Chinese Taipei, Thailand, USA, Viet Nam

### **Asia Ombudsman Association**

The Asian Ombudsman Association (AOA) was established in 1996 as a non-governmental and professional forum for ombudsmen in Asia to promote the principles and practices of ombudsmanship in Asia. The AOA has currently 23 members from 15 countries and is governed by a board of nine directors. Activities carried out by the AOA include support for training, education and research to enhance professional standards in the region as well as providing platforms for exchange of information through periodic conferences, information dissemination, etc.

According to an ADB document, the impact of the AOA seems to have been limited due to funding constraints and limited outreach. AOA conferences and board meetings have a limited target audience since their participants are generally heads of the member institutions. The association does not conduct capacity building activities at the lower levels of ombudsman institutions, particularly among staff responsible for investigation and processing of complaints. As a result, the AOA to date appears to have had little impact in terms of improving the grievance redress mechanisms of its members and service delivery through peer-to-peer learning. To address these issues, the AOA is in the process of establishing a resource centre to support capacity development in the region through knowledge management and dissemination, with support of the ADB. (<http://www.aoa.org.pk>)

### **Association of South East Asian Nations (ASEAN) Anti-Corruption Agencies**

In 2004, anti-corruption agencies from Brunei, Indonesia, Malaysia and Singapore signed a Memorandum of Understanding aimed at enhancing mutual sharing and capacity building and strengthening the resolve to fight corruption in the region. In September 2007, four more agencies – from Cambodia (the Anti Corruption Unit), the Philippines (The Ombudsmen Office), Thailand (National Counter Corruption Commission) and Vietnam (Government Inspectorate) - joined the initiative and pledged their commitment to prevent and combat corruption, bringing the total number of ASEAN member agencies to eight. (<http://app.cpib.gov.sg/newcpib/user/default.aspx?pgID=985>)

### **Europe and Central Asia**

#### **World bank's PEMPAL Programme**

The goal of the World Bank supported PEMPAL programme is to develop active and sustainable networks of practitioners in public finance in the Europe and Central Asia region so that they can benchmark their own performance against others, share experiences of implementation of reforms and improve practices in their own countries. To achieve these objectives, the PEMPAL supports activities such as workshops, exchange visits, internships, video conferences, expert advices, web-based exchange of documents and joint pilot activities that bring practitioners together to foster communication and peer learning. Separate networks of communities of practice have been established in the field of budget, treasury, internal and external audit. The programme has also developed tools for peer learning and communication through an interactive website that provides access to source materials in public expenditure management.

A Steering Committee has been established with representatives of the PEMPAL countries and of the development partners to maintain oversight of the programme and outline directions. Current members include DFID, GTZ, InWent, OECD, US Treasury OTA, SECO and ECSPE. Participating countries are represented by Moldova, Croatia and Montenegro.

PEMPAL has been evaluated as an effective method of learning and capacity building in a participants' survey. An independent evaluation of the programme has been commissioned to provide information on the programme initial accomplishments since its launch in 2006. (<http://siteresources.worldbank.org/INTDGF/DGFPrograms/21869871/PEMPAL.pdf>)

#### **Examples of Civil Society Networks**

Civil society organisations are key partners in the fight against corruption. Anti-corruption SSC within the framework of civil society activism has often taken place informally in the form of ad-hoc exchange of experts and advice on topical issues. Like at the intergovernmental level, networking also tends to be based on regional groupings. A few global networks of CSOs provide promising frameworks for mutual learning and exchange of experience.

### ***Coalition of Civil Society Friends of the UNCAC***

The Coalition of Civil Society Friends of the UNCAC was established in early 2006 and is committed to promoting the ratification, implementation and monitoring of the landmark UN Convention against Corruption (UNCAC). Over 50 international and national CSOs have already joined the Coalition from all over the world. They include Transparency International (TI), UNICORN, Oxfam, Article 19, Global Witness, International Council on Human Rights Policy, Institute for Security Studies in South Africa and others.

The coalition is structured as a platform for knowledge and experience sharing and works through sub-regional groups. It provides an online discussion forum where members exchange information, request and provide technical advice, as well as news on the latest development in the anti-corruption arena. The coalition also provides support to anti-corruption activists under attack. (<http://www.uncaccoalition.org/community/>)

### ***CIVICUS***

CIVICUS (World Alliance for Citizen Participation) is an international alliance of members and partners dedicated to strengthening citizen action and civil society at the local, national, regional and international levels. It spans the full spectrum of civil society including civil society networks and organisations, trade unions, faith-based networks, professional associations, NGO capacity development organisations, philanthropic foundations and other funding bodies, businesses, and social responsibility programmes.

CIVICUS provides a focal point for knowledge-sharing, common interest representation, global institution-building and engagement among these various sectors. It acts as an advocate for citizen participation as an essential component of governance and democracy worldwide. (<http://www.civicus.org/>)

### ***Transparency International***

As a global civil society organisation established in 1993 to fight against corruption, Transparency International is a powerful worldwide coalition that includes more than 90 locally established national chapters across the world. This global coalition provides many opportunities for regional and global networking, experience sharing and cross regional cooperation among countries sharing similar challenges

both in the developed and developing worlds. (<http://www.transparency.org/>).

TILAC for example - TI's network of national chapters in Latin America and the Caribbean - has been established to provide mutual support and develop common strategies for addressing the issue of corruption. Today, the TILAC network is comprised of 15 national chapters and contacts in Latin America and the Caribbean and maintains constructive partnerships with a number of organisations in the region. Similar networks have been established in other regions such as the Transparency International Asia Pacific (TIAP). Cooperation across chapters is also promoted through specific projects such as the Education Watch project, whose aim is to improve transparency and accountability in the use of primary education resources in seven African countries: Morocco, Senegal, Niger, Madagascar, Sierra Leone, Ghana and Uganda.

Cross regional cooperation also takes place within the framework of the TI's global priorities, including in the areas of political finance, public contracting, private sector, poverty, education, etc. For example, in the field of political finance, the TILAC initiated CRINIS project to promote transparency in political financing is being replicated in the Asia Pacific region ([http://www.transparency.org/regional\\_pages/americas/crinis](http://www.transparency.org/regional_pages/americas/crinis)).

### ***InSouth – Intellectual Network for the South***

InSouth is a new network launched in October 2008 with the view to bringing together Southern intellectuals amongst policymakers, research and academia, the media, the private sector and civil society. The network is currently hosted by South Centre, a Geneva-based intergovernmental policy think-tank of over 50 developing countries, working, among others, on issues related to trade, finance, internet governance, climate change and global governance (<http://www.insouth.org>)

INSouth aims to serve as a reference point for the South for:

- Analysis of existing development paradigms, imbalances in the current global system, and the limits they pose to the development and policy space of the South.
- Alternative solutions that address the development needs and priorities of the South.
- Promoting new forms of South-South and South-North cooperation.

### Part 3: Examples of Bilateral Cooperation between Southern Countries

South-South cooperation to fight corruption can also occur on a bilateral basis, outside of regional mechanisms. There are examples where some countries and institutions that have developed a special expertise and/or best practices in areas relevant to anti-corruption work provide support to other countries facing similar challenges. The following examples are therefore only indicative.

#### Mexico's Federal Institute for Access to Information (IFAI) model

Mexico's experience with access to information is considered a best practice and its IFAI a model institution for other countries. In 2002, the Mexican Congress unanimously approved the Transparency Law, which is considered Mexico's Freedom of Information Act. The law makes provision for compulsory information publication on the Internet, providing easy, free and quick access to public information. The electronic system (SISI) through which the requests for information are made has been an exemplary achievement in the area of access to information: in the first 4 years of the Transparency Act, 95% out of 218,352 requests have been made through the Internet. The law is enforced by an independent administrative authority, the IFAI, making Mexico one of the only countries in Latin America that has a public information institute. It is also the only institute in the region who has the mandate of resolving transparency controversies between public agencies and citizens, acting as an Administrative Disputes' Court on transparency matters.

IFAI collaborates with International organisations promoting access to information to disseminate Mexico's achievements in this area. It has also organised and hosted a number of international workshops and conference on access to information such as the one organised in April 2008 for Honduran officials responsible for access to information. (<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/LACEXT/HONDURASEXTN/0,,contentMDK:21870440~pagePK:141137~piPK:141127~theSitePK:295071,00.html>). IFAI has also signed an agreement with Peru to help the Peruvian Government implement its access to information law, and also cooperates with other countries such as Ecuador, Honduras, Bolivia and

Nicaragua.

([http://www.freedominfo.org/documents/mex\\_report\\_fiai\\_06\\_english.pdf](http://www.freedominfo.org/documents/mex_report_fiai_06_english.pdf))

#### Bilateral Cooperation between Anti-Corruption Agencies

SSC also takes place as bilateral cooperation between anti-corruption bodies. In Asia for example, a number of anti-corruption agencies provide training and capacity building services targeting anti-corruption officials in the region. The Hong Kong Independent Commission Against Corruption (ICAC) for example runs training for its own staff and other regional anti-corruption officials, as do the Singapore Corruption Prevention Bureau and the Malaysian Anti-Corruption Commission.

#### South Africa's Support to DRC in Developing an Anti-Corruption Framework

Another example of bilateral South-South cooperation in the field of anti-corruption is the South Africa - DRC Binational Commission (BNC). The BNC was established in August 2004 with the view to consolidating strategic bilateral political and economic relations between South Africa and the Democratic Republic of Congo (DRC). The Memorandum of Understanding between the two countries specifically mentions anti-corruption as one area of cooperation. As part of the support provided to stabilise and reconstruct the DRC, the South African Public Service and Administration Department is currently assisting the DRC's efforts to establish a comprehensive anti-corruption framework.

[http://www.search.gov.za/info/previewDocument.jsp?dk=%2Fdata%2Fstatic%2Finfo%2Fspeeches%2F2005%2F05042612151001.htm%40Gov&q=\(\(mbeki\)%3CIN%3ETitle+\)%3CAND%3E\(category%3Ccontains%3Es\)&=T+Mbeki+to+co-host+2nd+session+of+SA%3FDRC+Binational+Commission%2C+29+Apr](http://www.search.gov.za/info/previewDocument.jsp?dk=%2Fdata%2Fstatic%2Finfo%2Fspeeches%2F2005%2F05042612151001.htm%40Gov&q=((mbeki)%3CIN%3ETitle+)%3CAND%3E(category%3Ccontains%3Es)&=T+Mbeki+to+co-host+2nd+session+of+SA%3FDRC+Binational+Commission%2C+29+Apr)

### Part 4: Further Reading

#### The African Peer Review Mechanism: Lessons from the Pioneers (2008)

This report is the result of a five-year research and training programme. It combines in-depth analysis of the APRM rules with an insightful evaluation of the political and social dynamics. Drawing on extensive interviews across the continent, it offers

recommendations to strengthen the process and deepen public participation.

[http://www.saiia.org.za/index.php?option=com\\_content&view=article&id=802:the-african-peer-review-mechanism-lessons-from-the-pioneers&catid=3:books&Itemid=137](http://www.saiia.org.za/index.php?option=com_content&view=article&id=802:the-african-peer-review-mechanism-lessons-from-the-pioneers&catid=3:books&Itemid=137)

#### **Current and Emerging Trends in South-South Cooperation (2005)**

This report prepared by the Special Unit for SSC in UNDP take stocks of the latest trends in SSC and identifies emerging challenges and opportunities in this field. <http://www.g77.org/ifcc11/docs/doc-10-ifcc11.pdf>

#### **Forging a Global South (2004)**

This booklet developed within the framework of the UN day for South-South Cooperation presents the concept of SSC, marks progress made in recent years and highlights challenges ahead.

<http://tcdc.undp.org/PDF/Forging%20a%20Global%20South.pdf>

#### **South-South Policy Transfers: the Case of the Vanuatu Ombudsman's Office (2003)**

This paper explores the potential of South-South policy transfers through the case study of the creation of the Vanuatu Ombudsman's Office.

[http://www.vanuatu.usp.ac.fj/sol\\_adobe\\_documents/usp%20only/vanuatu/barcham.pdf](http://www.vanuatu.usp.ac.fj/sol_adobe_documents/usp%20only/vanuatu/barcham.pdf)