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THE ROLE OF NON-STATE ACTORS AND CITIZENS IN CORRUPTION PREVENTION IN THE PACIFIC

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Introduction

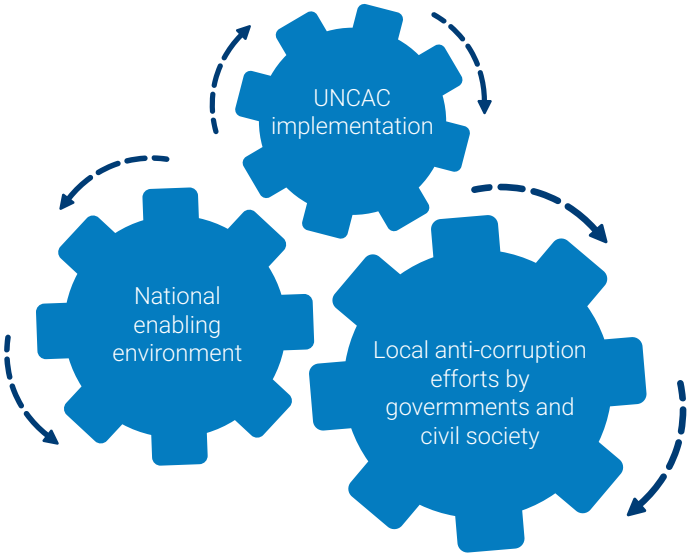
Corruption is a critical impediment to sustainable development, good governance and economic growth. When the Sustainable Development Goals (SDGs) were being developed,[1] corruption was recognized as a cross-cutting issue, with the United Nations' (UN) own analysis identifying that "[c]orruption, bribery, theft and tax evasion cost some US$1.26 trillion for developing countries per year; this amount of money could be used to lift those who are living on less than $1.25 a day above $1.25 for at least six years"[2].

Across the region, Pacific Governments are working with the UN, Pacific Islands Forum Secretariat (PIFS), regional accountability institutions and networks, development partners and other stakeholders to progress work to address corruption, in support of the SDGs and in alignment with the United Nations Convention against Corruption (UNCAC).[3] Significantly, as will be demonstrated in this report, Pacific civil society has also been increasingly active in engaging with national governments and with local communities to support effort to address corruption and promote transparency and accountability at all levels. The valuable contribution that civil society can make to efforts aimed at addressing corruption is specifically recognized through the 2030 Agenda for Sustainable Development and UNCAC itself.

This report has been developed to inform discussions across the Pacific region and at national levels regarding the strategies, approaches and mechanisms that could be utilized to most effectively and sustainably address corruption, with a focus on the role that non-State actors can play. "Non-State actors" for this purpose is defined broadly. Within the Pacific region, the term is most commonly understood to refer to non-profit, non-government organizations (NGOs) that work in communities both to deliver services and undertake advocacy. However, this report uses the term to cover a wider group of civil society organizations (CSOs), including not only NGOs, but also trade

1 The SDGs are 17 goals adopted by all UN Member States in 2015, as part of the 2030 Agenda for Sustainable Development, which set out a 15-year plan to achieve the Goals. See: https://www.un.org/sustainabledevelopment/development-agenda/.
2 United Nations. Goals 16-Peace, Justice and Strong Institutions: Facts & Figures [online]. Available from: https://www.un.org/sustainabledevelopment/peace-justice/.
3 *United Nations Convention Against Corruption*, GA Res 58/4, UN GAOR, UN Doc A/58/422 (14 December 2005).

unions, the media, faith-based organizations, coalitions, networks and the private sector.



Part 1 of this report provides a short analysis of the corruption faced by the Pacific region in order to provide context and situate the work that governments and CSOs are currently doing to address this. Part 2 describes the global and regional frameworks that provide a platform for anti-corruption efforts, with a specific focus on UNCAC, and identifies a number of opportunities where CSOs can engage with both global and regional institutions and processes and participate in government-led anti-corruption efforts. Part 3 then discusses the national enabling environments within which CSOs operate. This section is intended to enable Pacific Governments, CSOs and citizens to understand the opportunities, but also the gaps in national legal and institutional frameworks that may support or hinder CSOs' efforts. Part 4 then focuses on some specific activities that CSOs have undertaken in the Pacific, which could be used as inspiration for future work in this area. Throughout the entire report, efforts have been made to share practical examples of existing and/or innovative CSO efforts to engage with governments and other bodies and processes to address corruption.

This report has been produced specifically for a Pacific audience, but it draws on existing global resources. In particular, the report draws on a publication produced by UNODC, the Secretariat to UNCAC, in 2019 titled, "Civil Society for Development: Opportunities through the United Nations Convention against Corruption",[4] as well as a publication produced by Transparency International (TI) in 2015 titled, "Civil society participation, public accountability and the UN Convention against Corruption".[5]

4 United Nations Office on Drugs and Crime (UNODC). 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.

5 Transparency International. 2015. Civil Society Participation, Public Accountability and the UN Convention against Corruption [online]. Available from: https://www.transparency.org/whatwedo/publication/civil_society_participation_public_accountability_and_the_uncac.

PART 1:
The value of Pacific civil society in addressing corruption

Civil society's response to the key corruption issues faced in the Pacific region

Corruption in the Pacific is a complex phenomenon with multiple factors contributing to an environment where corruption remains a major governance challenge. Corruption can substantially undermine national efforts to utilize limited resources for the benefit of Pacific Islanders.

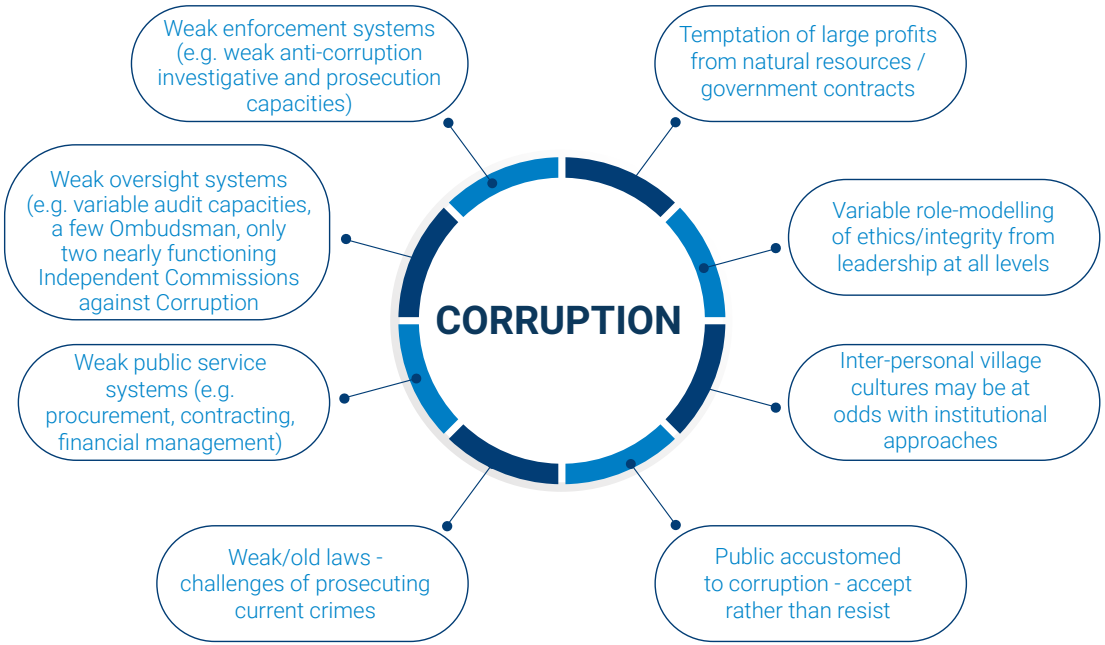
Figure 1 offers an overview of some issues that may contribute to corruption in the region. Not every country is affected by every issue, with each Pacific Island country (PIC) grappling with its own unique set of circumstances.

Within the region, sub-groups often come together to address problems of a similar nature. PIFS, for example, has long recognized a group of Smaller Island States, comprising of the Cook Islands, Federated States of Micronesia, Kiribati, Nauru, Niue, Palau, Republic of the Marshall Islands and Tuvalu.[6] These countries contend with small national budgets and constrained institutional structures.

Across the region, traditional cultures of gift-giving and conflicts of interest, for example, have been highlighted as posing possible challenges to how corruption is perceived and addressed, both by public officials, communities and others. Small communities and very close familial connections within government can also present a common challenge in terms of reporting on, investigating and prosecuting corrupt behaviours.

6 Pacific Islands Forum Secretariat (PIFS). Smaller Island States [online]. Available from: https://www.forumsec.org/smaller-island-states/.

FIGURE 1: Intersecting factors that may contribute to weak accountability and integrity across the Pacific



The smallness and closeness of many Pacific societies can make civil society activism difficult in sectors such as corruption, as activists can become very visible within their communities, therefore potentially posing both personal and physical risks. Despite this, as this report will demonstrate in the subsequent chapters, Pacific civil society has been increasingly active in addressing corruption, both through specific campaigns and through sectoral-focused accountability initiatives. Pacific civil society's efforts have been strengthened by the clear commitments that Pacific Governments have made in recent years in engaging civil society as a crucial partner in efforts to progress sustainable development and good governance.

UNCAC and SDGs' inclusion of civil society

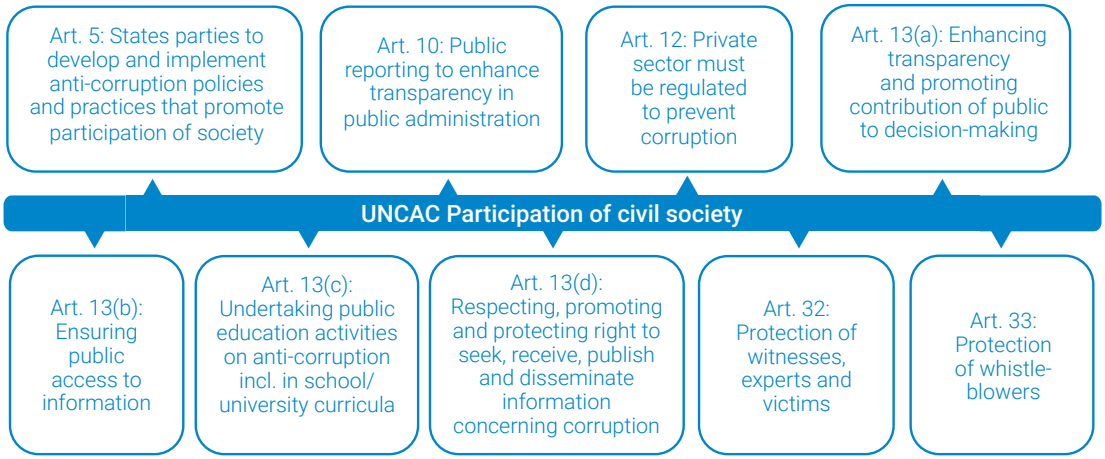
Both the SDGs and UNCAC explicitly recognize that partnerships between government and civil society are critical to successfully fighting corruption. UNCAC in its Preamble specifically states that:

> "...the prevention and eradication of corruption is a responsibility of all States and... they must cooperate *with one another, with the support and involvement of individuals and groups outside the public sector, such as civil society, non-governmental organizations and community-based organizations*, if their efforts in this area are to be effective" (emphasis added).[7]

The main text of UNCAC goes even further than the aspirational statements in the Preamble. Chapter II on preventive measures specifically calls for civil society participation in anti-corruption prevention efforts in multiple ways (see Figure 2). Chapter III on criminalization and law enforcement also includes key provisions which are designed to protect civic activism aimed at addressing corruption. These include: article 32, which calls for witness protection; and article 33, which calls for whistleblower protection. Together, Chapters II and III highlight the role that civil society can play in more effectively addressing corruption.

In recognizing that corruption cannot efficiently and effectively be fought by governments alone, Pacific Governments efforts to address corruption have drawn on international good practice by developing multi-stakeholder strategies. Experience in the Pacific region confirms that effective anti-corruption initiatives require action both on the "supply" side (i.e. working with those officials and institutions responsible for providing good governance and accountability) and the "demand" side (i.e. the citizenry and community groups who need to hold governments to account for their actions). In the Pacific, attention has historically tended to focus on the supply side of anti-

Figure 2: Provisions in UNCAC encouraging civil society engagement



7 *United Nations Convention Against Corruption*, GA Res 58/4, UN GAOR, UN Doc A/58/422 (14 December 2005), Preamble.

corruption activities, with development partners channelling considerable assistance towards Pacific Governments for "institutional strengthening". Less systematic attention has historically been paid towards the role that civil society can play in exposing corruption and promoting good governance and accountability.

It is encouraging that space has opened up in recent years for civil society to play a more active role in advocating for public accountability and transparency. In this report, we found that Pacific civil society is now increasingly active in undertaking advocacy and implementing programmes focused on addressing corruption, with a diverse range of NGOs in Melanesia doing work in this space, and young people across the region evolving into strong champions against corruption. This increase in activity is positive, but it has not been without risks. Not only in the Pacific, but across the world, there is sometimes push back, such as from government institutions and officials against individuals and organizations in the community who expose government corruption or push for greater accountability in defence of citizens' rights.[8] Some Pacific CSOs and media houses have faced threats for their efforts to hold governments to account.[9] Ensuring strong legislative frameworks to protect rights to freedom of expression, assembly, information and the media, as well as due process rights provides civil society with the space to work effectively as a partner in anti-corruption efforts (see Figure 3).

Figure 3: Citizen engagement and civil society in support of good governance, citizenship and accountability

Source: V. Bhargava. 2015. Engaging Citizens and Civil Society to Promote Good Governance and Development Effectiveness. *The Governance Brief. No. 23.* Manila: Asian Development Bank.

8 CIVICUS. 2019. State of Civil Society Report 2019: The Year in Review [online]. Available from: https://www.civicus.org/documents/reports-and-publications/SOCS/2019/state-of-civil-society-report-2019_executive-summary.pdf; Roshika Deo. 2019. Across the Pacific, Human Rights Defenders Are under Threat. *Amnesty International*. 30 May 2019 [online]. Available from: https://www.amnesty.org/en/latest/news/2019/05/pacific-islands-human-rights-defenders-under-threat/.

9 CIVICUS. CIVICUS Monitor: Tracking Conditions for Citizen Action [online]. Available from: https://monitor.civicus.org/.

PART 2:
Global and regional anti-corruption entry points

Although each country must develop and drive its own national responses to corruption, it is now widely accepted that in a globalized world, international cooperation to address corruption is vital. Corruption flows across borders with increasing ease, which means that cross-border responses also need to be developed at regional and global levels. This Part considers various international and regional entry points, which civil society can use, both to advocate for more action to address corruption but also to proactively engage with multilateral mechanisms to this end.

Civil society engagement with UNCAC

In recognition of the consensus among countries around the world that corruption must be addressed both through national action and global cooperation, countries came together in 2003 to agree to UNCAC. UNCAC came into force in 2005 and is the only legally binding, global anti-corruption instrument. It now has 186 States parties, with only twelve countries in the world not having endorsed UNCAC; Tonga being the only PIC still to accede to the treaty (see Table 2 in Part 3).[10]

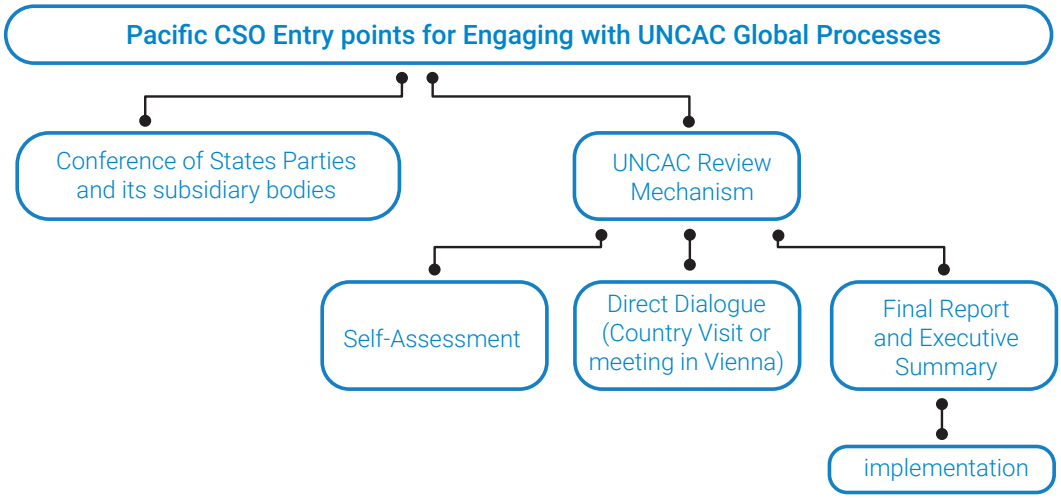
UNCAC operates as a framework for action, providing guidance to States parties on four key areas of action (see Figure 4), namely: (i) preventive measures; (ii) criminalization and law enforcement; (iii) international cooperation and (iv) asset recovery. Parts 3 and 4 will discuss how civil society can more actively engage with UNCAC implementation through national level activities, but this Part discusses the multiple opportunities for civil society to be active within global UNCAC processes.

10 UNODC. 2019. Signature and Ratification Status [online]. Available from: https://www.unodc.org/unodc/en/corruption/ratification-status.html

FIGURE 4: Summary of key UNCAC Chapters

UNCAC was developed on the basis of considerable lessons learned from other treaty mechanisms processes. In particular, UNCAC was designed to be a treaty focused on practical impacts, which would limit the reporting burden placed on States parties and instead ensure that any global processes were focused on collecting and sharing data that would itself contribute to more effective corruption monitoring, analysis and responses. To this end, UNCAC established two key global processes, with which Pacific CSO can engage (see Figure 5):

FIGURE 5: Pacific CSO Entry points for Engaging with UNCAC Global Processes



Conference of the States parties (CoSP): The CoSP is held every two years and brings together delegations from States parties to discuss UNCAC, the review progress (see next bullet point) and agree on future priorities for action. Plenary meetings of the CoSP are normally held in

public. Under the Rules of Procedure for the CoSP to the UNCAC, an NGO that already has consultative status with the UN Economic and Social Council (ECOSOC) may apply to the CoSP Bureau[11] for observer status, and this will be accorded unless otherwise decided by the CoSP.[12] Other NGOs can also apply to the Bureau for observer status and will be accorded unless there is objection from any States parties or the CoSP decides otherwise.[13] Although NGOs cannot participate in decision-making, if invited by the President and approved by the CoSP, NGOs can make oral statements and provide written reports.[14] NGOs can also organize side-events in the margins of the main meeting.[15]

The first CoSP was held in 2006 and since that time, NGO attendance at each Conference has steadfastly averaged around 10% of all participants.[16] UNODC, the Secretariat to UNCAC, organizes the CoSP.[17] UNODC has a Civil Society Team, which has worked closely with NGOs to facilitate their engagement at these meetings. UNODC reported that at the seventh session of the CoSP, "The Chair of the UNCAC Coalition [of NGOs] addressed Member States…[and] Prior to the Conference, the Coalition submitted several statements… The UNODC Civil Society Team facilitated CSO participation during the CoSP and supported a preparatory session organized by the UNCAC Coalition, as well as daily briefing sessions throughout Conference. A total of 137 civil society representatives attended the Conference and organized 11 side events".[18]

.

Mechanism for the review of implementation of UNCAC (Review Mechanism): The Review Mechanism was designed to support States parties to systematically assess their implementation of UNCAC, with a view to identifying gaps or challenges which could then be addressed. The Terms of Reference (ToR) for the Review Mechanism set out a three-step process, which together support ongoing UNCAC implementation (see Figure 6).[19]

11 The Bureau consists of the President, three Vice-Presidents and a Rapporteur who are elected subject to rotation among the five regional groups at each session of CoSP: UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.

12 UNODC. 2017. Rules of Procedure for the Conference for the State Parties to the United Nations Convention Against Corruption [online]. Available from: https://www.unodc.org/pdf/crime/convention_corruption/cosp/07-80230_Ebooke.pdf, rule 17.2.

13 Ibid.

14 Ibid., rule 17.3.

15 UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf., p. 16.

16 Ibid.

17 UNODC. 2020. Corruption and Economic Crime Branch [online]. Available from: https://www.unodc.org/unodc/en/corruption/about.html.

18 Ibid.

19 UNODC. 2011. Mechanism for the Review of Implementation - Basic Documents [online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/Publications/ReviewMechanism-BasicDocuments/Mechanism_for_the_Review_of_Implementation_-_Basic_Documents_-_E.pdf.

FIGURE 6: UNCAC Review Mechanism key steps

Although civil society is not specifically mentioned in the Review Mechanism ToR, paragraph 30 states that "States parties are encouraged to facilitate engagement with all relevant national stakeholders in the course of a country visit"[20]. UNODC has reported that "[t]he vast majority of States have involved CSOs in country reviews. Many States have included CSOs in the process of preparing the responses to the comprehensive self-assessment checklist through broad consultations at the national level with all relevant stakeholders, including the private sector, individuals and groups outside the public sector"[21].

Pacific civil society inclusion in UNCAC Review Mechanism

The Pacific was the only region in the world to have successfully completed all of its UNCAC reviews at the end of the first cycle (in part, as a result of the dedicated support provided by the UN Pacific Regional Anti-Corruption (UN-PRAC) Project).[22] All PICs included CSOs in the review process: some during the process of completing the UNCAC self-assessment checklist and others during the in-country review process. All PICs who completed the UNCAC review chose to facilitate in-country visits, which made it easier to facilitate local civil society participation.

Significantly, Papua New Guinea (PNG) went further and even chose the former Legal Director of Transparency International PNG (TIPNG) to be one of the country experts nominated by PNG to be part of the multi-country team nominated by the Government to review other countries.[23] The TI-PNG representative participated in the first cycle review of the Republic of the Marshall Islands.

** Advice from UNODC Adviser, UN Pacific Regional Anti-Corruption Project, 7 September 2019*

20 Ibid p.9.
21 UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.
22 UNODC and United Nations Development Programme (UNDP) Pacific Office. 2016. UN-PRAC Phase II Project Document [online]. Available from: https://www.undp.org/content/dam/fiji/docs/ProDocs/UNPRAC_Phase%20II%20PRODOC.pdf.
23 s://www.unodc.org/documents/treaties/UNCAC/IRG-Experts/English/FirstCycle/Papua_New_Guinea_E.pdf.

Addressing corruption through the Sustainable Development Goals agenda

UNCAC was endorsed prior to the development of Agenda 2030 on Sustainable Development and the supporting SDGs. The SDGs were endorsed by governments in September 2014 and commenced implementation from 2015. Endorsement of the SDGs demonstrated a consensus among countries around the world that corruption undermines sustainable development and must be tackled both through national action and global cooperation.

SDG 16 on Peace, Justice and Strong Institutions includes multiple targets focused on strengthening accountability and transparency, tackling bribery and corruption and recovering stolen assets. Table 1 below includes some of these targets.

TABLE 1: Excerpts from SDG 16 Targets and Indicators relevant to addressing corruption

SDG 16 Target	SDG-16 Indicators
16.4: By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime	16.4.1: Total value of inward and outward illicit financial flows (in United States dollars)
	16.4.2: Not relevant to anti-corruption efforts
16.5: Substantially reduce corruption and bribery in all their forms	16.5.1: Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months
	16.5.2: Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months
16.6: Develop effective, accountable and transparent institutions at all levels	16.6.1: Not relevant to anti-corruption efforts
	16.6.2: Proportion of the population satisfied with their last experience of public services
16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	16.10.1: Not relevant to anti-corruption efforts
	16.10.2: Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information

Pacific Governments have all endorsed the SDGs and are working regionally and nationally to progress their achievement.[24] This means that non-State actors, in particular CSOs engaged with SDGs processes and/or anti-corruption activities, can harness the SDGs agenda to advocate through global, national and regional SDGs mechanisms for Pacific Governments to more actively implement the anti-corruption commitments included in SDG 16. For example, at the national level, CSOs can engage with their own national governments to input SDG reporting processes into their development framework, and ensure that the themes of accountability, transparency and addressing corruption are integrated throughout national assessments of SDG progress.

Harnessing Pacific SDGs mechanisms to monitor, report on and promote anti-corruption efforts

At the regional level, CSOs have specific mechanisms that can be used to channel their inputs on corruption issues into SDGs monitoring and reporting. Specifically, a Pacific SDGs Taskforce was set up, with Secretariat support provided by PIFS, which operates as a regular review mechanism for Pacific progress on SDGs implementation, including SDG 16. In 2017, the Taskforce produced the Pacific SDGs Roadmap.[25] This Roadmap envisages a Pacific SDG Report being produced every four years and resulted in production of the first Pacific Quadrennial SDGs Report in 2018. The next is due in 2022. Pacific CSOs can start engaging with their national SDGs mechanisms and the Pacific SDGs Taskforce at this early stage to encourage the Taskforce to integrate issues around corruption, and public accountability and transparency, into the narrative and the indicators reporting in the next update.

The Pacific SDGs Roadmap is also supported by Pacific-specific SDGs indicators. Although the indicators do not cover SDG Targets 16.4, 16.5 or 16.6 in relation to corruption (see Table 1 for details), Pacific SDG Indicator 16.10.2 monitors the "[n]umber of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information".[26] As described in Part 2 below, access to information is critical to tackling corruption and therefore a very important indicator that can be used to track and report on the level of transparency and accountability within Pacific Governments, as well as tangentially, the use of such information to identify corrupt behaviours. CSOs can help monitor this indicator and work with national SDGs mechanisms, as well as the Pacific SDGs Taskforce to support regional and global reporting on Pacific SDG Indicator 16.10.2 and on SDG 16 more generally.

24 PIFS. 2018. First Quadrennial Pacific Sustainable Development Report 2018 [online]. Available from: https://www.forumsec.org/sustainable-development/.

25 PIFS. 2017. The Pacific Roadmap for Sustainable Development [online]. Available from: https://www.forumsec.org/wp-content/uploads/2018/10/The-Pacific-Roadmap-for-Sustainable-Development.pdf.

26 The Pacific Community (SPC). 2018. SDGs in the Pacific: 132 Pacific SDGs Indicators [online] Available from: https://spccfpstore1.blob.core.windows.net/digitallibrary-docs/files/b6/b659a222ff6c5d2637c69302e3120040.pdf?sv=2015-12-11&sr=b&sig=cmkFtDqzxymOtVHeU3%2FF%2BlBtXvkdojbusK00Yx7NN2M%3D&se=2020-03-07T08%3A08%3A58Z&sp=r&rscc=public%2C%20max-age%3D864000%2C%20max-stale%3D86400&rsct=application%2Fpdf&rscd=inline%3B%20filename%3D%22SDGs_in_the_Pacific_Booklet_2018.pdf%22.

At the international level, Pacific CSOs have many opportunities to use the SDGs as an entry point for promoting anti-corruption priorities. For example, an SDGs High Level Policy Forum (HLPF) is held annually, which brings together national governments, but also attracts civil society from around the world.[27] The HLPF allows Pacific CSOs engaged in anti-corruption efforts to collaborate with fellow anti-corruption activists from around the world to advocate for a stronger focus on anti-corruption by Member States. For example, in 2019, TI held a side-event at the SDGs HLPF calling for SDG 16 to be reviewed annually at the HLPF, because governance issues, and in particular, corruption issues, were cross-cutting and impacted on the achievement of all SDGs.[28]

Other events are regularly organized by the UN to discuss specific SDGs issues, including SDG 16.[29] For example, the International Anti-Corruption Conference brings anti-corruption institutions, officials and civil society together every two years, and has been used to deepen discussions around anti-corruption, development and the SDGs.[30] Pacific CSOs are encouraged to engage directly with UNODC and UNDP Offices across the Pacific to find out when relevant global or regional meetings may be held, which could benefit from inputs from Pacific anti-corruption CSOs.

Tackling corruption through Pacific regional forums and mechanisms

More broadly than the SDGs agenda, Pacific regional institutions and mechanisms provide a critical entry point for CSOs to advocate and engage with Pacific Governments to support them in addressing corruption. In particular, PIFS has a critical role in working with Pacific Governments to identify their good governance and accountability priorities, including in relation to issues such as corruption. In 2018, leaders endorsed the Boe Declaration on Regional Security (the Boe Declaration).[31] The Boe Declaration Action Plan includes SDGs implementation and

27 Sustainable Development Knowledge Platform. High-Level Political Forum [online]. Available from: https://sustainabledevelopment.un.org/hlpf

28 Delia Paul. 2019. Transparency International Calls for Annual HLPF Review of SDG 16. IISD SDG Knowledge Hub. 16 July [online] Available from: https://sdg.iisd.org:443/news/transparency-international-calls-for-annual-hlpf-review-of-sdg-16/.

29 See for example: United Nations Department of Economic and Social Affairs (UNDESA) and International Development Law Organization (IDLO). 2019. SDG-16 Conference in Preparation for HLPF 2019 - Outcome: Key Messages and Recommendations. 27 May [online]. Available from: https://sustainabledevelopment.un.org/content/documents/23814SDG_16_MAIN_SUMMARY_SDG_Conference_Rome_May2019.pdf.

30 The International Anti-Corruption Conference (IACC). IACC Series. Website available from: https://iaccseries.org/.

31 PIFS. 2018. Boe Declaration on Regional Security [online] Available from: https://www.forumsec.org/boe-declaration-on-regional-security/.

progress monitoring under SDG 16 as a key priority. The Boe Declaration Action Plan specifically includes corruption as a proposed action area in relation to Pillar 3 (environmental resources security) and Pillar 4 (transnational crime).[32] "Strengthening the rule of law and enhancing anti-corruption…" is also recognized as a priority action to strengthen for the overarching enabling environment.[33] The Boe Declaration Action Plan provides an important platform for civil society to engage with Pacific Governments over the coming years, both to encourage implementation of anti-corruption priorities and to assist with the monitoring progress.

CSOs have long worked with PIFS to promote action around key issues. In recent years, PIFS has recruited a dedicated Civil Society Engagement Adviser and Non-State Actors (NSA) Team to proactively engage with CSOs. In November 2016, PIFS released a specific CSO Engagement Strategy, which specifically recognizes the importance of engaging CSOs in PIFS work and sets out a simple guide on when and how CSOs can engage in a wide variety of PIFS meetings and processes.[34]

There are numerous ministerial meetings and processes that anti-corruption CSOs can engage with. These include the annual Pacific Island Forum Leaders Meeting, which brings together Heads of State from across the region. Before the Leaders Meeting every August/September (as well as before the annual Forum Economic Ministers Meeting each May),[35] the PIFS Civil Society Engagement Programme organizes a Pacific CSOs Dialogue, which brings together CSOs from across the region to discuss, negotiate and agree a set of priorities that will be presented to and discussed with leaders, ministers and officials. A smaller group of CSOs is then identified by the bigger CSO group to attend the meetings and present CSOs ideas and issues. Each PIF Leaders Meeting now includes a CSO Dialogue and a Private Sector Dialogue with Leaders, with each dialogue resulting in an Outcomes Statement.[36] Since 2016, there has also been an annual Forum Foreign Ministers Meeting, which had the scope to include discussions around UNCAC implementation.[37]

32 Proposed Action 3(vii) calls for "strengthening and supporting national efforts to address corruption related to our environment and resources as a strategic action" and Proposed Action 4(vii) support "regional initiatives and strengthen national efforts to combat corruption by public officials": Boe Declaration Action Plan (PIFS: 2019) Brief available from: http://www.forumsec.org/wp-content/uploads/2019/03/Updated-Brief-on-Boe-Declaration-Action-Plan-1.pdf

33 Pillar 6, Proposed Action 6D(iii): Boe Declaration Action Plan (PIFS: 2019). Ibid.

34 PIFS. 2016. PIFS CSO Engagement Strategy [online]. Summary available from: https://www.forumsec.org/wp-content/uploads/2018/03/B-PIFS-CSO-Enagement-Strategy-Summary.pdf.

35 PIFS. 2019. Civil Society Organisations Dialogue Concept Note Final - FEMM. 7 May. [online]. Available from: https://www.forumsec.org/wp-content/uploads/2019/06/Civil-Society-Organisations-Dialogue-Concept-Note_Final.docx.

36 PIFS. 2019. Outcomes of the 2019 PIF Civil Society and Private Sector Dialogues Released. 9 September. [online]. Available from: https://www.forumsec.org/outcomes-of-the-2019-pif-civil-society-and-private-sector-dialogues-released/.

37 PIFS. Forum Standing Meetings. [online]. Available from: https://www.forumsec.org/forum-standing-meetings/.

Solomon Islands CSOs come together to advocate towards the Pacific Islands Forum

In 2018, CSOs across Solomon Islands convened in the capital city, Honiara in the lead up to the PIF Leaders Meeting to develop a common position on addressing corruption nationally and regionally, which they planned to take to the upcoming Leaders Meeting. The national CSO network agreed on three recommendations for consideration by leaders. These were to:

1. "Develop mechanisms to monitor the regional good governance framework – Establish a monitoring agency and include support budget for the implementation of the agency action plan;
2. Develop a Regional Anti-Corruption Convention – Develop one convention document that summarizes the Pacific Islands Forum Governance framework and the United Nations Convention on Anti-Corruption [sic] (UNCAC); and
3. Implement Accountable Gender & Youth budgeting – 20% of fixed gender and youth accountable national budgets across pacific countries"[38].

The convening was coordinated by a local NGO called the Development Service Exchange (DSE), who were also part of the "Bring It Back" campaign that fought to bring the Anti-Corruption Bill back to Parliament in 2017 (see case study below for more details). Subsequently, DSE made a formal submission on behalf of Solomon Islands CSOs through the PIFS Regional Policy Proposal process for consideration by PIFS and leaders for inclusion in their regional priorities.[39]

** This case study was taken from a report by Pasifika Rising posted on 4 March 2018*[40]

In addition to working with PIFS to lobby Pacific Governments to take more action to implement their anti-corruption commitments, CSOs can also engage with other regional inter-governmental organizations, whose work overlaps with anti-corruption efforts. For example:

- ***Pacific Islands Law Officers' Network (PILON)***:[41] PILON brings together law officers from all PICs at an annual meeting, which is used to discuss topical law reform and implementation issues, as well as identify key regional priorities. PILON also offers law officers technical assistance and implements projects (e.g. on legislative drafting). Currently, PILON's

38 Pacifika Rising. 2018. Solomon Islands CSOs Take on Corruption. 4 March. [online] Available from: https://www.pasifikarising.org/csos-take-on-corruption/.
39 Development Service Exchange Solomon Islands. 2018. Framework for Pacific Regionalism - Submission by Development Services Exchange. [online]. Available from: http://www.forumsec.org/wp-content/uploads/2018/04/Systematic-corruption-A-critical-issue-for-the-Pacific.pdf.
40 This case study is drawn from the summary provided at: Pacifika Rising. 2018. Solomon Islands CSOs Take on Corruption. 4 March. [online] Available from: https://www.pasifikarising.org/csos-take-on-corruption/.
41 Pacific Islands Law Officers' Network (PILON). [online] Available at: http://www.pilonsec.org/.

three regional priorities are sexual and gender-based violence, environmental crime and corruption, and cybercrime. In 2017, the PILON Working Group on Environmental Crime and Corruption published, "Guiding Principles For Protecting Whistleblowers And Encouraging Protected Disclosures"[42]. Recognizing the invaluable role that Pacific law officers play in addressing corruption, Pacific CSOs could offer to participate in PILON annual meetings to identify opportunities to collaborate with law officers' to support law reform and enforcement activities;

- ***Pacific Association of Supreme Audit Institutions (PASAI):***[43] PASAI brings together audit institutions from across the region to share their expertise and build regional audit capacities. Noting the region's limited number of dedicated anti-corruption authorities or units, audit institutions in the Pacific often function as the main investigator of financial corruption within the public service. Pacific CSOs could consider engaging PASAI to more proactively identify corruption as a priority for national audit institutions. Notably, UNCAC article 9(2)(c) specifically recognizes the need for effective audit processes;

- ***Pacific Ombudsman capacity-building, supported by Australia and New Zealand:***[44] The Australia and New Zealand National Ombudsmen Offices collaborate together to support Ombudsman Offices from across the region to share their expertise and build their capacities. It is to be noted that their efforts follow on from the Pacific Ombudsman Alliance Project, which is no longer in operation. Ombudsmen Offices deal with complaints of poor administration, but in many PICs, they also handle complaints of maladministration and in given countries, corruption (e.g. PNG). Ombudsmen across the region focus on promoting public integrity and accountability and this loose network of Pacific Ombudsman could provide a platform for CSOs to collaborate with them to advocate for and implement anti-corruption activities.

42 PILON. 2017. Guiding Principles for Protecting Whistle-blowers. [online]. Available from: http://pilonsec.org/images/CoreDocuments/ECC/PILON-Guiding-Principles-for-Protecting-Whistleblowers.pdf
43 Pacific Association of Supreme Audit Institutions. Available from: https://www.pasai.org/.
44 Carolyn Langley, 2017. Framework for Pacific Regionalism - Submission by Pacific Ombudsman Alliance. POA. [online]. Available from: https://www.forumsec.org/wp-content/uploads/2017/09/Supporting-regional-ombudsmen-and-allied-institutions-through-the-Pacific-Ombudsman-Alliance1.pdf.

PART 3:
National enabling environments

As noted earlier, every PIC has ratified UNCAC except Tonga (see Table 2 below). This means that these PICs are now focused on UNCAC implementation, which includes participating in the UNCAC Review Mechanism. In 2016, the UN-PRAC Project published a report on the UNCAC review findings from Pacific States parties that had completed their reviews at that time. The review included all countries except Niue and Samoa (which acceded to UNCAC in 2017 and 2018 respectively), and Tonga, which has yet to accede. The report titled, "Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III of The UN Convention against Corruption", summarizes the existing national institutions and laws (together the 'enabling environment') relevant to addressing corruption in each PIC,[45] and is recommended reading for CSOs keen to identify entry points for working within their own national frameworks. The discussion below offers a more general summary of possible opportunities for action.

45 UN-PRAC. 2016. Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III Of The UN Convention against Corruption pp. 4-8. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/library/eg/unprac-criminalization-and-law-enforcement.html.

TABLE 2: Key national anti-corruption commitments and institutions

State party	Ratification, Accession (a)	National Anti-Corruption Committee	National Anti-Corruption Strategy	Independent Commission Against Corruption
Cook Islands	17 October 2011 a	Yes	No	No
Federated States of Micronesia	21 March 2012 a	Under development	Under development	No
Fiji	14 May 2008 a	No	No	Yes
Kiribati	27 September 2013 a	Yes	Yes	No
Nauru	12 July 2012 a	No	No	No
Niue	3 October 2017 a	No	No	No
Palau	24 March 2009 a	No	No	No
Papua New Guinea	16 July 2007	Yes	Yes	Amendment to establish enshrined in Constitution
Republic of the Marshall Islands	17 November 2011 a	Yes[46]	No	No
Samoa	18 April 2018 a	No	No	No
Solomon Islands	6 January 2012 a	Yes	Yes	Yes
Tonga	Not ratified	No	No	Legislation drafted
Tuvalu	4 September 2015 a	Under development	Under development	No
Vanuatu	12 July 2011 a	Yes	Under development	No

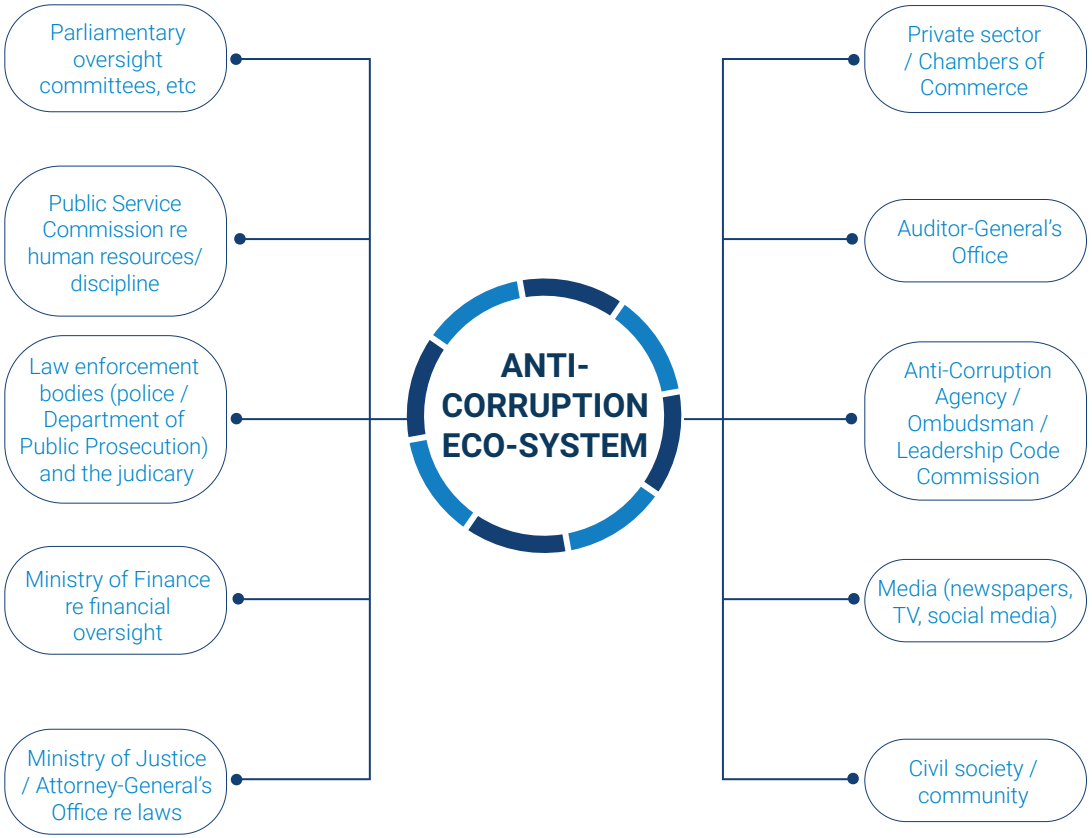
Engaging with government institutions

Pacific civil society actors working to address corruption do not operate in a vacuum, but instead as part of a national "eco-system" of accountability institutions and laws, which together contribute to the prevention and/or identification, investigation, prosecution and adjudication of corruption (see Figure 7 for an example of such an eco-system). As Part 4 describes in more detail, Pacific civil society is already attempting to work together with these other entities where

46 A National Good Governance Committee was established in 2019. It is understood that this Committee includes oversight over issues relating to public accountability and corruption.

possible, in order to strengthen the impact of their efforts by working to embed anti-corruption values, strategies and approaches within national systems. However, the variable capacity of government ministries and institutions can still impede civil society's ability to engage with government bodies. Pacific civil society can be proactive in analysing the existing national "anti-corruption eco-system", in order to identify possible partners or areas of work that could be prioritized, as well as gaps or challenges that could be prioritized and addressed.

FIGURE 7: Example of an anti-corruption eco-system



In the public service, there are some key bodies within most Pacific Governments that are likely to be important advocacy targets and/or anti-corruption partners for civil society:

- ***Anti-corruption committees/coordination bodies (ACCs):*** In some PICs, Governments have established anti-corruption committees or working groups (see Table 2 above for details), often in accordance with UNCAC articles 6 and 36.[47] These committees often take on a range of tasks, including: coordinating anti-corruption efforts across government and society; public sector education and awareness-raising activities; receiving complaints (from within the public sector and from the public); and providing advice to Ministers and senior officials on anti-corruption issues. These bodies can be important partners for civil society, as they often have the power to advocate for and implement whole-of-government responses to specific anti-corruption challenges. In the Pacific, these ACCs often sit in the Prime Minister's or President's Offices. In many PICs, these ACCs also often include civil society representation. For example, in Vanuatu, Government Order 166 of 2016 established an 18 member Anti-Corruption Committee, which includes Transparency International Vanuatu, the Chamber of Commerce and the Media Association of Vanuatu;

- ***Law reform and law enforcement bodies:*** Ministries of Justice and Attorneys-General's Offices often take substantive leadership for national anti-corruption efforts, due to their mandate to oversee both law reform and law enforcement. Particularly in respect of the former, they are usually responsible for drafting/ amending legislation and shepherding it through Cabinet and then to Parliament. Where CSOs consider law reform a priority in the fight against corruption, these institutions can be critical partners (see the next section for more detail);

- ***Public sector oversight bodies:*** UNCAC article 7 on the public sector specifically recognizes a set of key activities that public sectors endeavour to action in order to address corruption.[48] CSOs can consider advocating towards public sector oversight bodies to encourage them to take specific action in relation to issues such as merit-based recruitment, discipline and termination of public sector employees. In the Pacific, these oversight bodies are usually independent Public Service Commissions and/or Departments of the Public Service. Often it is CSOs who have the grassroots networks that can identify specific instances of public sector corruption; CSOs can build relationships with key public service bodies to enable the sharing of such information. An annual Pacific Public Service Commissioners Conference is organized in a different Pacific Islands Forum country each year, focused around a specific theme. Civil society may also want to consider advocating towards the organizers of each

47 UNODC. 2004. United Nations Convention against Corruption [Online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf.
48 Ibid.

annual conference to include addressing corruption and promoting accountability within the public service as a core theme.

Championing Integrity within PNG's National Government Agencies[49]

In November 2017, TIPNG presented prestigious awards to seven national agencies in recognition of their integrity strengthening efforts in PNG. The awards aimed at supporting the national bodies that were striving to fight corruption by making information accessible and being accountable to the public that they serve.

The organizations were awarded during a two-day Integrity Seminar hosted by TIPNG, which was designed to reinforce messages of integrity, good governance and partnership. These agencies and initiatives that were awarded in 2017 were:

- Internal Revenue Commission – Corruption Complaints Desk;
- National Parliament - Open Parliament Program;
- Investment Promotion Authority - Online Registry System;
- National Judicial Staff Services in Partnership with the University of South Pacific (USP) - Pacific Legal Information Institute (PacLII) website;
- Department of Finance - Phones Against Corruption Initiative (which was also awarded the International Anti-Corruption Excellent Award for Innovation);
- Mineral Resources Authority - PNG Mining Cadastre Portal;
- Department of Lands and Physical Planning – Corruption Complaints Desk.

Engaging with national legislatures

Pacific legislatures play a critical role both in overseeing the national government and its institutions, and in passing key anti-corruption laws. CSOs in both the Pacific and the world can assist legislatures to build the knowledge and capacity of Members of Parliament (MPs) to understand the role they play in addressing corruption. In the Pacific, UN-PRAC has regularly run workshops with MPs on topics such as UNCAC, the right to information (RTI), codes of conduct/ leadership codes and addressing corruption more broadly.

Building on these trainings, and in order to support more systematic engagement by MPs, several Pacific legislatures have also worked with the Global Organization for Parliamentarians Against Corruption (GOPAC) to establish their own national chapters. There are five Pacific Parliament chapters in the Cook Islands, Fiji, Kiribati, Samoa and Tonga; with the Australian and New Zealand Parliament chapters, there are seven in the Oceania region. It is to be noted

49 This case study is taken from Transparency International Papua New Guinea's (TIPNG) Newsletter: 'TIPNG Newsletter (Oct-Dec 2017)' (TIPNG, December 2017).

that Niue and Tuvalu chapters are also in formation. GOPAC brings together interested MPs nationally to discuss and progress anti-corruption priority work, as well as to share experience across Pacific jurisdictions.[50] MPs have even engaged in GOPAC's global events to learn and share knowledge. Individual MPs from Pacific legislatures without national chapters have also been active in GOPAC regionally and internationally. At the global level, GOPAC itself has established the "Participation of the Society Global Task Force, which highlights the importance of parliamentarians engaging with their constituents and working collaboratively with civil society to raise awareness of corruption issues and lobby for legislative and administrative changes aimed at combating corruption"[51].

Pacific civil society has not yet been as active in engaging with legislatures, with more attention usually directed towards the executive branch of government, or even towards regional and international development partners. This can be seen as a missed opportunity, as Pacific legislatures have key roles to play in passing laws, endorsing the national budget and overseeing how government ministries spend their money and deliver their programmes. Where CSO engagement has occurred, it has generally been at the behest of the individual Speaker or a motivated integrity-aware MP. For example, the Tongan Speaker led efforts to amend the Standing Orders in 2018 to create the Anti-Corruption Committee (see the case study below for more details). In 2016, the Nauru Leadership Code Inquiry Committee Chair convened an UN-PRAC/GOPAC hearing with 31 'community integrity champions', MPs and the President. Similarly, the Niue and Samoa Speakers have encouraged their Committees to visit townships outside the capital for hearings with CSOs and the community, with UNDP and UN-PRAC assistance. CSOs are encouraged to develop relationships with the Speaker and Clerk of their legislature, as well as individual MPs, so that these relationships can be used as an opportunity to start discussing anti-corruption issues more systematically with MPs.

More specifically, parliamentary committees (i.e. smaller groups of MPs who come together in committees to look at issues in specific sectors) can use their often quite strong oversight powers to hold inquiries and hearings, enabling MPs to hold individual government ministries to account, both for their use of budget resources, but also for their more general approach to public transparency and accountability. Most Pacific legislatures have a Public Accounts Committee (PAC), whose specific mandate is to review government expenditures. Where CSOs believe that certain ministries may be corruptly spending government funds, they can meet with their PAC and/or provide the PAC with a specific briefing note setting out relevant facts, which the PAC could use to ask questions of the relevant ministry. The same can be done for specific

50 Global Organization of Parliamentarians Against Corruption (GOPAC). 2020. GOPAC Chapters [online]. Available: http://gopacnetwork.org/gopac-chapters/.
51 UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption. p. 31. [online]. Available: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.

sectoral committees (e.g. a parliamentary committee on health and education could inquire into contracts, procurements and expenditures in these sectors to identify potential areas of mismanagement or corruption). As discussed in more detail in Part 4, some CSOs have also engaged in citizen budgeting and oversight, as efforts to promote social accountability. These types of civil society oversight activities can tie back into the oversight undertaken by PACs.

Pacific Parliamentary Committees on Anti-Corruption

In May 2015, Tonga became the first Parliament in the region to establish a Standing Committee on Anti-Corruption, and it did so at the same time as it endorsed the Tonga chapter of GOPAC.[52] The Tongan Speaker led efforts to amend the Standing Orders in 2018 to create the Anti-Corruption Committee, and specifically included directives for the Committee to work in conjunction with GOPAC and the Tonga GOPAC National Committee and with civil society partners to promote public awareness, particularly the youth in relation to corruption and the need for a strong stand against corruption.[53]

Although no longer in operation, in 2016, Kiribati also set up a Select Committee on Anti-Corruption, drawing on the experiences of Tonga. The Speaker of Parliament at the time stated that, "This Parliament and the Government have established promoting integrity and preventing corruption as a major priority, with our Anti-Corruption Committee among the first Committees to be established in the new Parliament"[54]. The Committee prepared seven reports on corruption issues, with three tabled and approved by the full Parliament, and held public hearings all over Kiribati, including taking their work to the outer islands, in an effort to engage all Kiribati citizens in tackling corruption.[55]

Engaging with national accountability institutions

PICs have established a range of independent accountability bodies, including an Independent Commission Against Corruption (ICAC) in Fiji and Solomon Islands (while PNG has flagged that it will table ICAC legislation in early 2020, as it has already unanimously voted to amend the Constitution to allow for an ICAC to be established and Tonga has also legislated to establish an ICAC), Leadership Code Commissions, Ombudsmen and Audit Offices. These bodies have

52 UN Information Centre (UNIC) Canberra. 2015. Tonga Parliament Takes Tangible Steps In Fight Against Corruption. [online]. Available from: https://un.org.au/2015/05/21/tonga-parliament-takes-tangible-steps-in-fight-against-corruption/.
53 UNCAC Conference of States Parties. 2015. The Activities of the Standing Committee on Anti-Corruption and GOPAC Tonga Chapter. [online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/COSP/session6/SpecialEvents/2015_11_05_LordFusitua.pdf
54 Setaita. 2017. Strengthening Kiribati Capacity to Boost Integrity. UNDP Pacific office. 24 April. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2017/05/02/strengthening-kiribati-capacity-to-boost-integrity-.html.
55 Ibid.

a diverse range of mandates, including public education and awareness-raising, monitoring, complaints handing, corruption investigations and enforcement.

Most independent accountability bodies are specifically mandated to work closely with civil society in recognition of the need to address corruption though a multi-stakeholder approach. In the Pacific, many of these bodies are under-resourced, which makes the contribution of civil society even more valuable. Civil society can assist in providing expertise on key issues, supporting education and outreach efforts, facilitating complaints from the public, collecting data and other evidence of corruption, undertaking analysis of complex cases and supporting capacity-building efforts. For example, TIPNG runs an Advocacy and Legal Advice Centre which provides free legal advice to people who want to report corruption.[56] The Centre keeps statistics of the complaints it receives and then works with agencies and organizations to develop anti-corruption systems that work.[57] As of June 2019, 54 complaints have been received by the Centre.[58] This model has been rolled out by TI chapters around the world.

Developing, implementing and monitoring national anti-corruption strategies

Several countries (e.g. Fiji, PNG, Solomon Islands and Vanuatu) have ACCs, which brings together a range of government bodies, independent integrity institutions and non-State actors working on corruption (see Table 2 for details). ACCs can benefit from civil society participation, drawing on expertise from both CSOs and the private sector. In PICs where no such Committee exists, civil society may want to advocate for the creation of such a body. Where ACCs are regularly convened and stakeholders participate actively, they can be an efficient way of pooling existing resources and expertise for maximum impact.

ACCs have also been used effectively in the Pacific as a coordinating mechanism for developing a National Anti-Corruption Strategy (NACS), in line with UNCAC articles 5 and 6.

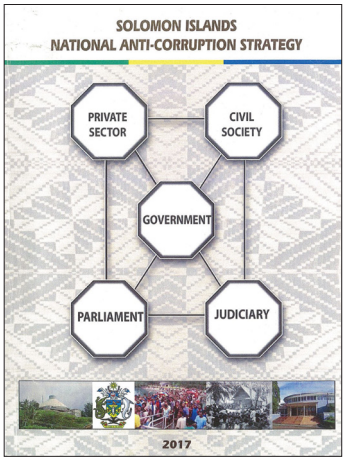
For example, Solomon Islands committed to developing a NACS in 2015, and to that end, set up a multi-stakeholder NACS Steering Committee, comprising members of the public sector, civil society and the private sector.[59] The NACS Steering Committee implemented a highly

56 TIPNG. Advocacy & Legal Advice Centre. [online]. Available from: https://www.transparencypng.org.pg/programs/advocacy-legal-advice-center/.
57 TIPNG. TIPNG Presents Statistics on Complaints Received. [online]. Available from: https://www.transparencypng.org.pg/tipng-presents-statistics-on-complaints-received/.
58 bid.
59 Solomon Islands Government. 2017. Solomon Islands National Anti-Corruption Strategy 2017. [online]. Available from: http://devpolicy.org/pdf/blog/Solomon-Islands-National-Anti-Corruption-Strategy-2017scanned.pdf.

consultative process that included undertaking provincial consultations to gather feedback from the grassroots.[60] Upon launch of the final NACS in 2017, the NACS cover page specifically recognizes the critical importance of a multi-stakeholder approach to addressing corruption (see Figure 8) and the Prime Minister's preamble specifically stated that:

> "…the 'war' against corruption must always be a business for everyone in Government, the private sector and civil society. Government has considered it important therefore that the NACS's implementation is steered and guided by a Steering Committee comprising of representatives from the Solomon Islands Chamber of Commerce and Industries; Development Services Exchange (the umbrella NGO); Government and development partners when appropriate. This will ownership of the NACS by all"[61].

FIGURE 8: Solomon Islands NACS cover page



Vanuatu also established the National Anti-Corruption Committee, endorsed by Parliamentary Order No. 166 of 2016ACC. The Committee comprises of Government officials (e.g. from the Office of the Prime Minister, Ministry of Justice and Community Services, Ministry of Foreign Affairs, Ministry of Finance and Economic Management, Office of the Public Prosecutor, Police, Office of the Ombudsman, Office of the Government Chief Information Officer, Financial Intelligence Unit, Public Service Commission and the Vanuatu Law Commission) and non-State actor representatives (e.g. Malvatumari Council of Chiefs, Vanuatu Association of Non-Government Organisations, Media Association of Vanuatu, Vanuatu Christian Council, Transparency International Vanuatu, Chamber of Commerce and Industry, and the Reserve Bank of Fiji).[62] The Committee has been working to develop a NACS for Vanuatu, with support from the UN-PRAC Project.

Likewise, in 2016, Kiribati established an ACC. This included Government bodies, civil society, church groups and Parliamentarians, and was mandated to develop a NACS.[63] The Kiribati NACS was launched in November 2017.[64]

60 bid., pp. 6-7.
61 Ibid., p.1.
62 UN-PRAC. 2017. *UN-PRAC Newsletter* (Jan-2017). January. [online]. Available from: https://tivnews.files.wordpress.com/2017/02/jan-2017-newsletter.pdf.
63 Ibid.
64 Radio New Zealand (RNZ). 2017. Kiribati Launches Anti-Corruption Strategy. *RNZ*. 19 September. [online]. Available from: https://www.rnz.co.nz/international/pacific-news/339729/kiribati-launches-anti-corruption-strategy.

TIPNG engages in a range of anti-corruption policy processes

PNG was the first country to ratify UNCAC in the Pacific and the first to develop a NACS (2010-2030). The draft was developed by Government, but subsequently finalized after consultations with civil society. Subsequently, the PNG Government set up a Technical Working Group on Corruption, which regularly met with TIPNG, one of the most active CSOs in the country. TIPNG was involved in the development of subsequent three-year Anti-Corruption Action Plans, with an Action Plan endorsed for 2012-15.

TIPNG has also worked closely with Government working groups driving other national anti-corruption initiatives. TIPNG is co-chair of PNG's Open Government Partnership (OGP) work, alongside the Department of National Planning. TIPNG organized workshops with the Government in 2014 to advocate for PNG to sign up to the OGP and substantially contributed to PNG's first OGP draft National Action Plan. The OGP was endorsed by PNG in 2018 and now has a two-year OGP National Action Plan in place. TIPNG is involved in all three of PNG's OGP cluster priorities:

1. TIPNG co-chairs the 'Freedom of Information Cluster' with the Department of Communications and Information, which has committed to enacting a freedom of information law and an Integrated Government Information System for Government agencies and for the public;
2. Under the 'Public Participation Cluster', TIPNG has pushed for the PNG Government to implement citizens' budgets, and establishing a regular CSO roundtable on open government issues; and
3. Under the 'Extractives Transparency Cluster', TIPNG continues to lobby the Government to develop an extractive industries transparency policy and law as part of its implementation of the Extractive Industries Transparency Initiative (EITI).

Notably, PNG signed up to EITI in 2013. It consists of a multi-stakeholders group composed of 30 members that has 15 Government representatives, eight from civil society and seven industry representatives. This group meets quarterly and is responsible for finalizing annual EITI reporting.[65]

** This case study was based on an interview with the TIPNG Director on 27 September 2019*

Engaging in national anti-corruption law reform

Law reform, in support of anti-corruption efforts, has long been an active area of work for civil society. Although a strong legal framework will not stamp out corruption on its own, it provides a strong foundation for the criminalization of corrupt behaviours, as recognized in UNCAC Chapter III on criminalization and law enforcement. In the Pacific, CSOs have long been active in progressing law reform across several sectors, including in relation to promoting

65 PNG Government. 2019. PNG EITI Annual Progress Report 2018. pp.49-50. [online]. Available from: https://eiti.org/sites/default/files/documents/annual-progress-report-2018.pdf.

public accountability and integrity. In 2009, the Regional Rights and Resources Team and the Fiji Women's Rights Movement produced a "Pacific Legislative Lobbying Toolkit", designed to assist civil society organizations to advocate more effectively for law reform.[66] The Toolkit was designed to assist CSOs working on sexual and gender based violence law reform, but is also useful for CSO advocates working on any form of law reform, including in relation to legislation on anti-corruption or related issues.

In support of UNCAC Chapter III, Pacific civil society may wish to consider advocating for amendments to existing laws, to bring their national legal framework into alignment with UNCAC. Each PIC that has ratified/ acceded to UNCAC has completed the first cycle of the UNCAC Review Mechanism (Samoa, one of the latest to acceded to UNCAC, is in its final stages of completion), which require countries to review their implementation of UNCAC Chapters III and IV in the first cycle. Several PICs have also completed the reviews on their implementation of UNCAC Chapters II on preventive measures and V on asset recovery in the second cycle. Executive Summaries have been produced for each PIC, which can be downloaded on UNODC's website.[67] These summaries provide strong guidance on key areas of national law which need to be improved. Some countries have also published their full UNCAC review reports. As noted earlier, the summary report on Pacific UNCAC Chapter III reviews is captured in "Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III of the UN Convention against Corruption"[68] and provides useful cross-jurisdictional information that can support lobbying efforts by showing Pacific Governments how their laws compare with other PICs.[69] Likewise, UN-PRAC commissioned a summary of Pacific UNCAC Chapter IV reviews, which was published as "International Cooperation: Pacific's Implementation of UNCAC Chapter IV"[70].

66 Fiji Women's Rights Movement (FWRM) and the Pacific Regional Rights. Resource Team (RRRT). 2010. Changing Laws: Legislative Lobbying Toolkit. [online]. Available from: https://rrrt.spc.int/resources/publications/changing-laws-a-legislative-lobbying-toolkit.
67 UNODC. UNCAC Review Mechanism: Country Profiles. [online]. Available from: https://www.unodc.org/unodc/en/treaties/CAC/country-profile/index.html.
68 UN-PRAC. 2016. Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III Of The UN Convention against Corruption pp. 4-8. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/library/eg/unprac-criminalization-and-law-enforcement.html.
69 pp.4-8.
70 UN-PRAC. 2016. International Cooperation: Pacific's Implementation of UNCAC Chapter IV Of The UN Convention against Corruption. [online]. Available from: https://www.unodc.org/documents/corruption/Publications/2016/Pacifics_Implementation_of_UNCAC_Chapter_IV.pdf.

Solomon Islands civil society successful lobbies for Anti-Corruption Act[71]

Solomon Islands launched its NACS in 2017. A key component of the NACS was legislative reform focused on enacting an omnibus anti-corruption law aimed at strengthening the criminal law framework and establishing an ICAC, enacting whistleblower protection and enacting a freedom of information (FOI) bill. The Anti-Corruption Bill was tabled subsequently, but then withdrawn by the Prime Minister. This prompted an outcry from civil society, which had been active in lobbying MPs to pass the Bill. In response, the National Council of Women convened interested CSOs to agree on a strategy for pressuring the Government to proceed with the Bill. At that meeting, stakeholders formed the Civil Society Anti-Corruption Committee to coordinate their efforts, which agreed to work together on a "Bring Back the Bill" campaign (see Figure 9).

FIGURE 9: Video of Solomons' Anti-Corruption Bill campaign

Subsequently, CSOs launched a national petition, which demanded that the Prime Minister re-table the Bill upon Parliament's resumption. All 50 MPs unanimously voted in support of the Bill and the Prime Minister accept CSO representatives being part of a group to monitor the progress of work on the Bill in preparation for its re-tabling. Members of the Civil Society Anti-Corruption Committee came together to collect signatures and included Oxfam from Temotu and Malaita provinces, the Development Services Exchange (the umbrella body for local NGOs) and the National Council of Women covering other provinces. The petition was also uploaded online to obtain the signatures of Solomon Islanders living overseas or those in the provinces with access to the internet. Civil society also organized a march to the Prime Minister's Office and a radio programme to explain the petition to the public.

Civil society efforts successful pressured the Government to keep the Bill on the political agenda, but the push to pass the Bill was interrupted by a vote of no confidence in the Prime Minister at the next session of Parliament. Nonetheless, a strengthened Ombudsman Act was passed in late 2017, before the Prime Minister's departure. A sustained civil society campaign eventually resulted

71 This case study was based on online news reports: Pacific Islands Report Editor. 2017. Solomons CSOs Petitioning PM Regarding Withdrawal Of Anti-Corruption Bill. *Pacific Islands Report.* 13 September 2017. [online]. Available from: http://www.pireport.org/articles/2017/09/13/solomons-csos-petitioning-pm-regarding-withdrawal-anti-corruption-bill; Merinda Valley. 2017. Civil Society Rallies to Revive Anti-Corruption Bill. SIBC. 1 September. [online]. Available from: https://www.sibconline.com.sb/civil-society-rallies-to-revive-anti-corruption-bill/; Solomon PM's Anti-Corruption Bill Heads Back to Parliament. 2017. RNZ. 23 October. [online]. Available from: https://www.rnz.co.nz/international/pacific-news/342203/solomon-pm-s-anti-corruption-bill-heads-back-to-parliament.

in the Anti-Corruption Act and Whistleblower Protection Act being passed by Parliament in July 2018.[72] Since then, CSOs have continued to actively advocate for more effective implementation of the new laws, as well as support public education around what the new laws entail. For example, in May 2019, Development Service Exchange launched the "Corruption Guide Book". The Guide was designed as a simple guide on the corruption offences included in the Anti-Corruption Act to help people understand what the offences are, what it means for them and how they can help ensure compliance with the law.[73]

In addition to reviewing the existing laws in relation to UNCAC compliance, as part of the UNCAC Review Mechanism, the Convention itself recognizes two specific laws that complement anti-corruption effort. These laws are considered critical for CSO efforts to shine a light on corrupt practices:

- ***RTI legislation:*** UNCAC article 10 on public reporting recognizes the importance of ensuring that the public has access to information, both through requests and through proactive disclosure by governments.[74] RTI laws can be used as an effective tool by CSOs, as it enables CSOs and members of the public to request information from governments. CSOs and the public can then use the information gathered from the government to assess whether public resources and contracts are being appropriately managed. In the Pacific, the Cook Islands, Fiji (not yet in force), Palau and Vanuatu have formally adopted RTI laws, and it is anticipated that seven additional PICs may adopt RTI laws in the near future. These PICs include: the Federated States of Micronesia that recently developed and is currently reviewing a draft FOI law; the Solomon Islands that has similarly developed a draft FOI policy and law; PNG that in 2016 committed to the adoption of an RTI law and a national action plan under the auspices of OPG;[75] Kiribati that developed an RTI strategy in 2014; Tonga that has had an Information Disclosure Policy since 2012; Nauru that proposed to appoint an Ombudsman to have oversight of the development of an RTI regime in 2009; and Samoa that is reported to be actively considering the adoption of an RTI law;

72 Koroi Hawkins, 2018. What Now for New Solomons Anti-Corruption Law?. RNZ. 2 August. [online]. Available from: https://www.rnz.co.nz/international/pacific-news/363179/what-now-for-new-solomons-anti-corruption-law.
73 Pacific Youth Forum Against Corruption Solomon Islands (PYFACSI). Facebook. [online]. Available from: https://www.facebook.com/pyfacsi/?ref=search&__tn__=%2Cd%2CP-R&eid=ARDpw8kDLWF-g1vBof504N_X4IU49fuV1_BPuTxTcJNeZOFLVURwSk7NkxhIDXSL3oZnip3W-uDQZGj5.
74 UNODC. 2004. United Nations Convention against Corruption [Online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf.
75 The Open Government Partnership is a multilateral initiative that aims to secure concrete commitments from national and subnational governments to promote open government. Further information is available from: https://www.opengovpartnership.org/

- ***"Whistleblower" legislation:*** UNCAC article 33 on the protection of reporting persons recognizes the need for whistleblower protections (i.e. to protect those who expose secret information on corrupt practices). It is increasingly recognized that legislation and supporting mechanisms need to be put in place to safeguard staff who report on corruption in both public and private institutions.[76] Such legislation often also protects ordinary people, so it can create an environment that is more conducive to CSO activism in support of anti-corruption activities. In the Pacific, Solomon Islands is the only country to have passed a specific whistleblower protection law,[77] although the Federated States of Micronesia, PNG, Nauru and Palau have all been considering enacting such legislation.[78] CSOs could use this interest as an entry point for law reform advocacy, drawing on global good practice.[79]

Civil society advocacy for the right to information across the Pacific

Civil society efforts to promote RTI was supported by UNDP, who convened a regional FOI workshop for governments and CSOs in 2008. Following this meeting, the Vanuatu Government indicated an interest in developing FOI legislation. UN-PRAC then supported the Government with south-south expertise from the Jamaican Access to Information Unit, as well as supported Vanuatu civil society with their own advocacy and lobbying efforts. An RTI Bill was developed and released as a consultation draft. Transparency Vanuatu and its NGO coalition partners (including the Media Association of Vanuatu, Vanuatu Civil Society Disability Network and the Pacific Island News Association) conducted a series of awareness-raising activities and consultations on the RTI Bill with local communities in the provinces.[80] The RTI Act was passed by Parliament in November 2016. Transparency Vanuatu was subsequently nominated by the Office of the Prime Minister to be a member of the National Anti-Corruption Committee and is currently an active member of the RTI Steering Committee, alongside other key NGO civil society representatives.[81]

76 Organisation for Economic Co-operation and Development (OECD). 2015. Committing to Effective Whistleblower Protection. [online]. Available from: https://www.oecd.org/daf/anti-bribery/Committing-to-Effective-Whistleblower-Protection-Highlights.pdf.
77 Solomon Islands Government. 2018. Solomon Islands Whistleblowers Protection Act 2018.
78 UN-PRAC. 2016. Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III Of The UN Convention against Corruption pp. 72-75. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/library/eg/unprac-criminalization-and-law-enforcement.html.
79 Transparency International. 2018. A Best Practice Guide for Whistleblowing Legislation. [online]. Available from: https://www.transparency.org/whatwedo/publication/best_practice_guide_for_whistleblowing_legislation; International Bar Association - Legal Policy and Research Unit (IBA-LPRU). 2018. Whistleblower Protections: A Guide. [online]. Available from: https://www.ibanet.org.
80 UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption. p.27. [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.
81 Ibid.

PART 4:
Local civil society activities and interventions

Around the world, non-State actors have a long history of activism in the fight against corruption, with CSOs, community groups, youth groups, faith-based organizations, the private sector and the media all actively playing a role in demanding transparency, accountability and integrity from leaders, public officials, public servants and the non-government/private sector. However, in the Pacific, civil society capacity has been very variable, which has been reflected in the variable proactiveness of Pacific CSOs in tackling complex and sensitive issues such as corruption. While bodies like TI, which has chapters in PNG, Solomon Islands and Vanuatu, have an explicit mandate to work on corruption, for most other CSOs, corruption is a collateral issue, which may be worked upon if it crosscuts other priorities. That said, even where corruption is identified as a serious national issue, it can still be risky for CSOs to work on such issues, as governments may not be receptive to having corruption scandals exposed to the public. In small communities such as those in PICs, these risks can be exacerbated, as close community ties make it impossible for activists to be unknown.

Nonetheless, it is important to note that UNCAC article 13(1)(c) specifically recognizes the importance of engaging CSOs in the fight against corruption, calling on States parties to take appropriate measures "to promote the active participation of individuals and groups outside the public sector, such as civil society, non-governmental organizations and community-based organizations, in the prevention of and the fight against corruption and to raise public awareness regarding the existence, causes and gravity of and the threat posed by corruption…[including by]… (c) undertaking public information activities that contribute to non-tolerance of corruption, as well as public education programmes, including school and university curricula"[82]. In 2015, TI published

82 UNODC. 2004. United Nations Convention against Corruption [Online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf.

a report on "Civil Society Participation, Public Accountability and the UN Convention against Corruption", which collected together good practice and lessons learned from CSOs around the world.[83] That publication complements this report, which focuses primarily on Pacific CSO interventions to address corruption, with a view to both share good practice and inspire other Pacific CSOs to consider similar activities for replication or adaptation, as appropriate.

Community education and awareness-raising

One of the most common anti-corruption activities that Pacific CSOs have engaged in is public education and awareness-raising. Such work is critical in the fight against corruption. Education and outreach require both expertise about what corruption is and how it can be tackled, but also relationships of trusts with communities that will enable messaging to be effectively taken in and acted upon by those communities. In this respect, Pacific CSOs are well-placed to engage with communities around corruption issues as they often have strong networks and existing trust with stakeholders and beneficiaries throughout their country which they can draw upon.
Experience from around the Pacific and the world show that education and awareness-raising activities have been undertaken by CSOs in a multitude of ways. Many CSOs undertake community-level workshops and trainings, often partnering with national ministries, local governments/ councils, faith-based organizations, community groups or even sectoral interest groups (e.g. fishing communities, women's groups, youth groups, people living with disabilities) for greater impact. In some countries, training-of-trainers activities have been used to help CSOs build their own internal capacity regarding anti-corruption principles and strategies, before then sending trainers out into villages and outlying communities. Media campaigns have enabled greater penetration into outlying regions, in particular, using radio to share information about anti-corruption issues, activities and complaints mechanisms.

In addition to proactively designing and delivering anti-corruption education to communities, civil society has also been very effective in supporting subject-specific consultations on anti-corruption issues, particularly in relation to proposed law reforms, but also in support of national policy-making. Involving CSOs in designing and implementing public consultation processes enables governments to leverage their existing community relationships, draw on their expertise and role model principles of participation and transparency. As discussed in Part 2 above in relation to law reform advocacy, Pacific CSOs have considerable experience in facilitating subject-specific anti-corruption consultations and public hearings.

83 Transparency International. 2015. Civil Society Participation, Public Accountability and the UN Convention against Corruption [online]. Available from: https://www.transparency.org/whatwedo/publication/civil_society_participation_public_accountability_and_the_uncac.

Kiribati NGOs take anti-corruption ideas into their communities

Despite the relatively small size of its population and civil society sector, Kiribati is a leading PIC in the area of CSO engagement with anti-corruption. Groups such as the Kiribati Climate Action Network (KiriCAN), Kiribati Citizens Against Corruption (KCAC) and the Pacific Youth Forum Against Corruption's local chapter, "Kiribati Islands Corruption Kickers" (KICK) have all been actively working together and separately to address corruption across the islands.

Notably, KICK came together in 2015/16 and is an informal network of 40 youth organizations representing communities from Betio Town Council and Teinainano Urban Council in Kiribati, which aims to bring together young people to tackle corruption. KICK is housed in KiriCAN's offices and they work collaboratively on corruption issues.

KCAC was set up in 2017 and has a mandate to support corruption prevention through community awareness outreach programmes and to fight corruption in the public sector by exposing alleged cases of corruption through the media, and whenever possible, taking such cases to court in collaboration with the Director of Public Prosecution.

KiriCAN and KICK have both been supported by UN-PRAC to implement small anti-corruption activities which include: speaking with MPs on anti-corruption issues; running youth workshops on Tarawa and Kiritimati Islands; organizing a training-of-trainers to build the capacity of a small cohort of community workers; leading a public anti-corruption march and encouraging the Kiribati Government to sign an Anti-Corruption Pledge; producing posters and booklets on anti-corruption in Kiribati; and undertaking awareness-raising at local schools. Over future months, KiriCAN is planning to work in partnership with the Kiribati Leadership Commission to undertake community awareness-raising with a focus on visiting all communities in South Tarawa. KiriCAN also plans to support the development of good governance policies with the Ministry of Health (in relation to referrals and pharmaceuticals procurement), Ministry of Education (in relation to scholarships) and the Ministry of Labour (in relation to scholarships and employment).

KICK and KCAC have agreed on a Memorandum of Understanding to work together to increase the outreach of the awareness programme to the grassroots on outer islands, as well as communities in urban areas of South Tarawa. They have also both been engaging with the global OGP and are planning to target their public advocacy and awareness-raising towards building support in the community and within the Government to join the initiative. They plan to undertake community outreach work, but also to use radio and social media to get their messages out. KICK has also formulated specific youth activities around civic education, corruption and human rights. KICK's immediate aim is to increase youth and women's participation in elections in the lead up to the next election in 2020, and to hold leaders accountable for their election pledges and manifestos.

** This case study is based on an email and document shared by the KICK Coordinator on 28 September 2019 and an email from the KiriCAN Director on 9 September 2019.*

Tonga's Leadership Code consultations designed to make leadership more accessible[84]

During the development of Tonga's Leadership Code, stakeholders involved in the process were committed to implementing a consultation process that role-modelled the good leadership that they were seeking to promote. The Leadership Code development process was facilitated by the Tonga National Leadership Development Forum (TNLDF) and supported by the Pacific Leadership Program. During the process of developing the Leadership Code, TNLDF developed a comprehensive consultation process, designed to enable citizens to put forward their views on the principles of good leadership, which fed into broader national discussions around political reform. The views of Tongans across the country's six main islands were captured, with villages in each island contributing to their own Island Codes. Island groups also established their own committees to spearhead ongoing dialogue. Island Leadership Codes were developed for the islands of Vava'u, Eua and Ha'apai in a first phase, ad subsequently developed for Tongatapu, Niua and Niua Toputapu. After the Island Leadership Codes were completed, their principles were incorporated into the final National Leadership Code, which was eventually put to Cabinet.

FIGURE 10: Tongan Leadership Code consultations

Through the community consultations, Tongans were given the opportunity to discuss and design charters which captured what leadership really meant to them, in a Tongan context, and how they could hold their leaders and themselves accountable for practising good leadership (see Figure 10). The inclusive and participatory nature of the consultations was met with favourable responses from island communities. At the request of communities through the consultations, MPs were brought back to their constituencies to discuss leadership issues with their constituents – many for the first time since the elections. As a result, difficult but important conversations were facilitated with political representatives and their constituents engaging with one another to build trust and confidence, while encouraging good leadership practice at all societal levels.

84 Henderson, S., & Roche, C. 2012. Pacific Leadership Program INH528 Independent Progress Report. pp.17-19 [online]. Available from: https://dfat.gov.au/about-us/publications/Documents/pacific-leadership-program-ipr.pdf; *Ministry of Information and Communication*. 2012. Tongatapu Constituencies to merge a Leadership Code. Ministry of Information and Communication News Today. 28 August. [online]. Available from: http://mic.gov.to/news-today/press-releases/4041-tongatapu-constituencies-to-merge-a-leadership-code; RNZ. 2012. Tongans give their views on proposed Leadership Code. RNZ. 28 August. [online]. Available from: https://www.rnz.co.nz/international/pacific-news/206834/tongans-give-their-views-on-proposed-leadership-code

Student education and awareness-raising

At least half of the population across the Pacific is under the age of 25,[85] which represents both a challenge and an enormous opportunity. In the fight against corruption, Pacific Governments, civil society and educational institutions have been forward-thinking. There are several regional and national initiatives already underway to build the commitment and capacities of students to fight corruption and build a Pacific region that values and promote public accountability, transparency and integrity.

In Fiji, in 2017, the Fiji Independent Commission Against Corruption (FICAC) and the Ministry of Education jointly launched an effort to develop the first National Anti-Corruption Curriculum (NACC) in the region. The NACC was launched in schools in early 2018, and was rolled out in three pilot phases, involving 32 schools.[86] FICAC and the Ministry's curriculum development officers worked with teachers piloting the curriculum in school syllabus by running training workshops designed to assist teachers to familiarize themselves with the content of the National Anti-Corruption Resource Manual and its frameworks so that teachers could properly understand their roles and responsibilities in the piloting phase.[87] The NACC involves the integration of anti-corruption lessons into selected subjects like English, Social Science, Social Studies, Accounting and History. The pilot phase included students from Years 5 to 13. In July 2019, the Fiji Government launched the NACC into all Fijian schools.[88]

In PNG, TIPNG took the lead in integrating anti-corruption issues into school teachings. Through their School Based Civic Education Project, TIPNG encourages teachers to explore their own ability to teach citizenship, democracy, good governance and human rights concepts in the classroom.[89] More recently, PNG engaged in a South-South knowledge exchange with Fiji to learn from their NACC.[90] With support from UN-PRAC, in February 2019, PNG education practitioners, policy-makers and civil society came together at an education workshop in Port

85 Ben Robinson. 2016. 'Youth Bulge' a Threat to Stability, RNZ. 24 October. [online]. Available from: https://www.rnz.co.nz/international/pacific-news/316374/'youth-bulge'-a-threat-to-stability.
86 Fiji Independent Commission Against Corruption (FICAC). 2018. National Anti-Corruption Curriculum: Bringing the Fight against Corruption to Future Leaders. [online]. Available from: https://ficac.org.fj/face/pdf/newspaper/NACC2018.pdf; Yurou. 2018. Fiji Launches National Anti-Corruption Curriculum, *Xinhua*. 21 February 2018. [online]. Available from: http://www.xinhuanet.com/english/2018-02/21/c_136989184.htm.
87 Ibid.
88 Neelam Prasad. 2019. Anti-Corruption Will Be Part Of Fiji Schools Curriculum. *Fiji Sun*. 30 July. [online]. Available from: https://fijisun.com.fj/2019/07/30/anti-corruption-will-be-part-of-school-curriculum/.
89 UNODC. 2019. Civil Society for Development: Opportunities through the United Nations Convention against Corruption. pp.41. [online]. Available from: https://www.unodc.org/documents/NGO/Fast-tracking/18-06316_eBook.pdf.
90 UN-PRAC. 2019. *UN-PRAC Newsletter (Jul-2019)*. July. [online]. Available from: https://www.undp.org/content/dam/fiji/docs/unprac-july2019.pdf.

Moresby, to discuss the integration of integrity into the education curricula.[91] FICAC presented on their NACC, and stakeholders identified opportunities for potential collaboration.

Developing a new course on corruption for Pacific University students[92]

In April 2019, a new partnership was launched between the University of the South Pacific (USP) and the UN in the Pacific with the aim to design and implement a new 200 level anti-corruption course. This would be delivered by USP to university students through the School of Government, Development and International Affairs, under the Faculty of Business and Economics. Once fully designed, the course is to comprise a component of the Diploma in Leadership, Governance and Human Rights Program. The new course will complement the mandatory ethics unit currently offered to students by USP and is intended to equip students to be anti-corruption leaders in their home countries. The anti-corruption course is set to commence in 2020 and will integrate an inter-disciplinary approach, highlighting the need to address corruption from all angles. It is envisaged that the course will strike a balance between theory and practice, with a focus on practical examples from the region, as well as from global practice.

In PNG, TIPNG has also taken a more innovative approach to educating students and young leaders on the importance of good governance, public accountability and integrity. Inaugurated in 2008, the Mike Manning Youth Democracy Camps are run as an annual 10-day camp that brings students nation-wide to learn about the principles of democracy and good governance.[93] The camp is named after former Chairman of TIPNG, the late Michael (Mike) Manning, a highly-respected anti-corruption campaigner in PNG. The Camp programme balances hands-on activities, capacity-building exercises, simulations and presentations from guest speakers on a wide range of topics including human rights, the media, extractive industries and budget tracking.[94] Through the Camp, TIPNG hopes that students will participate more actively in advocating for a less corrupt society and will also teach others in their community about good governance and public accountability. Since the first camp in 2008, over 400 young people have participated, from nearly 100 schools throughout PNG. In 2019, TIPNG invited the TI chapters from Vanuatu and Solomon Islands to observe, to enable them to learn from the experience and perhaps replicate their own national versions of the Youth Democracy Camp. TIPNG is also working with partners to organize a similar Youth Democracy Camp in the Autonomous Region

91 Ibid.
92 This case study draws from the UNDP Press Release on 'Partnership on Anti-Corruption Course Launched', *UNDP Pacific* 4 April 2019. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2019/partnership-on-anti-corruption-course-launched.html.
93 TIPNG. 2019. Mike Manning Youth Democracy Camp. [online]. Available from: https://www.transparencypng.org.pg/programs/mike-manning-youth-democracy-camp/.
94 Ibid.

of Bougainville, and also helped with the design and implementation of a similar youth camp in Myanmar in 2019 through the use of video.

Inspiring young leaders

As noted earlier, Pacific young people comprise more than half of the entire population of the region. Young people are future leaders and future citizens – therefore building their commitment to the values of integrity and accountability is critical. Young people need to be engaged in order to reject corruption, both personally and in the context of the different roles that they are likely play in society: as citizens, parents, workers, business people, community members, political leaders and more.

It is encouraging that young people in the Pacific have already been at the forefront of regional and national anti-corruption campaigns, with young people across the region activating their networks to undertake a range of advocacy, awareness-raising, education and lobbying activities. For example, in Samoa in 2016, civil society came together with youth activists to run an "Integrity Workshop" for Samoan youth alongside a more general anti-corruption workshop for CSOs, as a joint initiative of the Samoan National Youth Council, the Samoan Umbrella for Non-Governmental Organisations and UN-PRAC.[95] The workshops provided an important opportunity for young activists to engage as part of the larger civil society movement to understand how UNCAC worked and how it could be useful for Samoa. This was an important early step towards Samoa's accession to UNCAC. In 2018, the Pohnpei Office of the State Public Auditor teamed up with Youth-4-Change to organize a talent show for International Anti-Corruption Day[96]. The talent show aimed at using creative, expressive art to speak out against corruption and raise awareness on anti-corruption using songs, music jams, dances, drama, poems and presentations.[97]

95 Pacific Islands Development Program (PIDP). 2016. Samoa Civil Society Tackles Challenge Of Corruption. *Pacific Islands Report*. 18 February. [online]. Available from: http://www.pireport.org/articles/2016/02/18/samoa-civil-society-tackles-challenge-corruption.

96 Bill Jaynes. 2019. Public Auditor hosts talent show for International Anti-Corruption Day. *Kaselehil Press*. 9 January. [online]. Available from: http://www.kpress.info/index.php?option=com_content&view=article&id=1194:public-auditor-hosts-talent-show-for-international-anti-corruption-day&catid=8&Itemid=103; Bill Jaynes. 2018. Cultivating creativity against fraud and corruption *Kaselehil Press*. 12 October. [online]. Available from: http://www.kpress.info/index.php?option=com_content&view=article&id=1134:cultivating-creativity-against-fraud-and-corruption&catid=8&Itemid=103.

97 Ibid.

Pacific Youth Anti-Corruption Forum harnesses youth activism across the region

In 2015, the first Pacific Youth Forum Against Corruption (PYFAC) was organized, which brought together young Pacific leaders between the ages of 18 to 25 to examine possible ways to address corruption.[98] The meeting was organized by the Pacific Youth Council and UN-PRAC. The Forum was designed to facilitate young people sharing their own experiences of corruption in their national countries and identifying their own strategies for addressing corruption nationally and regionally. At the end of the Forum, participants agreed to create PYFAC, which would sit under the Pacific Youth Council. In the lead up to the Forum, the Council and UN-PRAC held a "Capturing Corruption" photo contest which was open to Pacific youth between the ages of 15 to 30. The winning entries from the Cook Islands and Solomon Islands were selected based on their ability to capture an image of the effects of corruption within their communities and how best they were able to describe these effects in a photo caption.[99]

The PYFAC Network now operates as a platform for young people to share their stories and good practice from across the region, as well as to develop locally-run capacity-building programmes and other activities to support young men and women to drive their own anti-corruption initiatives. Under the auspices of the regional PYFAC Network, separate PYFAC national chapters have also been established to drive their own national youth anti-corruption activities. Active chapters are working hard in the Solomon Islands, Kiribati and Vanuatu and are undertaking a range of awareness-raising and advocacy activities. Additionally, one of the major regional outputs of the PYFAC was the development of the "Pacific Youth Anti-Corruption Advocates Toolkit", which was designed to help guide young activists to develop and run their own anti-corruption campaigns at home.[100] Figure 11 summarizes some of the possible activities that young people can consider engaging in to address corruption.

Figure 11: Pacific Youth Anti-Corruption Advocates Toolkit Entry points for Action

98 Fuimaono Norman Tuiasau. 2015. Pacific Youth Gather in Fiji to Take on the Fight against Corruption. *Transparency International*. 15 February. [online]. Available from: https://www.transparency.org.nz/docs/2015/Pacific-Youth-Gather-in-Fiji-for-Forum-Against-Corruption.pdf.

99 UNDP Asia and the Pacific. 2015. Pacific Youths Selected as Winners of "Capturing Corruption" Photo Contest', *UNDP in Asia and the Pacific*. 23 February. [online]. Available from: http://www.asia-pacific.undp.org/content/rbap/en/home/presscenter/pressreleases/2015/02/23/pacific-youths-selected-as-winners-of-capturing-corruption-photo-contest.html.

100 UNODC, UNDP, Pacific Youth Council. 2018. Pacific Youth Anti-Corruption Advocate's Toolkit. [online]. Available from: https://www.unodc.org/res/e4j/import/undp/integritytoolkit/publication/undpintegritytoolkitfinal.pdf.

In advance of an "Anti-Corruption Workshop for Pacific Civil Society Organizations" in early 2016, which brought together CSOs and youth activists, the Pacific Youth Council, PYFAC Network and UN-PRAC organized the first regional anti-corruption song competition, "Sound The Alarm".[101] The competition called for young people between the ages of 18 to 35 to submit original songs with effective anti-corruption messages, to be launched at the CSO Workshop. The competition not only looked for musical talent, but also for potential youth advocates to be a voice for anti-corruption messages at home (see Figure 12).

FIGURE 12: Pacific anti-corruption youth song competition

Following up on both the 2015 PYFAC and 2016 CSO Workshop, in 2017, a regional "Pacific Youth Anti-Corruption Innovation Lab" in Suva, Fiji took place as a partnership between the Pacific Youth Council, UN-PRAC, UNODC's Education for Justice (E4J) initiative and the Washington & Lee University's Law School in the United States.[102] The Innovation Lab brought together youth representatives and students from 15 Pacific Island countries and territories to develop innovative solutions to address corruption, as well as to reflect more broadly on how education can best be used as a tool to foster the culture of integrity and lawfulness and ultimately counter corruption. The event used UNCAC as a starting point, but then discussed how youth could contribute to its implementation in four policy areas: citizens' friendly budget; access to information; oceans management; and resilience-building and disaster risk management from an accountability perspective.[103]

The University of the South Pacific Students Association (USPSA) has also been active in holding youth anti-corruption seminars and workshops at the USP Campus in Suva. In May 2018, FICAC met with Senate Members of the USPSA to discuss the role of tertiary students in promoting integrity and joining the fight against corruption.[104] FICAC took part in this half day workshop

101 NIC Canberra. 2015. Music Competition Seeks Potential Youth Advocates Against Corruption. 2 December. [online]. Available from: https://un.org.au/2015/12/02/music-competition-seeks-potential-youth-advocates-against-corruption/.
102 UNDP Pacific Office. 2017. Innovation Lab gives Pacific youth space to develop creative solutions to corruption. 27 Apr. [online]. Available from: https://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2017/04/27/innovation-lab-gives-pacific-youth-space-to-develop-creative-solutions-to-corruption.html.
103 Ibid.
104 FICAC Media Team. 2018. USPSA Senate Members Meet to Discuss Anti-Corruption. FICAC. 21 May. [online]. Available from: https://www.ficac.org.fj/pg_news.php?pg=1185.

which saw 16 members from the USPSA learn about the impacts of corruption, global and regionally. The meeting was co-organized by UN-PRAC and involved members of the Pacific Youth Council and PYFAC. Subsequently, USPSA organised three awareness-raising seminars in Fiji with young people to build their skills and develop a cohort of young people who could share anti-corruption messaging with their peers.[105] Building on these seminars, in 2019, USPSA organized a Regional Youth Leadership and Anti-Corruption Program (RYLA), aimed at nurturing a group of student leaders to be advocates of anti-corruption throughout the Pacific.[106] The RYLA aspired to influence local, national and regional decision-making platforms through the advocacy of their youth participants.

Undertaking social accountability activities

One of the most obvious ways that corruption impacts on people's lives is through the diversion of public sector human and financial resources away from the provision of infrastructure and services to the public. To address these types of corruption at the community level, "social accountability" approaches have been developed with the aim to "build accountability through the collective efforts of citizens and civil society organizations to hold public officials, service providers and governments to account for their obligations with responsive efforts"[107]. These approaches endeavour to build a dynamic, accountable relationship between the States and citizens, allowing the public to hold the government to account for its actions (or inactions).

In its simplest form, a social accountability initiative will usually involve identifying a geographic area and sectoral focus (e.g. delivery of health services, access to education, provision of farming subsidies). A CSO will then work with the target community(ies) to collect data about what the government has promised and what the government has delivered. This data gathering process can be quite intensive and time-consuming, especially in countries without an RTI regime, where it can often be much harder to access information on government expenditures and related procurement and implementation processes. Nonetheless, once the data has been collected, the CSO will usually produce a report and/or convene a public hearing with government officials, which can serve as an opportunity for the community to publicly discuss their findings with officials and call for explanations of any discrepancies. Alternatively, or in addition, these findings can be shared with the local council or MP, who can also be engaged as a partner in social accountability.

105 University of South Pacific (USP). 2019. Events: Regional Youth Leadership & Anti-Corruption Training of Trainers Program. *USP Students Association.* [online]. Available from: http://www.usp.ac.fj/index.php?id=22556
106 Ibid.
107 UNDP Oslo Governance Centre. 2013. Reflections on Social Accountability. July 2013. [online]. Available from: https://www.undp.org/content/dam/undp/documents/partners/civil_society/publications/2013_UNDP_Reflections-on-Social-Accountability_EN.pdf.

Solomon Islands Social Accountability Coalition focuses on Constituency Development Funds[108]

The Solomon Islands Social Accountability Coalition (SISAC) was established in early 2018 and brings together many of Solomon Islands' most active CSOs, including the Development Services Exchange, Forum Solomon Islands International, Honiara Youth Council, National Scouts Association, National Youth Congress, Oxfam in Solomon Islands, Solomon Islands Development Trust, Transparency Solomon Islands and the Young Women's Parliamentary Group. SISAC members are committed to using their networks to effectively engage citizens and to influence and hold service providers and key government actors to account using a range of social accountability approaches and tools. SISAC will also support the creation of public awareness campaigns on government funding, expenditure tracking and budget effectiveness.

A key component of SISAC's advocacy approach aims to see more transparency by MPs with respect to the use of their Constituency Development Funds (CDF), including through more consultations with communities in the constituencies on development plans. These also include annual reports on the CDF expenditure. In July 2019, SISAC issued a press statement calling on all MPs to be more transparent with their CDF and commending those MPs who were transparent about receipt of their CDF tranches. For example, the MP for Marovo, Hon. Chachabule Rebi Amoi, publicly declared the receipt of Solomon Islander $300,000 of CDF into his bank account. He provided a briefing of Marovo's share of the CDF and further disclosed what each constituency would receive per year. SISAC called on other MPs to follow suit. SISAC's spokesperson noted that if there is to be more transparency and accountability around the CDF, then there needs to be more community participation in the planning processes around the CDF, right down to the village level.

Engaging faith-based organizations

In the Pacific, the potential for faith-based organizations of all denominations to play a part in combating corruption is quite substantial. The vast majority of Pacific Islanders identify as people of faith, and regular attendance at religious institutions is common across the region.[109] Faith-based organizations can be highly influential in the lives of their followers, which means that they can also provide influential leadership on the importance of integrity in leadership and the value of public accountability and transparency.

108 This case study is based on a press release posted on : Solomon Islands Social Accountability Coalition (SISAC) Facebook page. Solomon Islands Social Accountability Coalition. [online]. Available from: www.facebook.com/AccountabilitySolomon/posts/sisac-calls-on-mps-to-be-transparent-with-cdf-commends-marovo-mp-for-speaking-ou/637988680017479/.

109 For example, only 0.8% of the population of Fiji identify as having no religion, 0.2% of the population of Samoa identify as having no religion, and 1.1% of the population of Vanuatu identify as having no religion. See individual country data available at Central Intelligence Agency (CIA). 2019. The World Factbook: Religion [online] available: https://www.cia.gov/library/publications/the-world-factbook/fields/401.html.

To date, there is limited information to show that faith-based organizations in the Pacific have overtly and explicitly led their own anti-corruption activities to date. However, the Pacific Council of Churches appears to have participated in good governance and public accountability trainings,[110] and anecdotal information suggests that faith-based organizations have engaged in some PICs as part of good governance coalitions.

CSOs are encouraged to reach out to faith-based organizations and their leaders to build on activities. They could work with faith-based leaders to support them to integrate themes of good leadership and public accountability into their engagement with their followers. They could also directly offer congregations context-specific trainings on anti-corruption principles and strategies. For example, in Solomon Islands, the PYFAC - Solomon Islands (PYFAC-SI) Chapter has engaged with some of their local church processes. In July 2019, one of the PYFAC-SI volunteers presented during the Church of Melanesia Youth Convention on the types of platforms that young people can get engaged with to strengthen national governance and promote accountability, including by acting as "watchdogs" within their communities.[111]

PNG's Council of Churches collaborates on national anti-corruption efforts

Papua New Guineans are predominantly Christian, although many different denominations are present throughout the country. The different Christian churches come together through the Council of Churches, which acts as a peak body. Notably, the Council of Churches is a civil society member of the PNG Multi-Stakeholders Group, which guides EITI.[112] TIPNG has also worked with churches to build their capacities around tackling corruption. For example, in 2017, the United Church of the Port Moresby Circuit was part of three anti-corruption workshops, which were held under their "Towards Transparency" in the United Church' programme. This drew on TIPNG's civic education program.[113] The workshops were aimed at helping community leaders design and promote effective and realistic civic participation. Participants were given activities focused on understanding corruption, how to recognize it and what to do about it in the church and their communities.[114]

110 Pacific Conference of Churches. 2019. Church Relations. [online]. Available from: https://pacificconferenceofchurches.org/church-relations.
111 PYFACSI. Facebook. [online]. Available from: https://www.facebook.com/pyfacsi/?ref=search&__tn__=%2Cd%2CP-R&eid=ARDpw8kDLWF-g1vBof504N_X4IU49fuV1_BPuTxTcJNeZOFLVURwSk7NkxhIDXSL3oZnip3W-uDQZGj5.
112 PNG Government. 2019. PNG EITI Annual Progress Report 2018. [online]. Available from: https://eiti.org/sites/default/files/documents/annual-progress-report-2018.pdf.
113 TIPNG. 2017. TIPNG Newsletter (Oct-Dec 2017) (no. 39).
114 Ibid.

Harnessing the private sector

UNCAC article 12 focuses specifically on engaging the private sector in anti-corruption efforts and the UN Global Compact's tenth principle states that "Businesses should work against corruption in all its forms, including extortion and bribery"[115]. Unfortunately, in many countries, including in the Pacific, the private sector has been a problematic driver of corruption, with criminal laws often inadequate to tackle the specific complexities that relate to prosecuting actors who are not public officials for corruption.[116] In the Pacific, some private sector organizations have allegedly been complicit in corruption in relation to infrastructure projects, mining contracts, logging and forestry management, fishing licences and both small and large-scale government procurement exercises.[117] At the same time, UNCAC also recognizes that the private sector can be a very effective partner in the fight against corruption.[118] The UN Global Compact's tenth principle against corruption also commits UN Global Compact participants not only to avoid bribery, extortion and other forms of corruption, but also to proactively develop policies and concrete programmes to address corruption internally and within their supply chains.[119] Additionally, in 2018, TI recognized the importance of working with the private sector to tackle corruption globally in its guide entitled, "Collective Action on Business Integrity: A Practitioner's Guide for Civil Society Organisations", a global handbook to assist CSOs to identify possible entry points for work.[120]

115 UN Global Compact. 2019. Principle Ten: Anti-Corruption. [online]. Available from : https://www.unglobalcompact.org/what-is-gc/mission/principles/principle-10.

116 UN-PRAC. 2016. Criminalization and Law Enforcement: The Pacific's Implementation of Chapter III Of The UN Convention against Corruption pp. 29. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/library/eg/unprac-criminalization-and-law-enforcement.html

117 UNODC. 2019. Rotten Fish: A Guide On Addressing Corruption In The Fisheries Sector. [online]. Available from: https://www.unodc.org/documents/Rotten_Fish.pdf; *Pacific: Experts Call on Leaders to Stamp out Corruption in Sea Cucumber Trade*. 2019. ABC Radio Australia. 21 June. [online]. Available from: https://www.abc.net.au/radio-australia/programs/pacificbeat/call-for-pacific-to-stamp-out-corruption-in-sea-cucumber-trade/11233822; Elliot Dawea, John C. Cannon. Corruption Drives Dealings with Logging Companies in the Solomon Islands. 2017. *Mongabay Environmental News*. 1 May. [online]. Available from: https://news.mongabay.com/2017/05/corruption-drives-dealings-with-logging-companies-in-the-solomon-islands/; Marie Chêne. 2017. U4 Expert Answer - Solomon Islands: Overview of Corruption and Anti-Corruption. *U4 Anti-Corruption Resource Centre*. 23 January. [online]. Available from: https://www.u4.no/publications/solomon-islands-overview-of-corruption-and-anti-corruption.pdf; Extractive Industries Transparency Initiative. 2019. PNG Extractive Industries Transparency Initiative Page. [online]. Available from: https://eiti.org/papua-new-guinea.

118 See articles 12, 21, 22 and 39: UNODC. 2004. United Nations Convention against Corruption [Online]. Available from: https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf.

119 UN Global Compact. 2019. Principle Ten: Anti-Corruption. [online]. Available from : https://www.unglobalcompact.org/what-is-gc/mission/principles/principle-10.

120 Veronika Horvath, Emma Harte, Transparency International. 2018. Collective Action on Business Integrity: A Practitioner's Guide for Civil Society Organisations. [online]. Available from: https://www.transparency.org/whatwedo/publication/collective_action_on_business_integrity.

To ensure private sector actors contribute positively to national anti-corruption efforts, Pacific private sector bodies themselves have been proactively engaging with other members of civil society to strengthen their internal policies and the national environments within which they operate. In PNG, for example, TIPNG has been working closely with the PNG Chamber of Commerce to support the Business Anti-Corruption Alliance, which aims to engage the corporate sector in the fight against corruption.[121] TIPNG has worked through Alliance to run seminars and capacity-building workshops with businesses to go through their own internal anti-corruption and whistleblower policies and identify any weaknesses still to be addressed. In Fiji, the UN-PRAC Project worked with the Women in Business Entrepreneurs Council and Fiji Competition and Consumer Commission to provide training for women entrepreneurs on anti-corruption initiatives targeting micro-small and medium enterprises.[122] The training, delivered to 52 participants in the towns of Lautoka and Suva, created awareness on UNCAC and SDG 16, as well as the role of businesses in combating corruption. The training also explored basic internal corruption prevention and internal control mechanisms for such enterprises.[123]

Pacific Islands Private Sector Organisation (PISPO) drives forward anti-corruption efforts

PIPSO is the regional peak body for Pacific chambers of commerce and other interested private sector stakeholders. One of the guiding principles in PIPSO's Strategic Plan (2016-19) is integrity. The Plan states "we conduct business with honesty and integrity and making decisions to ensure future stability and sustainability".[124] In support of this commitment, in 2015, PIPSO worked with UN-PRAC to run an integrity and anti-corruption regional training for national private sector organizations. Building on this activity, PISPO initiated work to develop the Model Code of Conduct Initiative, first commissioning a research project with UN-PRAC after finding out that only a few Pacific chambers of commerce had a contemporary code of conduct.[125] In mid-2017, drawing on this research, PISPSO developed a draft code of conduct and then convened representatives from eleven PSOs across the region to consult on the draft code. Subsequently, the Model Code of Conduct was put forward for consideration at the PIPSO Annual General Meeting held in July 2017.[126]

121 Baki Should Act Now Say Business, Law and Civil Society Groups | Act Now!. 2010. *ACT NOW against corruption.* [online]. Available from: https://actnowpng.org/content/baki-should-act-now-say-business-law-and-civil-society-groups.

122 Women in Business Entrepreneurs Council is one of nine councils under the Fiji Commerce and Employers Federation established as a voice for women entrepreneurs in the country: United Nations Pacific Regional Anti-Corruption Project (UN-PRAC). 2019. *UN-PRAC Newsletter (Jul-2019).* July. [online]. Available from: https://www.undp.org/content/dam/fiji/docs/unprac-july2019.pdf.

123 Ibid.

124 Pacific Islands Private Sector Organisation (PIPSO). 2019. Home: Pacific Islands Private Sector Organisation. [online]. Available from: http://www.pipso.org.fj/.

125 PIPSO. 2017. Private Sector Tackles Codes of Conduct. *Fiji Sun*. 11 August. [online]. Available from: https://fijisun.com.fj/2017/08/11/private-sector-tackles-codes-of-conduct/.

126 Ibid.

Subsequently, in May 2018, Tonga's Chamber of Commerce took advantage of the Model Code of Conduct developed by UN-PRAC and PIPSO for Pacific private sector groups, by holding a workshop to facilitate their own Chamber of Commerce adopting their first code of conduct.[127] In 2019, UN-PRAC also supported codes of conduct, corruption awareness-raising and UNCAC review consultations with the Samoan Chamber of Commerce and Industry, Niuean Chamber of Commerce and Fijian Commerce and Employers Federation (for members in Suva and Nadi separately). All three national chambers have now officially adopted their own codes of conduct, based on the Model Code of Conduct. The Kiribatian and Palauan Chambers of Commerce are also working with UN-PRAC to schedule workshops in 2020.

More recently, PIPSO has been working to focus the attention of its members on addressing the specific corruption risks associated with infrastructure projects. To that end, in November 2018, PIPSO partnered with UN-PRAC to organise a Fiji Business Breakfast which brought together 36 representatives from the private sector and civil society in Suva.[128] The meeting discussed how the infrastructure sector could better prevent corruption, acknowledging the critical role that the private sector plays. Key learning outcomes included: the need to integrate moral values into corporate ethics; more support for UNCAC awareness-raising, as well as corruption risk assessments and mitigation in the private sector; and strengthening enforcement of anti-corruption legislation with respect to the private sector.[129]

Working with unions and professional associations

As noted earlier, while civil society is often narrowly interpreted to focus on non-profit CSOs, it does in fact encompass a wide range of non-government organizations, including unions and collectives. In the Pacific, only a handful of countries have an active trade union movement, most notably Fiji and PNG. These unions are also represented under the South Pacific Council of Trade Unions, an umbrella organization of unions. Although Pacific trade unions have not been active in the anti-corruption movement to date, global good practice shows that trade unions are often involved as members of national anti-corruption coalitions because corruption negatively impacts their members.[130] For example, workers may be affected by corruption or

127 UN-PRAC. 2018. *UN-PRAC Newsletter.* August.
128 PIPSO. 2018. PIPSO Partners with UN-PRAC for Anti-Corruption Training. 6 December. [online] Available from: http://www.pipso.org.fj/news/news/press-release/2018-2/pipso-partners-unprac-anti-corruption-training/; UN-PRAC. 2019. *UN-PRAC Newsletter.* Jan-2019. [online]. Available from: https://issuu.com/effective.governance17/docs/un-prac_newsletter_-_jan_2019.
129 Ibid.
130 Solidarity Center. 2016. Unions and Workers Can Help End Corruption. *Solidarity Center*. 17 May. [online]. Available from: https://www.solidaritycenter.org/unions-can-help-end-corruption/ ; UNODC. 2016. United Against Corruption-International Anti-Corruption Day 2016 - Call to Action' pp.2. [online]. Available from: https://www.unodc.org/documents/ropan/IACD_2016_Call_to_Action_EN.pdf.

it may lead to poorly managed construction projects. Trade unions may participate in national anti-corruption campaigns, including by encouraging their members to participate in national marches or major meetings. Trade unions could also be useful partners in awareness-raising activities as they can deliver trainings and seminars to their members.

Another common form of union or collective that is found in the Pacific are professional associations, such as a national bar association or an association of certified accountants. Most PICs have some version of one or both of these association, which regularly brings together lawyers or accountants for professional development activities, as well as representing their interests to the government, as necessary. These groups can be useful partners in anti-corruption activities. For example, they can provide a platform for delivering training on UNCAC, anti-corruption laws and good practice investigation or prosecution strategies. They may also offer their services to other CSOs pro bono to assist with efforts to launch anti-corruption investigations or prosecutions. While these associations may not yet be actively engaged by civil society as part of the Pacific anti-corruption movement, they could potentially be used in the future to support anti-corruption activities.

Activating the media

The media plays a crucial role in providing citizens with information that enables them to stand up to and fight corruption. The media can also be utilized as an effective partner in efforts to raise public awareness of what corruption is and to build a constituency for greater public accountability and transparency. The media can also play a direct role in uncovering corruption and pressuring governments to take action. The media is part of broader civil society, but CSOs and the private sector can also harness the power of the media to support their own advocacy and activities.

In the Pacific, the media has variable capacity to undertake proactive work in support of anti-corruption efforts. In some PICs, the media is quite small and/or is part of the government's own public broadcasting structures, which means that resources available to engage in investigative reporting are more limited. That said, even in such contexts, the media can be very useful in supporting public education, by running stories about what constitutes corruption, what people can do to address corruption and how to report it. In other PICs, government control over the media is still quite strong and there are practical limitations on the freedom of the media, whether in law or in reality.[131] This can make it more difficult to report on corrupt activities, although brave members of the Pacific media family have still worked hard to expose corruption.

131 Shailendra B Singh. 2012. Investigative Journalism: Challenges, Perils, Rewards in Seven Pacific Island Countries. 18(1) *Pacific Journalism Review* 83

In 2011, the PNG Excellence in Anti-Corruption Reporting Media Awards were launched, through a partnership between TIPNG, the PNG Business Against Corruption Alliance, UNDP, British High Commission and the Australian Broadcasting Corporation- National Broadcasting Company Media Development Initiative, in order to recognize the special role that the media can play in exposing corruption.[132] At the launch of the Awards, the UN Resident Coordinator stated, "Journalists have an incredible power – as well as a responsibility – to use their voices, and their pens, to raise the consciousness of governments and societies through their stories. They need to relentlessly pursue the path of truth and hold firm in exposing corruption"[133]. The prize winner was given a study tour of the Australian Broadcasting Corporation, intended to facilitate an exchange of skills and knowledge.

Pacific media have worked together for many years to build their collective skills to share high-quality investigative reports with readers and listeners. In particular, the Pacific Islands News Association (PINA), Pacific Media Assistance Scheme (PACMAS) and UN-PRAC have made efforts to support press freedom and capacity development, including specific training for Pacific journalists. For example, in 2015, UN-PRAC organized a regional training in Tonga for more than 30 journalists from Fiji, Palau, PNG, Solomon Islands, Tonga, Tuvalu and Vanuatu on UNCAC awareness-raising. The training aimed to build the capacity of journalists to prevent, detect and investigate cases of corruption, through greater awareness of UNCAC and the media's role as a non-State actor.[134] More recently, in February 2019, UN-PRAC presented at the PINA Inaugural Pacific Media Leaders' Summit entitled, "From Words to Action - The Pacific Media Reset" on "Bolstering Journalism Integrity in the Pacific – Code of Conduct and Pacific Anti-Corruption Journalists Network". As a result, the PINA Board adopted UN-PRAC's Model Code of Conduct for the media and co-launched the Pacific Anti-Corruption Journalists Network with UN-PRAC.[135] Later in the year, UN-PRAC and the Pacific Journalists Network also conducted trainings with the Media Association of Samoa and the first on-island training for Niuean journalists on the Model Code of Conduct, investigative reporting and the UNCAC review process.[136] UN-PRAC also continues to work with PACMAS to provide a train-the-trainer initiative and in August 2019 engaged in skills development activities with two journalists from the Broadcasting Corporation of Niue and the Palau Media Association.

132 Transparency International. 2015. Civil Society Participation, Public Accountability and the UN Convention against Corruption pp.28. [online]. Available from: https://www.transparency.org/whatwedo/publication/civil_society_participation_public_accountability_and_the_uncac.
133 Ibid.
134 UNIC Canberra. 2015. Pacific Journalists Learn about UNCAC at Combating Corruption Workshop. 18 August. [online]. Available from: https://un.org.au/2015/08/18/pacific-journalists-learn-about-uncac-at-combating-corruption-workshop/.
135 Shailendra B Singh. 2012. Investigative Journalism: Challenges, Perils, Rewards in Seven Pacific Island Countries. 18(1) *Pacific Journalism Review* 83.
136 Sina Retzlaff. 2019. Upgrading from Reporting to Investigative Journalism. *Samoa Global News*. 14 August. [online]. Available from: https://samoaglobalnews.com/upgrading-from-reporting-to-investigative-journalism/.

Pacific journalists are building their investigative journalism skills to expose corruption

UN-PRAC has worked closely with PINA, as well as engaging directly with decision-makers such as editors and owners, to raise the importance of anti-corruption investigative reporting. In May 2018, UN-PRAC presented a two-day regional workshop on "The role of media in oversight and accountability - following the work of integrity institutions" in Tonga, as part of PINA's biennial annual conference. Some 17 journalists from Fiji, Palau, PNG, Samoa, Solomon Islands, Tonga and Vanuatu participated in the workshop, which was based on UN-PRAC's "Reporting on Corruption: The role of media in oversight and accountability - following the work of integrity institutions" module for Pacific journalists.[137] This training led to five national media associations committing to develop an action plan to further national anti-corruption reporting.[138]

In November 2018, UN-PRAC together with the UNDP Transparency Accountability Project and the Media Association of Solomon Islands (MASI) also conducted a workshop on "Investigative Journalism, Corruption and Integrity". The workshop focused on investigative reporting and provided expert mentoring for 20 local journalists by USP's Journalism Coordinator, Solomon Islands Broadcasting Commission Chair and the publisher of the Solomon's Business Magazine.[139] A key outcome of the workshop was the commitment of local integrity agencies, including the Auditor-General, Ombudsman and Leadership Code Commission Chair, to boost their own engagement with the media to promote transparency and understanding.[140] MASI has supported Solomon Islands print newspapers to publish ten stories on corruption in one year alone, proudly claiming that they were "real stories, not transcripts of speeches from angry politicians. Stories with multiple sources including integrity agencies (did you know how much information can be found in an Auditor General's report?). Stories developed over multiple days. Stories with an impact"[141].

137 Joyetter Luamanu. 2018. Media Summit Looks at Dealing with Corruption. Samoa Observer. 8 May. [online]. Available from: https://www.samoaobserver.ws/category/article/29135; PacNews. 2019. 'Pacific Media Summit Looks at Dealing with Corruption', *FijiTimes*. 8 May. [online]. Available from: https://www.fijitimes.com/pacific-media-summit-looks-at-dealing-with-corruption/.
138 Ibid.
139 UN-PRAC. 2019. *UN-PRAC Newsletter*. Jan-2019. [online]. Available from: https://issuu.com/effective.governance17/docs/un-prac_newsletter_-_jan_2019 .
140 Ibid.
141 Marine Destrez. 2019. What Fighting Corruption Looks like in Solomon Islands | UNDP in the Pacific, *UNDP Pacific Office in Fiji*. 21 April. [online]. Available from: http://www.pacific.undp.org/content/pacific/en/home/blog/2019/what-fighting-corruption-looks-like-in-solomon-islands.html.

Conclusions and recommendations

Despite the relatively small size of civil society in many Pacific communities, CSOs, the media, private sector and other key community groups have all been increasingly active in trying to work with Pacific Governments and other stakeholders to concretely implement activities that will help address corruption and foster public accountability and transparency. Additionally, across the region, young people are taking a leading role in advocating for greater accountability and zero tolerance for corruption, particularly through PYFAC and its national chapters.

Research shows that civil society in Melanesia has been at the forefront of anti-corruption activities, but community groups in smaller island States such as Kiribati and the Cook Islands are also becoming more active. The North Pacific and Polynesia have not as actively profiled the work of CSOs working on corruption, but it is nonetheless notable that CSOs in these countries are already engaged in accountability activities through other sectoral-focused work, such as advocacy to ensure that environment, climate change and disaster response funding is used more effectively, or advocacy to hold the justice sector to account for their efforts to address violence against women and children. International human rights advocacy also has a long history in the Pacific; this advocacy provides a strong platform around which to grow civil society accountability-focused advocacy.

There are strong foundations already in place across the region which can be built upon to strengthen civil society's contribution to PIC efforts to address corruption. To this end, Pacific Governments, development partners, the private sector and civil society may wish to consider the following non-exhaustive list of suggestions for action.

For Pacific Governments

- Anti-corruption law reform efforts could:
  - Include CSOs in the review and drafting processes to ensure that new laws/ amendments are locally-contextualised and fit-for-purpose, drawing on the UNCAC review recommendations; and
  - Prioritize CSO-empowering legislation, such as RTI, whistleblower protection and witness protection;
- National laws could be reviewed to ensure that they protect and promote civil society space, enabling freedom of speech, association and media;
- National independent accountability institutions could more systematically include CSOs in their work, including by adding civil society representation onto their boards;
- NACS could be developed through a participatory process, which include CSO inputs as well as public consultations;
- National Anti-Corruption Committees could include CSO representation;
- CSO social accountability initiatives could be encouraged by national and local governments, which could integrate social accountability principles and methodologies into their own service delivery approaches;
- CSOs could be more systematically involved in the UNCAC Review Mechanism by Pacific Governments that could proactively include them as part of the self-assessment process, in-country reviews and perhaps even the finalization of the UNCAC reports and the Executive Summaries. Additionally:
  - Governments could be encouraged to make the reports public, so that they can be accessed by civil society and the public; and
  - Reports could be used to inform NACS monitoring and/or as a baseline for producing an annual report on anti-corruption progress, in collaboration with civil society;
- CSOs could be more systematically involved in Pacific regional meetings of relevance to anti-corruption issues, for example, the annual Forum Leaders Meeting, Forum Economic Ministers Meeting and meetings of PILON;
- CSO experts could be nominated as UNCAC governmental experts, so that their expertise can be harnessed for the benefit of the UNCAC Review Mechanism; and
- CSO representatives could be included in national delegations from the Pacific to CoSP.

For development partners

- Anti-corruption, public accountability and transparency could be integrated as cross-cutting issues in all development programming;

- NACS could be used as the guide for how to support Pacific Governments prevent and fight corruption and supported accordingly;
- CSO social accountability initiatives could be encouraged by development partners, which could integrate social accountability initiatives principles and methodologies into their own programming approaches;
- PYFAC has requested that development partners support a capacity assessment of national PYFAC chapters with a view to designing a follow-up capacity development programme; and
- Specific small and/or long-term grant funding could be allocated towards anti-corruption activities implemented by civil society.

For the private sector

- The private sector could commit not only to avoid bribery, extortion and other forms of corruption, but also to proactively develop policies and concrete programmes to address corruption internally and within their supply chains in line with the UN Global Compact's tenth principle;
- UNCAC implementation and alignment with SDG 16 could also be supported by focusing on preventive measures in the private sector, providing for and encouraging anonymous reporting and whistleblower protection, having disciplinary and enforcement procedures and where appropriate, supporting national governments in providing an adequate anti-corruption framework;
- The Model Code of Conduct could be promoted across the region to national chambers of commerce that could be supported to develop similar national codes; and
- PIPSO and national chambers of commerce could work with CSOs and national accountability institutions to more systematically raise awareness among the private sector of their obligations under UNCAC and anti-corruption values and approaches more generally.

For civil society

- Interested organizations could work with development partners to implement activities to develop CSO skills around specific UNCAC-focused and/ or anti-corruption advocacy with a focus on developing capacities to more impactfully engage with governments and others;
- With support from the Pacific Islands Association of Non-Government Organisation (PIANGO), anti-corruption work could be integrated as a key priority for peak national CSO bodies;

- Regional CSOs, such as PIANGO or TI's Pacific Office, could support activities such by as:
  - Working through peak national CSO bodies or coalitions to build the capacities of national CSOs around how anti-corruption work could be integrated as a cross-cutting issue; and
  - Working with CSO peak bodies to bring together different groups, such as faith-based organizations, women's groups, youth groups, trade unions, professional groups, informal community groups, to identify how anti-corruption work can be integrated into their activities.
- CSOs could specifically use elections as an opportunity to undertake advocacy towards political parties and candidates to take up anti-corruption as an issue in their manifestoes; and
- CSOs could work with MPs and parliamentary staff to offer training for MPs and key parliamentary committees on how legislatures can use their powers to progress anti-corruption efforts.