



ACC

ANTI-CORRUPTION COMMISSION

ANNUAL REPORT

2008

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“Corruption undermines the principles of democracy”

VIBRANT DEMOCRACY: OUR RESPONSIBILITY





ACC

ANTI-CORRUPTION COMMISSION
ANNUAL REPORT 2008

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Anti-Corruption Commission
Royal Government of Bhutan

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“The rise in corruption in Bhutan is a challenge we face. How big the challenge is will depend on how soon and how strongly we decide to oppose it. There is no room for corruption-it is as simple as that, not now and not in the future”

His Majesty Jigme Khesar Namgyel Wangchuck

“...we must remember that even more important than the wise and judicious use of the powers it (Constitution) confers, is the unconditional fulfillment of the responsibilities we must shoulder. Only in understanding our duties will the exercise of our powers be fruitful. If we can serve our nation with this knowledge and in this spirit, then an even brighter future awaits our country.

It is my fervent prayer that through this Constitution we will, with our body, speech and mind work with complete commitment and conviction as we strengthen the sovereignty and security of Bhutan; secure the blessings of liberty; ensure justice and peace and enhance the unity and happiness of all Bhutanese, now and always.”

His Majesty’s address to the Nation, July 18, 2008 upon the adoption of the Constitution.

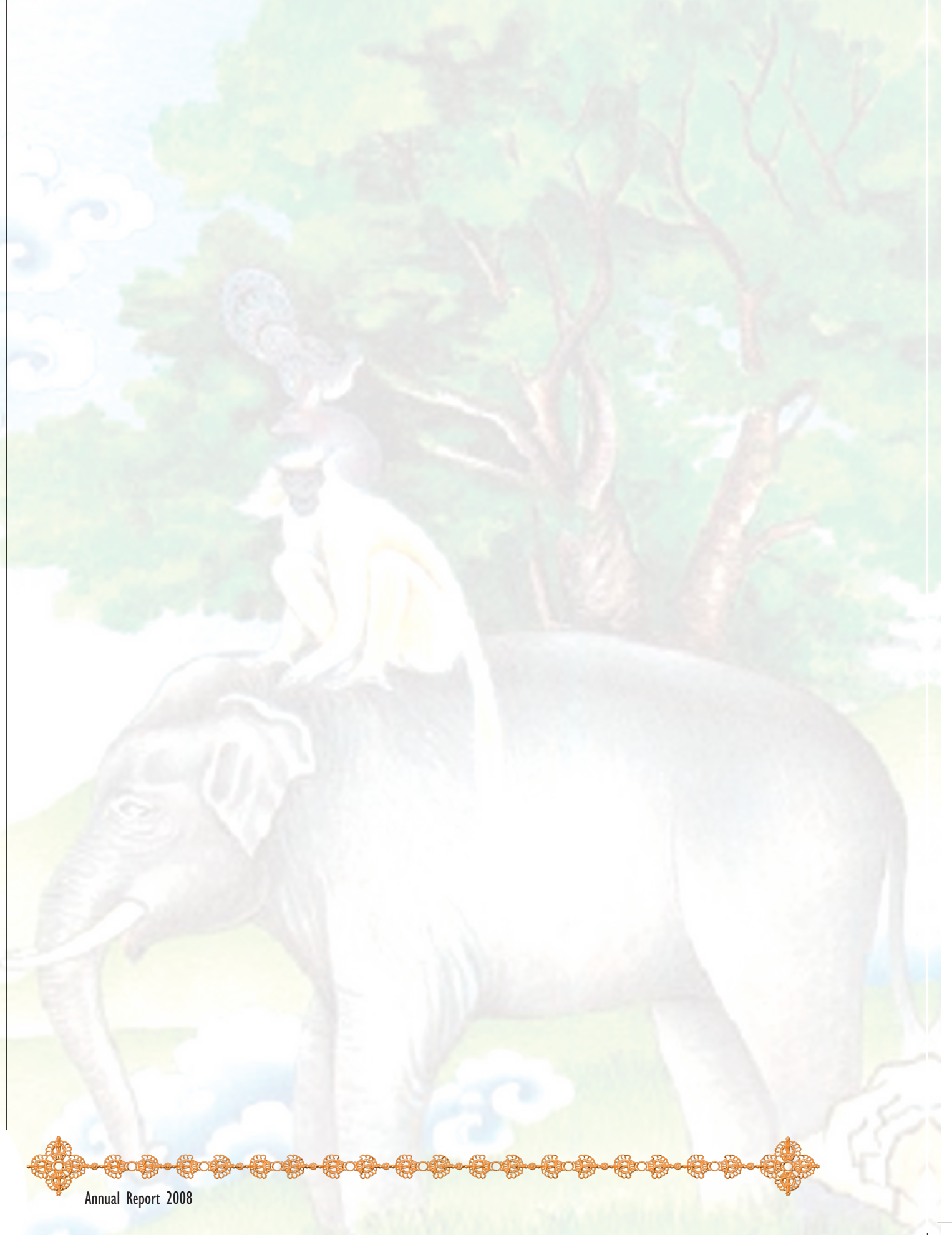


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VISION

To strive towards building a happy, harmonious and corruption free society.

MISSION

To eliminate corruption through leading by example, achieving excellence in partnerships, and mainstreaming anti-corruption strategies/ measures in public/private organizations.

VALUES

Leadership, teamwork, integrity, humility, empathy, transparency, fearlessness, impartiality, accountability, professionalism, expediency, creativity, tenacity of purpose and result-driven.

1. Introduction


Bhutan is blessed with wise and caring leadership. Our Monarchs have selflessly and conscientiously nurtured the socio-economic and political infrastructure to ensure well being of the people. Increase of life expectancy from 47.5 years in 1985 to 66.1 years in 2008, literacy rate from 23% in 1985 to 59.5% in 2008, forest cover to be maintained at 60% at all times and GDP growth from Nu.2,392 million in 1985 to Nu. 41,443.3 million in 2008 bear testimony to the unprecedented progress and prosperity under the great reign of our enlightened Monarchs, taking us closer to Gross National Happiness, great vision of a great leader, the Fourth Druk Gyalpo. We have always enjoyed peace and prosperity because of great leadership and its commitment to a system of governance that consciously placed importance on people.

The year 2008 opened an important chapter in our history with the establishment of parliamentary democracy and the signing of the Constitution, the greatest Monarch's greatest gift to His people. In 1972, when His Majesty the 4th Druk Gyalpo took the reigns of the country, He envisioned a political system that empowered people, a political system that would evolve so that people would continue to enjoy peace and prosperity, justice and fundamental

rights. The new chapter is a culmination of that vision, democracy, which vests sovereign power in the people. Therefore, how well we understand and consciously live up to the values of democracy and the cardinal principles of our Constitution will truly determine our and our children's well being. And indeed as His Majesty the Fourth Druk Gyalpo truly believes, the destiny of the country lies in the hands of the people, in our hands.

His Majesty the Fifth Druk Gyalpo underscores that democracy is not only about politics and political parties but, more importantly, about values. A noble laureate believes that democracy is a universal value; for its intrinsic value of freedom and participation; its instrumental values of making governments responsible and accountable and for its constructional role of determining values and understanding needs, rights and duties. The government, therefore, not only has the responsibility of establishing institutions and systems, but most importantly, has a greater responsibility of instilling the ethos of democracy that will truly guarantee Constitutional rights of the people and enable them to hold the government responsible and accountable.

In effect, our collective responsibility is to establish a strong foundation for a vibrant democracy, a path to GNH. And fighting corruption is integral to good governance,




which is an important precondition to vibrant democracy. A critical factor that impinges on all aspects of governance is dynamic leadership in all professions and at all levels including the civil society.

The Fourth and Fifth Druk Gyalpos' commitment to curb corruption continues in the new government's persuasive anti-corruption policy of "Zero tolerance to corruption." "Equity and Justice" cannot be achieved if corruption thrives. The government's seriousness in fighting corruption resonates in the Prime Minister's statement, "We will not tolerate corruption in any form and there will be ways and means devised to curb and root out corruption in five years time. Every cabinet minister would have to mindfully strive towards cleaning up their ministries." The government will hopefully translate this policy commitment into visible and tangible actions in due course of time.

The year 2007-2008 also witnessed the Anti-Corruption Commission's (ACC) organizational growth, increased awareness of corruption with emergence of party politics and elections and reaffirmation of commitment to fight corruption from various stakeholders. The minimal workforce requirement of the ACC has been fulfilled. Institutional development of ACC and its allies and operationalization of the Anti-Corruption Act of Bhutan 2006 (AC Act) continued

to be a priority. Initiative to prevent corruption focused on mainstreaming anti-corruption measures and framing relevant rules and procedures through institutional linkage and partnership. In an effort towards ensuring free and fair elections, public education and advocacy programs largely focused on politics and political corruption using diverse media, ranging from infotainment road shows to inter-personal communication. Some anti-corruption programs were also promoted to commemorate the historic centenary and coronation year. Further, complaints administration and management system has been streamlined and the number of cases investigated doubled. The judiciary also provided clarification on the issue of retroactive application of the AC Act.

Surveys conducted by the Centre for Bhutan Studies and ACC, indicate that people perceive corruption to prevail in various forms. Nepotism and misuse of public resources top the list. Weak and unclear rules coupled with poor and non-transparent enforcement were perceived as major causes of corruption. While corruption is inherently to do with values, information sources confirm that various aspects of systems need to be strengthened to reduce corruption opportunities. Bhutan's ranking in the Transparency International Corruption Perception (TI CPI) fell from 32 with 6 scores (out of 163 countries) in 2006 to 46 with 5 scores (out of 180 countries)



in 2007 and gained one step with 5.2 scores in 2008 ranking it 45 (out of 180 countries).

Behavioral change of public officials, increased number of quality complaints and institutionalization of anti-corruption measures in agencies are indicative of corruption consciousness of the general public.

This is the first report to the Parliament under the Democratic Constitutional Monarchy.


2. Government's Policy

A fundamental duty defined by the Constitution is that every person upholds justice and acts against corruption. The government's priority is to build a strong foundation for a vibrant democracy, which characterizes the spirit of the Constitution. Key to laying a strong foundation for a vibrant democracy is empowering people through various innovative strategies including further strengthening of decentralization and improved services delivery. Improved services delivery requires a highly motivated, responsive, dynamic and credible public service with the highest level of ethical behavior and conduct. In order to lead by example, parliamentarians and other political leaders have to set the standard of ethical conduct.

The ruling party's manifesto states, *"Corruption is the bane of most developing countries and the primary reason for the underdevelopment and misery of nations. Like an incurable cancer, unless rooted out from the very beginning, it multiplies and never ceases to grow until it has wasted the very moral fiber of society. It is a social evil that impedes economic growth, induces inequality, deepens poverty, breeds injustice and finally resulting in the exploitation of the poor. While it is the collective responsibility of every Bhutanese to act against corruption, only the Royal Government has the authority and tools to punish those who engage in corrupt practices. In this regard, we believe that the prevention of corruption begins with the electoral process itself since the values and means by which a party comes to power will condition the way in which it will govern..."*

Building an awakened citizenry is central to democracy and hence the fight against corruption. The Prime Minister states, "The power to hold governments accountable or responsible must be exercised by the people. But how can the people hold governments accountable? How can the people make sure that the governments are not corrupt? How can they truly be empowered beyond what is there on the paper, beyond what is enshrined in the Constitution, beyond mere words. If the people are ignorant they cannot hold the





government accountable. If they have no information they cannot decide, they cannot form opinions and when people are ignorant, they become tolerant, tolerant even of corruption and so in order to empower the people we want to make sure that the highest authority and power in the country, in a democracy have the right of access to information.” Access to information is key to building an awakened citizenry.

Recognizing transparency, accountability and efficiency as the order of the day, the government plans to promote e-governance to facilitate expedient and objective decision making process, efficient and effective service delivery; streamlining procedures to access service and setting time limits for decision making at all levels on matters affecting day to day life; instituting a system for grievances redressal and making documents accessible to the media and public. The government is committed to making civil service a highly respected, well motivated and upright body of professionals, committed to the highest standards of service, integrity and meritocracy. Corruption in the private sector prevails largely because of corrupt civil service.

Ensuring good governance is perceived by the new government as its sacred responsibility. Guided by the highest code of ethics, integrity and democratic principles,

it perseveres to keep government simple, accountable, friendly and accessible, giving due attention to public convenience and economy. Towards this, several institutional reforms have been initiated in both National Assembly and National Council. For instance, Ethics and Credential and a Finance Committees have been established to ensure right ethical conduct of the members and prudent government financial management.

3. People's Perception of Corruption

The first corruption perception survey was conducted by the ACC in December 2006-January 2007. While it has some limitations, it has also generated valuable data to establish a rationale for future anti-corruption strategies. Against the target population of heterogeneous group of 8000, 6664 (83%) responded. Government employees constituted the largest group of respondents (32%) followed by farmers and housewives (26%) and students (20%).

The survey identified forms, causes, levels and extent of corruption. Nepotism/ favoritism, misuse of public funds and bribery were perceived to be major forms of corruption. Discriminatory application of laws, lack of transparency, inaction,

social safety nets, unfair business practice, unclear rules and weak leadership were perceived to be some of the major causes of corruption. Contrary to the popular belief that low salary (needs) is the cause of corruption, the survey revealed that greed (wants) is a greater cause of corruption than “needs.” This finding also supports the international experience on the non-existence of a direct relationship between low salary and the level of corruption. It is found that most of the respondents used personal influence and gratification, both in kind and pecuniary, as prominent means to obtain public services. The ACC and CBS’ survey findings corroborate each other on issues of corruption.

Ranking of the sectors in terms of service delivery, Ministry of Education ranked as the poorest service provider, followed by Ministry of Health, Ministry of Agriculture and Ministry of Home and Cultural Affairs. The result is only natural as education, health and agriculture sectors are core to every citizen’s life. Table 1: Ranks the sectors in terms of services delivery.

An effective public service delivery is GNH in action.

Figure 1: Perceived forms of corruption

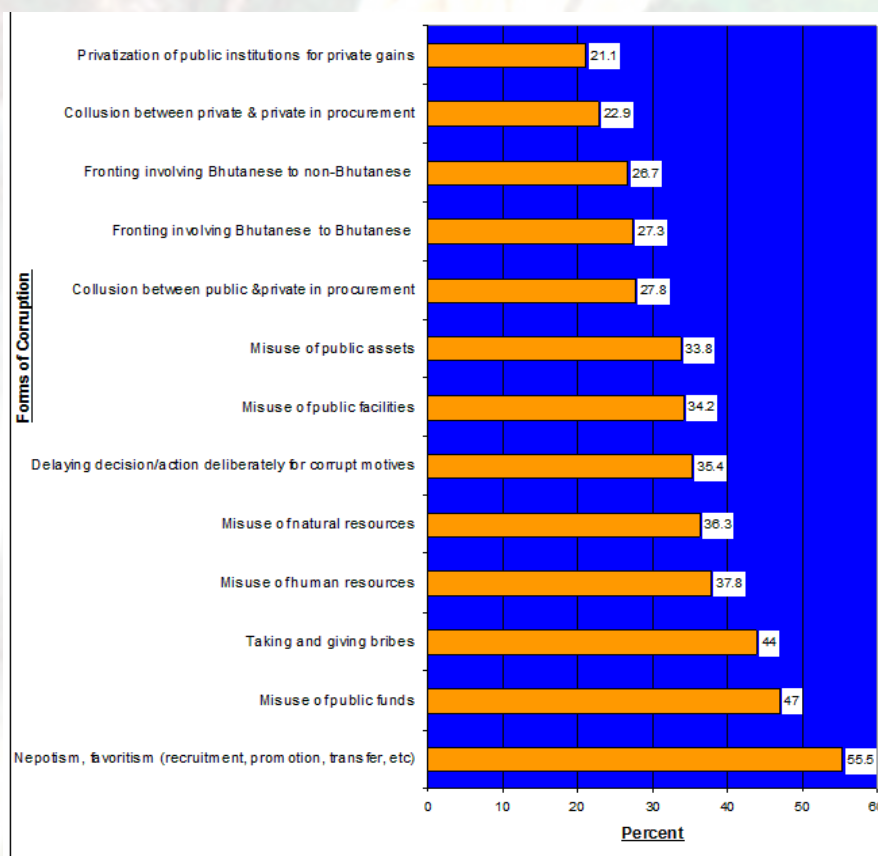


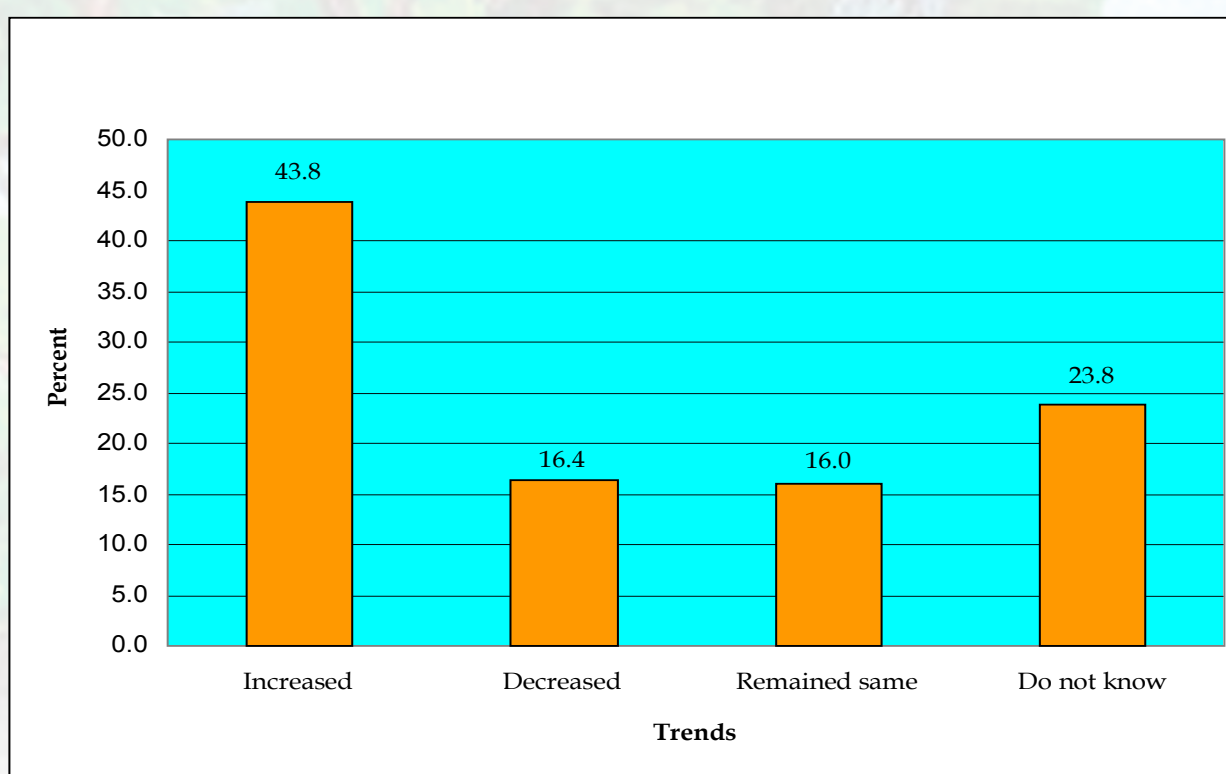
Table 1: Ranking of sectors in terms of services delivery

Sectors	Respondents	Percentage
Monastic body	1	0.1
Ministry of Foreign Affairs	5	0.3
Ministry of Labor & Human Recourses	13	0.7
Ministry of Works & Human Settlement	14	0.8
Unclassified sector	14	0.8
Autonomous agencies	35	1.2
Ministry of Information & Communications	24	1.3
Ministry of Trade & Industry (MEA)	27	1.5
City Corporation	51	2.7
Private sector	91	3.1
Financial institutions and corporations	103	3.5
Ministry of Finance	106	3.6
Dzongkhag Administration	71	3.8
Armed forces	154	5.2
Judiciary	100	5.4
Ministry of Home & Cultural Affairs	228	12.3
Ministry of Agriculture	256	13.8
Ministry of Health	427	23
Sector not stated	583	31.4
Ministry of Education	634	34.2
Total responses	2964	159.8

Corruption is perceived to be variably prevalent across all levels in all organizations. Prevalence of corruption is perceived to be the highest at the mid level of authority across all organizations.

Under corruption trend analysis, trend of corruption over the last five years is perceived to be on the rise. 43.8% of the respondents feel corruption in the last five years to have increased while 33.8 % perceive status quo.

Figure 2: Perceived trends of corruption



National prosperity hinges on good governance, good governance hinges on exemplary leadership.

Lead by Example

4. International Perception: Transparency International Corruption Perception Index (TI CPI) Ranking

Bhutan was listed on the TI CPI for the first time in 2006 and ranked 32 with a score of 6. The ranking dropped to 46 with a score of 5.0 in 2007 and again gained a step in 2008 ranking it 45 with a score of 5.2. TI CPI ranked 163, 180 and 180 countries in 2006, 2007 and 2008. Bhutan ranked 7th, 10th and 9th in Asia-Pacific region in 2006 (22 countries), 2007 (32) and 2008 (32). Twenty-two countries in Asia-Pacific have scores below 5, which indicates high levels of corruption.

Bhutan, as a small Buddhist Kingdom with GNH as her conscience and blessed with enlightened leadership, should be amongst the least corrupt countries in the world and not just in the region. Every Bhutanese has an important role in bringing down the levels of corruption in their thoughts and action and make Bhutan the cleanest country in the world.


5. ACC Policy Objectives

With the mandate to take all necessary steps to prevent and combat corruption in the country, ACC envisions to strive towards building a happy, harmonious and corruption free society. It aspires to eliminate corruption through leading by example, achieving excellence in partnerships and mainstreaming anti-corruption strategies/measures in public/private organizations. However, the fight against corruption has to be a collective responsibility spear-headed by the government. Formation of strong coalition with all the stakeholders - between public entities, public-private entities, public-private-civil society-media and between ACC-public-private-civil society-media is a key to sustain anti-corruption measures.

ACC's policies are:

- **Anti-Corruption Consciousness**

Fostering a culture of intolerance to corruption by building an awakened citizenry through aggressive and result-driven public education and advocacy programs is a critical anti-corruption policy. Youth, teachers, media, community leaders, parliamentarians, private sector and the civil society are important allies and targets. Raising awareness of



corruption issues and consciousness in the general citizens, who are the ultimate victims of corruption, so that they know the importance of resisting, reporting and fighting corruption as their fundamental duty is critical.

- **Prevention**

Preventing corruption pro-actively through correcting systemic flaws concerning personnel including leadership, management and administration and laws and procedures that breed corruption is crucial. Opportunities for corruption by plugging the loopholes in the system have to be minimized. Main objectives of systems reviews are to bring about greater clarity on roles and responsibilities, decision making processes, rules and regulation that govern them and simplify procedures, wherever necessary. Mechanisms for check and balance, greater transparency and accountability from public servants are other major thrust areas.

Another preventive measure is to make corrupt practices highly costly and risky business. Close coordination in strengthening surveillance and monitoring, updating laws and enabling enforcement agencies to act decisively, firmly and speedily is also highly vital. People who allow corruption to perpetrate also have to be equally liable as corrupt individuals, if not more.

- **Investigation**

Anti-corruption laws are being enforced through timely and result-oriented investigation. Complaints' management is an important precursor to investigation and prevention through systems' correction and awareness creation. Proactive investigation is also an important priority. All investigations are conducted lawfully, professionally and expediently, without fear, favor or prejudice or discrimination. The ACC is working towards establishing an efficient and effective intelligence system.

- **Institutional Ethos**

An important policy commitment of the ACC since its inception has been to promote an impeccable image of the institution by building a cohesive team of qualified professionals with the highest level of integrity, dedication, motivation, determination and professionalism. It is ACC's endeavor to earn public trust, confidence and support through exemplary and professional leadership in fighting corruption. Public support is anti-corruption cadre's inspiration and drive.



6. Programs

6.1 Institutional Development

6.1.1 Building Healthy Organizational Culture

Institutional development is critical in fulfilling ACC's commitment to building a strong, credible and an effective institution. While buildings, equipment, knowledge and skills are important components of institutional development, organizational ethos that instills strong sense of personal leadership, spirit of camaraderie, sense of direction with clear vision, sense of purpose, self esteem, self discipline, high level of professionalism, motivation and drive to make a difference; organizational ethos that provides individual space to perform innovatively are core to institutional development. The ACC consciously and continuously endeavors to foster such organizational ethos.


During a retreat in 2007, amongst others, Organizational Management Initiative was undertaken not only to re-align the ACC's vision, mission, values and structure to its mandate and the changing needs, but more importantly, for all ACC personnel to take ownership of the institution's policies and values. Important management issues were also identified to be addressed through either structural changes or administrative procedures and processes.

Delineation of responsibilities and outlining of the functional relationship between the secretariat and the commission has been made. This is not only expected to address the issue of continuity, but to establish mechanisms for check and balance to avoid any untoward incidences that will be detrimental to the sacred responsibility of the ACC. Accordingly, terms of references have been drawn for the effective functioning of the ACC.

6.1.2 Code of Conduct and Ethics

Strong moral and ethical values are critical factors to ensure and sustain organizational credibility and efficiency and to earn higher level of public trust and confidence. Various public and business services have Code of Conduct and Ethics but remain mere policy statements. The codes lack ownership from the very people who are expected to conduct themselves as per the prescribed code. Mechanisms for their implementation and compliance monitoring do not exist. The codes are not self-implementable.

As the nation's conscience, it is inherently imperative for the ACC to lead by example, where the cadre conduct ourselves with the highest ethical standards. Therefore, guided by the mission to lead by example in the fight against corruption, ACC consensually developed its Ethical Code



of Conduct that was launched on July 11, 2008 during which all ACC staff pledged to follow it in letter and spirit. The Ethical Code of Conduct is regarded as a fundamental step in building corruption resistance and professionalism. The ACC's Code clearly defines the responsibilities of the management and employees and most importantly an ethics committee has been established to oversee its implementation with clear process for monitoring, reporting, penalizing and appeal.

6.2 Professional Capacity Development

6.2.1 Career Advancement

In order to build a strong foundation to carry out the noble and challenging task of fighting corruption, continuous and conscious efforts are being made to build capable and motivated personnel through organizational restructuring that ensures vertical movement in terms of career advancement and horizontal movement in terms of broad banded job enrichment through changes in placement in different divisions and knowledge and skills development.

6.2.2 Attractive Service Conditions

The ACC has to be enabled to attract high caliber professionals with high standards of integrity and also be able to retain them. Sustaining high level of motivation

of people working in institutions such as the ACC with demanding and challenging mandate is an important priority. As highlighted in the last report, the reality of the ACC remaining small and its mandate, isolating, marginalizing and immobilizing its staff and making them and their family vulnerable cannot be overlooked. The paradox of "doing a good job" and "being victimized" is a reality. Organizational ethos, remuneration and service conditions are important factors for staff motivation.

Low remuneration and poor service conditions will render ACC ineffective. Government has to take care of ACC's personnel. They have to be paid well and their capacity built to perform effectively and fearlessly without the distraction of having to think of their own and their families' well being. A presentation was made to the Pay Commission highlighting the challenges and realities of ACC and experiences of anti-corruption agencies in other countries.

Only political will of leaders at all levels that translate into effective actions at different levels, public support, enriching work experience, attractive service conditions and importantly an organizational culture that values people and their contribution can attract and retain professionals with high levels of integrity, motivation and productivity in the ACC.



6.2.3 Training of ACC Cadre and its Allies

The anti-corruption cadre is a fresh team with diverse academic and professional background. Continuous efforts are being made to enable the cadre to acquire core competencies and knowledge in anti-corruption. Greater emphasis is placed on focused short term skills development programs. Further, in order to realize effective collective responsibility in fighting corruption, professional competency development of ACC's allies is also a priority.

Starting 2007, a total of 141 people from ACC and other agencies have been trained in diverse areas such as strategic anti-corruption management, bribery in procurement, cyber crime investigation, bank fraud, abuse of official power, code of ethics, investigation of economic offence, interrogation skills, leadership, research, project management, ICT procurement and financial management. Twenty nine courses were conducted outside the country in which 62 ACC officials and 39 officials from other agencies attended (six funded by agencies themselves) and 30 in-country courses conducted by various agencies where 40 ACC officials attended.

In order to optimize competency development, officials on return sensitize

colleagues on important issues of the course and conscious effort is made in exploiting the newly acquired competencies in the work place. For instance, operationalization of ACC Code of Conduct and Ethics, introduction of Standard Cost Model and service standards are some visible outputs of these trainings. Recently, Corruption Risk Management tool has been adapted for implementation. An integrity assessment tool will also be implemented in due course of time.

6.3 Facilities

The ACC is currently accommodated in a private building without proper facilities that an anti-corruption agency normally requires. There are 34 people now and more are expected to be inducted, which will seriously aggravate the space problem. Land for the office facility has been acquired and design works have been contracted out.

The possibility of establishing a forensic laboratory, which may be a national facility, will be explored in close coordination with other stakeholders.

*Good governance is
not the whole answer
but bad governance
can be lethal to
the nation and the
people.*



7. Co-ordination & Co-operation

7.1 Domestic

The ACC, since its inception, has spared no efforts in building partnerships and networking with its allies, which is crucial for ownership, building greater mutual trust and confidence, greater impact and sustainability of anti-corruption initiatives. The ACC enjoys good working relationship with Royal Audit Authority (RAA), Office of the Attorney General (OAG), Internal Audit Units of ministries and agencies, Royal Bhutan Police (RBP) and the media. Equally important is that RCSC and ACC have to work together in the spirit of true cooperation and coordination for greater impact and with a clear sense of purpose.

The quarterly coordination meeting among ACC, RAA and Internal Auditors provides a platform to discuss and improve good governance initiatives. The most significant output of this forum is the formulation and approval of Internal Audit Charter including Service Standards and Code of Ethics. Though the effectiveness of the Charter depends upon the seriousness of agencies and internal auditors themselves to implement it, it gives the administrative authority to internal auditors to perform.

Recognizing the importance of the role of internal auditors in ensuring good

governance, some agencies have taken certain initiatives. For instance, the Ministry of Agriculture has established a Good Governance Committee to prevent and fight corruption, amongst others and the Ministry of Education has started implementing Conflict of Interest, which is a root cause of nepotism and favoritism.

Besides pilot projects with some agencies, the ACC is working towards concrete partnership program with educational and training institutions, public and private agencies and citizens.

7.2 International

Bhutan became the 28th member of the ADB-OECD Anti-Corruption Initiative for Asia-Pacific on September 3, 2007. The Initiative was launched in 2001 bringing together all social partners in the region and beyond involved in the fight against corruption.

The ACC has established good linkages with Central Bureau of Intelligence Academy (CBI), India, Centre for Good Governance (CGG), India, Independent Commission Against Corruption (ICAC), Hong Kong, Corrupt Practices Investigation Bureau (CPIB), Singapore and Anti-Corruption & Civil Rights Commission (ACRC), South Korea and Malaysia Anti-Corruption Academy (MACA). ACC officials and others have either undergone courses at



or visited these institutions. Efforts have been initiated to network with regional and global movement towards reducing red tape and over-regulation.

The ACC will further review the United Nations Convention Against Corruption (UNCAC) and again submit to the Ministry of Foreign Affairs for ratification. Bhutan has signed the Convention.

8. Projects

Several development partners have been supporting and many more have expressed their willingness to support the ACC. However, it is ACC's policy to confine to only few partners. The current projects:

Table 2: Project details

Sl. No.	Project	Project Details	Amount
1	GOI Assistance	Construction of ACC's Secretariat and Human Resource Development	Nu. 45.00 million
2	UNDP Assistance	Support to development of National Anti-Corruption Strategy	Nu. 2.800 million
3	ACRC, S.Korea	Exchange program for Institutional and Systems Improvement	Nu. 6.532 million
4	Dutch Assistance	Reducing Administrative Burden due to Regulation	Nu. 2.70 million
5	SDC Assistance	Support to Tenth Five Year Plan	Nu. 107 million





9. Public Education & Awareness

Curbing corruption is about changing attitude, changing negative habits and behavior. A public culture that does not accept corruption as a way of life has to be cultivated. People should realize that corruption benefits only a few and burdens that nation and its citizens.

- ACC 2007

According to an ACC analysis of corruption prevalence, complacency and inaction are some main causes of corruption. This, amongst others, is attributable to lack of public knowledge and awareness on corruption, as also corroborated by the Corruption Perception Survey 2006.

An informed and vigilant citizenry is vital in fighting corruption, in cultivating the desired change in attitude and behavior. Therefore, a sustained and aggressive public awareness and education is a key anti-corruption strategy. ACC aims to achieve this goal through management of an efficient public relation and advocacy program that will regularly inform the public, stimulate and re-enforce moral and legal obligations of every individual to fight corruption, promote social values, ethics and moral standards of all citizen and in particular the youth through use of a combination of pertinent existing medium and other social and institutional networking initiatives.

Public access to information particularly those that impact on people's lives is also fundamental to fighting corruption.



9.1 Policy

In accordance to ACC's vision of building an awakened citizenry the policy of Public Education & Advocacy Division is to foster a culture of in-tolerance to corruption and uphold the values of *tha-damtshi lay jumdey*, honesty, integrity, hard work, equity and justice.

9.2 Objective

- Build a proactive and informed public that is aware of and can identify different forms of corruption, their causes and impacts on the individual and society as a whole and the risks and costs of corrupt practices.
- Build an emerging young generation work culture that upholds values such as *tha-damtshi lay jumdey*, honesty, integrity, equity, justice and excellence through hard work and professionalism.
- Build a strong proactive network of anti-corruption allies such as media, institutions, local government, NGOs and individuals.

9.3 General Public Awareness


Creation of general awareness on corruption and its consequences is an important anti-corruption strategy. Awareness leads to knowledge which

impacts on perception and attitude that manifest as behavior. An open public forum on ACC revealed that public in general had either limited or skewed knowledge on the roles and functions of ACC and various aspects of corruption. Publication of annual bulletin and quarterly news update, sensitization meetings and open question and answer sessions with graduates, educationists and administrators, financial managers and accountants, Gewog Administrative Officers, Dzongkhag health officials, journalists, parliamentarians, students and armed forces were some measures undertaken to close the information gaps and to create a better understanding of corruption and its dire consequences, gradually generating a sense of responsibility.

Further to facilitate efficient access to information, the ACC web page is updated regularly and has also been redesigned to make it more user-friendly.

9.4 Political & Electoral Awareness Campaign

In an effort to build a proactive and informed public participation in Bhutan's first democratic election, ACC organized a nationwide public campaign against political and electoral corruption with the theme "Vibrant Democracy; Our Responsibility." The main objective being to inform and educate the general public,



party workers, candidates, voters on the forms and types of political corruption and its impact on the people and the country; educate on the cost and risks of political corruption and encourage the general public to participate in the election with clean mind, body and speech.

Live television/radio discussion fora on the above theme with participants from political parties, judiciary, Attorney General's office, Election Commission of Bhutan, media, civil service, ACC and women and youth, an open forum discussion to receive feed back on the performance of the ACC, with the theme "Fighting Corruption: Our Collective Responsibility," a talk on "GNH Begins at Home: But, How?" by the former Vice President of the World Bank Aum Meiko Nishimizu were organized in Thimphu commemorating the International Anti-Corruption Day and National Corruption Free Week 2007 (December 9-17). Dzongkhags also participated actively in building general public awareness on political corruption and democracy with technical assistance and financial support from the ACC.

A road show infotainment on political corruption was organized through Triple Gem Media Infotainment (TGMI) to generate greater understanding of corruption and politics and democracy that is founded on values and ethics. The show covered 15 Dzongkhags and reached over

40,000 people. The medium has been very effective and its impact is summed up by a spectators' comments: "I learnt that corruption can destroy the Bhutanese house of democracy. It was the best show I have seen in my life and I learnt so much about democracy and political corruption."

TV talk shows on corruption and democracy, TV spots and radio jingles with themes "Dawn of a New Era, Vibrant Democracy: Our Responsibility, Bribery, False Promises & Coercion" and general public service announcements on the Dos and Don'ts of electoral and political corruption were extensively disseminated through various communications medium.

9.5 Island of Integrity

An "Island of Integrity" simply stated is an honest organization; a concept to create an organizational culture that promotes transparency and accountability in a work place or community through ethical behavior like honesty, fairness, equality, social justice, the sense of shared responsibility. An Island of Integrity showcases true professionalism, dynamic leadership, credibility and excellence.

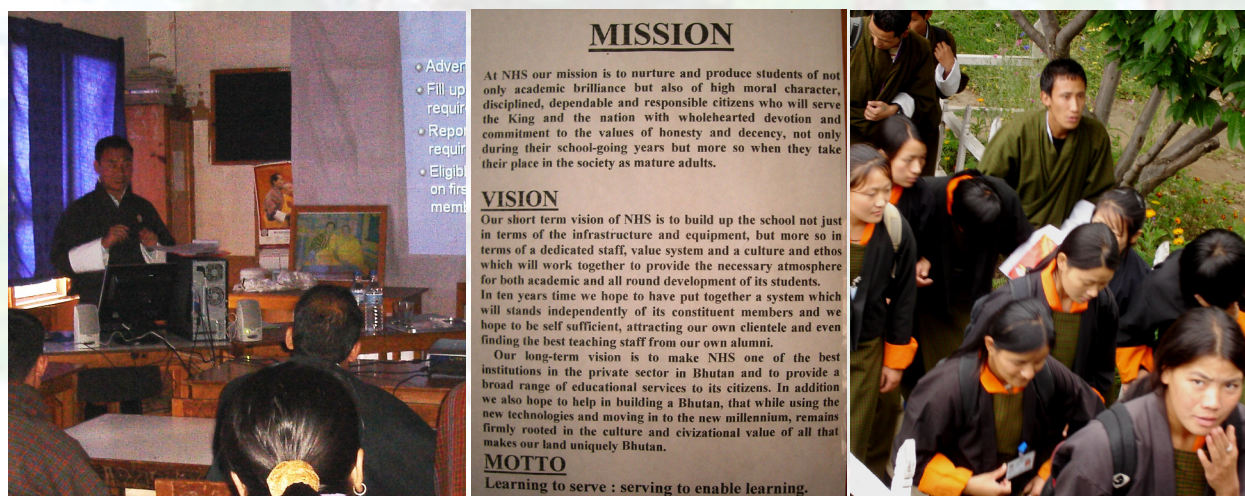
Young Bhutanese boys and girls as the future of the nation, it is important for them to appreciate and develop a culture of intolerance to corruption. The values, principles, attitude and behavior they



imbibe and exhibit is going to determine the health of the nation. As an important part of wholesome education, their character development should underpin importance of values of *tha-damsthi lay jumdey*, hard work, honesty, integrity, justice, patriotism and loving their fellow citizens. Wholesome education should enable our youth to lead by example.

Towards this, an initiative has been made to promote Islands of Integrity in willing schools and public organizations.

Nima Higher Secondary School has come forward to initiate improvement in school admission system. The existing admission procedure has been reviewed to ensure efficiency and transparency.




Improved admission system for Nima Higher Secondary School



Improved school fund management system, Changangkha Lower Secondary School

Similarly, Changangkha Lower Secondary School has developed an improved school fund management system and the National Soil Service Center of the Agriculture Ministry has agreed to pilot the service standard for laboratory management of the Center.



Their initiatives will be shared with other schools and organizations.

9.6 Networking with the Media

Media and the civil society can be immensely instrumental in changing perception and behavior and promoting values besides creating public awareness. To strengthen collective effort through partnership building, a workshop on the role of media in fighting corruption was organized with the media houses.

Initiatives from the media agencies have been positive but much is yet to be desired from the cooperation. This networking and joint effort will be further strengthened. Programs have to be developed to engage the civil society.

9.7 Future Plan

Fighting corruption is a collective responsibility and to make what is common sense a common practice, public education and advocacy programs have to be aggressive and result-driven. Concrete, short and long term public education programs focused on specific target subjects such as value education and behavioral change, anti-corruption laws, quality of complaints and reporting, systems weakness, rights and responsibilities and coordination and cooperation will

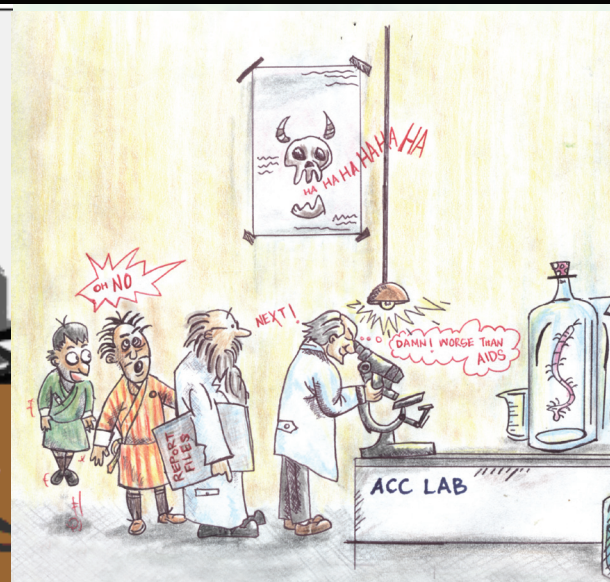
be developed in close consultation with stakeholders.

Much remains to be desired in actual behavioral change. Assessment and development of integrity and effective value education curriculum for schools and institutes, short anti-corruption courses for public officials and web based programme are some plans for the future.

*When a man's
fight begins within
himself, he is worth
something.*

*Let us be the
Nation's Conscience*





10. Prevention Service

10.1 Policies

Besides the overall policies of ACC, the Prevention Division's policies in discharging of its functions are to:

1. Ensure sustainability of anti-corruption measures through promotion of ownership;
2. Collaborate and integrate with agencies to understand contexts well for systemic studies; and
3. Ensure availability of core competency for every initiative or functions;

10.2 Objectives

1. Identify vulnerable sectors to curb and prevent corruption;

2. Build and sustain partnership to fight corruption; and
3. Facilitate institutionalization of anti-corruption systems in agencies.

Guided by the above policies and objectives, Prevention Division has undertaken several initiatives and activities. The major ones are outlined below.

10.3 Administrative Burden (AB) Assessment

Regulations in variety of forms protect public interest - social, economic and environmental needs, setting the basic condition for happiness. Regulations directly impact on citizens' freedom and equality. Well conceived regulations are institutions' strength and bring about prosperity and happiness in a society. However, unclear, poorly designed and unnecessary regulations impede economic growth and impose high costs on individuals,



private firms and public sectors alike. Administrative Burdens (AB), according to the 'Standard Cost Model' (SCM), are "the cost imposed on businesses, when complying with information obligations stemming from government regulation." (<http://www.administrative-burdens.com/>). SCM is a standard model developed by the Netherlands to help ascertain this cost of administrative burden in organizations and accordingly help reduce such cost by identifying and removing redundant regulations.

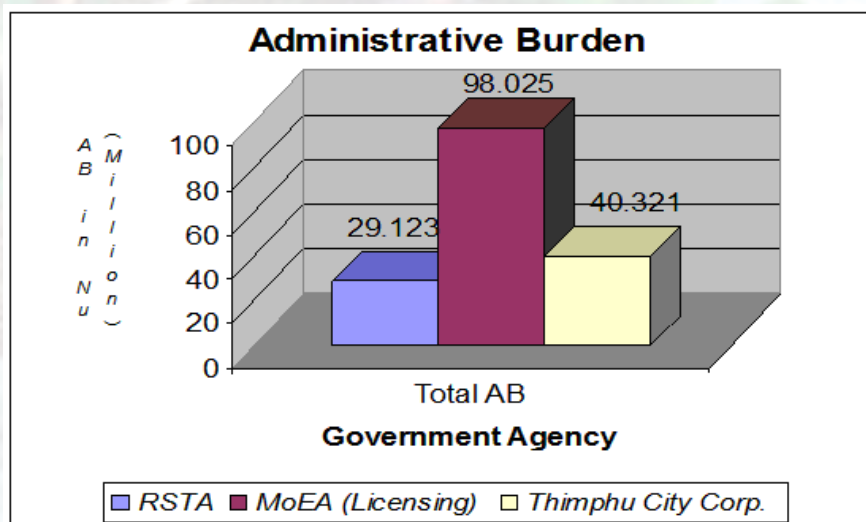
Following the clearance from the Government for adaptation of SCM in Bhutan, ACC initiated piloting it at Road Safety & Transport Authority (RSTA), Ministry of Economic Affairs (MEA) and Thimphu City Corporation (TCC). This pilot assessment provided good opportunity to the agencies to review their rules and helped simplify administrative formalities to the convenience of service users. So far, no agencies had undertaken formal review of rules to ascertain relevance and explore simpler alternatives to the existing ones.

The pilot assessment of AB in three Government agencies using SCM indicated that the cost of AB is substantially

high and that there is scope to reduce it. For instance, the total AB cost in RSTA amounted to Nu.29.123 million (Nu.15.4 million for service recipients, Nu.13.7 million for service provider) annually, where as in Licensing Section of MEA, the total AB amounted to Nu. 98.025m per annum and TCC had Nu. 40.321m annually.


The following graph presents total AB in million Nu. in the three piloted agencies:

Figure 3: AB in the pilot agencies



Extrapolating these figures to 136 Acts available in the country, the total AB in percentage to GDP can be anywhere between Nu.7,000 million per annum which, by any standard is very unhealthy for the economy of the country.

Realizing the importance of the initiative ACC recommended institutionalization of SCM across all Government agencies. It was recommended that assessment and reduction of administrative burden be



carried out on annual basis and that one Ministry be entrusted with the responsibility to execute this activity.

The following are the gist of findings from the pilot assessment conducted in the three organizations:

10.3.1 Road Safety and Transport Authority

As of August 2008, the RSTA reported that Nu. 3.499 million had been reduced after implementation of the recommended measures. Since July 1, 2008 the cash counters in all regional offices have been extended to 3 pm from 1 pm to facilitate customer services. It had been reported in the media that issuance of driving license by regional offices now takes one week as compared to 2 months earlier. Simplification of application forms, review of Road Safety and Transport Regulations 1999 and update of existing Information Booklet, Drivers' Manual, etc have been undertaken. While these are some of the measures implemented, actual impact assessment of the recommended measures is planned for 2009.

10.3.2 Ministry of Economic Affairs

The AB due to Trade and Industries & Commercial Ventures Regulations was worked out to Nu. 98.025 million.

For the licensees, AB amounted to Nu. 88.867 million and Nu. 9.158 million for the MoEA. Measures like applying micro trade registration regime for industries and identification of cottage industries whose location clearance can be done away with are being looked into. Simple guideline for small and cottage industries, categorizing business type that must be put to the committee and those which can be delegated to the dealing officer is under consideration. The Trade Department agreed to simplify import procedures by doing away with the requirement of import house registration.

10.3.3 Thimphu City Corporation (TCC)

The AB due to the Thromde Act 2007, Thimphu Development Control Regulations 2004 and Bhutan Building Rules 2002 was estimated at Nu. 40.321 million (Nu. 23.724 million to building & land owners and Nu. 16.597 million to the TCC). The TCC will initiate a plan of action to enhance internal process, simplify procedures and improve customer services after presentation of the draft report to the TCC management by the Multi-Sectoral Task Force (MSTF).

10.3.4 Institutionalization of the AB Assessment:

Given the importance, SCM has to be institutionalized within the government for

better ownership and sustainability. The Ministry of Finance (MOF), therefore, has been entrusted with the responsibility of this activity. It is only proper that the MOF, with its authority over budgetary resource, oversee the implementation of this activity across all government agencies. Budget cycle can be a tool to gauge the AB reduction performance in agencies.


In July 2008, a 2-day workshop was organized by the Ministry of Finance in collaboration with the Anti-Corruption Commission on how to use the SCM to assess Administrative Burden (AB). The MSTF members trained about 20 participants from line agencies on the method. At the end of the workshop, a common plan of action was developed:

10.4 Promotion of citizen-centric service culture: Service Standards

In July 2007 a workshop on developing Service Standards (commonly known as citizen's charter) was organized by the ACC. It also focused to build capacity of public organization on how to develop service standards and to create citizens' awareness. It is a simple and effective tool that promotes transparency and accountability. The tool spells out list of services, time frame, pre-requisites to obtain service and grievance redressal mechanism.

Subsequently, Livestock Division, MOA, erstwhile Survey and Land Records Department and RSTA developed their service standards. The operationalization

Area of focus	Timeline	Milestones	Remarks
Identify the Act/Law /Regulations burden on the agency concerned and customers	October – November 2008	Baseline assessment of Act/Law / Regulations completed	Survey required
	December 2008	Agree reduction target	Consultation required
	November 2009	AB reduction impact assessed	Survey required
	December 2009	Set new reduction target	



of these service standards has been slow due to key factors such as lack of human capacity and general public awareness. The effort is, however, continuing and more agencies have lately initiated development of their service standards. To further support sectors' capacity, a multi-sectoral ten member team was sent on a study tour to Hyderabad and Bangalore to enable the officials to lead the process of improving delivery of services and liaise among service providers to enhance convenience of customers/citizens. While individual's capacity is supported, it has been learnt that involvement of internal and external customers is still a challenge, leaving the initiative without teamwork and poor ownership.

10.5 One-Stop-Shop Services (OSS)

One-stop-shop basically means *'a company or a location that offers a multitude of services to a client or a customer.'* While the idea of OSS in business world may be to enhance efficiency through increased opportunity for the company to sell more products, the idea of OSS in our case, is to provide convenient and efficient services to clients so that clients need not resort to corrupt practices to get their job done quickly.


Along this line, many good governance initiatives have been undertaken at various

levels and agencies. Enhancing Good Governance, 1999, Good Governance Plus, 2005, OD exercise, 2007 and Committee on Service delivery, 2007 are some of them. Lately, the concept of one-stop-shop with ICT as its key element is being explored to improve public service delivery system.

ACC also believes in encouraging OSS to reduce administrative burden and public interface that breed corruption. In absence of an apparent body to coordinate and integrate such efforts of common objective, ACC has undertaken some initiatives - the public workshop on "Developing Service Standards" and the feasibility study on OSS in Bhutan were conducted.

Further, ACC has constituted a ten-member core working group representing various relevant agencies with pre-determined terms of reference. The study visit to Hyderabad and Bangalore OSS e-service centers was to create the critical mass and capacity to understand and facilitate introduction of OSS in Bhutan.

The visit exposed the participants to various concepts and ideas about public service improvement. However, application of knowledge and skills in work place depend on their profession and position levels. Therefore, depending upon the field and position levels, some have initiated service improvement activities. Initiatives



range from simple steps like uploading all application forms and public information on the web sites to prospecting a project on urban city service management (GIS). Phuentsholing City Corporation has initiated to set up GIS system to enhance efficacy of municipal service deliveries, promote transparency and accountability and transform Phuentsholing City Corporation into a citizen friendly service organization. The idea was conceived and implemented by the Thrompoen, as a follow up of the study visit. Being mindful of the importance of service standards and HR capacity, he is also working on them simultaneously.


In line with the e-governance and Bhutan ICT Policy and Strategy (BIPS), ICTising manual process is coordinated by the Department of Information and Technology (DIT) (also one of the outcomes of 2007 OD exercise). However, poor inter-agency coordination, territorial mind-set and poor customer service appreciation are major challenges. The ACC fielded a consultant to consolidate initiatives taken by various sectors towards service delivery improvement. The consultant's report: Strategic Framework and Roadmap for Implementation of One Stop Shop (OSS) spells next steps of OSS. The report has been shared with the Good Governance Unit of the Cabinet Secretariat, GNH Commission, DIT and RCSC to foster better coordination in making OSS a reality.

10.6 Procurement Manual Revision

Annually, 30-40% of budget is spent on construction and, similarly in the 10th plan, 74 billion of the 140 billion (53%) will directly or indirectly go into the construction sector. With an invariable substantial spending on construction sector, it is the most vulnerable sector to corruption. Corruption in procurement not only affects efficiency of public spending but also wastes money, which ultimately affects the quality of the finished products and the quality of services to the users.

In order to prevent corruption in this sector, amongst others, it was imperative to revise the procurement manual and standard bidding document (SBD) with larger stakeholders' participation to enhance transparency, accountability and effectiveness. The Ministry of Finance, RAA and ACC initiated the process. RAA also has consolidated all issues related to construction sector with recommendations. Several remedial measures have been incorporated in the revised procurement manual. In addition, simultaneously, ACC initiated formation of a committee comprising stakeholders of the construction sector to understand the common flaws in the procurement system. The committee studied specific construction issues such as tendering, contract provisions, debarment/blacklisting system, budget release and





other related contract provisions to bring transparency, uniformity and consistency in public procurement.

As a result of various consultative meetings, ACC consolidated various issues pertaining to tender committee, tender evaluation, rationalization of documentation, strengthening of enforcement of contract, capacity building, institutional arrangement, budget release, that were submitted to the Finance Minister on 19th April 2007 for review and incorporation in the Procurement Manual and SBD.

Further, on the government's directive, a task force comprising representatives of politicians, bureaucrats and private sector was formed to review pressing issues in the construction sector. RAA and ACC also participated in the deliberations. The Task Force has made several recommendations. It has identified five main stages of corruption: planning and design, bidding, evaluation and implementation. Focus also needs to be given to procurement of supplies and consulting services.


10.7 Integrity Pact

Integrity Pact (IP) is a tool advocated by Transparency International. It is aimed at preventing corruption in public contracting by drawing agreement between a government (at national or local level) and bidders. It contains rights and obligations to the effect that neither side will: pay,

offer, demand or accept bribes; collude with competitors to obtain the contract; or engage in such abuses while carrying out the contract. More importantly, it ensures level playing field that bidders know that they all are bound by the same rules including the concerned government officials. The IP also introduces a monitoring system that provides for independent oversight and accountability. Governments and government officials also have the assurance of a clear framework that protects them from dubious offers.

Such good practice can be institutionalized and implemented only through incorporation in policy documents such as procurement rules. Following the proposal of ACC, the Ministry of Finance has incorporated IP as a key component of tender document. Unlike the tradition of monitoring the contractors of any unethical conducts, the Pact equally monitors the conduct and performance of government officials. Henceforth, both the parties (government and bidders) will sign Integrity Pacts and abide by it till the completion of the contract particularly in mega projects.

Some of the hydro power projects, including Chuka Hydro Power project, have already introduced IP as a mandatory part of the tender process. Limiting the technical bid evaluation to qualification criterion of the bidder is one major reform followed by the introduction of Integrity Pact.



Concerned agencies and ACC need to intensify and diversify public education and advocacy programs, dissemination of information and capacity building.

10.8 Asset Declaration

Declaration of asset and liability is an important tool to enhance transparency and accountability of public employees as custodians of public resources to the general public. Besides, it also helps disclose financial interests and, therefore, helps prevent accumulation of disproportionate wealth.

As required by the Anti-Corruption Act, the need to declare one's assets and liabilities annually has been institutionalized in all agencies using public resources. Since it is also a requirement as per the BCSR 2006, asset declaration system has been strengthened in collaboration with the RCSC. Asset declaration rules, guidelines, ToR of asset administrators, declaration form and the timing of declaration have been standardized. Further, ACC has developed an Asset Declaration soft-ware including on-line declaration facility that would not only ensure cost effectiveness by reducing administrative burden, but also help efficient monitoring and evaluation. The software will be initially piloted in ACC, and gradually be replicated in all relevant agencies. Focal persons in all agencies will be trained on AD concepts, rules and procedures.

The improvement of compliance in terms of declaration has been significant, but meeting the deadline has been a constant issue. Frequent reminders through various modes and identification and training of focal persons have partly addressed this issue. Timely declaration (only pertains to direct declaration to ACC) has risen from 8% in 2006 to 50% in 2007. Considering the late declarations, the rate for 2007 is 87% and the majority of the non-declarants are Gups. ACC is considering to decentralize Gups' declarations to their respective Dzongkhags in line with the Local Government Act. Decentralised declaration is still weak in enforcement and monitoring. Following the finalization and wider dissemination of the AD rules, guidelines and ToR of Asset administrators, ACC is going to follow AD system rigorously to achieve 100% compliance.

ACC could not do much on the actual administration of asset declaration thus far, as it was mainly focusing on building the infrastructure like designing system and drafting rules. However, with almost every thing finalized now, ACC hereafter will not only be demanding 100% compliance but also rigorously administer asset declaration to comply with the objective of combating corruption in the country. In order to ensure this, a national consultative workshop for focal persons was held on 16-17 October 2008 to finalize the asset declaration rule along with the gift rule. The RAA has also

been auditing asset declaration compliance as part of their regular auditing process.

In accordance with the Asset Declaration Rule, the responsibility to administer and manage asset declaration system lies with the heads of agencies. Furthermore, the responsibility to audit and conduct investigations pertaining AD has also been decentralized to RAA and RCSC for certain categories of public servants.

10.9 Corruption Risk Management

As an outcome of two weeks training at Korean International Co-operation Agency (KOICA) organized by Anti-Corruption and Civil Rights Commission (ACRC) in South Korea, ACC is working on the adaptation of Corruption Risk Management (CRM) in Bhutan.

Corruption Risk Management (CRM) is a simple in-house tool to deal with corruption risk in an organization. By using this tool, organizations not only can identify and assess corruption risks and their causes, but also help bring about potential treatment strategies to prevent each corruption risk in a proactive way. This tool can also help agencies bring about institutional improvements by identifying loop holes in the systems with respect to infrastructure, institutions, society and culture. The tool entailing six basic steps can be adapted and used by any organization.

The six basic steps of risk identification, risk assessment, selection of major risk, cause analysis, strategic solution and choosing & implementing course of action guide through a process of identifying specific corruption risks and their management process.

As a trial, ACC will pilot this tool in the Ministry of Agriculture, which has agreed to cooperate. Depending upon the success of the pilot, ACC will share the tool other agencies to manage corruption risk in their agencies.

10.10 General

Apart from the above programs, the prevention division also undertakes the following:

- ♣ Interactive meetings on systems of high risk agencies;
- ♣ share types of system related complaints with dzongkhags to sensitize and initiate cautionary measures;
- ♣ share good practices of anti-corruption measures ;
- ♣ attend to system related complaints; and
- ♣ draw corrective measures and recommendations along with every investigation report.

10.11 Future Plans

Besides other preventive measures, Prevention Division shall amongst

others focus on Public Service delivery, National Anti-corruption strategy, Integrity Assessment, reduction of administrative burden and research works. Major focus shall also be made on local governments in view of the emphasis on decentralization of administrative and financial responsibility and authority.



11. Legal Service

An important anti-corruption strategy is to develop clear and strong laws leaving no room at all for discretionary decisions or conflicts. Role of enforcement agencies also have to be clearly delineated for greater impact. The Legal Services Division not only provides legal counsel to the Investigation Division and the Commission but also formulates new laws and reviews the existing ones in close consultation with concerned agencies. Some of the major programs undertaken are:

11.1 Consolidation of Anti-Corruption Laws

By any standard, in scope and detail, the Anti-Corruption Act of Bhutan 2006 (ACA)

is an important legislation that provides the first ever comprehensive anticorruption legal framework. Admittedly, there are weaknesses in ACA which need to be addressed.


ACC has initiated drafting a comprehensive proposal in this regard, which will go beyond amending ACA alone, but recommend corresponding changes in other legislations.

11.2 The ACC's Prosecution Referral Guidelines

The decision whether or not to refer for prosecution is the first and the most vital decision in the corruption prosecution process. A wrong decision to refer or, conversely, a wrong decision not to refer for prosecution, both undermines public confidence in the ACC and the government's 'Zero tolerance to corruption' policy. It is also ACC's conviction that cases can also be dealt as effectively and efficiently without having to send them to a court of law. However, laws have to be clear and stringent, without which the prosecution referral guideline will also be rendered meaningless.

The ACC has drafted its Prosecution Referral Guidelines in consultation with various agencies, which will be adopted soon. It is expected to ensure greater consistency, fairness, transparency and objectivity in prosecution referrals. Though





the prosecution of corruption cases is a key element of the anti-corruption strategy, not all corruption offences will automatically be referred for prosecution. However, as mentioned before, unless other laws are strengthened concomitantly this endeavor will be defeated.

11.3 The Gift Rules

While accepting gifts has been a normal practice, ACA prohibits retention of gifts. It is an offence for any public servant to retain gifts beyond a certain monetary value. As is evident, gifts produce effects such as divided loyalties, preferential treatment, return favor and unequal access to services. Yet ACA does not define gifts and therefore, deciding what constitutes a gift needs to be covered under a separate rule.


To address these limitations, ACC has drafted a comprehensive Gift Rules. The work to formulate gift rule commenced as early as March 2007 and the drafts were widely shared with all stakeholders. Apart from the collection of feed backs, two rounds of meetings were conducted and relevant changes have been made. The Gift Rules define gifts with bright line rules. While generally prohibiting the solicitation and restricting acceptance of gifts, the Rules specify what are prohibited gifts and conditional exceptions thereto. It sets the procedures for disposal of prohibited gifts

and for public disclosure by recipients of any gift. It also prescribes penalties for breach of its provisions. The final draft was discussed and finalized along with the Asset Declaration Rule during the national consultative workshop on 16-17 October 2008.

11.4 The Asset Declaration Rules

The obligation to declare assets by the civil servants is an essential part of civil service code of conduct. The purpose of obtaining public officials' declarations is to identify what wealth is not fairly attributable to legal sources of income. ACA also envisages asset declaration as an important tool for monitoring an unacceptable behavior of public officials. However, both ACA and civil service code do not contain exhaustive provisions and therefore certain ambiguities exist.

To simplify ambiguities and gaps a comprehensive revision to consolidate asset declaration laws and rules is on since 2007. Details of coverage (who is governed), declaration content, filing frequency and method, declaration processing, penalty for breach, public access to declarations and punishment for illegitimate use of information contained in the declarations are covered in the rule. To ensure public confidence in the process, asset declarations will be accessible to general public upon application.



The enforcement agencies are empowered not only to receive but also monitor and verify the accuracy of such declarations. The provision for online declaration and simplification of form to make it more user-friendly are other hallmarks of the Rules. A national consultative workshop to discuss and finalize the AD Rule was held in October 2008 in Thimphu which was attended by, amongst others, the asset declaration focal persons of the agencies. Since asset declaration was done for the last three consecutive years, ACC now will invoke the provisions of the Anti-Corruption Act, 2006 for default and non-compliance.

11.5 The Debarment Rules

There is no comprehensive law enabling the government agencies to debar any firm who has engaged in corrupt practices in obtaining government or implementing a contract with the government. If there are scanty provisions, they are rarely enforced. As a result, those firms debarred by one agency are found still doing business with another government agency. They are also still found doing business with the same or different government agency by obtaining license in their spouse or relatives' names. And so the fraud continues unabated.

To address these limitations, ACC has drafted the Debarment Rule in consultation with various stakeholders. The rule was posted on the ACC web site and shared with relevant organizations and subsequently

incorporated in the revised Procurement Manual. The Rules will allow government agencies to solicit offers from, award contracts to, and consent to subcontracts only with responsible contractors.


In order to make this rule and other relevant rules functional and effective, there is an urgent need for the enactment of Contract Law.

11.6 The Commissioners' Disciplinary Inquiry Committee

ACC prefers that discipline is voluntary and self-imposed and it is so, thus far. However, the occasion may arise where it may be necessary to take action against the commissioners if their behavior or performance is not acceptable. But there is no law which spells out, in detail, the disciplinary procedures and the rights of the disciplined commissioner.

ACC is drafting a comprehensive Commissioners' Disciplinary Inquiry Committee Rules and will adopt it next year. An independent committee will be established with clear procedures. It will prescribe the minimum procedures that the committee shall follow to enable all disciplinary issues to be resolved fairly, consistently and in a timely manner. At every stage in the procedure, the commissioners will be kept advised of the nature of the complaint against him/her,





and will be given the opportunity to prepare and present their case before any decision is made.

ACA mainly provides only skeletal anti-corruption legal framework of substantive principles of law and leaves the procedural issues for the rules to be made under it. The Rules mentioned above which are currently being drafted are both supplementary and complimentary to ACA. Collectively, they will provide additional clarity and specificity which will contribute to effective and efficient administration and enforcement of ACA.

11.7 Future Plans

Nation-wide dissemination of information on various rules will be undertaken to create public awareness. The Commissioners' Disciplinary Inquiry Committee Rules, ACC's Prosecution Referral Guidelines and Gift Rules will be in place for enforcement by 2009.

Initiatives will be taken to consolidate anti-corruption legislative framework such as the amendment of the ACA and the adoption of a detailed whistle-blower protection rules. To strengthen the nation's anti-corruption measures, amendment and consolidation of other anti-corruption related legislations will be initiated in close consultation and coordination with other agencies.

Proper analysis of the United Nations

Convention Against Corruption and identification of gaps in the national laws will also be undertaken.

*Fighting Corruption
is a Collective
Responsibility,
Together we can stop
corruption!*

*Lets Refrain from
Corruption, Lets
Resist Corruption,
and Lets Report
Corruption
Responsibly*



12. Complaint Management & Investigation

12.1 Guiding Principles

Complaints management and investigation, proactive and reactive, are important deterrent and preventive functions of the Investigation Division, which place great responsibilities on the anti-corruption cadre and its allies. The ACC Ethical Code of Conduct and Operational Manual are stringently enforced through self-management and institutional monitoring mechanism.

Complaints, ACC would like to believe are citizens' unconditional expression of intolerance to corruption (i.e. not only when corruption affects them directly) and hence it is ACC's sacred responsibility to manage them professionally and respond indiscriminately and speedily, depending on the merit of the case and not the face of the case. Agencies' and ACC's action

against corrupt individuals should generate perceptible impact on the general attitude towards corruption.

An important outcome of complaints management and investigation is highlighting weaknesses in the system and making recommendations to concerned agencies for action or to the Prevention Division for further research and analysis. They enrich public education and systems improvement programs.

It is ACC's persuasive endeavor to make "Firm, Fair and Speedy Action" the hallmark of complaints management and investigation, for which public and government support is an important precondition.



12.2 Receiving Complaint

Section 59 of the Anti-Corruption Act 2006 confers right to citizens to lodge complaint(s) against corruption. Complaints are received in a standard complaint form by the Complaint Receiving Cell through: Walk-in, Telephone, Fax or Telegraph, Post, E-mail and Referral by other agencies including Royal Audit Authority.

12.3 Complaints Management System

Handling complaints is one of the most important functions of the Investigation Division. The success of investigation to a greater degree also depends on how well the complaint is managed and scrutinized before launching any investigation. ACC recognizes the importance of building operational mechanism within the Investigation Division for processing complaints that reasonably ensures confidentiality, objectivity and procedural efficiency.

All complaints registered by the Complaint Registration Officer are put up to the Complaints Management Committee (CMC), on a weekly basis. The Commissioner responsible for the Investigation Division, Director, Chief Investigation Officer (CIO) and the Complaint Registration Officer comprise

the CMC. Due to the functional re-organization of divisions in the ACC, the CMC was reconstituted on 5th June 2007 and 23rd October 2007 since its formation. The main responsibility of the CMC is to screen and evaluate complaints and to submit to the Commission for further course of action.

To objectively evaluate the complaint a standard evaluation method is followed. This method uses the system of awarding weighted score on a scale of 0-100 against certain pursuability factors such as details of a complaint, degree of seriousness in terms of financial, social and political perspectives. The total score determines whether a complaint should be referred to concerned agencies for actions or dealt by the ACC itself. The recommendation of the CMC is then submitted to the Commission the following day for review and approval. The schematic diagram depicting the flow of complaint management process at the ACC is shown below:

*If we care, we will
dare!
If not now,
when?
If not us,
who?*

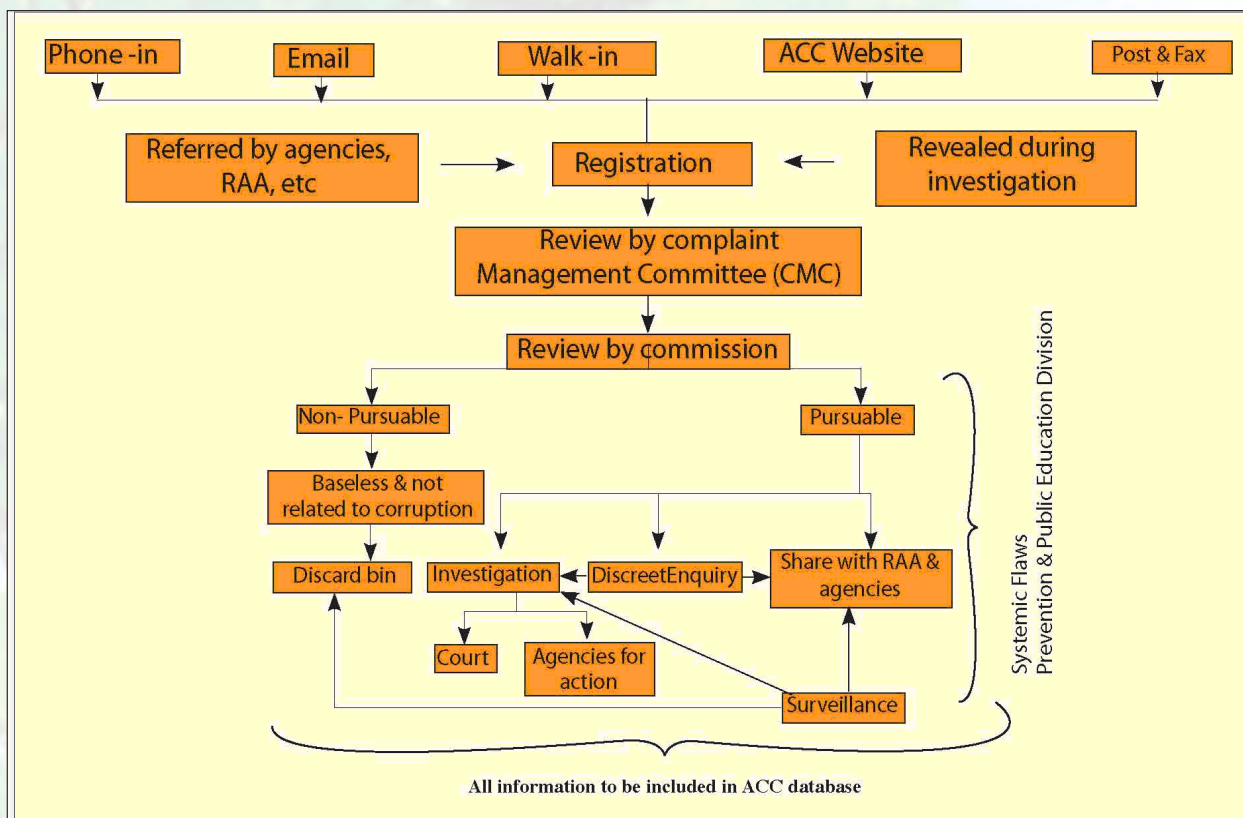


Figure 4: Complaint Management System

12.4 Complaints Analysis

Complaints covering the past three years have been analyzed and presented in figure 5. ACC received 498 complaints in 2006, 791 in 2007 and 287 in 2008 totalling 1576 complaints as of 30th September 2008.

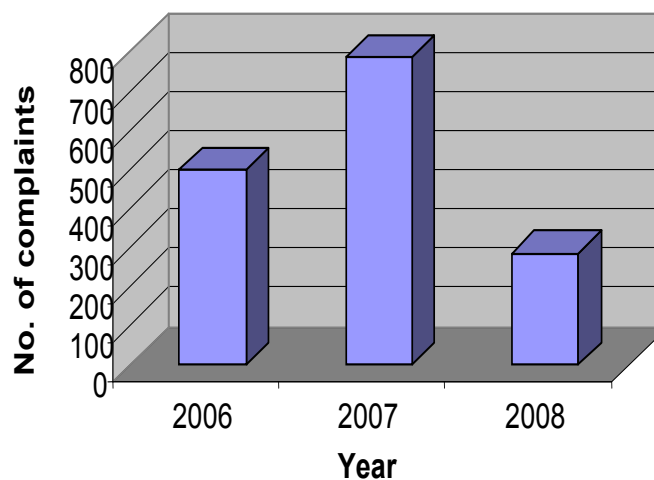
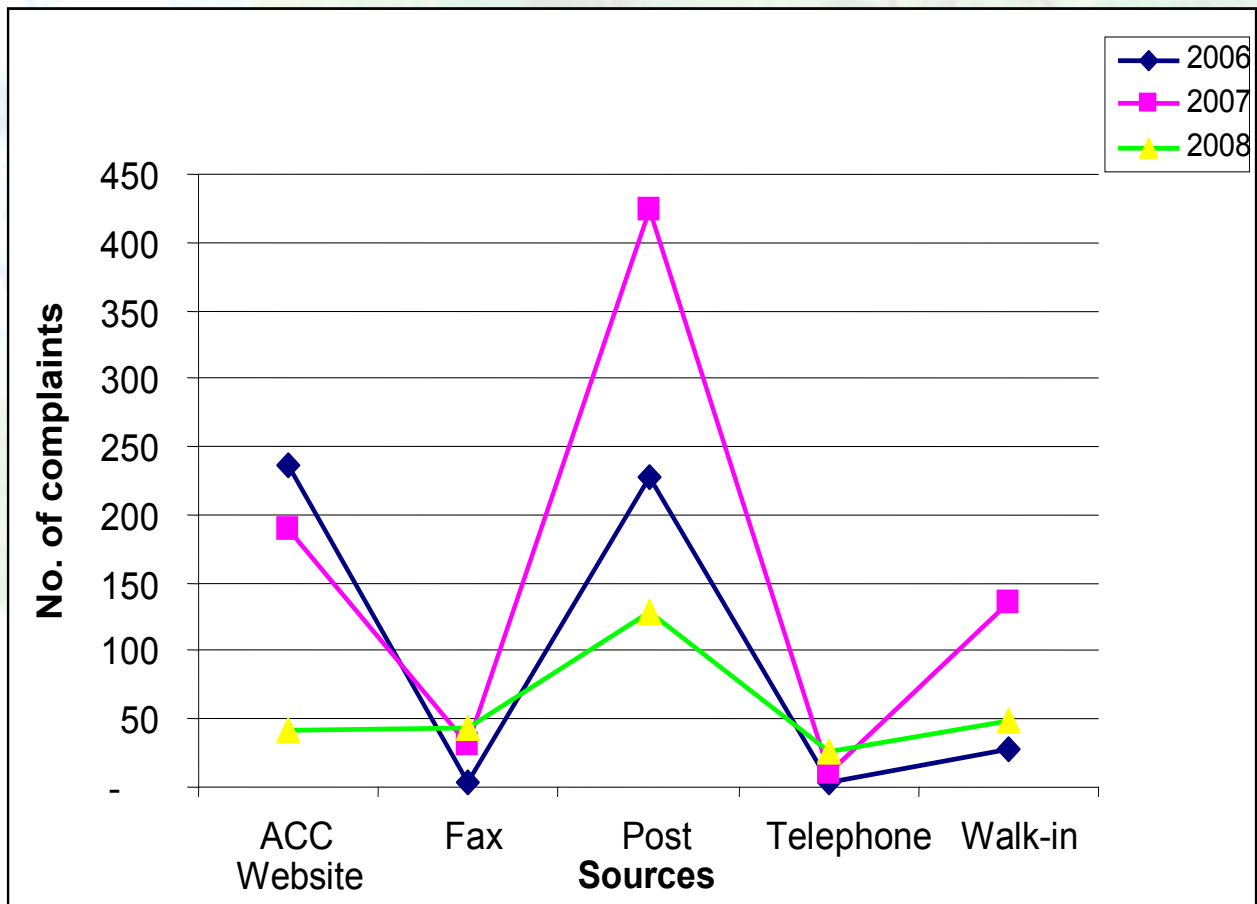


Figure 5: Total complaints as of 30 September 2008

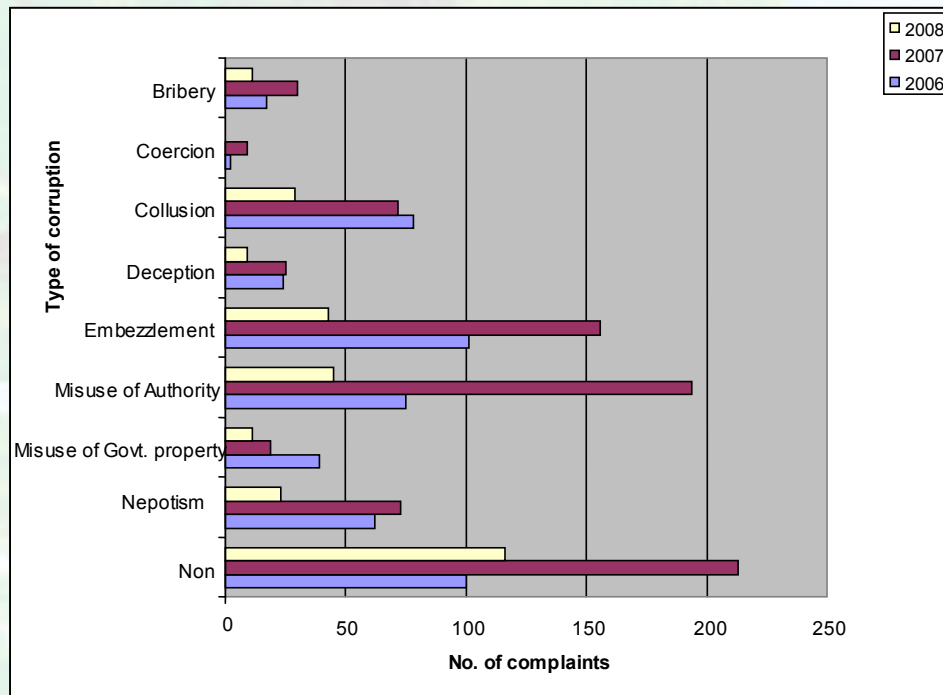
These complaints are categorized in terms of sources, areas, types, sector etc. 'Post' invariably was the most common mode of complaints followed by walk-in, fax and ACC web sites. Maximum complaints were received in 2007.

Figure 6 : Trend of sources of complaint



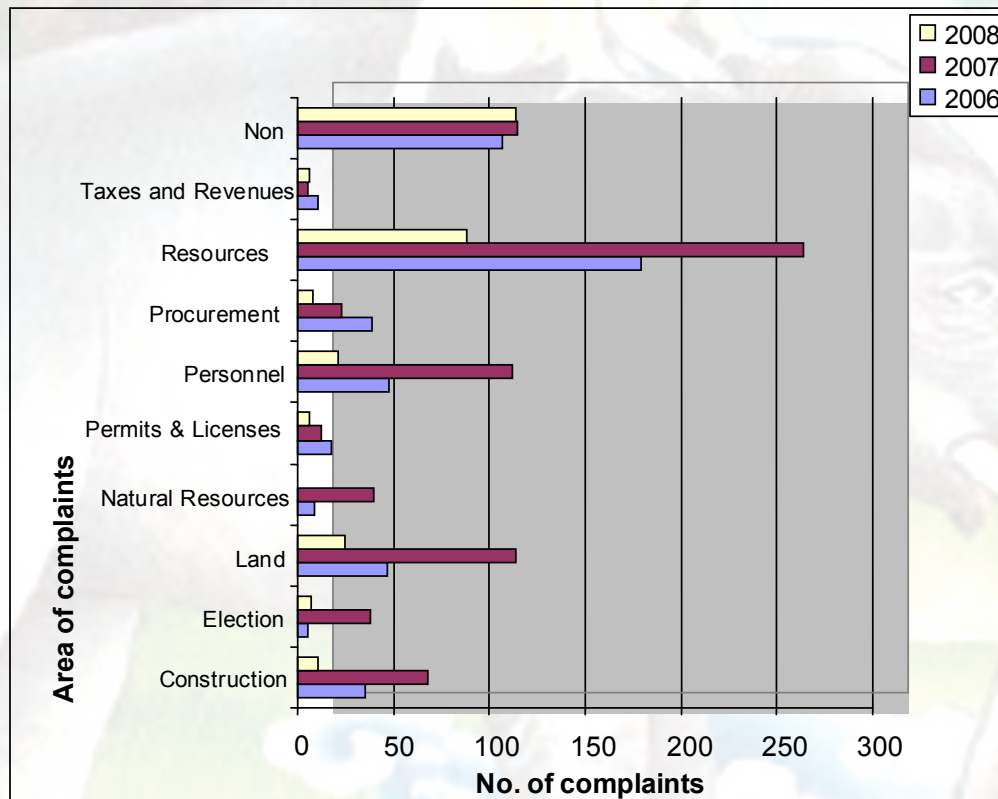
High on the list of types of complaints are misuse of authority, followed by embezzlement. It may also be noted that number of complaints without corruption element categorized as 'Non' is also significant indicating low level of understanding and awareness about corruption which implies the need for more public education and advocacy.

Figure 7: Complaints by types



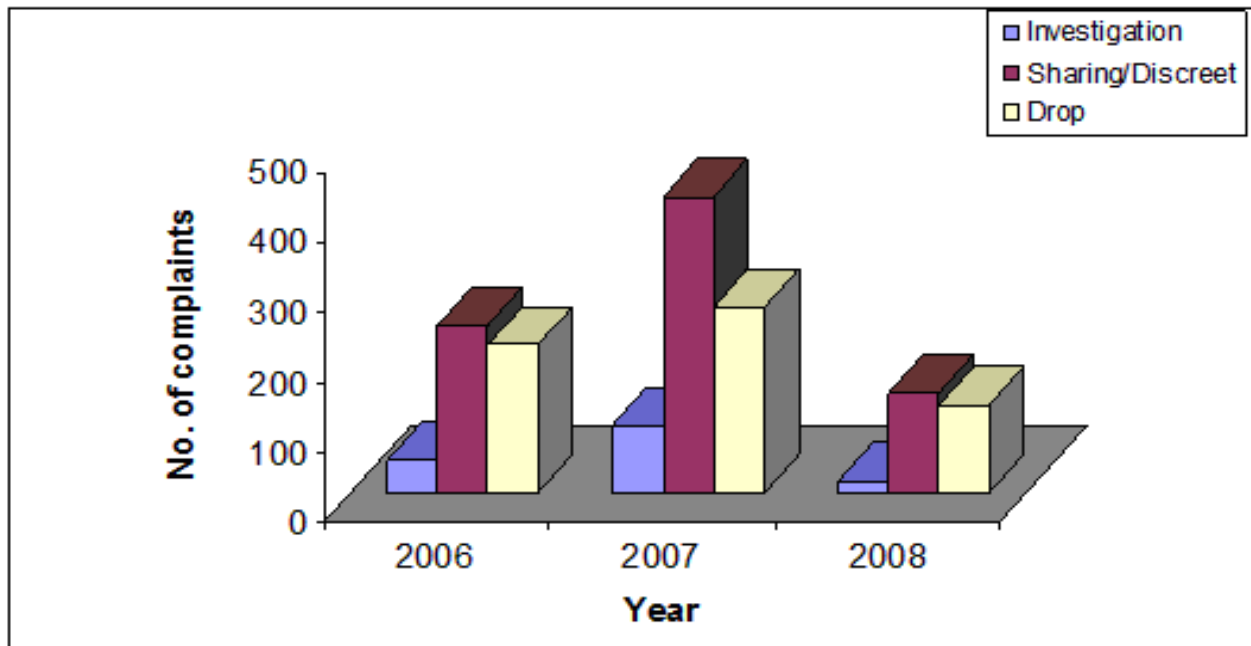
The majority of the complaints fall under the area of resources (financial) followed by land and personnel (nepotism).

Figure 8: Complaints by area



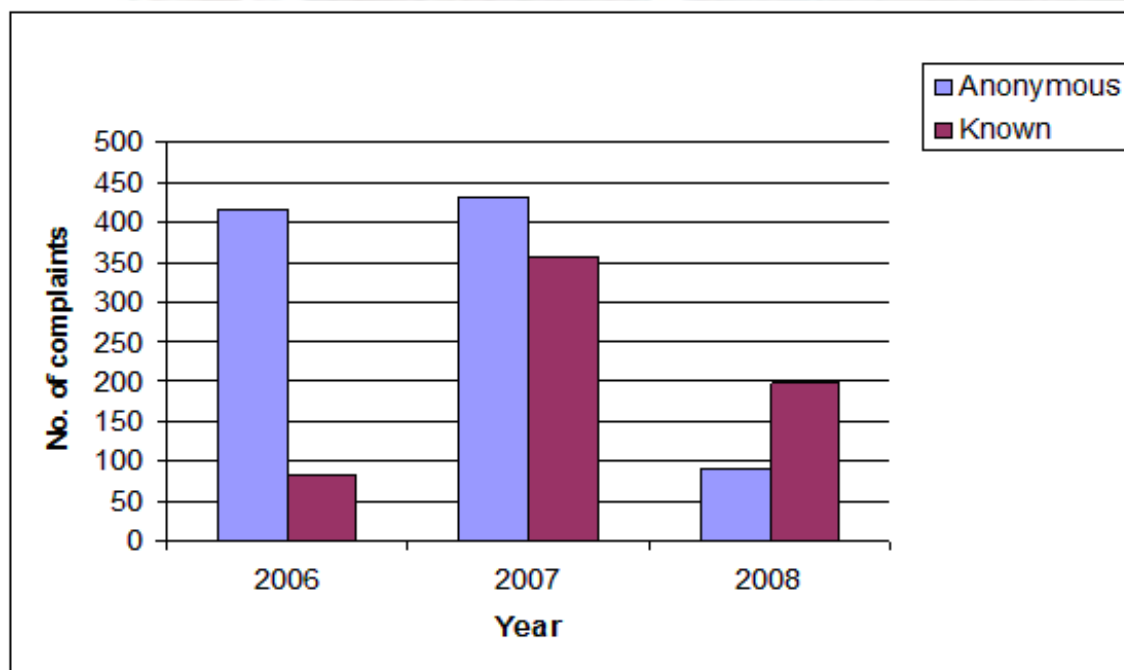
Majority of the complaints were either shared with agencies or kept for discreet enquiry or surveillance.

Figure 9: Complaints handling



In 2006, anonymous complaints dominated the source with 83%. The number fell to 54% in 2007 which further dropped to 31 % in 2008 (only till September 30). This trend is indicative of increased public awareness and the trust and confidence of the general public in ACC.

Figure 10: Anonymous and known complaints

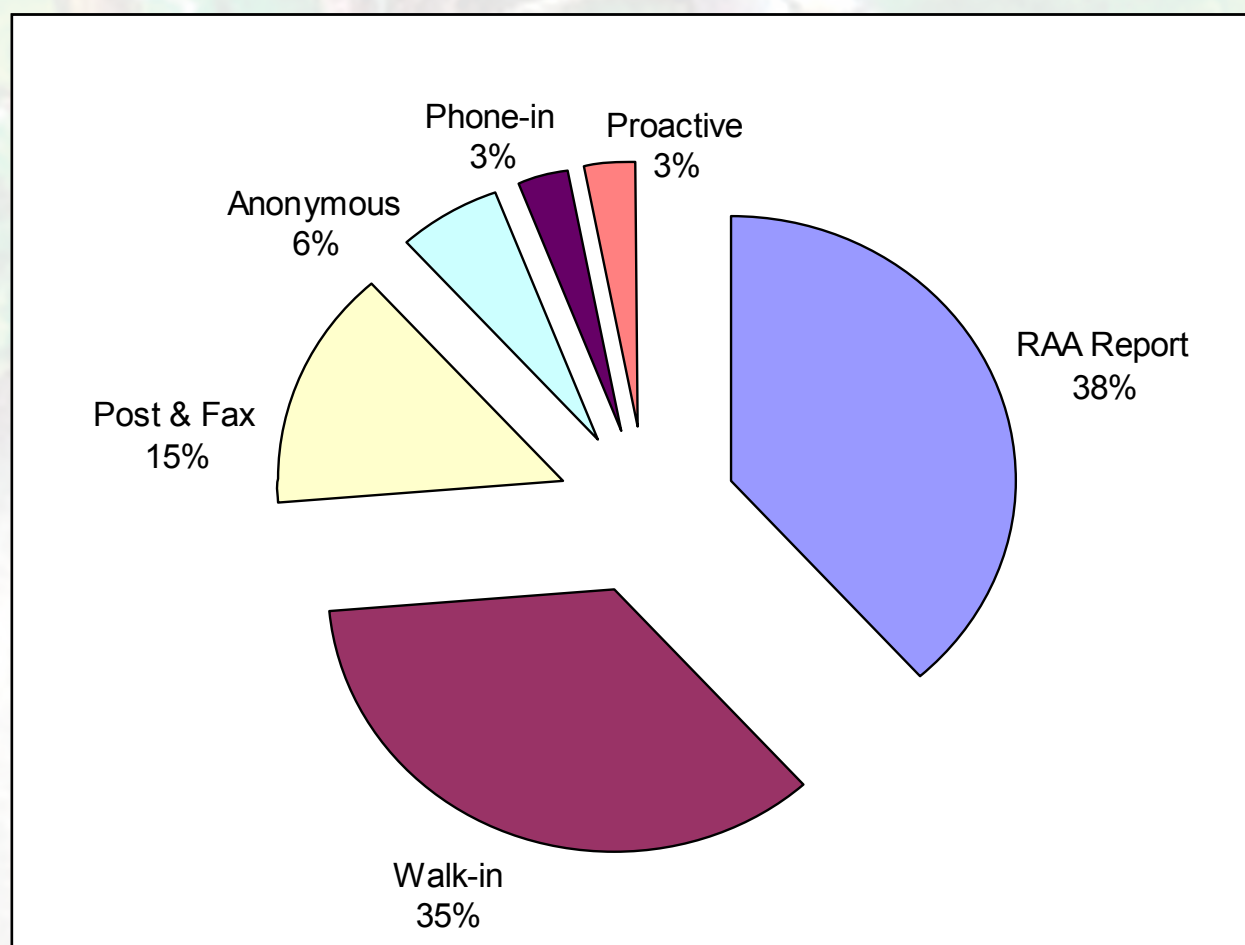


Generally, the complaint data indicates that there is public distrust in central agencies/ ministries, local government and Dzongkhag Administrations. The maximum complaints pertained to the central agencies. This corroborates the perception of weak leadership at almost all levels in the bureaucracy.

12.5 Details of Cases Investigated

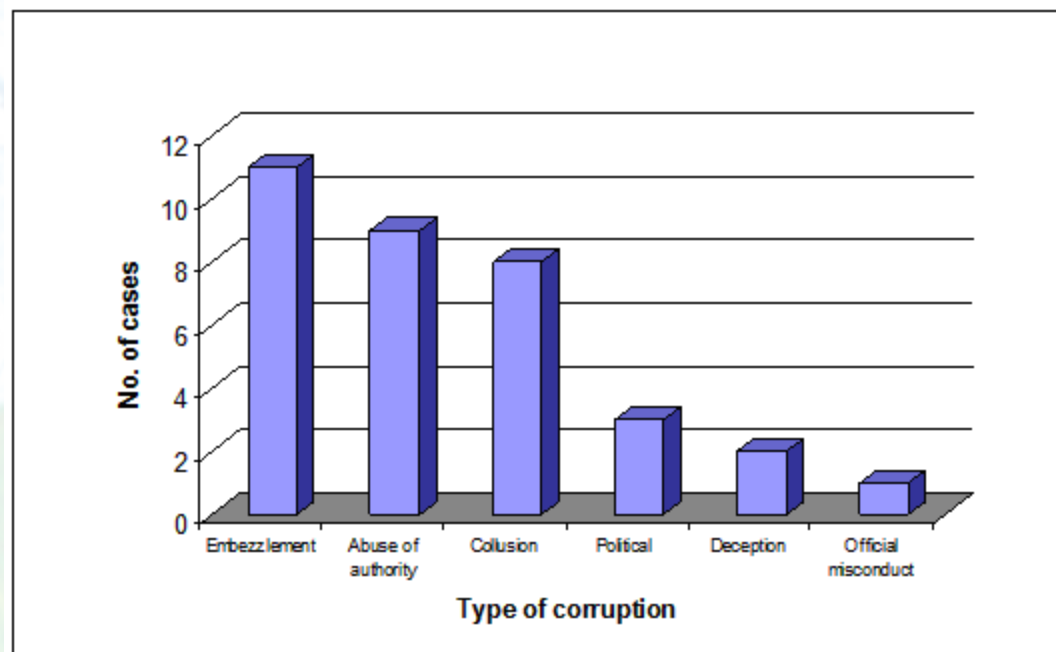
Of the total complaints of 1576, 34 cases involving 196 persons (83% public officials + 17% private firms/individuals) were investigated. RAA report (38 %) and walk-in (35%) complaints were the major source of information for investigation. Besides acting on RAA reports and complaints, ACC also takes up proactive investigation. Among others, a phone-in complaint (crime in progress) and a 27-day proactive investigation on political corruption were also conducted.

Figure 11: Sources of investigated cases



Embezzlement of public funds (32%) is the most common type of corruption followed by abuse of authority (26%) (abuse of authority is inherent in most forms of corruption).

Figure 12: Types of investigated cases



As illustrated in figure 13, the most common area of cases investigated was financial resources (40%) followed by construction (24%) and land (21%)

Figure 13: Areas of investigation

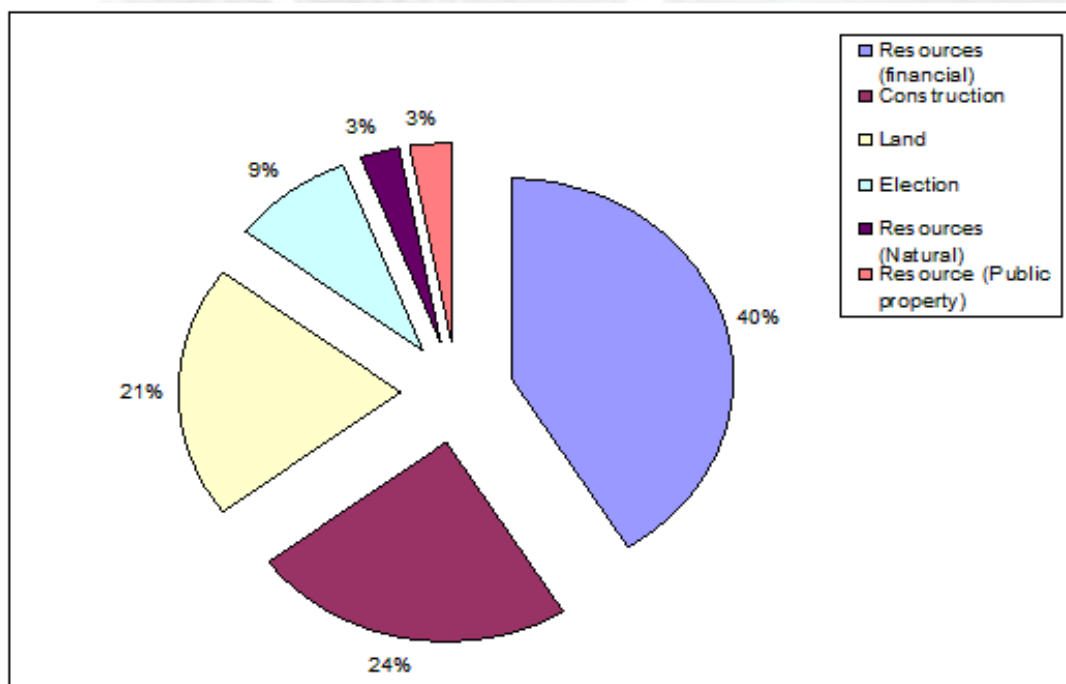


Table 3 presents the status of investigated cases as of 30th September 2008. As reported earlier, majority of the cases were investigated in 2007 of which 50% were also forwarded to agencies.

Table 3: Status of cases investigated

Details	2006	2007	2008
No. of cases investigated	9	20	5
No. of cases forwarded to OAG	8	9	7
No. of cases sent to agencies	1	10	2
No. of cases where judgment passed by court	7	5	3
No. of cases under trial/judgment awaited	1	5	1
No. of cases under investigation	0	1	14

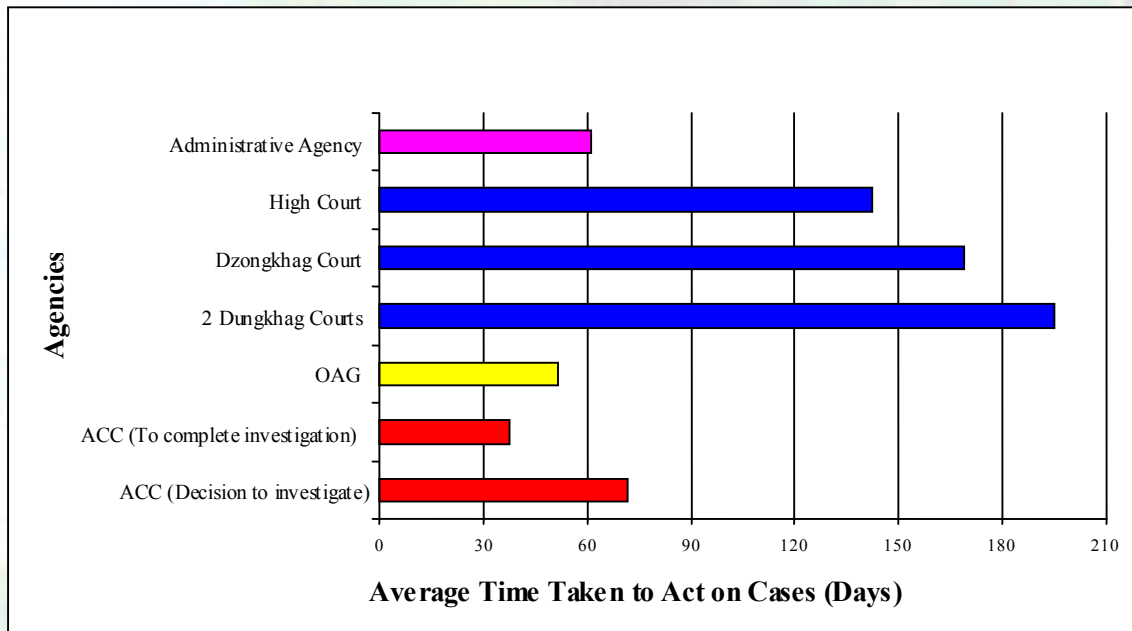
12.6 Brief Outcome of Investigation

Investigations result in a series of outcomes ranging from policy and system corrections, funds recovery to punitive actions. Some specific outcomes were recovery of Nu. 34,462,615.71 million (inclusive of RAA recovery), 63.03 acres of land and recommendation for policy and systemic corrections to three agencies. The court sentences ranged from 3 months to 9.5 years. Sixteen accused paid *Thrimthue* in lieu of imprisonment.

12.7 Efficiency in Case Handling

One indicator of success in handling corruption cases/charges is 'time'. Time is further dependent on other agencies, such as OAG, Courts and concerned agencies' actions. The overall swiftness in bringing cases to logical end would also indicate the seriousness of the government in fighting corruption. As such, based on the 34 cases that have been investigated, the average time spent on the cases by ACC, OAG, Courts and agencies has been calculated (refer figure 14).

Figure 14: Average time spent on cases



127.1 Time taken by ACC

On an average ACC took 72 working days to decide to start an investigation (after registration of complaint). Twenty percent of the cases, which mostly pertained to audit reports, were attended between 120 to 269 working days; this is because ACC awaits agencies' action(s). Generally, incomplete information, discreet enquiries, lack of cooperation, shortage of manpower and complexity of certain cases attribute to late start of investigations.

Figure 15: Time spent by ACC to decide to investigate

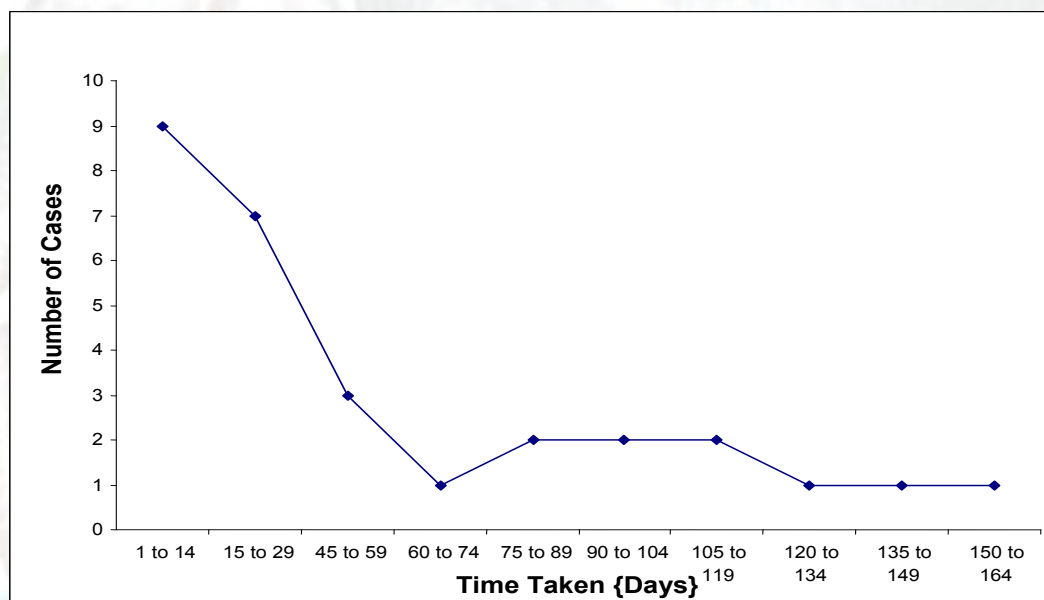
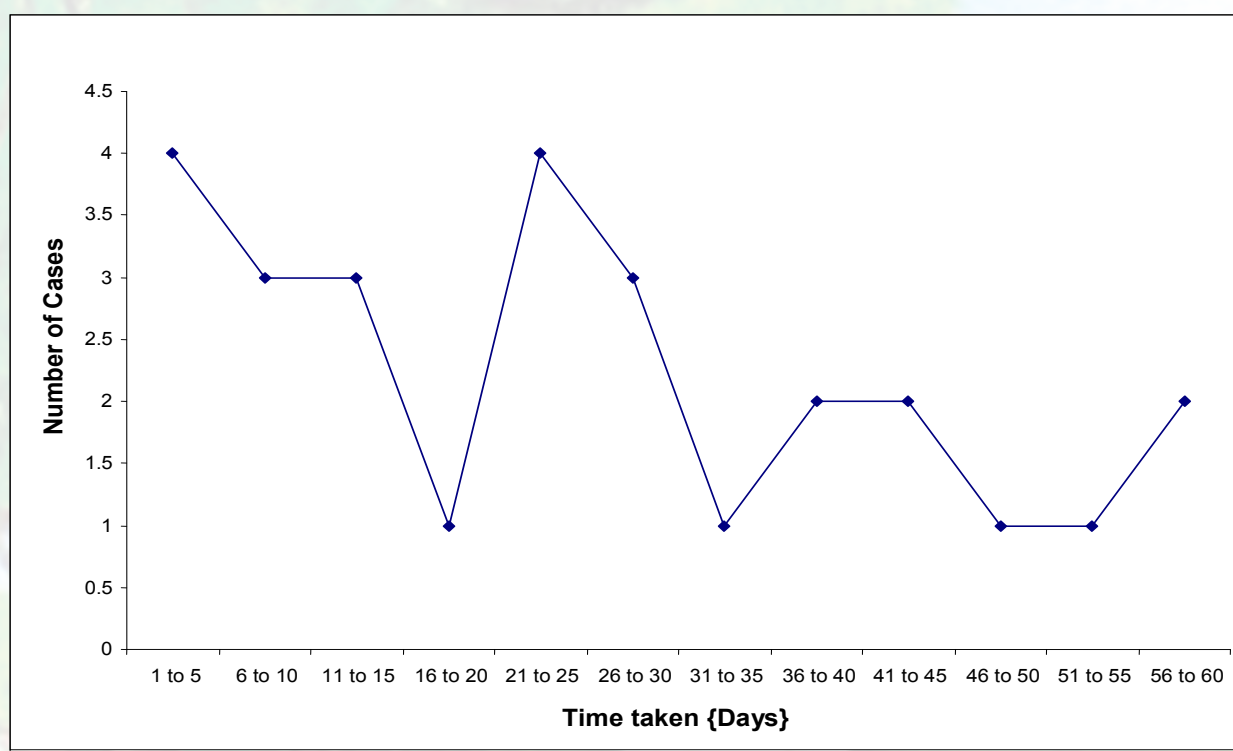


Figure 16: Time spent by ACC on investigation



ACC took an average of 37 working days to complete an investigation (start of investigation to forwarding of cases to OAG). Seven cases (21%) were investigated within 21 to 30 days. Investigations of 15% of the cases were completed in less than 11 days. Two cases were forwarded to OAG within 101 to 105 days.

12.7.2 Time taken by OAG

Against the 27 cases that were forwarded to OAG, one case was returned. The average time taken by the OAG to register cases in court was 52 days.

12.7.3 Time taken by Courts

On an average, it took 143 days for the High Court, 169 days, for the Dzongkhag


Courts and 195 days for the Dungkhag courts to pass judgments.

12.7.4 Time taken by Agency

About 38% of the cases were referred to agencies for appropriate actions. Ten agencies took more than 2 months to take administrative actions. Few Ministries, agencies and a Dzongkhag are yet to report their actions. Generally, cases forwarded to agencies need constant follow-up by ACC which drains valuable resources.

12.8 Political Corruption Surveillance

With the onset of parliamentary democracy in the country risks of political corruption



such as bribery, coercion, obstruction, extortion, cronyism, nepotism, patronage, fear tactic, graft and deception flourishing in our country like in any other democratic country in the world cannot be ignored. Political corruption poses a serious challenge. It not only undermines democracy and good governance by flouting formal processes but also reduces accountability and erodes the foundation of a legitimate government. Political corruption has to be nipped in the bud.

Besides investigation, one major activity Investigation Division undertook was proactive political corruption and surveillance. Three teams were deputed to 10 Dzongkhags in early 2008 with the objective to sensitize people on political corruption and its consequences. The teams met with local officials, electoral officers, Dzongkhag party coordinators, village party workers and villagers.

A report was submitted to the Election Commission of Bhutan for action and system correction, particularly related to ambiguity of number of party office bearers, monitoring of code of conduct of party workers and hosting of meals.

12.9 Royal Audit Authority Reports

RAA report is one major source of information for investigation. RAA and ACC have a clear understanding on actions to be taken up on RAA reports shared

with the ACC. Similar understanding also needs to be established among the RAA, agencies and ACC for greater efficiency and impact. ACC believes that the primary responsibility of acting on RAA reports lies with the agencies and it expects the agencies to act promptly and firmly. However, agencies need to ensure consistency and uniformity of actions.

RAA and ACC have agreed on effective measures to minimize post audit investigation by ACC. As of 30 September, 2008, ACC received 51 RAA reports of which 23 are being followed up by RAA with agencies, 22 have been either investigated or followed up with agencies by ACC and 4 reports have been closed by RAA following discussions with the agencies.

In summary, besides carrying out investigations including proactive ones, Investigation Division also focuses on institutional development programs. Along with the improvement of complaints management system and streamlining of investigation procedures, all staff underwent mandatory competency training. Skills and knowledge of a number of staff has to be enhanced and competency training regularly provided. The division proposes to open a follow-up unit in the division for greater dynamism and meaningfulness of its challenging works.

13. Challenges

13.1 Occupational Realities

The nature of ACC's mandates isolates, marginalizes and immobilizes its employees and even makes them and their family vulnerable. It is physically, emotionally and morally stressful and risky, especially in investigative works and more so in a small society. Apart from these realities, as a lead anti-corruption organization, ACC employees are also governed strictly by ethical code of conduct. Politicization and abuse of ACC, as experienced in other countries, cannot be dismissed. Thus, it is crucial to make ACC strong and attractive with the right in-house leadership and organizational culture and tangible public and political support.


13.2 Human Resource

The biggest challenge confronting ACC is recruitment and retention of good professionals. ACC's work demands people of the highest integrity, professionalism, motivation, selflessness, great perseverance, steely courage, constant sacrifice and dedication. Currently, ACC employees do not enjoy any exclusive service conditions and facilities, which is a reason for discouraging potential new entrants and existing employees to work at ACC. Till October 2007, ACC operated with only 8 officers (including 2 Commissioners)

and 10 support staff as responses to its vacancy advertisements were dismal. This situation led to the Royal Government's intervention to induct additional employees (handpicked). However, such measures are not sustainable. ACC's status vis-à-vis RCSC may have to be reviewed, if necessary and ACC's service conditions have to be improved to attract and retain qualified and ethical professionals. Twenty percent "scarcity" allowance proposed by the Pay Commission can neither attract nor retain good people and without good motivated professionals, ACC can never be strong and effective and fight against corruption will be a travesty.

13.3 Culture

The concept of corruption and its discussion being fairly new in Bhutan, many still believe some forms of corruption as being part of culture. For instance, fulfilling social obligations in breach of one's code of conduct is regarded as acceptable. But, what develops beyond the fulfillment of social obligation is yet to be understood by the general mass. However, people are changing their attitude and perception of corruption. One of the indications is that the rate of corruption reporting has been rising though some contain malicious intent. While reporting corruption to ACC can help penalize the accused, mainstreaming preventive measures and stringent enforcement of punitive actions are critical for long term impact and ACC is



moving towards this in close coordination with agencies.

Fight against corruption in a cohesive and a tolerant (to the extent one is not affected) society is a big challenge. Social and power nets could be a serious impediment, which could further entrench public's sense of resignation. Citizens have to be conscious of their fundamental duties and institutions such media and civil societies have to grow and respond to the emerging demands.

One major challenge is to convince citizens and agencies that ACC is not the only body responsible for curbing corruption. ACC receives all kinds of complaints and most of which could be resolved by agencies concerned. Agencies have to play more conscious and active role in system rectifications and take firm and timely action against perpetrators of corruption and those that allow such perpetration. A strong message of intolerance in consonance to the policy has to be sent and felt by all. Sharing of information on administrative lapses with agencies generally result in inconsistent and inappropriate actions, leading to inequitable enforcement and distrust. Territorial protection, indifference and inaction have to give way to concerted, aggressive and conscientious anti-corruption measures.


13.4 Systems & Leadership

Success of any organization depends largely upon the quality of its leadership and

organizational ethos. Weak management and leadership directly contribute to ineffectiveness of an organization, creating room for inefficiency, politics and corruption. Complacency has been particularly noted as one characteristic of civil service affecting the organizational culture and performance.

Recruitment and appointment of right type of people through rigorous selection process, especially at leadership positions, is crucial. It is, of course, equally important to recruit every employee judiciously, since they form the pool for future leadership. The ACC's operation in a system entrenched with weak leadership and poor enforcement culture aggravates the difficulties of combating corruption.

Poor administrative and financial management systems have been a common problem in local government, particularly in gewog administration. With the residence of 97.4 % of the Bhutanese poor in rural communities (PAR 2004), local leaders have high stake in materializing millennium development goals of poverty reduction. Public education and advocacy programs on corruption targeting this critical mass will have to be supplemented with local government capacity building and technical backstopping by relevant agencies. The confusion of roles and responsibilities of Gewog Administrative Officers (GAOs) has already led to conflict within gewog administrations.



The lack of supervisory accountability is another serious drawback in our bureaucracy. If superiors are not held accountable for the misconduct and failure of their subordinates, the objective of position hierarchy is highly questionable. Since accountability is a core element of a leader, an individual deficient of this attribute would be unfit to hold a leadership position.

Lack of a system for review of rules and poor compliance monitoring, amongst others, have attributed to proliferation of corruption. The lack of clear policy and rule making protocol is also one of the causes of corruption as reported in the corruption perception survey 2006. This scenario is further aggravated by superficial penalty clauses that need to be urgently reviewed in light of the actual socio-economic impacts of violation. Low risk of corruption detection coupled with insignificant cost of corruption to the perpetrator provide a conducive environment for corruption to spread.

In essence, weak leadership, weak laws and discriminate application, weak enforcement culture and poor accountability are serious challenges in the fight against corruption.

14. Opportunities


Along with challenges and constraints, there are also opportunities that ACC can

exploit to effectively fulfil its mandate. The Constitution, the foundation of a vibrant democracy which is an important priority of the Royal Government offers great opportunities in building strong institutions and systems that protect citizens' rights and help citizens fulfill their constitutional duties. These are core to the fight against corruption.

Establishment of Parliamentary committees of Ethics and Credential and Public Accounts, governance unit in the Cabinet and grievance cell in the Prime Minister's office will consolidate anti-corruption measures, in particular and better service to citizens, in general. Civil service reforms are also underway towards enhancement of good governance. Recognition of meritocracy through promotion of transparency, accountability and efficiency is the essence of the position classification system.

Caring leadership of great Monarchs with a resolute drive for excellence, meritocracy and honesty supported by the policy of "Zero tolerance to corruption" of the new government and the increased public awareness on corruption provide strong platform for anti-corruption drive. The conscious endeavour to mainstream GNH into decision making, planning and implementation processes through the establishment of GNH Commission and committees at various levels is encouraging. However, more concrete and visible action is yet to be seen.





As a small country with a correspondingly small population, bureaucracy and private sector and corruption level being still manageable and under conducive environment, we have the best opportunity to bring down corruption level to the lowest. We have the conditions to be the most morally pristine country in the world provided we work towards it with conviction and determination with our body, mind and speech.

15. Conclusion

A people, a nation and a King that aspires for peace, security and happiness, cannot tolerate corruption. Corruption has to be dealt with resolutely and aggressively with a greater sense of urgency. Corruption undermines equity and justice, the very essence of democracy. It traps people in a vicious cycle of poverty and misery as it disrupts trade and economic growth, jeopardizes sound governance, causes social, economic and political crises, stakes national security and sovereignty, retards social development and threatens sustainability of natural resources.

His Majesty the Fourth Druk Gyalpo on the occasion of His Coronation said, "If every one of us consider ourselves Bhutanese and think and act as one and if we have faith in the Triple Gem, our glorious Kingdom of Bhutan will grow from strength to strength and achieve prosperity, peace

and happiness." Today, as we traverse the treacherous path of parliamentary democracy, it is every citizen's fundamental duty, speech, thought and action, to ensure that this journey takes us to greater peace and happiness, as envisioned by our leaders.

What better occasion can we ask for than the Centenary Celebration of the Institution of Monarchy and the Coronation of His Majesty the Fifth Druk Gyalpo, to pledge to work towards making our great nation the cleanest in the world, bringing greater harmony, peace and happiness for many generations to come. Let this be our humble tribute to our Monarchs for their selfless service to the nation and the people and our humble gift to the Fifth Druk Gyalpo as He formally ascends the Golden Throne.

His Majesty in His Coronation address said, "As citizens of a spiritual land you treasure the qualities of a good human being: honesty, kindness, charity, integrity, unity, respect for our culture and traditions, love for our country and for God. The future is neither unseen nor unknown. It is what we make of it. What work we do with our two hands today will shape the future of our nation. Our children's tomorrow has to be created by us today."

Indeed, for a secure and happy future for ourselves and our children, we must fight corruption NOW and that fight must first begin from within, with SELF!

ANNEXURE 1

BUDGET

Expenditure (as of 30th June, 2008)

Sl	Title	Approved Budget		Expenditure (as of 30th June,2008)	Remarks
		Current	Capital		
	ROGB Financing				
a)	General Adm.& Direction Services				
1	Pay & allowance	4.842		4.729	
2	Other-personnel Emoluments	0.052		0.051	
3	Travel-In country	1.305		1.215	
5	Utilities-Telephones,Telex,Fax,E-mail, Internet	0.450		0.346	
6	Utilities-Telegram, Wireless Transmission,Postage	0.150		0.149	
7	Utilities-Electricity,Water, sewerage	0.108		0.072	
8	Rental of Properties-Buildings	0.407		0.406	
9	S&M-Office Supplies, Printing, Publications	0.350		0.335	
10	Maintenance of Property-Vehicle	0.470		0.454	
	Maintenance of Property-Buildings	0.040		0.005	
	Maintenance of Property-Equipments	0.050		0.050	
	Maintenance of Property-Computers	0.050		0.012	
11	Op.Exp.-Advertising	0.250		0.232	
12	Hospitality & Entertainment	0.200		0.099	
13	Contributions-Provident Fund	0.366		0.342	
	Acquisition of Immobile property- Land		0.022	0.021	
	Purchase of vehicles		0.259	0.258	
15	Office Equipment		0.240	0.299	Re appropriated to purchase 1 binding machine
	Computers & peripherals		0.520	0.147	
	Furniture		0.390	0.366	
b)	Training- others		1.500	0.839	
	UNDP Fund Project				
a)	Training-others		4.000	2.473	
	DANIDA Fund Project				
a)	Training- Others		1.770	1.299	
b)	Office Equipment		0.735	0.732	
	SDC Fund Project				
a)	Training- Others		3.850	3.263	
	Total	9.090	13.286	18.194	

ANNEXURE 2

APPROVED BUDGET 2008-2009

Sl. No.	Title	Approved Budget (2008-2009)		Remarks
		Current	Capital	
	RGOB Financing			
a)	General Adm.& Direction Services			
1	Pay & allowance	6.423		
2	Other-personnel Emoluments	0.041		
3	Travel-In-country	2.240		
5	Utilities-Telephones, Telex, Fax, E-mail, Internet	0.575		
6	Utilities-Telegram, Wireless Transmission, Postage	0.060		
7	Utilities-Electricity, Water, sewerage	0.083		
8	Rental of Properties-Buildings	0.412		
9	S&M-Office Supplies, Printing, Publications	0.726		
10	Maintenance of Property-Buildings	0.050		
10	Maintenance of Property-Vehicle	0.522		
	Maintenance of Property-Equipments	0.050		
	Maintenance of Property-Computers	0.054		
11	Op.Exp.-Advertising	0.650		
	Op.Exp.-Taxes,Duties, Royalties, Handling charges, Bank charges	0.008		
12	Hospitality & Entertainment	0.500		
13	Contributions-Provident Fund	0.440		
	Purchase of vehicles		3.900	
14	Furniture		0.150	
15	Office Equipment		0.250	
	Computers & peripherals		0.300	
16	Professional Services		0.400	
b)	Training-others		1.800	
c)	Professional Services		1.200	
	UNDP Fund Project			
a)	Training-others		0.500	
	SCM- Netherlands Fund Project			
a)	Training- Others		1.000	
	SDC Fund Project			
a)	Training- Others		8.500	
	UNDP-KICAC Fund Project			
a)	Training- Others		8.500	
	Gol Fund Project			
a)	Exp.on Structure-Buildings		25.000	
	Total	12.834	51.500	

THE ACC CHARACTER



"AK 47"
A Karma Rinzin
Chief Public Education
Officer



**"Hot headed but kind
hearted"**
Chhimi Wangmo
Research Asstt. Officer



"Seriously calm"
Chhimi Dorji
Sr. Investigation Officer



"Cool with reasoning"
Choining Dorji
Chief Legal Officer



"Honest"
Dophu Dukpa
Sr. Research Officer



"The brave guardian"
Dorji Gyeltshen
Security Guard



"Rock solid"
Dorji Thinlay
Chief Investigation
Officer



"Slow, steady & complete"
Gyeltshen
Dy. Chief Investigation
Officer



"Diligent & wise"
Karma Thinlay
Chief Planning Officer



**"Comically harsh
& judicious"**
Karma Wangdi
Chief Finance Officer



"Caring ACC Mom"
Kelzang Dolma
House Keeper



"The Analyst"
Kezang Jamstho
Commissioner



"Brash honesty"
Khanku
Driver



"Intelligence untapped"
Kin Dorji
Sr. Investigation Officer



"Inquisitive learner"
Langngala
Driver



"Critically vocal"
Lekhi Dendup
Investigation Officer

THE ACC CHARACTER



"Devils advocate"
Loday Tsheten
Sr. Prevention Officer



"Selfless & fearless"
Neten Zangmo
Chairperson



"Cool & firm"
Rinzin Dorji
Director



"Conscientious"
Rinzin Pem
Personal Assistant



"Objectively silent"
Sangay Namgay
Driver



"Style with quiet seriousness"
Sonam Dhendup
Legal Assistant



"The investigative mind"
Tashi Phuntsho
Asstt. Investigation
Officer



"Experience counts"
Techoo Dorji
Sr. Investigation Officer



"No nonsense"
Thinlay Wangdi
Commissioner



"Mobility with connections"
Tobgye
Dy. Chief Public
Education Officer



"Business with courtesy"
Tshewang Euden
Receptionist



"The un-known artist"
Tshering Dorji
Driver



"Soft connectivity"
Tshering Penjor
Investigation Officer



"The Perfectionist"
Tshewang Dorji
Chief Prevention Officer



"The compassionate
linguist"
Ugyen Tshering
Investigation Officer



"Pleasing promptness"
Ugyen Tshomo
Accounts Assistant
Officer



"The soft spoken"
Yangzom
Personal Assistant



"Silently progressive"
Yeozer Dolma
IT Manager

“ We want to ensure that the Royal Government will be a clean government, that the promises, that the hopes & the aspirations of the people will be fulfilled in ways that are not wasteful, in ways that are timely and in ways that are not corrupt.”

Prime Minister Lyonpo Jigme Y Thinley, 12th June 2008.



“ZERO TOLERANCE TO CORRUPTION” MARCH

Gross National Happiness

SUSTAIN-
ABLE
DEVELOP-
MENT

RULE
OF
LAW

QUALITY
OF
LIFE

NATIONAL INTEGRITY

LEGISLATURE

EXECUTIVE

JUDICIARY

RAA

ACC

WATCHDOG AGENCIES

PUBLIC SERVICE

MEDIA

CIVIL SOCIETY

PRIVATE SECTOR

INTERNATIONAL ACTORS

AWAKENED CITIZENRY

SOCIETY'S VALUES

Gross National Happiness

SUSTAIN-
ABLE
DEVELOP-
MENT

RULE
OF
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QUALITY
OF
LIFE

NATIONAL INTEGRITY

LEGISLATURE

EXECUTIVE

JUDICIARY

RAA

ACC

WATCHDOG AGENCIES

PUBLIC SERVICE

MEDIA

CIVIL

SOCIETY

PRIVATE

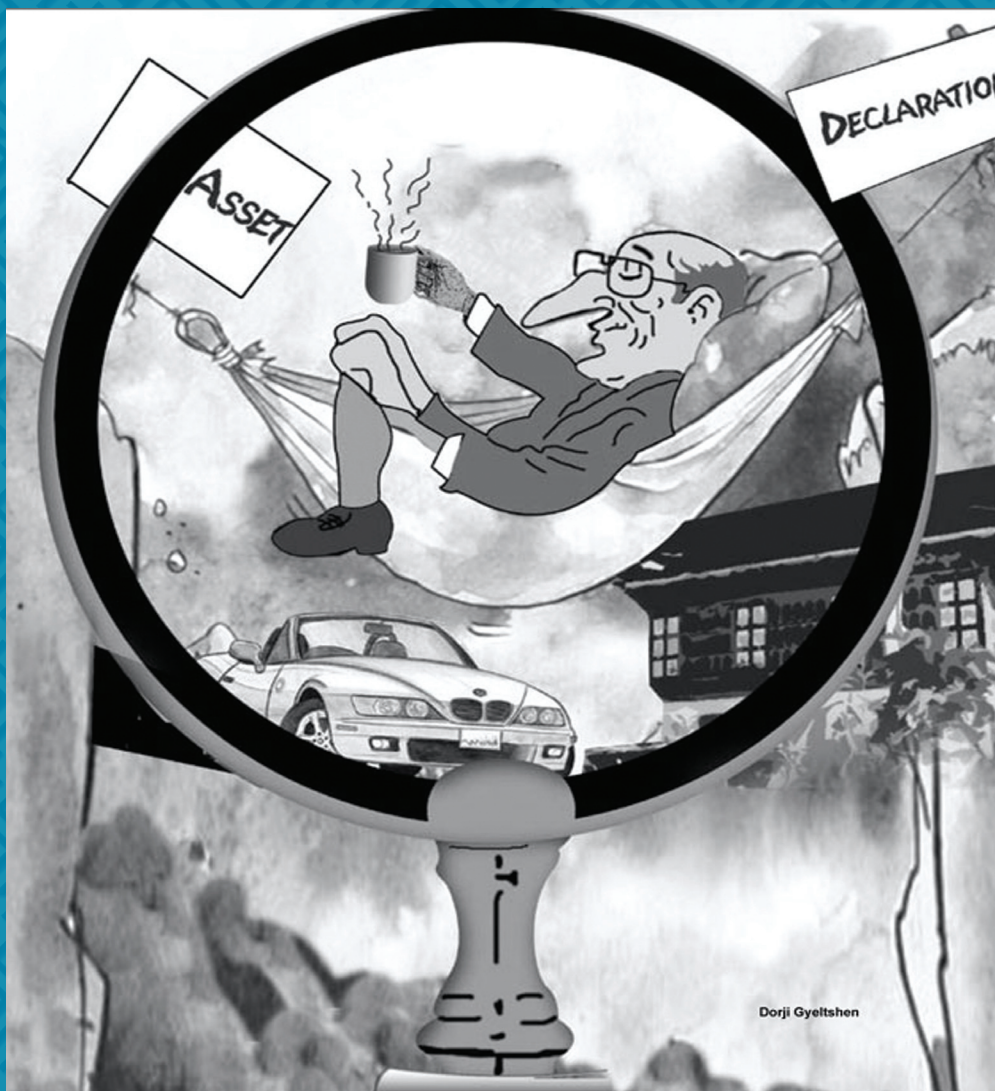
SECTOR

INTERNATIONAL ACTORS

AWAKENED CITIZENRY

SOCIETY'S VALUES

Life style Watch!



ACC REQUESTS ALL CONCERNED TO DECLARE YOUR ASSET AND LIABILITY
FOR 2008 FROM 1ST FEBRUARY TO 31ST MARCH 2009. THE COMMISSION
WILL INVOKE THE ACC ACT FOR NON DECLARATION, FALSE
DECLARATION AND UNTIMELY DECLARATION.
FOR DETAILS VISIT OUR WEB SITE.

Anti-Corruption Commission
Post Box No. 1113, Thimphu,
Tele # 00975 2 334863/64/66/67/68/69/336407/08
Fax # 00975 2 334865
website: www.anti-corruption.org.bt