INTEGRITY AND ACCOUNTABILITY IN WATER
POLITICAL AND ADMINISTRATIVE ACCOUNTABILITY

UNDP

WATER GOVERNANCE FACILITY

SIWI

WIN Water Integrity Network
Fighting corruption in water worldwide

Cap-Net

WATERnet

Outline presentation

- Introduction

- Political will

- Definitions

- Strategies, measures and tools for strengthening accountability

- Strategic summary

- Messages

Political will

- Can something be done without political will?

- **How should we begin?**

Political will

- Political will is indispensable to any anti-corruption effort and citizens have a big role to play in generating the political will through demand creation, communication, campaign, advocacy and engagement.

- We need a vision, and the tools to get there.

Definitions (1)

- **Accountability** is the democratic principle that elected officials and those in public service account for their actions and answer to those they serve.

- **Political accountability** relates to the fact that government must be held accountable to the citizens of a country, and that it must not abuse its power.

- **Administrative accountability:** means that administrative structures and standards concerned with water governance are regularly evaluated and improved, bureaucrats, consultants and technical personnel comply with professional codes of conduct, and professional standards. Performance and spending reporting.

- **Financial accountability:** persons or institutions to account for both the intended and actual use of resources.
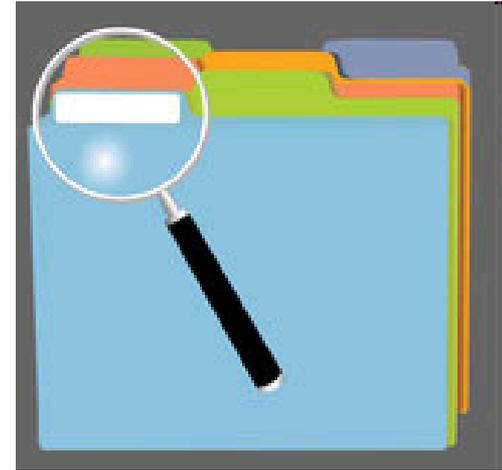
The public service accountability 'triangle'
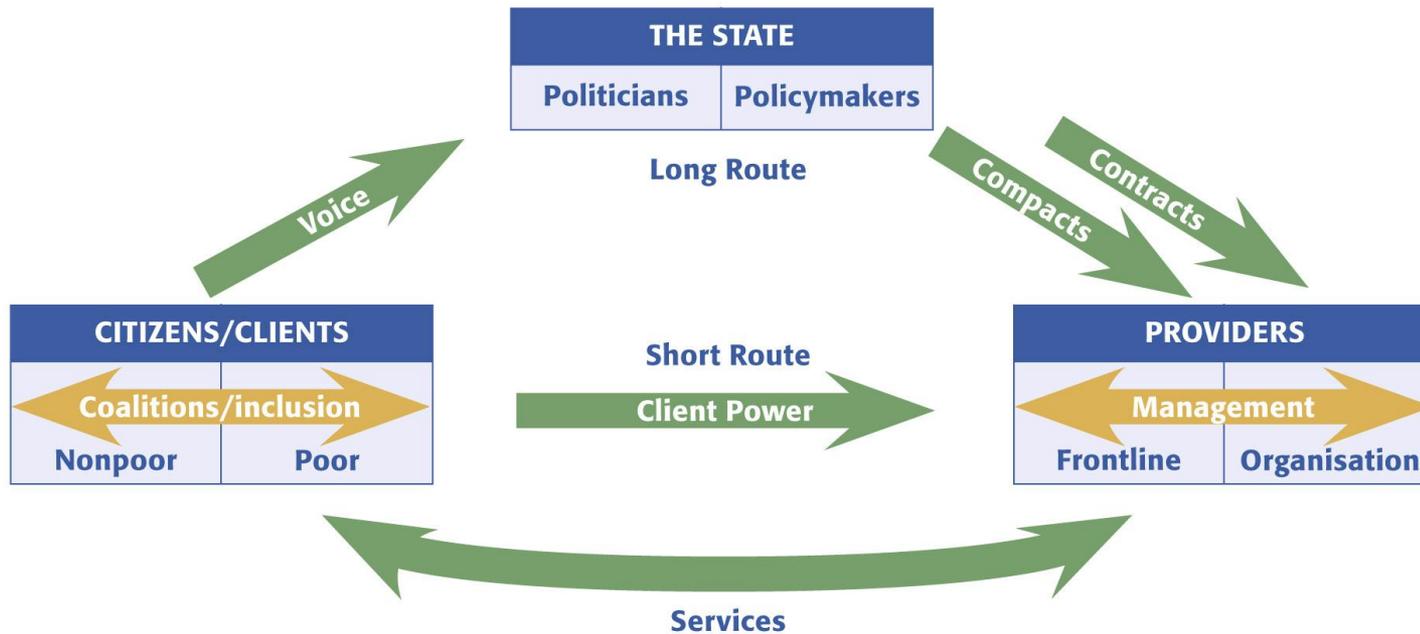
Source: World Bank, World Development Report, 2004

'Long and short route' to accountability

- The ' long route' to accountability refers to the political process through which citizens try to influence politicians through voting for their political representatives and deciding whether or not the politician has adequately represented them.

- The 'short route' to accountability is to empower citizens so that they can directly influence service providers. This is also referred to as "client or citizen power".

Strategies for strengthening accountability (1)

- **Working on parallel fronts** to influence policies and laws, their implementation and monitoring, supporting action groups and NGOs, stakeholder and community participation, coalitions, research and tools.

- To succeed, the focus should not be exclusively on the national government or the public sector. Both 'top-down' and 'bottom-up' approaches are needed. The effort will require *long-term commitment*. A three or five-year project cycle is insufficient.

Strategies for strengthening accountability (2)

- **Preventive and positive approaches** are needed to deter corruption. Do not concentrate on "name and shame" or sensational investigations.

- This strategy helps to ensure that individuals and institutions are willing to join, and will not feel threatened or fear of being accused by anti-corruption campaigns.

Continued

- Preventive and positive strategies also imply that it is important to seek quick wins which achieve **visible results**, build **confidence and credibility and allow time to address longer-term** structural and institutional problems.

Strategies for strengthening accountability (3)

- **Seek greater transparency** through; for example, establishing complaint systems, ombudsman services and investigating alleged corruption. This can focus on transactions that commonly take place in the sector, such as beneficiary selection, tendering, construction, operation and so on.

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Strategies for strengthening accountability (4)

- **Collaboration and partnerships.** Building coalitions is fundamental to success. Always work to **increase the number and mix of actors both** from inside and outside of government public and private sectors, as well as formal and informal groups.

Strategies for strengthening accountability (5)

- **Awareness raising and capacity building. Strong institutions** are essential to blocking corruption. Weak institutions can undermine even healthy policy changes. Focus is needed on **strengthening the capacity of institutions and their personnel.**

Increased "awareness" alone, unlinked to tangible programming has created an **atmosphere of cynicism** and made it more difficult to fight corruption.

Strategies for strengthening accountability (6)

- **Apply and adapt existing tools.** Many tools and specific strategies have been developed to reduce corruption and improve transparency.

- The application of tools and strategies does not automatically mean that the effort will succeed. It is important to implement strategies and to check their real impact—which usually implies some sort of **monitoring activity**.

Some specific tools (1)

POLITICIANS

- Target top officials and leading party.
- Demonstrate to politicians that honestly managed programmes bring votes.

CIVIL SOCIETY INSTITUTIONS

- Support research and advocacy
- Independent monitoring: surprise audits
- Capacity building

COMMUNITIES

- Participation facilitated by NGOs. Capacity for accountability demand. Create a demand!
- Set up public complaint systems

Some specific tools (2)

IMPLEMENTERS + WATER DEPARTMENTS

- Separate the implementer from the regulator.
- Increase salaries. Provide incentives

DONORS

- Donors to implement their own policies.
- Report on transparency activities.
- Report on those projects monitored for transparency.

CONTRACTORS, SUPPLIERS, IMPLEMENTERS

- Provide training.
- Break monopolies.
- Black listing for bad performance.
- Integrity pacts.
- Require joint signatures (diminish discretion).
- Tendering control and openness.

And many, many more!

Specific measures (1)

Legal and Financial Reform

- **Procurement processes**. Involve the private sector and NGOs. More transparency and equitable opportunities.

- **Increase economic competition**. Decrease monopolies capacity. Be aware about privatisation processes. Will the market perform equitable for a resource such as water?

- **Enable intra-governmental cooperation.** Consider IWRM. Watch closely, will more relations (more parties involved) result in more corruption? Formalise decision making processes. Look for peer control and professionalism.

Continued

- **Decentralisation.** Decentralisation increases the level of information available for management and oversight of water resources management and creates a closer relationship between service providers and their clients. This can increase the moral cost of corruption as the service providers know the face of the victims of corrupt practices.

- By inviting those who are hardest hit by corruption to take part in the decision-making process decentralised governing structures should, in theory, provide opportunities for local communities to prevent corrupt practices.

Continued

- However, decentralisation also brings the interactions between public officials and users closer together and thus can lead to more patron-client relationships between individual service providers and local populations.

- To counter these risks local level capacity, leadership and "readiness" (transparent management, systems, and staff competencies) checks & balances are needed.

Reform public service delivery systems

- **Improve human resources management** Aim for professionalism. Are salaries in line with the expectations?

- **Improve know-how systems**. Decrease discretion level in decision making. Apply this for technical and administrative fields.

- **Increase public sector capacity.** Lack of economic and technical capacity in public institutions raises the likelihood of unofficial, undetected connections. It allows for "ghost" workers and moonlighting, and escalates discretionary interactions between water users and utilities.
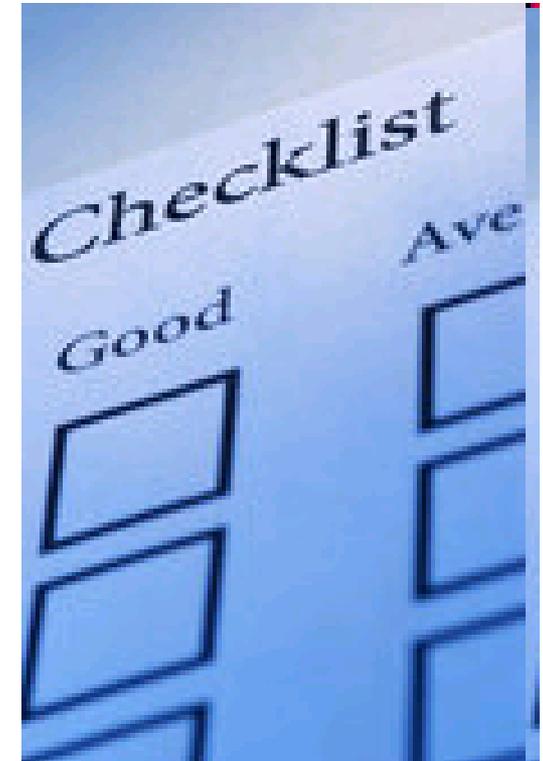
Specific measures (3)

Reform in the private sector

- Almost 50% of firms pay bribes for public procurement contracts in emerging economies. If the firm is from an OECD country, the figure is 45%.

- Transparency International has developed a set of tools, including the Business Principles and the Integrity Pact, to encourage integrity and deter collusion and bribery. Other measures that can be undertaken include the implementation of anti-corruption and integrity standards, and corporate social responsibility guidelines. This includes practical methods such as hotlines to anonymously report suspicious behaviour.

To remember: corruption almost always involves at least two actors.

Strategic summary (1)

The PACTIV Approach

Building block	Rationale	Type of action
Political leadership:	Mobilise support from political leaders and engage them as constructive anti-corruption partners.	Illuminate the potential political leverage from decreased corruption in the water sector. Include political leaders in discussions at all stages of water projects. Record and publicly display commitments of support made by politicians.
Accountability:	Reform political and judicial institutions to reduce discretion and increase integrity.	Increase competition in elections to catchment boards. Expose public officials to the hardships of the poor water users they are entrusted to serve. Check contractors´ support of political election campaigns. Strengthen independent auditing

Strategic summary (2)

The PACTIV Approach

Building block	Rationale	Type of action
Capacity	Strengthen capacity of public institutions and civil society	Increase technical competence of regulators and procurement officials. Create professional working environments with reasonable wages. Support independent data collection and diagnostics by civil society.
Transparency	Encourage openness and freedom of information to allow for advocacy and disclosure of illicit behaviour	Train media in investigative journalism on corruption in water. Publicly display (in newspapers and in villages) information on water contracts and accounts. Disclose water authorities' decision making procedures and protocols.

Strategic summary (3)

The PACTIV Approach

Building block	Rationale	Type of action
Implementation	Put existing reforms and anti-corruption tools into action	Make use of existing technical equipment for monitoring. Execute on-the-shelf policies Impose stiff judicial and economic sanctions on culprits.
Voice	Strengthen channels for water users, public officials and private employees to voice discontent and report corruption	Introduce whistleblower programs in utilities and public agencies. Expand voting rights in elections for catchment and sub-catchment boards

Messages

- Corruption is a **global problem**

- **Benchmarking** is an important activity as sharing experiences, information and knowledge help to create better understanding of applicable solutions.

- Informed and knowledgeable participation in decision-making processes is one of the most powerful anti-corruption tools .

- There is no single blueprint to fight corruption. Local assessment are needed to any inform anti-corruption strategy.