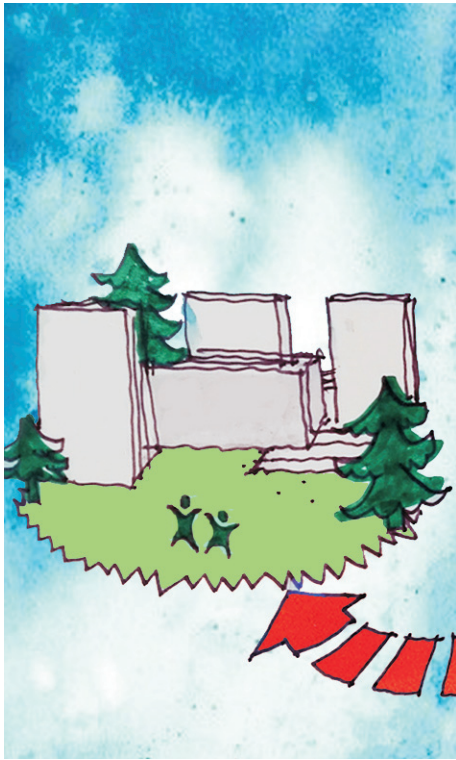


ISLANDS OF INTEGRITY™

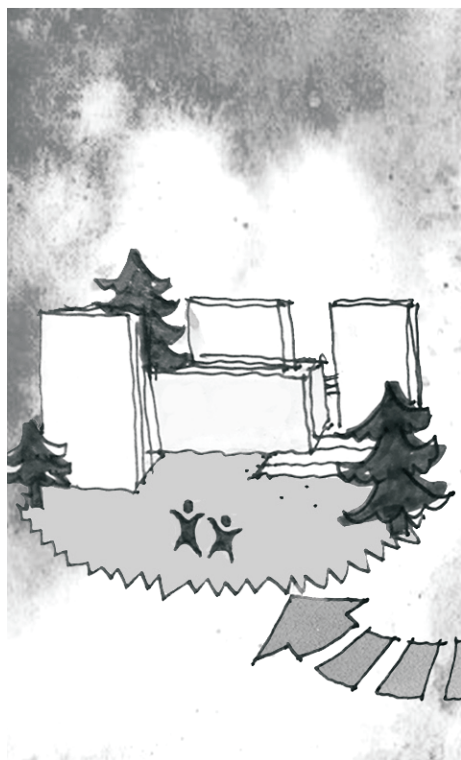


AN INNOVATIVE METHODOLOGY TO BUILDING INTEGRITY SYSTEM AND PREVENTING CORRUPTION IN LOCAL GOVERNMENTS

The Brochure **Islands of Integrity™** an innovative methodology to building integrity system and preventing corruption in local governments was developed in the frame of the Project **“Promoting Integrity at Local level in the Eastern Partnership Area: Georgia, Moldova and Ukraine”** funded by the Ministry of Foreign Affairs of Romania, through Ro-Aid, Romanian Development Cooperation Programme and implemented by UNDP Istanbul Regional Hub with the support of Ana Vasilache and Olivia Baci, international consultants, in the period 2015-2018

The Brochure **“Islands of Integrity™”**, written by Ana Vasilache, is a revised version of the Brochure **“Healthy Organizations – treating and preventing corruption in local governments”** developed in 2010 by Ana Vasilache and Nicole Rata.

Layout and graphics: Ioana Rata



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ISLANDS OF INTEGRITY™

An Innovative Methodology To Building Integrity System And Preventing Corruption In Local Governments

WHY THIS BROCHURE?

Target audience

Why you should read this brochure

What you can find in this brochure

WHAT IS CORRUPTION

A definition

Why corruption is harmful

Believes about corruption

Invalidating the most used excuses for not fighting corruption

ISLANDS OF INTEGRITY™ ANTI-CORRUPTION METHODOLOGY

Pockets of effectiveness theory

The role of the context in shaping human behavior

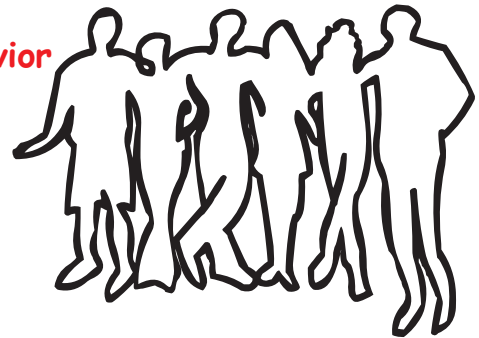
The context that breeds corruption

Principals, agents, clients

Treating and preventing corruption

General scheme of the process steps

General scheme of involved actors



EXAMPLES OF LOCAL GOVERNMENTS AS ISLANDS OF INTEGRITY

The Case of the Municipality of Kutaisi, Georgia

The Case of the Municipality of Straseneni, Republic of Moldova

IF YOU WANT TO KNOW MORE...

WHY THIS BROCHURE?

Target audience

This brochure is for the public leaders and managers, who have the courage to recognize their organizations' vulnerability to corruption and, at the same time, are decided to act to address it and enhance integrity in the delivery of public goods and services.

The pressure on public institutions done by the committed work of watch-dogs - civil society organizations which monitor public institutions activities - is an important way to increase public services quality and accountability toward taxpayers. But in order to effectively improve public institutions activities, the change should start from inside at the initiative and with the support of public leaders and managers. It is proved that real changes are obtained not (only) through outside pressure, but mainly through the willingness and involvement of those that lead and work in the respective organizations.

It is well known that in order to cure an illness, the patient needs to acknowledge the illness and, together with the doctor, find out illness causes and decide on the most effective treatment. Similarly for the public leaders, the first step in addressing the vulnerability to corruption of their organizations should be to discuss openly with public managers and staff about corruption negative impact on citizens lives and on the local government functioning and image. Of course, this is only the entry point into the process of transforming the local government into an Island of Integrity - into a model of fairness, transparency, accountability and efficiency.

Why you should read this brochure

When treating the organization vulnerability to corruption public leaders should act as institutional reformers rather than prosecutors or judges. For some leaders this task may seem difficult and complex, they may be willing to act but they are not sure what could be the most effective way. This Brochure is written to support and inspire their efforts.

What you can find in this brochure

Public leaders and managers will find out about an innovative and practical way to address the vulnerability to corruption of their organizations, which will help them build integrity systems, most specifically they will find out about:

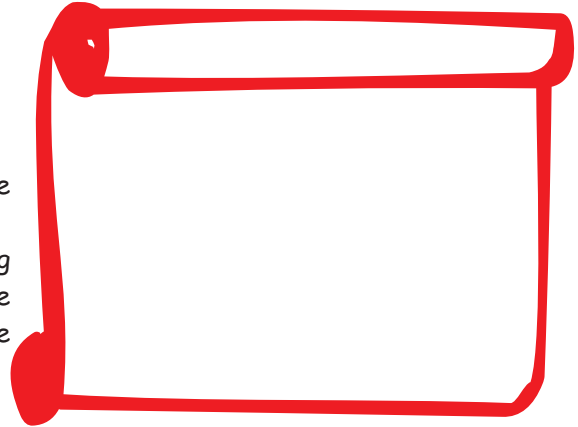
- The concepts that define corruption and the context which breeds it;
- The Islands of Integrity™ Anti-Corruption Methodology, a strategic and participatory approach that treats and prevents corruption through improving organizational systems and culture;
- Local Governments examples describing the planned changes their public managers, leaders and staff committed to implement, in order to address the vulnerability to corruption causes and enhance their organizations integrity, transparency, accountability and efficiency;

WHAT IS CORRUPTION

A definition

First there is a need to agree on a common definition of the (general and complex) concept of **corruption**.

So, what do you think is corruption? Because a drawing speaks more than 1000 words, you are kindly asked to make a drawing about what comes to your mind when you hear the word "**Corruption**".



Here are some of the drawings made by participants in our programs, when asked the same question: What do you see when you hear the word corruption?



Very symbolic pictures that speak for themselves: corruption is tempting like the sweet honey, but has dramatic impact, sometimes not so visible at the first glance, like the beautiful apple that is rotten inside by the insidious work of a worm and sometimes very visible like the person who ends up in jail. Corruption implies a coordinated network of people and can be as dangerous for those fighting it, as the octopus arms.

So, how to define Corruption? Here is a definition which is simple and at the same time comprehensive¹:

Corruption is the misuse of office for personal gain.

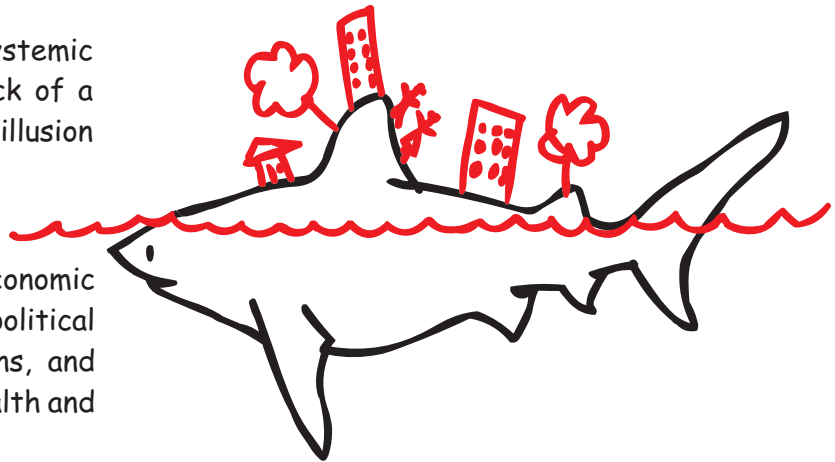
Where office is a position of trust, when one receives authority in order to act on behalf of an institution, be it a private, public or non-profit.

Why corruption is harmful

Corruption leads to inefficiency, injustice, and inequity. Corruption even kills innocent people. Think about the buildings that collapse during an earthquake because those responsible to enforce the building codes did not do their job properly and "closed their eyes" in order to receive their share of profit. Think of children who become ill by eating infected food due to the fact that those responsible to enforce the sanitary regulations "closed their eyes" when these were not respected. Think of the many people who breathe polluted air because those responsible to protect the city's green areas and parks "closed their eyes" when issuing building permits for buildings occupying these public areas. The list can go on - could you complete it?

Living with and accepting systemic corruption is like living on a back of a shark: the stable prosperity is an illusion that can collapse at any moment.

Systemic corruption generates economic costs by distorting incentives, political costs by undermining institutions, and social costs by redistributing wealth and power toward the undeserving.



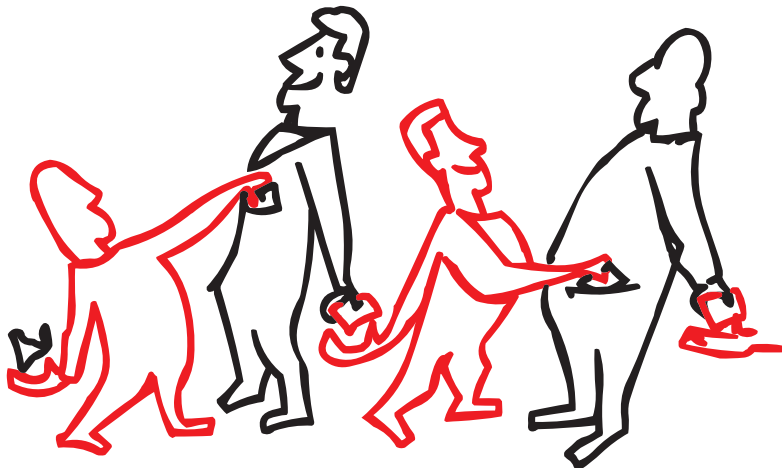
When corruption undermines property rights, the rule of law and incentives to invest, economic and political development are crippled. Corruption exists in all countries, but dramatically damages especially the poor countries.

¹Robert Klitgaard, Ronald MacLean Abaroa and Lindsey Parris - *Corrupt Cities - a practical guide to cure and prevention*, World Bank Publications, 2000

Beliefs about corruption

Many people are reluctant to act against corruption because they believe that little can be done, so they are discouraged and feel powerless. Let's check if you are like them. Read the following statements and conclusions. Decide if you consider them true (yes) or not true (no):

Statements	Yes	No
Corruption is everywhere. Japan has it, Holland has it, the United States has it. There's nothing you can do about something endemic.		
Corruption has always existed. Like sin, it's part of the human nature. You can't do anything about it.		
The concept of corruption is vague and culturally determined. In some cultures the behavior that bothers you is not considered corrupt.		
Cleansing our society of corruption would require a total change of attitudes and values and this can only take place after more than hundred years of education, or a revolution or a religious revival! Anything else would be useless.		
In many countries corruption is not harmful at all. It is the grease for the wheels of the economy and the glue for the political system.		
Worrying about corruption is superfluous. With free markets and multiparty democracies, corruption will gradually disappear.		
There's nothing that can be done if those on top are corrupt, or if corruption is systemic		



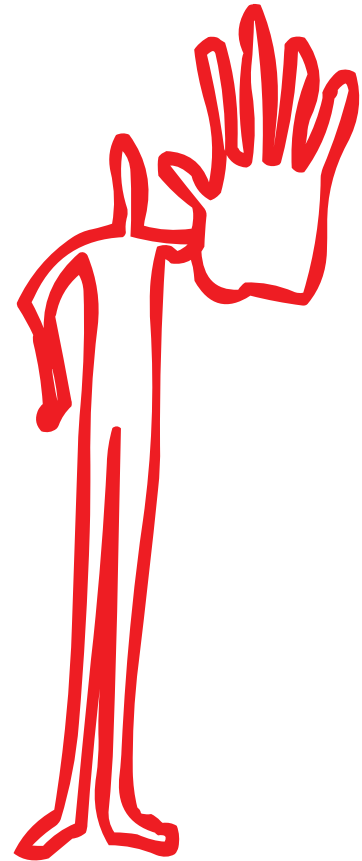
Invalidating the excuses for not fighting corruption²

Hope you did not consider true all the above statements, but even if you did so, Robert Klitgaard's arguments may persuade you that they are only excuses that most of us use to motivate why it is worthless to do something about corruption.

Excuse 1: Corruption is everywhere. Japan has it, Holland has it, and the United States has it. There's nothing you can do about something endemic. But consider health. Illness is everywhere, too. And yet no one concludes that efforts to prevent and treat illness are worthless. Like illness, the levels and types of corruption vary greatly, and preventive and curative measures make a difference.

Excuse 2: Corruption has always existed. Like sin, it's part of the human nature. You can't do anything about it. Again, the observation is correct, the conclusion invalid. Because sin exists does not mean it exists in each of us to the same degree, and the same holds for corruption. We can constrain opportunities for corruption, even if the tendency is perennial.

Excuse 3: The concept of corruption is vague and culturally determined. In some cultures the behavior that bothers you is not considered corrupt. John T. Noonan's in his book 'Bribes: The Intellectual History of a Moral Idea'³, shows that anthropological studies indicate that everywhere people are perfectly capable of distinguishing a gift from a bribe. There are forms of corruption that are against the law all over the world.



²Robert Klitgaard, Ronald McLean Abaroa and Lindsey Parris - **Corrupt Cities - a practical guide to cure and prevention**, World Bank Publications 2000

³John T. Noonan - **Bribes: The Intellectual History of a Moral Idea**, University of California Press, 1987

Excuse 4: Cleansing our society of corruption would require a total change of attitudes and values and this can only take place after more than one hundred years of education, a revolution or a religious revival. Anything else would be useless. It is easier to change systems than people, to change the balance between corruption costs and benefits, to create incentives and deterrents, to augment transparency, accountability and competition.

Excuse 5: In many countries corruption is not harmful at all. It is the grease for the wheels of the economy, and the glue for the political system. It is demonstrated that corruption long term impact is inefficiency, injustice, inequity and that corruption is killing innocent people.

Excuse 6: Worrying about corruption is superfluous. With free markets and multiparty democracies, corruption will gradually disappear. Democracy and markets enhance competition and accountability, thereby reducing corruption. But during transition periods, corruption increases. And even in stable democracies, corruption is a chronic threat to the provision of many public goods and services, which are inherently legal or natural monopolies (such as, for example,

Excuse 7: There's nothing that can be done if those on the top are corrupt, or if corruption is systemic. New research shows that islands of effectiveness and integrity can be built in a sea of bad governance and corruption. Improved systems lead to fewer opportunities for everyone. There are best practices that demonstrate that corruption can be curbed!



ISLANDS OF INTEGRITY™ ANTI-CORRUPTION METHODOLOGY

The Islands of Integrity™ Anti-Corruption Methodology was developed by Ronald MacLean Abaroa and Ana Vasilache, inspired by his successful experience as Mayor of La Paz, Bolivia and Professor Robert Klitgaard conceptual framework. It gained international recognition by 2011 UN Public Service Award⁴ and is included in the Anti-Corruption Programs of many international organizations, such as UNDP Istanbul Regional Hub, Partners Global, World Bank, UNDP Country offices, Open Society Foundations, International Anti-Corruption Academy/IACA and The Hague Academy for Local Governance. It was applied successfully in 30 local governments, with the support of certified Anti-Corruption Practitioners, in 11 CEE/SEE countries – Albania, Bosnia and Herzegovina, Croatia, Georgia, Kosovo, Macedonia, Montenegro, Poland, Republic of Moldova, Romania and Serbia, in Latin America (El Salvador, Guatemala, Honduras, Nicaragua) and Africa (Nigeria).

Pockets of effectiveness theory

'Pockets of effectiveness' are called those public organizations that are able to provide public goods and services relatively effectively in a hostile environment dominated by bad governance. Researchers identified some of the process features in which they appear and prosper, such as problem identification, engagement with multiple stakeholders, step-by-step experimentation and political will. These are also the features of the Anti-Corruption Methodology, which strives to create Islands of Integrity (and Effectiveness) in a corrupt and mismanaged public administration sea.



⁴<http://www.unpan.org/DPADM/UNPSDayAwards/UNPublicServiceAwards/tabid/1522/language/en-US/Default.aspx>

The role of the context in shaping human behavior

The invalidated excuses prove that corruption can be curbed. Still the question remains: how to do it? How to influence people's behavior so that they act with integrity and honesty?

For answering these questions another one has to be answered: are integrity and honesty inherent traits or are they influenced by the context in which people live? An interesting experiment conducted in New York⁵ demonstrated that the context can influence in a radical way our behavior, many times overwhelming our inherent predispositions. The researchers that conducted the experiment did not deny that who we are is influenced by how we were raised by our parents, by the kind of school we went to, the friends we have or the culture of the country we live in. Nor did they deny the role our genes play in determining our behavior. But they demonstrated convincingly that the context in which people live plays an important role and has a powerful effect on shaping their behavior.

In the experiment were involved 11.000 schoolchildren, between 8 and 16 years old, over the course of several months, to whom researchers administered different aptitude tests in different situations, at school and at home, under tight supervision or loose one (creating a tempting environment for cheating), under time pressure or not.

Researchers' first conclusion was, unsurprisingly, that lots of cheating went on when context allowed. In some cases, the scores on tests where cheating was possible, were 50% higher than the "honest" ones. When researchers looked for patterns in cheating, some of their findings were equally obvious: older children cheated more than younger children, smart children cheated a little less than less-intelligent children, girls cheated about as much as boys. But surprisingly, researchers did not find any consistency: they did not identify a group of cheaters and a group of honest students, everybody cheated when tempted by the context. The main and very important conclusion was that "integrity and honesty" were not inherent traits, acquired through birth, but traits that are considerably influenced by the context. The conclusion that followed logically is that by shaping an appropriate context we should be able to influence dishonest behavior and prevent it. This is what '**Islands of Integrity™**' Anti-Corruption Methodology aims to do.

⁵ Hugh Hartshorne and M.A. May, experiment conducted in 1920

The context that breeds corruption

The book "**Corrupt Cities - a practical guide to cure and prevention**" by Robert Klitgaard, Ronald MacLean Abaroa and Lindsey Parris has a similar message: corruption is a crime determined by the context not (only) by personal inherent traits, is a crime of rational economic calculation, not a crime of irrational passion.

- People tend to engage in corrupt behavior when they think they will gain more than they will lose, because the rewards are great, the probability of being caught is low, and even if caught, the penalties are mild.
- People tend to engage in corrupt activities when they work in organizations that give them **Monopoly** power over a good or service delivery, **Discretion** to decide whether someone gets that good or service or how much it gets, and do not have **Accountability** mechanisms and **Transparency** rules, so that others can see when and how they take their decisions and are able to make them accountable.

This is the Context that breeds corruption.

Robert Klitgaard proposes a metaphorical formula in order to determine the potentially corrupt areas of an organization: **$C = M + D - T$** .

Corruption equals **Monopoly** power plus **Discretion** by officials minus **Accountability/Transparency**. The formula can be applied to public, private or civil society organizations, in poor or rich countries, in Europe, Asia or Africa.

It is true that different individuals may react differently to the temptations offered by the context, and that many public or private officials do not engage in corrupt activities even if the temptations are present. But the important idea, proved also by the experiments we have described earlier, is that more temptations a context provides, higher the probability that we will encounter corrupt activities.

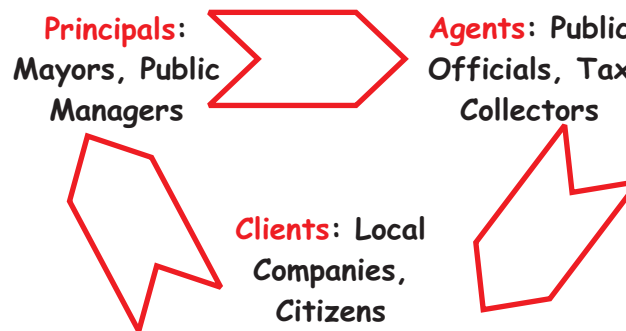
And if dark and unclear areas that lack transparency and accountability exist in the organization, the probability for corruption to appear is high.



PRINCIPALS, AGENTS, CLIENTS

People can play three main roles in Local Governments organizations: the '**Principals**' - mayors or public managers, are the decision-makers whose main responsibility is to deliver services/goods to their '**Clients**' - citizens or companies. They cannot fulfill their responsibilities alone so they do it through their '**Agents**' - public officials in different positions in the local government organizations.

Corrupt acts can take place between all these actors when the Context in which they work offers temptations: when they have **Monopoly** power over the provision of the services or goods, have **Discretion** in deciding who will receive what and are not **Accountable** and not **Transparent**, toward each other: Agents toward Clients and Principals, Principals toward Clients and Agents and even Clients toward Principals and Agents.



How can well intended Principals control and influence Agents behavior? Based on Robert Klitgaard concepts and formula, solutions would include making changes in the context by combining the following strategies:

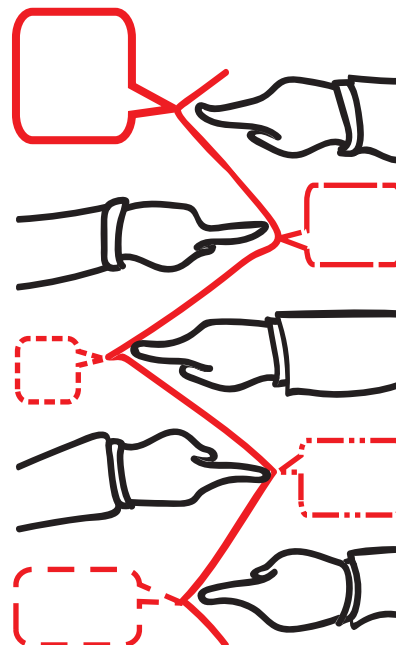
- Lowering the **Monopoly** of public services and goods delivery whenever is possible by introducing competition and market mechanisms
- Limiting the **Discretion** in the decision making process
- Increasing **Transparency**, together with establishing mechanisms of **Accountability** mechanisms

Treating and preventing corruption process

The strength of this Anti-Corruption Methodology does not rely solely in identifying activities vulnerable to corruption, which are similar in many countries and public organizations (such as public procurement, building permits issuing, public infrastructure or human resources

Through the involvement of public leaders, managers and employees, trust and commitment are created for the planned changes implementation; people connect to each other as human beings with real concerns and issues; discussions focus on what they can do and not on what others can or need to do for them; and last but not least, a deeper, shared understanding of the corrupt systems in place emerges and a treatment plan is developed that no outsider could better do.

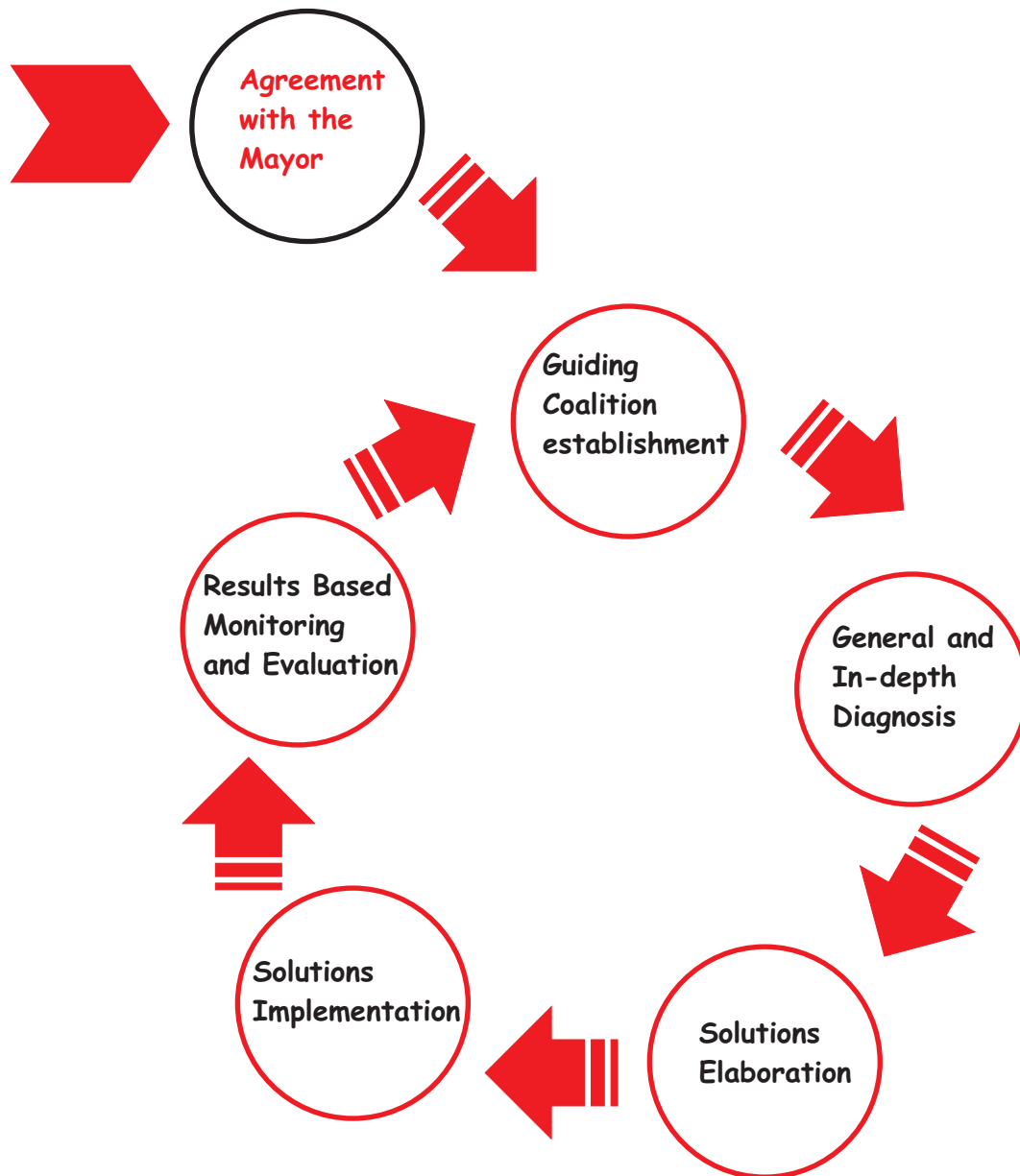
Mayors and municipal employees embark in the reform process accompanied by certified Islands of Integrity™ Anti-Corruption Practitioners, trained in the comprehensive ACT™ - the Anti-Corruption Training. They help people discuss analytically and without fear about their organization vulnerabilities. Since corruption is a concept loaded with emotions, fear, shame or defensiveness, their first task is to demystify and approach it in an analytical way that demonstrates that corruption is not (just) a problem of bad people but of bad systems; that corruption is a symptom of organizational malfunctioning and that addressing corruption is only the entry point in the process of reinventing a better and fairer public organization.



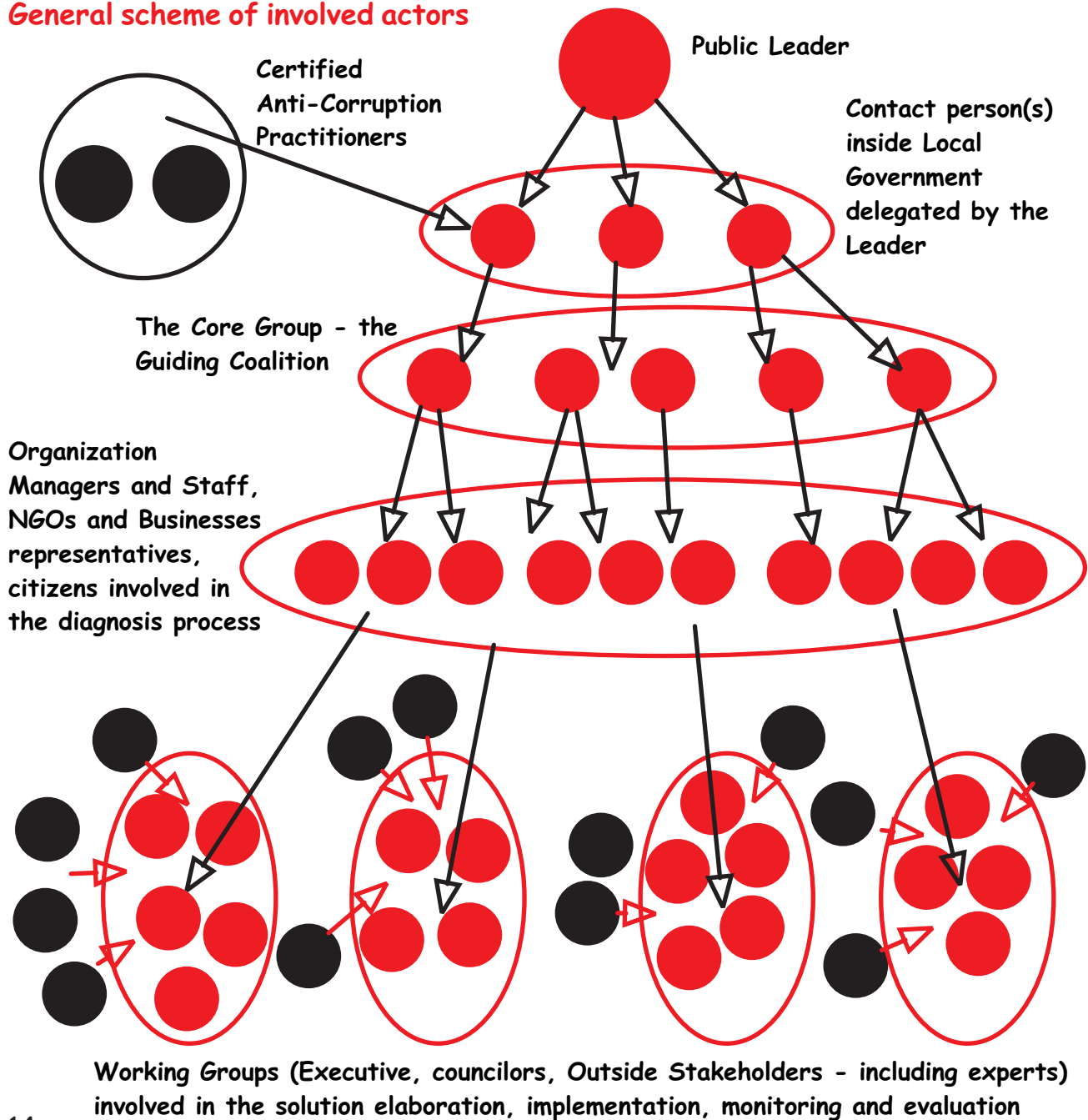
During 10-12 months municipalities go through the following steps, guided by the certified Anti-Corruption Practitioners:

- Signing an Agreement with Anti-Corruption Practitioners
- Establishing a Guiding Coalition
- General and In-depth Diagnosis
- Creating Working Groups around the most vulnerable priority activities/services
- Staff/managers capacity building
- Elaborating Solutions - developing Anticorruption Strategic Plan/ Action Plan
- Monitoring and evaluating implementation focused on results

General scheme of the process steps



General scheme of involved actors



EXAMPLES OF LOCAL GOVERNMENTS AS ISLANDS OF INTEGRITY

Background

The Project "**Promoting Integrity at Local Level in Eastern Partnership Area**" was supported financially by the Romanian Ministry of Foreign Affairs, through RoAid Romanian Development Cooperation Programme and was implemented in collaboration with UNDP Istanbul Regional Hub/UNDP Country Offices, supported by Ana Vasilache and Olivia Baciu, international consultants.

The Project focused on galvanizing improvements in the activities/ public services that Local Governments from Georgia, Republic of Moldova and Ukraine provide to citizens and businesses. By identifying and addressing in a strategic and participatory way the dysfunctional organizational systems that breed corruption, the local governments strived to become more transparent, accountable and efficient Islands of Integrity. The project helped municipalities achieve also several Sustainable Development Goals, especially Goal 16.

In the 1st stage (2015-2016) the Project activities focused on building the capacity of selected Anti-Corruption Practitioners from the three countries. They were trained through the comprehensive Anti-Corruption Training (ACT™) two components Knowledge Building and Skills Building, to be able to effectively support local governments apply the Islands of Integrity™ Anti-Corruption Methodology.

In the 2nd stage (2016-2017) the best local Anti-Corruption Practitioners received UNDP IRH/UNDP Country Offices financial assistance and the two international consultants mentoring support. They worked together with the selected Mayors/ Local Governments in Kutaisi/ Georgia and Straseni/ Republic of Moldova, helping municipal leaders, staff and outside stakeholders to diagnose the activities/services vulnerable to corruption and elaborate solutions that address vulnerability causes and at the same time transform local governments into fairer and better organizations.

In the 3rd stage (2018) the municipalities of Kutaisi/ Georgia and Straseni/ Republic of Moldova were further supported to elaborate Results Based Monitoring and Evaluation systems in order to bring into the present the planned changes. In each municipality, through UNDP small grants, one or two selected actions were financially supported to become reality.

The Case of Kutaisi Municipality, Georgia - <http://kutaisi.gov.ge>

Kutaisi is situated on the Rioni River, it was the place where Argonauts found the Golden Fleece and in the Middle Ages it was the capital of Kingdom of Georgia and of Imereti. Today, Kutaisi is the 3rd most populated city of Georgia with around 146.000 inhabitants, it is Georgia legislative capital and the capital of Imereti region. Kutaisi has a vibrant economic and cultural life.

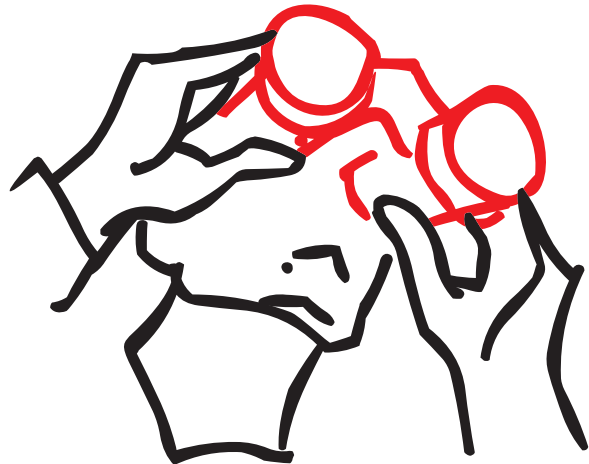
The participatory and strategic diagnosis and solutions elaboration process resulted in the following areas of intervention and objectives:

Access to Public Information

- Inform and raise awareness of citizens on new services, regulations, amendments and E-services
- Ensure citizens engagement in the decision making process
- Cooperate pro-actively with the Business Sector
- Refine/ update the municipality web-site

Human Resources Management

- Elaborate public servants' evaluation systems required by law and improve the bonus system
- Support whistle blowers
- Develop and implement ethical behavior code



Control and Supervision

- Assess existing risks for corruption and improve control mechanisms
- Develop the electronic system for municipal taxes and fees payment and claims

Permits Management

- Revise to improve permits procedures for issuance and claims
- Develop and approve Kutaisi General Urban Development Plan
- Improve public servants' IT competencies

Strategies were broken down into specific actions, and the plan was approved by the Kutaisi Municipal Council. A Results Based Monitoring and Evaluation Plan identified specific responsibilities, timelines, baselines and end-results, indicators to measure progress and success in the actions implementation. UNDP offered support through a small grant for the implementation of 1-2 priority actions.



The Case of Straseni Municipality, Republic of Moldova

<http://www.straseni.md>

Straseni, located near the capital Chisinau was first documented in 1545. It has a population of 22.000 inhabitants, it is an urban center with rich natural resources and cultural activities. The municipality has over 630 registered businesses and a free economic sub-zone with two industrial parks. The municipality is also known for its vineyards and good wines.

The participatory diagnosis and solutions elaboration process resulted in the following strategic objectives and actions:

Streamline the use of public money by ensuring transparency, competition and accountability in Public Procurement procedures

- Improve transparency - by making public especially through the City Hall webpage, the annual procurement plans, procurement notices, tender documentation, award notice
- Improve accountability - by publishing reports on low value public procurement contracts and summary of all public procurement contracts
- Engage Municipal Council members and civil society representatives in the work of Public Procurement Working Groups (PPWG)

Develop modern mechanisms to mainstream the issuing of certificates and permits

- Develop and implement the electronic register of certificates/ permits issued urban planning certificates, building permits, notifications to initiate trade activities
- Publish Urban Development Plan on City Hall webpage in parallel with an awareness campaign about the importance of urban planning
- Develop a new section on the City Hall webpage to encourage citizens reporting on unauthorized/ illegal constructions and unlawful trade



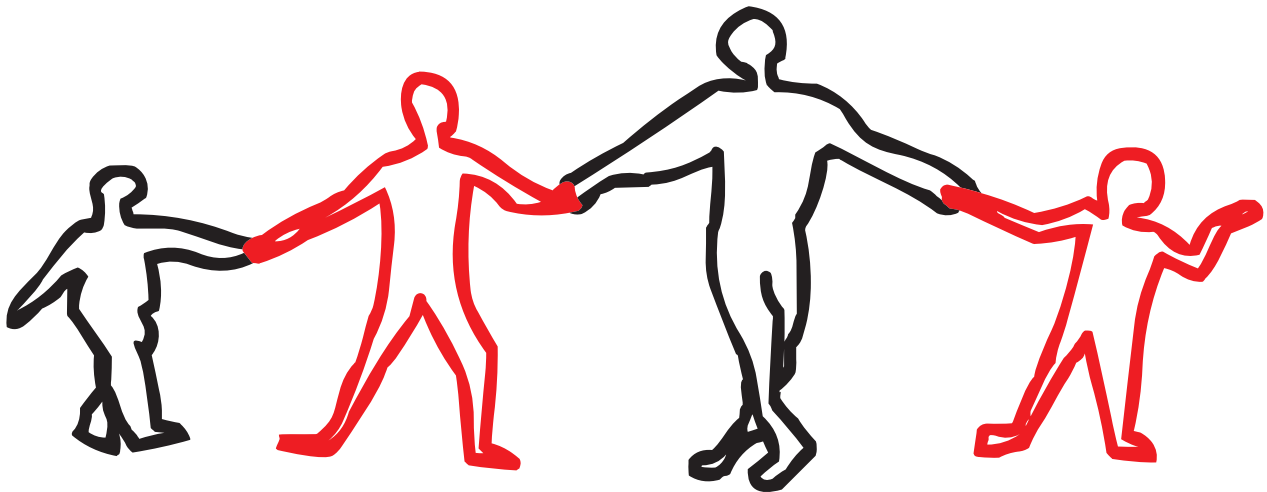
Improve quality of sanitation service by increasing transparency and efficiency of the Municipal Enterprise (ME)

- Review, approve and publish on the City Hall webpage the ME Statute, Public Sanitation Service Regulation and Specifications
- Define and approve the ME inventory of the movable and immovable property, sign the legal documents of property transfer between City Hall and ME
- Design ME webpage and publish on it ME annual activity reports, internal regulations, sanitation service management contract, managers' CVs

Ensure efficiency and transparency in the administration of the Municipality Land Fund

- Delimit and register Strasenı public property
- Develop collaboration and agreements with municipalities from other countries to learn from best practices

The Strategic Plan was approved by the Municipal Council. A Results Based Monitoring and Evaluation system was also elaborated, to measure progress and success in bringing into the present the planned changes. UNDP offered a small grant for 1-2 priority actions implementation.



IF YOU WANT TO KNOW MORE ...

If you want to know more about Mayor Ronald Maclean successful experience in treating and preventing corruption in his city and local government, in La Paz, Bolivia, which inspired the Islands of Integrity™ Methodology, you may read the book "Corrupt Cities - a practical guide to cure and prevention" by Robert Klitgaard, Ronald MacLean Abaroa, and Lindsey Parris.

You can download it for free, in English and other 10 languages, from this link:

<http://fpdl.org/category/documents/training-manuals/>

You may also contact Ronald MacLean Abaroa at rmacleanabaroa@islandsofintegrity.org

If you want to know more about the Project "Promoting Integrity at Local level in the Eastern Partnership Area: Georgia, Moldova and Ukraine" you may contact

- UNDP Istanbul Regional Hub, Irakli Kotetishvili irakli.kotetishvili@undp.org
- UNDP Georgia, Marika Shioshvili marika.shioshvili@undp.org and Gvantsa Iremashvili gvantsa.iremashvili@undp.org
- UNDP Moldova, Olesia Cazacu olesia.cazacu@undp.org and Oxana Maciuca oxana.maciuca@undp.org

If you want to know more about the process and results in the Local Governments, contact:



- For Kutaisi Local Government: Vice-mayor Nino Tvaltvadze n.tvaltvadze@kutaishi.gov.ge or contact@kutaishi.gov.ge and the Anti-Corruption Practitioners, Natia Pirashvili npirashvili@gmail.com and Eka Dgebouadze eka_dgebouadze@yahoo.com
- For Strasenii, Republic of Moldova: Mayor Valentina Casian primarcasian@gmail.com or primaria.strasenii11@gmail.com and the Anti-Corruption Practitioner Diana Ranga-Enachi diane.ranga@gmail.com

If you want to know more about the Islands of Integrity™ A-C Methodology application in other CEE/SEE, Latin American or African countries by certified Anti-Corruption Practitioners, contact Ana Vasilache ana.vasilache@islandsofintegrity.org or anavasilache07@gmail.com and/or Olivia Baciuc obaciuc@partnersglobal.org

We hope you read with interest this Brochure. We hope you are now convinced that the long journey toward gaining your citizens trust and respect can start with these first steps: addressing the vulnerability to corruption of your organization and building integrity systems. If you decided to do these first steps and want to receive our support, do not hesitate to contact us.





