

WHY ADVOCATE ON GOVERNANCE AND CORRUPTION?



'Corruption is a key element in economic under-performance and a major obstacle to poverty alleviation and development.'

KOFI ANNAN, FORMER SECRETARY-GENERAL OF THE UNITED NATIONS

'Let justice roll on like a river, righteousness like a never-failing stream.'

AMOS 5:24

tearfund

Why advocate on governance and corruption?

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Tearfund is a Christian relief and development agency building a global network of local churches to help eradicate poverty.

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Further resources on governance and corruption are available at:

<http://tilz.tearfund.org/Research/Governance+and+Corruption>

Why advocate on governance and corruption?

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Glossary

Bribery	The offering, giving or promising of a financial or other advantage to encourage the recipient to perform their functions or activities improperly or to reward that person for having already done so.
Budget tracking	A process of analysing a government's planned budget and monitoring its implementation to ensure that the resources are used in the way they were planned, as well as trying to influence future resource allocation.
Civil society	A wide range of organisations outside the state, including community groups, non-governmental organisations, labour unions, indigenous groups, faith-based organisations, professional associations and foundations.
Corruption	The abuse of power for private gain at the expense of others or of society as a whole.
EITI	Extractive Industries Transparency Initiative. Brings extractive companies, governments and civil society together to publish details of revenue payments by companies and receipts by governments.
Executive	Government body that enacts and enforces laws, implements public policy and runs day-to-day government affairs.
Extractive industry	Oil, gas or mining companies.
GDP	Gross Domestic Product. Market value of all final goods and services produced in a country.
Governance	Process by which decisions are made and implemented.
Judiciary	Government body that interprets laws and administers justice, usually through a justice system that involves the courts.
Legislature	Government body that passes laws, represents people and oversees the executive.
MDGs	Millennium Development Goals. Eight international development targets that all United Nations member states have agreed to achieve by the year 2015.
Public policy	A government's policies determine the course of action it will take to achieve certain goals. Often called public policies.
UNCAC	United Nations Convention Against Corruption. The most comprehensive international agreement on corruption to date.
Whistle-blower	A person who exposes wrongdoing within an organisation in the hope of stopping it.

Introduction

Poor governance and corruption affect us all. They can undermine development and often hurt the poorest communities most.

There is often a belief that nothing can be done to change this situation, that the problem is too big and the perpetrators are simply too powerful. While these issues undoubtedly pose major challenges, the church, ordinary citizens and civil society organisations can make a difference! In fact, God has always called his people to side with the most vulnerable groups in society and to seek justice (Isaiah 1:17).

This booklet highlights practical actions that can be taken to combat corruption and rise to the challenge of placing God's justice at the heart of our societies. It includes stories from around the world of different groups challenging corruption and promoting good governance. It also points organisations towards tools and resources that will equip them to become more involved in this important global struggle.

SECTION 1 outlines what we mean by poor governance and corruption and why it concerns us all, focusing particularly on its impact on the poorest communities. It also considers our biblical mandate to tackle injustice.

SECTION 2 outlines ways in which we can get involved in promoting good governance and combating corruption, such as monitoring government policies, combating bribery or seeking transparency in payments companies make to governments.

SECTION 3 suggests further resources, organisations and networks.

This is only an introductory guide and further resources will be available through Tearfund's website:
<http://tilz.tearfund.org/Research/Governance+and+Corruption>



SECTION 1 Why advocate on governance and corruption?

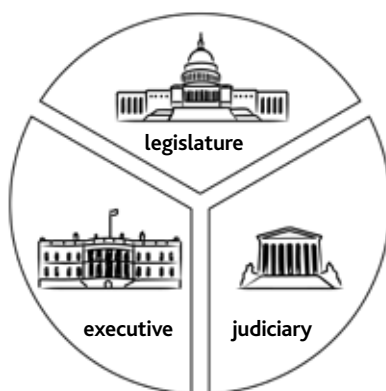
1.1 What do we understand by governance and corruption?

Governance

Governance is a broad concept that has to do with the way decisions are made and implemented and with how citizens and other organisations are involved in that process.

Most governments can be understood as being made up of three different powers or institutions:

- The **legislature** (parliament) passes laws, represents people and oversees the executive.
- The **executive** enacts and enforces laws, implements public policy and runs the day-to-day affairs. It includes the governing political party or parties, as well as the civil service.
- The **judiciary** interprets laws and administers justice, usually through a justice system that involves the courts.



Clearly, governance is a concern for all citizens as the laws, public policies and programmes affect all aspects of life. This could include issues as diverse as the proportion of the national budget that is spent on healthcare, education and social services; the extent to which forests are protected or opened up for development; and the protection of the rights of minority ethnic and religious groups.

What would good governance look like?

Tearfund believes that for governance to contribute to the well-being of all people (also referred to as governance for human flourishing), it must be based on the three core principles of participation, service and social justice.

- **Participation:** everyone should participate in decisions that affect their lives. Mechanisms of accountability and transparency are necessary for this.

- **Service:** government should be for the good of the people, not those in power. It should be responsive to people's needs.
- **Social justice:** policies should be geared towards the inclusion of the most vulnerable sectors of society. This includes ensuring justice for all people.

Corruption

Corruption can be understood as 'the abuse of entrusted power for private gain at the expense of others or of the society as a whole'.¹

It takes place in the North as well as the South and manifests itself in many forms, including bribery, money-laundering, diversion of aid money, nepotism and secretive contracts. It can involve government officials, politicians, the private sector, foreign officials and banks, NGOs, churches and individuals.

Grand corruption takes place at the highest level of political authority. It is often about maintaining power. It may involve embezzlement of public funds, obstructing criminal investigations or writing laws or policies to favour specific interest groups, eg favourable tax systems for companies in return for payment or the promise of political support.

Bureaucratic (or petty) corruption takes place at the implementation end of politics. This often involves public servants demanding illegal payments, eg to issue licences or permits, enrol children in schools, gain access to medical treatment or avoid being fined by traffic police.

Quiet corruption is when public servants fail to deliver services due to absenteeism, poor performance, or simply not fulfilling their role, eg not enforcing environmental standards to prevent pollution by factories.

These manifestations of corruption are cloaked in secrecy – and may need to be tackled with several different approaches.

FURTHER INFORMATION

- Gordon G (2010) *Governance for human flourishing*, Theos http://campaigndirector.moodia.com/Client/Theos/Files/04_Gordon_Governance.pdf

¹ Tearfund (2010) *Corruption and its discontents: assessing the impact of corruption on people living in poverty*



1.2 Impacts of poor governance and corruption

Poor governance and corruption can have devastating impacts.

Undermining long-term development goals

Poor governance can undermine development efforts, posing a major hurdle to achieving the Millennium Development Goals. For example, diversion of funds that should have been used for building health centres undermines efforts to reduce child mortality (MDG, Goal 4) as children have fewer opportunities to be weighed, vaccinated and monitored.

'Corruption affects the development in our community because the resources that come from the government are not used for the intended purpose. So roads that are supposed to be built do not get completed, because the government officials take the money and do not do the work.'

FEMALE COMMUNITY REPRESENTATIVE, MEAN CHAY DISTRICT, PHNOM PENH, CAMBODIA

The poorest and most marginalised people suffer the worst impacts.

Tearfund's research² has shown that corruption:

- reduces access to and quality of essential public services such as education and healthcare
- affects distribution of resources and fuels inequality
- undermines trust and social cohesion as people are excluded from participating in political processes
- undermines aid effectiveness as money is siphoned off
- harms economic growth
- reduces access to justice, especially for poorer people.

In Africa alone, the cost of corruption has been estimated at US\$ 148 billion a year, representing 25 per cent of the continent's GDP. This is roughly equivalent to \$5,000 being lost every second.³

2 Tearfund (2010) *Corruption and its discontents: assessing the impact of corruption on people living in poverty*. All quotes in this section taken from the same source

3 Smith, Pieth and Jorge (2007) *The recovery of stolen assets: a fundamental principle of the UN Convention Against Corruption*, Briefing paper, U4 Anti-Corruption Resource Centre

Impacts on local communities

It is at the community level where the impacts of poor governance and corruption are felt most acutely. To the poorest in society, corruption manifests itself in many ways: patients paying clinic staff to get rapid attention, depriving of treatment others who arrived first; police seeking payment to release a vehicle that is wrongly impounded; or children not having desks as money is siphoned off by officials.

'The health centres are really bad here. I don't trust them at all. You are always in line to see a doctor. There may be appointments for only 20 patients per day, so it is essential to bring a gift or something if you want to be sure you will be seen.'

FEMALE COMMUNITY REPRESENTATIVE, SAN JUAN DE LURIGANCHO, LIMA, PERU



'Policemen work double, meaning for the victim and for the complainant. They ask you for fuel, or for "talk-time". It is common practice, if two people are involved in a case, that the one who has more money will be innocent.'

MALE COMMUNITY REPRESENTATIVE, CHIFUBU, NDOLA, ZAMBIA

Why treat governance and corruption together?

Corruption is both a cause and a consequence of poor governance. It is a cause as it prevents the government from fulfilling its role in areas such as service delivery and access to justice. It is a consequence because ineffective government institutions, laws and policies (including low civil service pay) can feed corruption and contribute to a culture of impunity.

FURTHER INFORMATION

- Tearfund (2010) *Corruption and its discontents: assessing the impact of corruption on people living in poverty*
<http://tilz.tearfund.org/CorruptionDiscontents>

1.3 What does the Bible say?

Justice and truth

God's desire for justice and his concern for the most vulnerable in society are clearly reflected throughout the Bible.

Justice Just before his people are liberated from Egypt, God says that the 'cry of the oppressed' has reached his ears (Exodus 3:7-8). Jesus identifies with the poor in his mission statement (Luke 4:16-21). His desire for justice means that he 'detests dishonest scales' (Proverbs 11:1).

Truth God desires truth in all our relationships. The Psalms speak of desiring 'truth in the inmost being' (Psalms 51:6) whereas the prophets condemn societies where 'truth is nowhere to be found' (Isaiah 59:15).

The prophet Micah condemns abuse of the courts to defraud people of their livelihoods (Micah 2:2), the abuse of public office through bribery (3:11), wealth acquired through dishonest business practices (6:10-11) and conspiracy by those in power for their own benefit (7:3).

The role of the state

Although there is no blueprint for good governance in the Bible, Romans 13:1-7 gives us a glimpse of the role of the state that is clearly linked to God's desire for justice. This includes:

- **To serve the people.** Authorities are God's servants. This role of servant leadership was modelled by Jesus (Philippians 2:5-11).
- **For the good of the people.** Laws and policies should be geared towards the well-being of society, not a range of personal or vested interests.
- **To exercise justice** for all people in a fair and transparent way. Governments are called to protect and defend the rights of the most vulnerable people in society (Psalm 82:3-4).
- **To collect and steward taxes** in a wise way to provide the necessary services. This requires well-functioning institutions, systems and structures.



The role of the church: salt and light

As God's people, we are called to be salt and light (Matthew 5:13-16), which means both modelling a society based on God's kingdom values and calling prophetically for change.

Modelling an alternative will involve living out God's values both in public and private. It requires consistency between what is said and what is done, and will include speaking truthfully in public and private, displaying honesty and transparency in all actions, not taking or paying any bribe, paying all relevant taxes etc.

Being a prophetic voice in society involves holding governments to account for their God-ordained mandate. A prophetic voice, in line with the Old Testament prophets, is one that speaks out against injustice and exposes what is wrong, as well as offering hope for the future by suggesting alternative solutions.

'The church must be reminded that it is not the master or the servant of the state, but rather the conscience of the state... It must be the guide and the critic of the state, and never its tool. If the church does not recapture its prophetic zeal, it will become an irrelevant social club without moral or spiritual authority.'

MARTIN LUTHER KING (1963) *STRENGTH TO LOVE*



Richard Hanson / Tearfund

FURTHER INFORMATION

- Tearfund (2002) *The mission of the church and the role of advocacy*
<http://tilz.tearfund.org/missionandadvocacy>

1.4 What is advocacy?

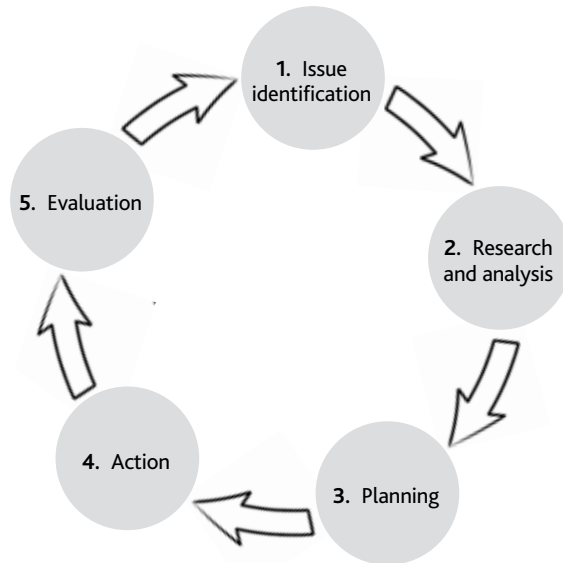
'Advocacy is influencing the decisions, policies and practices of the powerful, in order to address underlying causes of poverty, bring justice and support good development.'⁴

What does advocacy involve?

Advocacy involves identifying a problem and asking 'why' until the root causes of the problem have been identified. Once this has happened, effective advocacy often requires research in order to understand the context, causes and effects of the issue you are trying to address, as well as identifying those who have the power to change the situation.

It may then involve careful planning of many different activities, such as lobbying, mobilising the public, media work and prayer. It is usually most effective when done in collaboration with others.

The
advocacy
cycle



Decisions about the kind of advocacy activities we choose to do will always be guided by what is appropriate in the local culture and the type of change that is needed. It does not need to be left to professionals or experts, although often some technical expertise may be needed.

⁴ As defined by Tearfund.

- **Relationship building (sometimes called lobbying)** Lobbying can be understood as ‘direct contact with decision-makers’. It is about dialogue and ongoing conversation. In different contexts, these decision-makers may include national or local government officials, business leaders, Members of Parliament, international organisations, and village elders or chiefs.

There are a number of different activities that can be part of lobbying, including sending a position paper, making a phone-call, or arranging a visit or public meeting.

- **Mobilising the public (sometimes called campaigning)** This involves large numbers of people participating in simple mass actions to increase pressure on decision-makers to bring about the changes we are seeking. It can involve dozens of possible activities such as letter-writing, petitions and internet campaigns, street marches and demonstrations, and mass lobbying of parliament.

Awareness-raising is not in itself advocacy but is a step towards mobilising people to take action.

- **Working with the media** The media includes radio, television, newspapers, magazines and electronic media, such as email, blogs and social network sites. It is a powerful force that can build awareness, shape public opinion and influence policy decisions. Working with the media is a useful way to get the message out about a particular situation and the possible solutions.
- **Working with others** Advocacy is generally more effective when undertaken with others in coalitions, networks and alliances. This shows the decision-makers there is greater concern, can coordinate efforts and resources and can reduce any potential risks.
- **Prayer** Prayer is crucial when challenging the systems and structures that keep poor communities poor. Prayer is one of the things that makes Christian advocacy work distinctive. Prayer should support every type of action and should be the basis for all our work.



Caroline Irby / Tearfund

FURTHER INFORMATION

- Tearfund (2002) *ROOTS 1 and 2: Advocacy toolkit*
<http://tilz.tearfund.org/Publications/ROOTS/Advocacy+toolkit.htm>

1.5 Fears and challenges

People may experience many different fears in doing advocacy work, particularly on issues of corruption. This is understandable, especially in countries where law enforcement is weak, where civil society space is shrinking and where government shows limited respect for human rights. It is important to be aware of the risks involved and to take necessary precautions.

Challenges and fears may include:

- threats to the organisation
- risks to people involved
- fear of acting alone.



There are solutions to help overcome some of these challenges and fears:

- **Work with other organisations, locally, nationally and internationally.** This helps provide support and is particularly useful for smaller organisations. International organisations can also help to put external pressure on the government.
- **Build good relationships with decision-makers.** Respect those in power and give them clear explanations about what is being done. Also, cultivate relationships with a wide range of people and organisations.
- **Be aware of your rights and who to contact if you face any harassment.** Make links with organisations that can provide legal advice and support.
- **Ensure that the community is engaged in the advocacy work.** This promotes wider support and engagement on the issue and therefore greater protection.
- **Work with the media.** This will make your advocacy work more visible and enable the media to work with you and to play their role in public scrutiny of corruption.
- **Develop an organisational risk strategy.** This will help you to identify the potential risks and develop specific strategies, systems and safeguards.

SECTION 2 **How to advocate on governance and corruption**

2.1 **Monitoring government policies, programmes and budgets**

A government's **policies** determine the course of action it will take to achieve certain goals such as universal primary education, reduction of maternal mortality, provision of clean water or supporting small-scale farmers to gain access to market. Policies can be set at national and/or local level.

To implement these policies, a government needs specific **programmes of action** or **projects** with determined **budgets**.

Although the contexts vary, there are usually annual processes to determine and review government policies, programmes and budgets at all levels. Some governments have specific provisions for civil society participation, but sometimes participation and access to information are less easy.

These processes have many terms such as:

- **monitoring government policies**
- **budget tracking**
- **participatory planning**

but the key aim is to influence the government's policies and actions, and to monitor their implementation.



Samuel Hauerstein Swain

CASE STUDY

Community participation in district development plans in Nepal

Nepal's Local Self Governance Act (1999) gives communities the right to develop proposals for inclusion in local and district plans and budgets – a right of which many communities are unaware. Tearfund partner UMN initiated a pilot project to raise awareness about the Act and to facilitate community input into the planning process.

Of the 12 local proposals put forward in one area, eight received direct funding. The communities benefited from projects including irrigation improvements, drinking water protection and a new classroom in a crowded, under-resourced local school.

One community activist, Tej Bahadur Dumrel, said: 'In past years, some political leaders used to prepare a plan which wasn't effective to address the real needs at the grassroots. We didn't know even where the budget comes from and who it was for. Most of the budget used to be under the control of political leaders only. But now it is different.'

ELECTRONIC AND SMS MONITORING

The internet is increasingly being used as a tool for monitoring government service provision.

- In the Philippines, *Check My School* enables pupils, parents and teachers to monitor their school's performance and the comments are independently checked and raised with the government: www.checkmyschool.org
- In Kenya, a new site, *Huduma* (Swahili for 'service'), has produced an interactive map of government institutions and enables you to feed back directly to these institutions on the implementation of services: www.huduma.info

Right to information

Public bodies produce and collect vast amounts of information as part of the daily functioning of government. Information may include national statistics, government and district spending, parliamentary records, budgetary information, and records about public services such as schools, hospitals etc.

This information can be of great value in holding governments to account and in enabling citizens to participate effectively in decision-making.

Many countries have laws establishing the rights of, and procedures for, the public to request and receive government-



held information. Organisations can use this legislation to gain useful information. You can also call on your government to be transparent and publish data in an accessible manner.

CASE STUDY

Kenya's Open Data initiative is an online portal whereby key government data is made freely available to the public. This includes the latest census, national and regional expenditure statistics and information on key public services.
<http://opendata.go.ke>



Why should civil society get involved?

Civil society involvement in these processes can bring many benefits. It can:

- shape development policies and programmes according to local needs and experiences
- influence expenditure of government money
- strengthen democratic decision-making and build trust and dialogue between citizens and government
- combat corruption and hold decision-makers accountable for implementing agreed plans and budgets
- build up civil society expertise.

CASE STUDY

The church of Burkina Faso partners in development

Burkina Faso suffered years of inaction by policy-makers on the issue of water and sanitation but this changed thanks to advocacy by churches supported by Tearfund partner ACCEDES. Their efforts led to hygiene and sanitation being included as a specific local authority budget line for the first time in January 2008. Now, some churches are regular stakeholders in regional decision-making. The government is increasingly recognising the valuable role the church can play and officials describe it as a 'willing partner' in their country's development.

How to get involved

There are many different ways to influence government policies and budgets.

For those organisations and churches that are newer to this kind of work, the best advice is to start from where your organisation has experience, whether that is



advocacy at the national or local level, on a particular issue or with a particular group.

Actions could include:

- participating in writing and monitoring the district development plan
- meeting with local elected officials to hold them to account for their use of development budgets
- asking schools and other institutions to post their budgets in a public place
- working with the media so that they play a greater role in monitoring government spending
- advocating for effective legislation regarding people's right to information
- looking at policy formulation and implementation for one sector, eg health or education. This can be done at local, regional or national level.

CASE STUDY

Monitoring education spending in Zambia

In Ndola district, Zambia, it became clear that designated government funds were not reaching community schools. Micah Challenge Zambia accompanied church leaders to meet with district education officials to hand over documented proof of this and to ask for an investigation.

Church leaders decided to raise awareness of the situation through local radio programmes, by collecting signatures on a petition and meeting with the local MP and a representative of the Ministry of Education. As a result, the education minister presented a Bill to review the Education Act.

Micah Challenge Zambia is following up this legislation and continues to work with church leaders to monitor resources received by schools in Ndola.

FURTHER INFORMATION

- CAFOD, Christian Aid, Trocaire (2005) *Monitoring government policies: a toolkit for civil society organisations in Africa*: <http://cdg.lathyrus.co.uk/docs/MonitorGovPol.pdf>
- For information on the budget cycle, budget analysis and advocacy, see the International Budget Network: <http://internationalbudget.org>
- PRIA Global Initiative on Citizenship and Democracy: www.pria.org/about-pria/our-divisions/pgp
- Right2info.org has information on right-to-information legislation, case law and procedures: www.right2info.org

2.2 Combating bribery

What is bribery?

Bribery is the offering, giving or promising of a financial or other advantage to encourage the recipient to perform their functions or activities improperly or to reward that person for having already done so. It can be initiated by the person offering the bribe or the one seeking the bribe.⁵

Bribes are used to gain undue advantage in many situations, such as securing or keeping a contract wrongfully; turning a blind eye to an illegal act; obtaining a certificate or passport by subverting the proper process; or accessing a service quicker than others.

It is a common and often very visible form of corruption. According to the World Bank,⁶ it is estimated that US\$ 1 trillion is paid in bribes every year, with devastating effects on development as it:

- undermines just and stable governance
- undermines the rule of law, as people can 'buy' justice
- leads to poorer-quality public services
- leads to unequal access to public services, as those who can afford to do so can 'bribe' others to access services sooner.



Jay Butcher / Tearfund

International commitments to combat bribery

At an international level, many countries have committed to combat bribery through signing the United Nations Convention Against Corruption (see pages 27–28) and the OECD (Organisation for Economic Cooperation and Development) Anti-Bribery Convention.

This means they have agreed to take active steps to implement legislation or other measures to criminalise bribery. One challenge is to make governments follow through with these commitments.

⁵ Definition derived from OECD Guidelines and UK Bribery Act

⁶ World Bank (2004) *The costs of corruption*

How to get involved

- **Make a commitment not to participate in bribery** – as an individual, organisation or church. See Unashamedly Ethical for ideas: www.unashamedlyethical.com
- **Advocate for strong national anti-bribery legislation and enforcement.** While many countries have agreed to take steps against bribery, implementation is still weak. It is therefore important to work with the government to ensure that they enact and enforce legislation effectively.
- **Raise awareness of ways to report bribery.** There is a growing number of initiatives to help people report instances of bribery. Raise awareness of such initiatives for your community.
- **Initiate other ways to report bribery.** If your community does not have a mechanism for individuals to report bribery anonymously, consider ways to make this possible. This could involve telephone hotlines, a text messaging/SMS service or internet portal. Reports of bribery could then be relayed to the relevant anti-corruption authority or government department and used to demonstrate areas most prone to bribery and needing urgent action. For technical ideas, see Tactical Tech: www.tacticaltech.org



CASE STUDY

Reporting bribes in India

I paid a bribe (www.ipaidabribe.com) gives people in India the chance to report their experiences of bribery. Since its start, thousands of bribe experiences have been reported.

Early on, a series of postings about bribes given to transport officials prompted the Transport Commissioner of Karnataka to use the website to identify the procedures most prone to corruption. As a result, 20 senior officers were cautioned and new technologies were introduced to minimise bribe-taking.

The site is having a further social benefit: citizens have reportedly avoided paying a bribe simply by mentioning the website to officials seeking a bribe.

2.3 Working with parliamentarians

What is the role of parliaments?

Parliament (the legislature) is the institution through which the government is held accountable to its citizens. Parliamentarians (members of parliament, congressmen and women, senators) have a three-pronged responsibility: to represent citizens, to oversee the executive and to pass legislation. Consequently, for governance to be improved and corruption tackled, all these elements need to be working effectively.

Tearfund's research⁷ has shown that many parliamentarians are not using their powers to combat corruption. This results in the executive not being held accountable, parliamentarians failing to drive forward anti-corruption legislation, and citizens' concerns not being addressed.

A number of factors may explain parliamentarians' lack of engagement, including:

- a lack of awareness and knowledge of how to tackle corruption
- risks associated with challenging corruption. It may be portrayed as a party-political decision (often seen as opposing the executive), so some parliamentarians are unwilling to get involved.

How to get involved

Organisations can work to strengthen parliaments and encourage their elected representatives to play their role in tackling corruption. This could involve:

- **Urging parliamentarians to play an active role in tackling corruption.** This could involve active participation in financial oversight at a national level, initiating anti-corruption legislation, monitoring the government's implementation of UNCAC commitments or engaging their constituency in anti-corruption work, eg through devising a constituency anti-corruption action plan.



Ralph Hodgson / Tearfund

⁷ Tearfund (2011) *Better together: evidence of the crucial role that citizens play in fighting corruption*

- **Encouraging parliamentarians to join the Global Organization of Parliamentarians Against Corruption (GOPAC).** This is an international organisation that engages, informs and supports parliamentarians in efforts to combat corruption. Involvement in GOPAC provides parliamentarians with important knowledge, practical solutions and a useful non-party-political platform from which to challenge corruption. It encourages the formation of national and regional chapters.



- **Facilitating dialogue between communities and elected representatives.** This would enable communities to hold parliamentarians accountable for their actions and help address the often fragmented relationship between state and citizen.

CASE STUDY

Strengthening parliamentary oversight in the UK

Tearfund worked with UK parliamentarians to initiate an All-Party Parliamentary Group (APPG) on Anti-Corruption, which acts as the UK link to GOPAC. This group of parliamentarians are committed to play their part in tackling corruption by raising awareness of the issue and holding the executive to account for its anti-corruption efforts.

FURTHER INFORMATION

- Tearfund (2011) *Better together: evidence of the crucial role that citizens play in fighting corruption.*
<http://tilz.tearfund.org/BetterTogether>
- Global Organization of Parliamentarians Against Corruption (GOPAC): www.gopacnetwork.org
- African Parliamentarians' Network Against Corruption – a regional chapter of GOPAC: www.apnacafrica.org

2.4 Involvement in elections

Elections are important as they allow all citizens to decide whom they want to represent them or whether to stand for election themselves.

Involvement in elections does not just involve turning out to vote on election day but is a long process that can include voter registration, education, election monitoring and ongoing monitoring of the policies of successful candidates. To be most effective in bringing lasting change, it needs to be part of a wider advocacy strategy.

How to get involved

- **Voter registration** Many people are excluded from voting for reasons such as missing or out-of-date documents, not being registered or lack of financial means to travel to where they need to vote. Churches or local organisations working with communities can play an important role in helping people to get the relevant identity papers in order and to register with the relevant body.

CASE STUDY

Providing documents for indigenous communities in Peru

Paz y Esperanza, Peru, joined with the National Registry of Identification (RENIEC) to run documentation campaigns in isolated indigenous Aguaruna communities. The result was that 1,500 people obtained their identity papers, half of them women. As a result, they were able not only to vote but also to formally register their children at school and gain access to state health services.

- **Voter education** In the weeks prior to elections, candidates often visit communities, give gifts or make promises in return for votes. In the worst cases, this can become a game in which the electorate vote for the candidate offering the best gifts or making the biggest promises (even if they can't deliver them).



Graham Gordon / Tearfund



One way of encouraging people to use their vote wisely and based on candidates' policies is to organise a meeting where all potential candidates for a community, district or region are invited to outline their programmes, and to answer questions. Churches have been popular locations to hold these events and church leaders are often asked to chair the meetings.

- **Election monitoring** Ballot boxes have been known to go missing or be stuffed with duplicate papers, people have been prevented from voting due to threats, and data has been entered wrongly in computer systems. This undermines people's confidence, can provoke violence and has often led to the most powerful groups gaining or maintaining power through vote-fixing.

Independent monitoring of the whole electoral process is therefore necessary: the movement of the ballot boxes, the counting process, the recording and the dissemination of election results.

Graham Gordon / Tearfund

CASE STUDY

Monitoring elections in Liberia

Tearfund partner, Association of Evangelicals Liberia (AEL) educated pastors from across Liberia on the need to vote and informed them of how to do so. AEL received official accreditation from the Electoral Commission to act as independent election monitors during the presidential elections, meaning that the pastors they had trained could be involved in monitoring poll booths. When the election was contested, churches also played a role in mediation as they were trusted and regarded as neutral.

FURTHER INFORMATION

- National Democratic Institute: www.ndi.org
- Institute for Democracy and Electoral Assistance: www.idea.int/elections
- Electoral Institute for Sustainable Democracy in Africa: www.eisa.org.za

2.5 Transparency in payments by extractive companies

What is the problem?

About 3.5 billion people live in countries rich in oil, gas and minerals. Revenue from these sectors often generates huge wealth but all too often local people do not benefit. In fact, for people living in communities where the resources are found, extraction may cause social and environmental problems.

The reasons for this injustice are many: funds being siphoned off through corrupt practices, companies paying very low taxes, conflicts over natural resources, poor institutional governance etc.

'In 2008, exports of oil and minerals from Africa had an estimated value of US\$ 393 billion, nearly nine times the value of international aid (\$44 billion) to the continent.'⁸

How can transparency contribute towards development?

Increased transparency can help address this injustice by requiring public accounting for the revenue generated through extraction.

Reporting on payments should stimulate debate about the role of the extractive industry in development and what it means for communities to receive a fair deal. The church and other civil society groups have an important role to play in ensuring that resources are used well.

'I have spent years telling people we have a problem auditing and controlling our extractives sector... We can't win the argument or even begin to fix any of the problems if we don't have the minimum information for the debate.'

SENATOR JORGE ROBLEDO, MEMBER OF THE COLOMBIAN NATIONAL PARLIAMENT



⁸ WTO (2009) *International trade statistics*, p42

What is already being done?

- **Reporting through the Extractive Industries Transparency Initiative (EITI)** The EITI initiative brings together governments, business and civil society in different countries. Extractive companies publish their revenue payments and national government agencies publish their receipts of these payments. The figures are independently checked and published and any discrepancies investigated. Civil society can use this information to hold governments to account.

CASE STUDY

In Tanzania, the 2011 EITI report showed that workers in the mining industry were paying more in taxes than the mining companies, sparking a national debate about mining laws.

- **Legislation for mandatory reporting** In 2010, the US passed the Dodd-Frank Act and in 2011 the EU published proposals to revise its Accounting and Transparency Directives. This legislation will make it obligatory for all extractive companies listed on the US and EU stock markets to report payments for each project in each country where they work.

The Publish What You Pay coalition brings together civil society groups in more than 50 countries to work on these issues and push for legislation with a global reach.

How to get involved

- Find out whether your country is a member of EITI. If so, use EITI data to encourage public debate. If not, encourage the government to sign up.
- Join the Publish What You Pay coalition.
- Ask companies to provide information about their payments to local, regional or national government.
- Share relevant information with local communities, to help them engage with companies and government. Present it in an accessible way.



Jay Butcher / Tearfund

FURTHER INFORMATION

- Tearfund (2011) *Unearth the truth: making extractive industries work for all* <http://tilz.tearfund.org/UnearthTruthReport>
- Extractive Industries Transparency Initiative: www.eiti.org
- Publish What You Pay coalition: www.publishwhatyoupay.org

2.6 United Nations Convention Against Corruption (UNCAC)

What is UNCAC?

The United Nations Convention Against Corruption (UNCAC) is the most comprehensive global agreement on corruption, which if implemented could reduce corruption significantly, both nationally and internationally. The Convention came into force in 2005 and more than 150 states have signed it.



The Convention covers:

- **Prevention**, including the establishment of anti-corruption bodies, guidelines on election campaigns, mechanisms to report corruption, and the commitment to involve society in the fight against corruption
- **Criminalisation and enforcement**, including commitments to tackle bribery and to protect people reporting corruption (whistle-blowers)
- **International cooperation** between states, including investigation and prosecution
- **Asset recovery**: actions to recover the proceeds of corruption that are kept elsewhere, often abroad.

CASE STUDY

Country reviews

States have committed to report their progress on implementing the Convention, which is done through the Convention's review process. About 30 countries are reviewed each year in a process intended to highlight areas of weakness in implementation and to provide guidance on how to improve.

Challenges to implementation

Corruption is still rife in many countries. The Convention is clearly not being implemented and is not having the impact that it should. The main problem is national-level implementation. Many states are simply ignoring their commitments.

This can be attributed to a variety of factors, including: citizens being unaware of UNCAC; ineffective government institutions or lack of resources; lack of openness and participation in the review process; members of parliament lacking awareness; powerful vested interests and systems of secrecy that fuel corruption.

How to get involved

- **Find out** if your country has signed and ratified the Convention. If not, call on your government to do so as soon as possible.
 - **Promote the Convention** to citizens, churches, organisations etc. This will enable citizens to hold their leaders accountable for its implementation at the local level.
 - **Call for an annual report to parliament** on the government's progress in tackling corruption and implementing UNCAC. This will enable elected representatives to monitor and scrutinise the government.
 - **Call for domestic legislation** in line with the Convention. Common areas of weakness include the state's commitment to protect both the reporting persons and the witnesses of corruption.
 - **Participate in the country review process.** This could involve writing a parallel report at the same time as the state undertakes its report, as well as requesting a country visit by the 'peer reviewing countries' and offering to meet with them. It is also important for the final full report to be made public and to be subject to debate.



Caroline Iby / Tearfund

CASE STUDY

Public officials declare assets in Zimbabwe

In Zimbabwe, civil society organisations used flyers and media campaigns to mobilise citizens to call on public officials to fulfil their UNCAC commitments. Citizens called for those in public office to declare their assets, referring to their obligations under Article 8 of UNCAC. In response to this citizen action, 13 ministers declared their assets publicly.

FURTHER INFORMATION

- United Nations Convention Against Corruption
www.unodc.org/unodc/en/treaties/CAC/
- List of UNCAC signatories:
www.unodc.org/unodc/en/treaties/CAC/signatories.html

SECTION 3 **Next steps**

We hope that by reading this booklet you are inspired by what can be done – and indeed what is being done – to combat corruption and pursue governance which will benefit the whole population, not just a select few. If so, you may like to consider some of these next steps:

- Find out more about advocacy by reading Tearfund's *Advocacy toolkit* (*Roots 1 and 2*). This gives further information on why advocacy is important and ways to carry it out.
- Network with other organisations working on governance and corruption-related issues and discuss how you can work together.
- Model best practice in terms of transparency, accountability and participation. If you are telling others what you think they should be doing, you must be prepared for your organisation and work to be held up as an example.
- Investigate ways to get involved with any of the issues in this booklet that seem particularly relevant to your existing work. Consider putting together an interim advocacy strategy for six months that will focus on research, making contacts and networking.
- Integrate advocacy into your ongoing development work, so that it is relevant to the rest of your work and builds on existing expertise.
- Contact some of the organisations in this booklet to see how they are working in your country.
- Gain a better understanding of the national policy context, by researching the existing policy frameworks, institutions, structures and commitments to international norms such as UNCAC.

Richard Hanson / Tearfund



Useful organisations and networks

- African Parliamentarians' Network Against Corruption
www.apnacafrica.org
- CIVICUS: World Alliance for Citizen Participation
www.civicus.org
- Electoral Institute for Sustainable Democracy in Africa
www.eisa.org.za
- Extractive Industries Transparency Initiative
www.eiti.org
- Global Organization of Parliamentarians Against Corruption (GOPAC)
www.gopacnetwork.org
- Micah Challenge
www.micahchallenge.org
- National Democratic Institute
www.ndi.org
- PRIA – Society for Participatory Research in Asia
www.pria.org
- Publish What You Pay coalition
www.publishwhatyoupay.org
- Right2info.org
www.right2info.org
- The Institute for Democracy and Electoral Assistance
www.idea.int
- The International Budget Network
www.internationalbudget.org
- Transparency International
www.transparency.org
- UNDP: Democratic governance
www.beta.undp.org/content/undp/en/home/ourwork/democraticgovernance/overview.html
- UNCAC Civil Society Coalition
www.uncaccoalition.org
- Unashamedly Ethical
www.unashamedlyethical.com
- World Bank Institute
<http://wbi.worldbank.org/wbi/about/topics/governance>

Further information

Tearfund general resources on advocacy

<http://tilz.tearfund.org/Topics/Advocacy>

- *ROOTS 1 and 2: Advocacy toolkit* (2002)
- *The mission of the church and the role of advocacy* (2002)

Tearfund's resources on governance and corruption

- *Corruption and its discontents: assessing the impact of corruption on people living in poverty* (2010)
- *Better together: evidence of the crucial role that citizens play in fighting corruption* (2011)
- *Unearth the truth: making extractive industries work for all* (2011)
- *Why advocate on governance and corruption?* (2012)

All available on the Tearfund International Learning Zone website: <http://tilz.tearfund.org/Research/Governance+and+Corruption>



Jay Butcher / Tearfund

Other resources and information

- CAFOD, Christian Aid, Trocaire (2007) *Monitoring government policies: a toolkit for civil society organisations in Africa*
- OECD Convention on Combating Bribery of Foreign Public Officials in International Business Transactions
www.oecd.org/document/21/0,3746,en_2649_34859_2017813_1_1_1_1,00.html
- United Nations Convention Against Corruption
www.unodc.org/unodc/en/treaties/CAC/



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