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# Madagascar Anti-Corruption Initiative Program

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**EVALUATION REPORT BY MR. JEAN PIERRE BUEB  
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# DRAFT REPORT

## 1. BACKGROUND OF THE MISSION

Casals & Associates, Inc. (C&A) has signed a two-year contract launched by the United States Agency for International Development (USAID) to implement an Anti-Corruption Initiative Program in Madagascar. The overall goal of the program is to reduce corruption in Madagascar through building the capacity of the anti-corruption institutions of the Government of Madagascar and mobilizing the civil society to enhance public awareness and its commitment to the fight against corruption.

During the 2006-2007 period, this goal will be met thanks to the completion of two complementary objectives:

- Build BIANCO's institutional capacity; and
- Enhance public awareness of corruption and anti-corruption mechanisms.

To launch the program, an international expert was hired and entrusted with the following missions:

- Explore the institutional capacities of BIANCO;
- Specialization within BIANCO;
- Description of the positions and the competences required;
- Assistance in the organization of the results-driven management work;
- Organizational manual (or manual of procedures);
- Intensive training Program;
- Assistance in the development of the system orientating complaints and claims;
- Tracking of complaints;
- Establishment of a more efficient tracking system; and
- Assistance in the design of a computerized and non-computerized system for the tracking of cases forwarded to courts.

The expert's intervention took place from 9 to 24 April 2007. In view of the relatively limited time frame of his mission and the requirement for processing the most important aspects, based on priority, he strived to focus on the processing of the complaints and the tracking of the cases forwarded to the Court. However, he has stressed a number of organizational issues that are likely to occur when the new organization of BIANCO is in place, an organization which involves the transfer of the major part of activities to territorial departments.

During this period, BIANCO staff as a whole have been interviewed in the Head Office of the Bureau. The expert was to go to Fianarantsoa but the trip would have taken three days; in order to complete his mission (the terms of the mission can be found in Annex 4), it was deemed preferable to ask the Director and the Officer in charge of investigations in Fianarantsoa as well as the Officer in charge of Communication in Toamasina to come to Antananarivo.

## **2. CURRENT AND FUTURE ORGANIZATION OF BIANCO**

### **a. The missions**

BIANCO (Independent Anti-Corruption Bureau) of Madagascar is an organization vested with important powers by the law No. 2004-030 of September 9, 2004. These powers, such as defined by the law (Article 22), are the following:

- Process information and investigate on requests or complaints related to suspected cases of corruption and associated violations brought to its attention;
- Find in the legislation the rules, procedures and administrative practices which constitute factors of corruption so as to recommend reforms designed to eliminate them;
- Provide advice for the prevention of corruption to any individual or public or private organization and recommend measures, namely legislative and regulatory ones, to prevent corruption;
- Educate the population on the dangers of corruption and the need to fight it, as well as to mobilize public support;
- Collect and keep the statements of assets from public figures;
- Apply to the Prosecution at the end of its investigations, concerning the facts likely to constitute corruption violations;
- Submit to Advisory Committees on investigations, the facts that do not constitute corruption violations and the complaints not likely to be subject to investigation;
- Provide its services to legal authorities, upon these latter's request; and
- Cooperate with the national, foreign and international organizations fighting against corruption and associated violations.

### **b. The current organization**

The Bureau has been in operation since October 2004. In April 2007, it had 115 agents in various categories across Antananarivo (91), Fianarantsoa (15) and Toamasina (9). Eventually, in 2008, the total number should amount to 255 agents distributed between the Head Office (Office of the Director General) and the territorial departments.

As stated by its Director, we can say that today, BIANCO is:

- Autonomous as to financial resources, thanks especially to the support from foreign donors (Norway, USAID, UNDP, World Bank, etc.) covering approximately 50% of the needs, the remainder being supplied by the Government of Madagascar;<sup>1</sup>
- Independent from the operational point of view; and
- Endowed with very important powers in the field of investigations (e.g., it has managed to carry out investigations on some corrupt magistrates).

As stated by the Director General, it is also worth pointing out that the establishment of this institution:

- Is backed by political support at the highest level of the Government;
- Meets, for the time being, the public's expectation, even if "nothing is definitely sure yet." Polls seem to show that the public knows of its existence but not exactly what procedures must be followed in order to apply to it and what specific violations are under its competence; and
- Relies on staff members who are motivated by the work to be done.

The current organizational chart, established at the creation of the Bureau, shows a willingness to carry out operational activities by creating three sub-departments reporting to the Director General (the

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<sup>1</sup> This dependence vis-à-vis foreign donors might raise an issue if the latter decided to stop providing assistance beyond a certain period. At the moment, would the Government be able to find the resources required to maintain the Bureau? The answer to this question is far from obvious.

position of Deputy Director General is not filled yet) dedicated to BIANCO's three missions: Prevention, Education and Communication (which has replaced "Public Relations"), and Investigations. To these operational sub-departments is added the sub-department of Administration and Finances, in charge of finance, logistics and personnel. A Legal Advisor is placed between the Director General and the sub-departments so that either of these can use his services. Finally, the two new territorial departments are also placed under the Director General's responsibility and have the same hierarchical level as the other sub-departments.

This is a relatively simple structure that corresponds well to the needs of a set-up period and the launch of BIANCO. Its major drawback is the fact that the Director General is the only one in charge of drafting the strategy and the annual action plan, of monitoring and control as well as the coordination the Bureau's operational activities, including its territorial departments. For instance, the Director General must give his approval to any and all requests for supplies, even the most basic maintenance expenses for which he himself often has to sign the order slip; and he is the only one who can vest investigators with the power to carry out their investigations. Thus, in practice, he is personally in charge of managing the Bureau's activities, either for operational activities or support activities. This situation is the result of a literal application of the terms of the law and the decree, in which no delegations of signature are mentioned.

### **c. The projected organizational chart**

The rapid increase in the number of activities and the reinforcement of the methods requires the implementation of a new organization that takes into account the realities and constraints of managing BIANCO's activities, as well as the orientations determined by Decree No. 2004-037 of October 5, 2004, implementing the law of September 9 on the fight against corruption.

The projected organizational chart shows that there will be, on the one hand, an Office of the Director General and, on the other, six territorial departments at the same hierarchical level, although it seems obvious that the one in the capital will seemingly have more importance than the others.

The Office of the Director General will end up being considerably downsized because it will be left only with the Legal Advisor and the Cabinet of the Director as well as the two support departments, that of the recently created Human Resources and that of Administration and Finances; as well as a new department in charge of "Operation Coordination and Monitoring." These departments should have a very limited staff, since human resources are reserved, by priority, to territorial departments.

Territorial Departments are given all of BIANCO's "operational" activities. All six of them can perform actions in each of the Bureau's operational fields: prevention, communication and education, as well as investigations. A regional activity of administrative and financial management and even personnel management will be added to those. In the presence of such largely decentralized type of organization, one wonders whether the "new BIANCO" will be able to efficiently continue completing its action throughout the regions without having to provide an important increase in the number of support services, which would be against the objective aimed upon proceeding to this decentralization. One also wonders how the Office of the Director General would play its role consisting in defining the strategies and policies, coordinating actions and monitoring the completion of the tasks of the territorial departments, with a considerably reduced staff compared to the current situation.

Another feature of this organization is its resolutely hierarchical nature. The distribution of human resources is systematically stipulated in the different departments or units, not only in terms of missions but most of all in terms of hierarchy. For instance, each investigation team must have a Chief Investigator, two investigators and two deputy investigators, even though, currently, each member

performs exactly the same tasks and is accountable, as much as any other member, for the investigations personally entrusted to him/her by the Director General.

This organizational chart has been designed while taking into account the hypothesis of a total autonomy of the provinces in early 2008. Now, the referendum in early April has questioned this hypothesis. Therefore, is the initial organization envisioned and described in the 2004 decree still up to date? Should we plan to modify it so that BIANCO may fully complete its mission? Such are the questions which we will try to answer.

### 3. BIANCO'S ABILITY TO COMPLETE ITS MISSIONS

#### a. The current situation

The current organization of BIANCO allows it to fully complete the mission entrusted to it, pending settlement of the major problem raised by the lack of means, mainly human means but also technical ones, which has been raised by everyone we talked to.

It is also important to note that the Director General and the Financial Manager have asserted that, for the time being, **financial means** are sufficient. From this perspective, the main problem is the delay in the availability in the country of the funds, in particular those paid by foreign donors. The action plans, drafted by spreading the scheduled activities throughout the calendar year, must be regularly questioned as long as the funds transfers are not completed. If such transfers suffer too much delay, some actions must be dropped because it is impossible to complete them before the end of the budget year. Often, donors even blame BIANCO for delays in achieving its objectives, or even for failing to complete certain actions, while the latter is not the one at fault, or if it is, only in a very limited part.

The main flaw of the Bureau is its **inability to hire within normal deadlines**. The procedures used are particularly long and create situations often difficult to manage, such as advertising for a new hire while the results of the previous one are not yet known, and will not be known for a few months. This results in a relative discouragement among candidates, and sometimes the best candidates give up by the time the results are published, since they have found employment elsewhere. Therefore, it is impossible to hire rapidly the replacements for agents who have resigned, been promoted or transferred to another department. Hiring procedures should be reviewed quickly, in particular through simplified "morality" surveys.

There is also the issue of **lack of technical means**, which is felt throughout the Head Office; however, according to the concerned directors, it is not an issue within the territorial department of Fianarantsoa or Toamasina.<sup>2</sup> This problem either relates to classical operating tools (computers, printers, consumables, office supplies, etc.) or to the means used for more specific purposes such as vehicles or specific investigation items (e.g. handcuffs, telephone tapping devices). Once again, it is about the acquisition procedures; the ones currently used turn out to be particularly time-consuming and criticized by all agents within the Bureau.

The main problem faced by BIANCO today is to know whether the projected organization would allow it to complete its missions efficiently. And, on this point, the answer is far from being obvious. We will describe the missions entrusted to the Bureau and indicate – for the territorial department and the Office of the Director General – what improvements must be made to the projected system so that the Bureau may complete the missions entrusted to it by the law of 2004. These improvements or modifications of the situation provided for by the decree of 2004 take into account the modification of the overall situation in the country after the April 2007 Referendum (whose official results have not yet been announced) that cancels the notion of total autonomy of the provinces and creates 22 regions, whose powers are not yet defined with precision.

#### b. Capacities of BIANCO territorial departments

As seen in the modified organizational chart and pursuant to the decree of 2004, there will be a ***total decentralization of the operational activities of the Bureau at the provincial level***. Thus, each regional

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<sup>2</sup> It may be appropriate to check such statements in the field during an upcoming mission,.

department will be in charge of prevention, communication and education, investigations and administrative management (personnel, finances and overall means). To this end, it will have a Bureau in charge of each one of these tasks.

For some of these activities, not only is there no problem raised, but there is also good management. Thus:

- It is normal that each department manages its own financial resources and agents, even if the hiring procedures are carried out exclusively by the relevant department of the Director General's Office and if the financial means are collected and distributed by a department of financial affairs of the same Director General's Office;
- The decentralization of investigations (i.e., filing complaints, deciding on how these complaints will be addressed and the possible investigations in cases where they are decided) will be easier and quicker, taking into account the proximity of the concerned population. On the other hand, it would be advisable that the departments have similar qualifications for their agents, their working methods and their means as well as their conclusions;
- Some preventive actions should be carried out in the provinces and it would be interesting to be able to benefit from the closeness with the main concerned people. On the other hand, the policy, the resolve of priority sectors and the tools to be used should be covered by the Director General's Office for an obvious reason of homogeneity of treatment of the different provinces. The territorial department will be able to adapt the tools to the local context (e.g. language issues) or insist more specifically on some sectors of economic activity more represented at the local level;
- The same applies to education and some targeted actions of communication, which can be organized in the provinces. However, it would be a bad idea to decentralize mass communication and contacts with the media, on the one hand, because almost everything happens in the capital where the national media operates (they often have scarce or inadequate presence in the provinces) and that, on the other hand, this mass communication must remain one of the prerogatives of the Director General and can neither be shared nor delegated to any department.

In addition to the previous remarks, this decentralization raises two issues:

- The first issue is the question of whether decentralizing to a very large extent in each territorial department is not likely to **multiply the position of “manager,”** compared to the current situation. In fact, the current number of support services cannot be simply divided by six and distributed among the territorial departments, first, because some positions are held by fewer than six agents and, second, because a minimum number of staff must be maintained at the Head Office. Thus, even while taking into account the increased total number of agents, there will be an increased relative weight of support staff compared to the total number within BIANCO and, hence, we would miss the initial 2004 objective consisting of concentrating the maximum of means on operational activities.
- But, the main question is pertaining to the **strategy, the annual or multi-annual action plan and programming.** Pursuant to the projected organizational chart, they might be drafted by each territorial department, since the Office of the Director General will not have sufficient human means to carry out this task. Therefore, there is a strong likelihood of implementing various actions that are in fact difficult to combine and are geared towards opposite directions, even if they respect the very overall context of the law of 2004. A simple “coordination” does not seem enough to ensure homogeneity of the practices of the territorial department. In addition, we believe that these are strategic activities among the normal prerogatives of any Director General's Office.

## Fianarantsoa and Toamasina Territorial Departments

*The above remarks were shared by the representatives of the territorial department of Fianarantsoa,<sup>3</sup> the only one that is operational to date, and those of Toamasina<sup>4</sup> who wish to be able to rely on the central offices likely to provide them with real support. Besides, they have said that the lack of human means or specific materials (e.g. telephone tapping materials) hampers their activity (Fianarantsoa) or prevents them from even getting started (investigations in Toamasina: no investigators). Yet, the results of Fianarantsoa show<sup>5</sup> that decentralization has a very positive effect, particularly at the level of investigations, and if the contacts made with local jurisdictions produce concrete actions, it will probably carry out the monitoring of cases forwarded to the Justice without any problems. Therefore, this is a **very positive appreciation that it is worth accounting for the decentralization process already implemented in Fianarantsoa.***

## Antananarivo Department

As far as Antananarivo is concerned, the **situation is more contrasted**: the staff members who should integrate the territorial department are ready to take up their positions (provided they are given the means and human resources) including those, such as relations with the main media, which affect the whole island. It is obvious that we cannot accept this transfer of responsibilities that is incumbent to the Office of the Director General towards a territorial department, even if it is that of Antananarivo.

As for staff and means, the situation is more difficult than in the provinces. For the time being, for example, **investigations** are carried out by only 14 investigators throughout the country, except in Fianarantsoa. We have suggested to the Director of Investigations to resume the formula of binomial investigations and no longer entrust them to only one investigator, even if the latter can and must request the cooperation of his/her teammates. (It is often difficult to meet such a request, given the large number of pending investigations; the pending pile corresponds to approximately three years of investigation). This binomial formula, which we believe to be implemented throughout the country and for all criminal violations, will certainly expedite sharing of knowledge between investigators and will also help accelerate investigations while reducing risks of mistakes and corruption.

Several improvements are suggested for the **reception and processing of complaints** in section 10 of this report.

### **c. Capacities of the Office of BIANCO Director General**

A *much lighter Office of the Director General* is envisioned. It no longer has more than two departments provided with a minimum of resources: that of Administration and Finances and that of Human Resources, to which a new department is added: Coordination and Monitoring. The Legal Advisor remains under this Office of the Director General as well as the Cabinet of the Director, structures that have only a very small number of agents. We will study how this department will be able to continue achieving its missions in the context determined by the 2004 Decree and what modifications or improvements would be suitable to make on it.

## The Department of Coordination and Monitoring

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<sup>3</sup> Director and chief of the investigation department.

<sup>4</sup> Director and chief of the department of communication.

<sup>5</sup> The Director has given us the following documents: monthly statistics of the Division of Investigation, recapitulation of the activities completed in 2006 and 2007 by the division Education and Communication, and table listing the activities performed by the division of prevention since 2006.

Out of the current situation, a new department is created: the Department of Coordination and Monitoring. Now, it is a department that is downsized to its simplest expression because it will have three agents only: one for prevention, one for education and communication, and one for investigations. Therefore, we have to figure out how it will manage to achieve its missions, given that, from a hierarchical point of view, the Director of Coordination – with his three agents – is placed at the same level as the territorial directors and, in particular, the one from Antananarivo who should be managing about a hundred people.

We therefore propose to substantially reinforce this Department of Coordination and Monitoring by entrusting it with the tasks of ***programming and monitoring***, which are incumbent to the Office of the Director General (i.e. drafting BIANCO's strategy, drafting the action plans with the territorial department, vetting these plans, monitoring them and controlling their execution by each of the territorial departments). These programming skills should lead, on the one hand, to the appointment of a Technical Advisor to the Director General to this department (to date, the latter performs a portion of this work by himself), and to a reinforcement of the staff concerned with this task, on the other.

Also, it seems that agents have not been provided with the ability or authority to enable the department to ensure the ***internal*** control entrusted to it and which is essential to any organization having units spread throughout the national territory. Sufficient staff must be provided to ensure this function.

Finally, it appears to us that the communication supports, the tools to be used for education and the means to be implemented for prevention should be drafted by the Office of the Director General so that Malagasy citizens can benefit from the same training, the same messages, and the same assistance to reduce risks of corruption, regardless of their geographical location. Therefore, it should be provided with the tasks of ***design and monitoring*** of policies and the tools for communication, education and prevention.

In this hypothesis, the overall direction of BIANCO's activity, as well as its policy and the tools to be used to meet these objectives, would be prepared and defined by the Office of the Director General (obviously in consultation with the territorial department). They would be implemented by the territorial department (whose operational role would thus be reinforced) and the execution of these missions would be controlled by the Office of the Director General. Therefore, the Office of the Director General would have the means to make sure that its directives are evenly implemented throughout the country.

### The Department of Human Resources

The department of Human Resources is now a separate department made up of two sections: one to coordinate hiring procedures and manage the career of the agents appointed to BIANCO (function which was poorly performed by the current unit, for lack of means and guidelines); and one to be in charge of internal training.

Each of them expects true ***management of personnel***: access, internal promotion, mobility. In fact, there is still no true need for personnel management since they have recently been hired through examination and have either the status of agents under contract or civil servants appointed to the Bureau. But this need exists and should be met as soon as possible.

One of the problems related to hiring practices is that they depend ***exclusively on qualifications, without taking experience into account***. Thus, a young team leader without experience can supervise agents who have long years of practice but who simply do not have the university degrees required to apply for the position. This problem should be solved quickly, even if it is only to allow the Bureau to hire the best elements among civil servants or members of the army.

The section in charge of training is exclusively responsible for internal training of the members of the Bureau. It may be strange that this training activity is not performed by training specialists from a new department to be established (placed within the DG on the same level that the Department of Human Resources or Financial Affairs), or from the Department of Operation Coordination and Monitoring. Thus, there seems to be no justification for keeping this activity within the personnel department.

### The Department of Financial Affairs

This department has been subject to several remarks from agents of the Bureau. It includes two sections dedicated to overall administration and financial means.

The section in charge of overall administration covers the management of the Bureau's investment or operation expenses. Its "clients" claim that it is slow and has too much "red tape." In fact, the problems seem to come from the procedures used. It is essential to **reorganize the procedures** at the earliest convenience.

The section in charge of financial means is in charge of collecting the funds from the Government and donors, as well as managing those funds. Procedures differ from one donor to the other and it is necessary to comply with each of them. The problems met do not come from a lack of funds but rather from delays in their availability, which creates the need to review the annual work plan and give up some activities, because there is not enough time to complete them before the end of the year. In addition, there is an expense control ("petty cash") in charge of low-value expenses, which poses several problems to the extent that the justifications provided are often insufficient for managers. The Financial Manager has been advised to **devise new procedures** more adapted to BIANCO's activity.

### "Mass" communication

It seems to us that "mass" communication should necessarily be performed depending on the indications of the Office of the Director General (Director General with the assistance of the Director of Coordination). The Director General's press attaché should be part of this team. Thus, it would be advisable to **establish a separate department**, to be included in the Office of the Director General or to have it also under the supervision of the Department of Coordination, since it is a function that must only be incumbent to the Office of the Director General.

### The Legal Advisors

We envision hiring a Legal Advisor in each territorial department. This is an activity that must be supervised by the Office of the Director General, as proposed by the texts. Thus, **territorial advisors should act under the responsibility of the Advisor to the Head Office.**

### Support to investigations

We recommend putting under the Office of the Director General a portion of what constitutes today the activity of the investigation support group, namely concerning the statements of assets and intelligence activities.

The reception and storing of asset statements are activities that cannot be delegated to the territorial departments but must remain the competence of the Office of the Director General only. Besides, both territorial departments presently act as relays for the Head Office by sending reminders to those who fail to submit their statements, but they do not wish to keep these documents. It appears to us that the **simple storing of the files is not enough** to make this activity effective; an extension of the mission entrusted to

the Bureau should be requested, consisting of comparing the statements received to those previously stored so as to detect any possible illegal proceeds or conflict of interests.

The activity of “intelligence” can be, in part only, entrusted to the territorial departments. The latter can collect the intelligence from open sources and relating to their circumscription. On the other hand, the **use of local informants should be seriously supervised**, in such a way we cannot imagine that BIANCO becomes a new “secret service,” wherein each territorial branch can act without any control. That is a major risk that might have a particularly negative influence on the Bureau’s image.

### Remarks

In the choices to be made by the officers in charge on the final organization to be implemented, the following remarks should be taken into account:

- **Define the missions** of the territorial departments and those of the Office of the Director General, with accuracy and while ensuring a homogenous implementation of the fight against corruption throughout the territory. This must be done through finetuning the guidelines of procedures that rely on the definition of each unit’s respective missions.
- **Take into account hierarchy issues** that might pose too large a decentralization of BIANCO’s activities and a possible concentration of missions and prerogatives covering the whole of the territory within the territorial department of Antananarivo. In fact, such a situation might only cause *de facto* inequalities between the directors who are all equal in principle. This is not an issue for now, but it is worth thinking about it to know what to do in case of a problem; thus, it is about clarifying the hierarchical and functional relationships so as to anticipate any possible difficulties.

**The goal to reach is therefore a partial decentralization of BIANCO’s activities and not the projected total decentralization.** The 2004 Decree, which is no longer relevant to the country’s political structure, such as recently approved by the April 2007 referendum, must therefore be amended. This reform should be initiated right now to become effective as early as possible and, preferably, before the other territorial departments are established. **Only then would BIANCO be able to complete its missions evenly throughout the country.**

#### 4. SPECIALIZATION WITHIN BIANCO

For the time being, BIANCO's **activity does not seem to require the creation of specialized units** for the following reasons:

- The current period, during which we decentralize the Bureau's activities, is not a particularly good choice for creating specialized units whose staff would then have to be spread across the six territorial departments.
- The number of investigators concerned is much too insufficient to envision the creation of specialized units in such fields as procurement contracts or money laundering.
- There is already a relative specialization among investigators, some of them being rather specialized in intelligence, good-conduct investigations, accounting and financial investigations or in specific activities like mining or tourism.
- The number of investigations requiring an in-depth specialization is much too low for the time being to justify the creation of specialized units.

In any case, this **specialization does not seem to have been seriously envisioned** to the extent that the objective to reach consisted of decentralizing the activity of the Bureau in the provinces, while establishing specialized units would only reinforce the Office of the Director General, to which they had to be linked prior to be able to cover the whole country.

However, it seems essential, given the proposals made for a redistribution of responsibilities among the members of the Bureau, to **ask questions on the real need to create a specialized investigation unit** (linked or not to the Office of the Director General), which might be entrusted with more important cases or those requiring more technical skills than those normally processed by the Bureau. In our opinion, the specialization will take place only once the organization of BIANCO is stabilized, i.e. within approximately two years. Specializations in the fields of international corruption, money laundering, procurement contracts and illegal enrichment will then be essential.

## **5. DESCRIPTION OF THE POSITIONS AND REQUIRED SKILLS**

The Annex includes the position descriptions and the required skills for the agents of the following three departments:

- Department of Coordination and Monitoring (Annex 1)
- Department of Education and Communication (Annex 2)
- Department of Investigations (Annex 3)

It is worth noting that these skills are required regardless of the location where the concerned agent is appointed.

We would also note that these requirements have allowed the recruitment of top-level staff.

Finally, it is important to note that, in terms of the requirements for university degrees, the term “or equivalent” has never been implemented. Rather, the only equivalences known relate to diplomas delivered by training organizations other than the National Education Board; in addition, there is no equivalence of a diploma with prior professional practice.

## 6. RESULT-DRIVEN MANAGEMENT

BIANCO's annual work plan must be drafted while taking account of the results to be attained, such as those determined in the Madagascar Action Plan for the 2007-2011 period. The expected overall objective is "a substantial reduction of the level of corruption as a result of a change of mindsets and the implementation of the codes of conduct," as well as "a better trust of companies and the public for equitable treatment by the Justice, the administration and security forces." In the 2007-2011 program, to this main objective has been added the completion of significant improvements in three priority sectors of economic activity: mining, tourism and forests.

In order to reach all these objectives, BIANCO has drafted a series of objectives, sub-objectives and actions that are listed in the multi-annual program. Some performance indicators have been chosen to assess the effectiveness of the measures implemented.

These indicators have been updated and redefined during the consultant's visit. The expected performances have been adjusted to take into account the progressive action of the means implemented in the program. Among all the indicators, those that we consider the most relevant are those that will measure:

- The increase in the number of the complaints received,
- The increase in the number of the investigations,
- The increase in the number of investigations forwarded to the Justice, and
- The stock of complaints pending investigation.

The first indicator should show the impact of the implementation of the territorial delegations.<sup>6</sup> It should also demonstrate increased public awareness and better information available to the public, not only in terms of the procedures to file complaints (procedures are known by only 14% of the population, according to a 2005 nationwide poll), but also in terms of the impact of the proposals stipulated in section 10 on information, which is communicated to those who have filed the complaints.<sup>7</sup>

The second indicator allows us to measure the impact of communication and training because it indicates that the complaints received contain sufficiently accurate elements to ward off investigations. Note that this indicator is closely linked to the hiring policy; if the number of investigators is not modified, there will not be a significant increase.

The third indicator seems very interesting to us, to the extent that it demonstrates the improvement in BIANCO's performances and the potential impact of BIANCO on the fight against corruption.

Finally, the last indicator will indicate the improvement of investigators' performances and the appropriateness of the means implemented with the workload of each territorial department.

However, there is an indicator chosen in the Madagascar Action Plan (MAP), but which does not seem relevant in measuring BIANCO's effectiveness, and that is the reference to the Transparency International (TI) corruption perception index. It is envisioned to raise this index from 2.6 in 2006 to 5.0 in 2011. Such an evolution is totally incompatible with the way this index is assessed: the 5.0 rate might

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<sup>6</sup> The number of complaints received today in Antananarivo tends to go down.

<sup>7</sup> We envision informing them of the decision of the committee on reception of complaints and the decision made at the end of the investigations (storing or transmission to the Court), which can only confirm the "positive" nature of a transmission to BIANCO.

not be reached, even if corruption totally disappeared in Madagascar. Therefore, this reference should not be used as an indicator to measure the reality of the reduction of corruption.

## THE INDICATORS

The following table shows the performance indicators related to BIANCO's activities with their respective reference (baseline) value as well as the target values determined every quarter on the program's lifeline. These values have been determined in collaboration with the Officers of BIANCO's Education/Communication and Investigation departments.

### REFERENCE VALUES AND TARGET VALUES OF PERFORMANCE INDICATORS

EXPECTED RESULTS	PERFORMANCE INDICATORS	BASELINE VALUES	Q1 OCT DEC 06	Q2 JAN MAR 07	Q3 APR JUN 07	Q4 JUL SEPT 07	Q1 OCT DEC 07	Q2 JAN MAR 08	Q3 APR JUN 08	Q4 JUL SEPT 08
<b>1. BUILDING BIANCO'S CAPACITIES</b>										
<b>Component A: Better monitoring and reporting on corruption cases</b>										
<b>Sub-Component A.1 Improving the rate of complaint processing</b>										
1 Capacity of investigation of BIANCO reinforced  (source: TO)	A.1.1 Improved complain processing rate (Source: TO)	2006: 515	n/a	96	216	366	556	786	1066	1406
	A.1.2 The Department of Investigations reorganized						OUI			
	A.1.3 Modern computer equipments and software operational					OUI				
	A.1.4 Creation of Specialized Investigation Unit or specialization of investigators for complex cases  (Source: TO)	Not necessary for the moment								
	A.1.5 Number of periodical communication sessions between BIANCO, the judiciary system and the medias	2006: 0	n/a	0	1	2	3	4	5	6

EXPECTED RESULTS	PERFORMANCE INDICATORS	BASELINE VALUES	Q1 OCT DEC 06	Q2 JAN MAR 07	Q3 APR JUN 07	Q4 JUL SEPT 07	Q1 OCT DEC 07	Q2 JAN MAR 08	Q3 APR JUN 08	Q4 JUL SEPT 08
	A.1.6 Reduction of the pending corruption cases  (Source: TO, modified)	2006: accumulation of 680		677	650	600	550	500	450	400
	A.1.7 Number of BIANCO staff trained (male/female/total) (source: TO) Ref. GJD 2.4				50 Male : 38 Fem: 12	20 Male : 14 Fem: 6	20 Male : 14 Fem: 6	20 Male : 14 Fem: 6	20 Male: 14 Fem: 6	20 Male: 14 Fem: 6
<b>Sub-Component A.2 Better monitoring and reporting on corruption cases</b>										
BIANCO's processing and monitoring system improved  (source: TO)	A.2.1 Number of corruption cases forwarded to the courts  (source: TO)	2006: 189		30	72	132	208	303	408	523
	A.2.2 System of monitoring of corruption cases improved					OUI				
	A.2.3 Improved system used by the courts  (number of courts using this system)	2006: 0				7	14	21	30	41
	A.2.4 Number of complaints received by BIANCO (source: TO)	2006: 7108		1000	2100	4300	5500	6500	7600	8800
	A.2.5 Number of corruption related legal proceedings	To be determined								
	A.2.6 Number of judges and court clerks trained	To be determined								
<b>2. ENHANCED PUBLIC AWARENESS ON THE MECHANISMS OF CORRUPTION AND THE FIGHT AGAINST CORRUPTION</b>										
<b>Component B: Raising public awareness and encouraging commitment</b>										
<b>Sub-Component B.1: Improvement of the knowledge on the submission of complaints for corruption</b>										

EXPECTED RESULTS	PERFORMANCE INDICATORS	BASELINE VALUES	Q1 OCT DEC 06	Q2 JAN MAR 07	Q3 APR JUN 07	Q4 JUL SEPT 07	Q1 OCT DEC 07	Q2 JAN MAR 08	Q3 APR JUN 08	Q4 JUL SEPT 08
Public awareness on complaints that can be investigated and the enhanced complaint procedures (source: TO)	B.1.1 Number of complaints that can be investigated received by BIANCO (source: TO)	2006: 994		100	250	500	775	1075	1575	2175
	B.1.2 Percentage of households knowing the complaint procedures (source: TO)	2005: 14% (Nation-wide poll C&A)				20%				30%

This table shows that:

- On one hand, an effort to process the complaints, and at the same time to cut down the number of pending cases, will be undertaken while considering the training to give investigators and the provision of computer equipment to the Department of Investigation as scheduled in the program. Nevertheless, the main issue that might prevent BIANCO from reaching an optimal rhythm in the investigations is the **chronic insufficient number of investigators**, which must be resolved quickly (and which cannot be done through the current recruitment procedures);
- On the other hand, the number of corruption cases forwarded to the courts will undergo a significant evolution. If, in 2006, 189 cases out of 515 that can be investigated were forwarded to the courts, this number should increase to 523 out of 2,175 by the end of 2008;
- In terms of the complaints received by BIANCO, their number will not increase significantly, on the one hand, because of the awareness created about the definition of corruption, which should lead to an improvement of the quality<sup>8</sup> of complaints, and, on the other, because of the impact of the national awareness campaigns which are not always immediate;
- On the complaints received by BIANCO that can be investigated, the rate compared to the complaints received currently reaches 14% (994 out of 7,108 cases received). This rate is expected to increase to approximately 25% at the end of Year 2 of the program (2,175 cases out of 8,800);
- In the field of Education and Communication, considering the awareness campaigns carried out to date and those scheduled in the context of the program: if the rate revealed by the nationwide poll on corruption performed by the C&A Consultancy Cabinet in 2005 on the percentage of households knowing the complaint procedures has reached 14%, then this rate should reach 20% at the end of 2007 and 30% by the end of 2008.

<sup>8</sup> It is appropriate to take into account the fact that almost 90% of complaints forwarded to BIANCO relate to issues that have nothing to do with corruption: neighborhood issues, family problems, thefts, swindling, etc.

## **7. MANUAL OF PROCEDURES**

This activity could not be completed adequately during the expert's visit, for two reasons:

- The consultant had previously to analyze the current functioning of BIANCO; and
- The questioning of BIANCO's organizational plan by the consultant, such as provided for by the 2004 Decree, does not allow launching this project until a decision on the proposed changes is made and that the new organizational chart is determined.

In fact, this last point is fundamental since the procedures cannot be determined as long as the internal organization of the Bureau is not stabilized.

It appears to us that we should wait for the publication of a new decree modifying BIANCO's internal organization before adopting the manual of procedures even if, of course, the works designed to complete this manual can start before the decree is signed.

## 8. TRAINING PROGRAM

A brief evaluation of the need for staff training within the departments of Education/Communication and Investigation has been carried out on the basis of knowledge (academic level) and skills (experience and vocational training). It was interesting to rely also on social skills (behavior and personality) of each position holder.

The table below mentions all the training requested by the agents of the two departments concerned by the study: the Department of Education/Communication and the Department of Investigation. Of course, only those provided in the program (Department of Investigation) and listed in the second part of the second table can be funded in the context of the present program.

<b>Department</b>	<b>Position</b>	<b>Knowledge</b>	<b>Skills</b>	<b>Expressed need for training</b>
Education/ Communication	Deputy Director in charge of Education/Communication	Very good	Good	Communication for behavioral change, Project management, Time management, Andragogy, Team building
Education/ Communication	Senior Educator	Very good	Good	MS project
Education/ Communication	Senior Communicator	Very good	Good	Exchange of experiences concerning the Fight against Corruption, Media planning, Evaluation and study of impacts of communication campaign, Excel
Education/ Communication	Chief Educator	Very good	Good	Communication for behavioral change, Engineering in adult training, Training on how sectors work
Education/ Communication	Educator	Very good	Very good	Group facilitation, Communication for behavioral change, MS Project
Education/ Communication	Assistant Educator	Very good	Good	Communication for behavioral change, Social organization, MS Project, PowerPoint, Access
Education/ Communication	Communicator	Very good	Good	Audio visual production software

Investigation	Deputy Director in charge of Investigation	Very good	Good	Management, Compares study of Criminal Law in the economic and financial field, System of judiciary mutual assistance and international cooperation
Investigation	Senior Investigator, Head of Operations Support Group	Very good	Good	Internship in agencies specialized in fight against corruption abroad
Investigation	Senior Investigator, Head of Investigation Group	Very good	Good	Organization and carrying out an important investigation, Information visit within similar institution
Investigation	Chief Investigator Operation Support Group (ERAD)	Very good	Good	Intelligence and infiltration techniques, Initiation to specific materials, Sectional law
Investigation	Chief Investigator Operation Support Group (ESPI)	Very good	Good	Geographical information system, The ITC to the service of the development of an organization
Investigation	Investigator / Assistant Investigator Operation Support Group	Good à very bon	Good	Intelligence and infiltration techniques, Initiation to specific materials, Sectional law
Investigation	Chief Investigator Group Investigation	Very good	Good	Investigation techniques, Specific training in investigation
Investigation	Investigator / Assistant Investigator Group Investigation	Very good	Good	Investigation techniques, Specific training in investigation

The competence level of BIANCO staff is high both in the Department of Education/Communication or that of Investigation. However, each position holder has expressed that there is a need for training.

The training program is obtained by proceeding to an appropriateness of position holders' profiles compared to the profile of the positions described in Annexes 1, 2 and 3.

The training program of the departments is stated in the following table:

## Training Program

<b>Training module</b>	<b>Trainers</b>	<b>Staff concerned</b>
Team Building on result-driven management	National Expert	All supervisory staff of BIANCO
Media training, skills in public addresses	National Expert	All supervisory staff of BIANCO
Interpersonal communication	National Expert	All supervisory staff of BIANCO
Time management	National Expert	All supervisory staff of BIANCO
Communication for behavioral change	International Expert	All staff of the Department Education/Communication, and possibly the Department Prevention
Engineering of adult training	National Expert	All staff of the Department Education/Communication, and possibly the Department Prevention
Management	Training organization such as INSCAE	Deputy Directors of the departments, Senior Educator, Senior Communicator, Senior Investigators
Project management	Training organization such as INSCAE	Deputy Directors of the departments, Senior Educator, Senior Communicator Senior Investigators
Media planning	Local communication organization	Senior Communicator
Evaluation and study of impacts of campaign of communication	Communication organization abroad	Senior Communicator
Audiovisual production software	Local communication organization	Communicator
System of judiciary mutual assistance and international cooperation	Exchange visit abroad	Deputy Director in charge of Investigations
Document management	Local documentation organization such as CISDT	Main Investigator Operation Support Group (ERAD)
Intelligence and of infiltration techniques	Local Expert	All investigators of BIANCO
Initiation to specific	Local Expert	All investigators of BIANCO

materials		
Geographic information system	Local organization	Main Investigator Operation Support Group (ESPI)
Database operation system	Local organization	Main Investigator Operation Support Group (ESPI)
General knowledge on legislations and procedures applicable to the sectors: Customs, Taxes, Land Tenure, Mines (Mining operations), Forests, Industrial fishing, Energy (Oil, Electricity, Water)	Local Experts	All investigators, possibly all Educators and Advisors
Accounting techniques	Local Experts	All investigators
Banking techniques	Local Experts	All investigators
Procurement contracts	Local Experts	All investigators
Material organization and functioning of an investigation unit	Visit of units abroad	Senior Investigators
Organizing and carrying out a large-scale investigation	International Expert	All investigators
Specific investigations: conflicts of interest, illegal enrichment, money laundering	Experts international	All investigators
Computer (MS Project, PowerPoint, Excel)	Local Expert	All staff of the departments

It is worth pointing out that a specialized training on procurement contracts was given on April 19, 2007, by Mr. Jean Pierre BUEB during his mission. The training focused on investigation, and was mostly targeted at BIANCO Department of Investigation. The training was of interest to the other two departments. Approximately 50 persons attended the training, including 12 women from the three Departments.

## 9. MONITORING COMPLAINT SYSTEM WITH CIVIL SOCIETY

During his mission, the expert met the officials from TI / Initiative Madagascar and that of JPEC. He could notice that *Justice et Paix*, in particular, had the means to help improve the monitoring of complaints forwarded to the Court by informing those who file the complaints on the procedures to follow, thanks particularly to its radio program. An action must be submitted over the next week.

TI / Initiative Madagascar will present its technical and financial offer over that same week.

These actions comply with the program designed by *Casals & Associates* and there is nothing to add as long as the final action plans are not submitted.

We should point out that for the time being, we do not have any information as to the Courts to which the cases have been forwarded. The use of the civil society will help know this distribution and, consequently, check the use of establishing a computerized monitoring system.

## 10. PROCESSING AND MONITORING OF COMPLAINTS WITHIN BIANCO

One of the main problems facing BIANCO is the processing of complaints. It is the Bureau's leading activity, and the one that justified its creation.

This process has several phases: reception, sorting, decision, information of the concerned individual and, if need be, investigation. Today, each step is subject to important critics, from the public but also from within the Bureau, which might contribute to negatively affecting BIANCO's image, while the latter must still enhance this image. Any improvement in the chain of complaint processing can therefore be felt in a positive manner only, even more so as this processing, which people want to be rapid and effective, constitutes the showcase of the Bureau's activity.

We will examine each of the phases of processing these complaints successively.

### a. Reception of the complaints

Since its creation in 2004, BIANCO has received approximately 14,000 complaints. During the year 2006, over 7,000 complaints came to the Bureau, which gives a daily average of 30 complaints. They come in different forms: letters (left at the specific boxes), fax, e-mails or hand delivered by the requestor to the Bureau.

In principle, all complaints come to the reception center where they are immediately processed by the reception staff. However, some complaints are often directly delivered to some members of the Bureau. Thus, for example, some private individuals regularly apply to the Director General and other directors through a simple request for appointment. In such cases, whoever receives the complaint does not always deliver the file to the reception center immediately after the meeting, but instructs agents to make some investigations to double-check the facts. Only after that does he deliver the file to the reception center (in one case, over two months had passed by then).

While it is perfectly legal for some people to be received by acquaintances working at BIANCO, *it would be advisable that their complaint be recorded before such a meeting*. This way, the members of the Bureau who receive private individuals might know the recommendations of the unit's employees and, if need be, suggest other recommendations.

All complaints are recorded by a team made up of four agents in principle and their Officer in charge. The recording is not made immediately on computer (inexistent or out of order) but first on paper then recorded in a digital format by the Officer in charge of the unit. The recording has three elements: the complaint itself, a summary in Malagasy and eventually a French translation. The translation generally takes place approximately six months after the complaint is received and scanned, assuming that the material is available. The recording in digital format is performed within the week. *Therefore, there is a delay immediately upon recording the complaints*, either because of personnel or material problems.

It is also important to note that the staff's qualifications are not questioned in this delay. Rather, we have to stress out their competence because when agents receive "clients," they are required to state what solution is best for solving their problem. Most of all, the difficulties are the result of a lack or unavailability of means (two people out of four are out on maternity leave and are not replaced).

Besides, the complaints received should not be archived exclusively in each of the territorial departments. For the sake of safety and control of the homogeneity in the way these complaints are processed, it would be advisable to provide an automatic transmission of any recording on a central computer located at the Office of the Director General.

***Desirable improvements:***

- The provision of *high-performance material*: computers, printers and scanners. In addition, a server per TD (Territorial Department) is required and at least one central computer to centralize all the information on the cases underway and those in the archive. The computer specialist should indicate the types of material, design the software and suggest an organization corresponding to these needs.
- The design of a *software* that allows the simultaneous recording of complaints from each regional site as well as a centralized recording of all the complaints, and one that allows the monitoring of these complaints as they are forwarded to BIANCO and the way the data are stocked. This tool will be complemented by the recently hired computer technician.
- *Reinforcing the staff* in charge of welcoming people and receiving complaints is essential to meet the needs of the territorial department in Antananarivo. This reinforcement is all the more necessary as the decentralization is not effective yet, except in Fianarantsoa.

**b. The committee of deliberation on investigations**

After recording and possibly giving advice to the complainant, the complaints are forwarded to the committee of deliberation which decides the next step and confirms or rejects the advice given verbally to the complainant. The complainant is notified of the decision by personal mail sent by the Bureau's reception of complaints.

The decision of the committee relates to the different possibilities of intervention on this complaint, namely investigation, closing of the case, transmission to another administration, or transmission to the Justice when the violation is not under BIANCO's competence, while informing the complainant in all cases.

One of the problems raised is the fact that the committee no longer meets because of time conflicts and that the consultation is made in writing (transmission of notes between of the members of different hierarchical levels, which reinforces the decision made by the highest grade). Another problem is the fact that committee members are not always up to date as to the results of the investigations performed previously, which can therefore produce inappropriate decisions, leading investigators to return those cases that can be investigated to the Bureau of reception so that the latter stores it into another category.

***Desired improvements:***

- We highly recommend that *the committee holds effective meetings* in each territorial department.
- The existence of a *central database* of all the complaints investigated, which can be consulted at least by committee members, must allow limiting the occurrence of inappropriate decision. This central database is all the more interesting as one case can be subject to a complaint in different provinces and must not generate duplicated investigations.
- Take into account, by the computer technician, the need to create a central database that records all the complaints investigated and states the results of such investigation.

### **c. Information on complainants**

After decision of the deliberation committee, complaints come to the Bureau of reception and the latter informs them and performs the requested transmissions.

The mail forwarded to the complainant is “personalized,” restating the content of the request. This phase leads to very important delays since it also requires a French translation in the case of transmission to an administration.

#### ***Desirable improvements:***

- Using *templates* depending on the decisions made by the committee.
- The *personalization should be automated* thanks to the software to be designed: the latter uses the summary of the complaint prepared for the examination by the committee (this summary can be added systematically to all internal or external correspondence to be personalized).
- The software must also help avoid *any subsequent recording* of the complaint and thus should follow each step of its development.

### **d. The decision to investigate**

Cases that are subject to an investigation are forwarded to the Director General, who proceeds to record them and entrusts to a team the mandate of investigation. A prior consultation has been held with the Director of investigations.

#### ***Desired improvements:***

- *Avoid duplicate recording* by using all initial recording (the software must provide for that).
- The Territorial Director should give the mandate of investigation to his investigators; this *decision should be transmitted automatically* towards the central file of the Office of the Director General. This decision must be formalized in writing and enclosed in the file.
- For the sake of transparency and information of the complainants, we suggest *informing the complainant of the decision to start the investigations* on its complaint. Of course, an anonymous complaint will not be subject to any information.

### **e. The investigations**

Complaints are forwarded to a team, but, specifically, to an investigator who is responsible for the complaint and is in charge of drafting the investigation report.

#### ***Desired improvements:***

- The file to be investigated should be entrusted to a binomial team for reasons of efficiency and in order to reduce risks of deviations.
- Cooperation between investigators of different teams should be strengthened, for example, by organizing working sessions during which the successes and also the problems met would be highlighted.
- The excess of confidentiality between investigators is a real hindrance to teamwork; it is advisable to limit it as much as possible.

#### **f. The final report**

At the end of the investigations, the investigator drafts a report. The report is forwarded for approval to the chief of investigations and the relevant Director, who decide if it should be forwarded to the Court, should undergo additional investigations or should be forwarded to the advisory committee of investigations, the only entity that can decide on closing the case.

#### ***Desired improvements:***

- Inform the complainant of the end of the investigations and of the next step for his/her complaint while indicating that, in case of transmission to the Court, the latter is free to pursue the case or not.
- Feeding in the internal computer system for monitoring the complaints by identifying, on the one hand, the criminal violations recorded and, on the other, the corruption mechanisms detected.

#### **These recommended improvements aim at multiple objectives:**

- Simplify the work of monitoring of complaints in the territorial department;
- Have “real-time” information on the development of cases;
- Centralize all complaints so that all authorized Officers can have access to the maximum amount of information;
- Inform complainants in a better and faster way so as to improve BIANCO’s image among the population;
- Allow for an adjustment of the human means, depending on the requests for investigation;
- Guarantee security and confidentiality of data; and
- Allow an almost automatic perusal of such data.

## 11. TRACKING OF THE COMPLAINTS FORWARDED TO THE JUSTICE

One of the major problems facing BIANCO is the tracking of cases forwarded to the Justice. The situation appears differently, depending on whether the case is processed in Antananarivo or in the Provinces.

In Antananarivo, there are contracts with the magistrates within the *Chaîne Pénale*, which allows BIANCO to know, in most cases, the next step on the cases forwarded by it. On the other hand, neither the *Chaîne Pénale* nor BIANCO can follow up on cases forwarded to County Courts (*Tribunaux de Première Instance*).

In the provinces, cases of BIANCO get lost amidst the mass of cases processed by magistrates and it is very difficult to stay informed on the next steps for reasons pertaining to a simple question of lack of means and confidentiality, since the courts do not know exactly what information the Bureau wants.

The situation is different in the two provinces where there are territorial departments. In both the Departments of Fianarantsoa and Toamasina, some contacts have been made with the courts, some awareness-raising actions have been carried out and *conventions of partnership* have been signed with a certain number of administrations (Police, Gendarmerie, Customs, Land Tenure Bureau, Education, etc.) and with the Justice. Thus, if these conventions are adhered to, there will be no difficulty in obtaining the information requested, maybe even including information on all cases of corruption brought to the court. Therefore, this would lead to a question about the need for a computerized tracking of these cases.

Elsewhere in the country, contacts between BIANCO and judiciary authorities are much more difficult to establish, so we tend to think about the information necessary for the Bureau and prepare a slip to collect such information. It is likely that this formula would help remove some of the fear of the judiciary institution on the confidentiality of investigation.

### **Proposed actions:**

- Draft the information slip and have it validated by the Ministry of Justice, then dispatch it throughout the entire network.
- Urge future Territorial Directors to do like their colleagues and sign the types of conventions of partnership that allow them to follow up on the cases that they have forwarded to the Justice.

If a true collaboration with the judiciary offices could be organized, it would significantly reduce the need to resort to civil society so as to know the latest development on the cases forwarded, the number of which is relatively small nowadays, but which should increase as the investigators' performance improves.

## **Annex 1**

### **DEPARTMENT OF OPERATION COORDINATION AND MONITORING (DCOM)**

#### Missions:

- Ensure the uniform implementation of the elements of the national strategy in the field of prevention, education, communication and investigation in the Territorial Departments of BIANCO throughout Madagascar.
- Ensure the role of pivot in organizing, anticipating, supervising and monitoring BIANCO's operational activities.

#### Main tasks:

- The DCOM is in charge of determining the mid- and long-term objectives of BIANCO's Territorial Departments in the context of the strategic plan, as well as drafting their Annual Work Plan (AWP).
- The DCOM determines BIANCO's policy in the field of prevention, education communication and investigation.
- Analyzes and validates the budgets allocated to each Territorial Department according to the volume of activities scheduled for each of them in the AWP.
- Ensures the availability of resources for the activities of the Territorial Departments in the field of prevention, education communication and investigation.
- Leads, coordinates and facilitates the DCOM and is responsible for discipline among staff in the Department.
- Ensures that the policy is understood, implemented and maintained at the level of all the Territorial Departments.
- Ensures the establishment and implementation of all the procedures in the Territorial Departments.
- Ensures conformity to the objectives provided for in the AWP.
- Ensures the monitoring of the development of the activities of the Territorial Departments in line with the AWP, identifies any discrepancy and identifies possible causes, submits the related analysis to the Office of the Director General.
- Ensures the readjustment/update of the activities and/or of the AWP if necessary.
- Reports to the Director General of the activities of its Department.

#### Required qualifications:

- 5 years of university studies or equivalent in law, political sciences or management;
- In-depth knowledge in law, planning, project management;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 10 years of experience in the field of internal monitoring, project managements.

#### Required qualities:

- Honest, methodical, provided with a sense of command and negotiation, team spirit and initiative.

## Annex 2

### DEPARTMENT OF EDUCATION AND COMMUNICATION

#### 1. Policy of the Department

Communication and Education occur at the level of the public at large and are aimed at affecting public opinion in a positive manner, in view of its support and involvement in the fight against corruption (LCC). Thus, it contributes to preparing the field, creating a favorable environment, one that is beneficial for the LCC. It is necessary to make the distinction between four additional phases that determine the aspects and the features of the Office's communication actions.

##### 2005: Launching phase

During 2005, communication actions focused on **popularizing** of the LCC program in all places. The approaches were limited to the initial form of communication: Information/Awareness. The impact obtained is low, even if neighbourhood communication has been favored (34 TV and 97 radio stations). Generally speaking, mass media has been underexploited, especially at the central level and in large cities.

##### 2006: REINFORCEMENT / INTENSIFICATION PHASE

In 2006, communication actions were more targeted, more specific, had **more depth** by privileging the **educational aspects**, giving priority to mass media. In addition, they must contribute to significantly reducing corruption in **priority sectors**. The **persuasive force** will be more developed and we have to point out BIANCO's **influence threshold** (threshold from which the office is perceived as being an inevitable actor of the LCC).

##### 2007: RELAUNCH / MAINTENANCE / REMINDERG PHASE

Communication actions will be directed towards the **mobilization of actors** and LCC partners, by giving priority to direct communication actions under a geographical approach then a new sectional one. We have to highlight the **mobilizing force** of communication actions by an increased field presence in view of a **social and community masse mobilization for** the LCC.

##### 2008: Consolidation phase

Communication actions are redirected to geographical deployment. When combined with prevention and investigation, communication through the media and field presence will produce more rapid and more radical changes (safety, effective competition, more proceeds for the Government). Communication through **relays** (journalists, associations and development NGOs, elected officials, public leaders) should initiate **local responses and initiatives**. The same goes for the **process of appropriation** of the LCC in view of perpetuating the actions of fight against corruption.

NB. All these phases tend towards behavioral change that should help significantly reduce corruption.

##### Communication actions

Communication actions occur at two levels: the public at large, and actors of priority sectors. At the level of the public, some sub-groups can be made up with specific targets: e.g. businesses, elected officials, Government agents, etc. At the level of the sectors, agents and users will be targeted. At a

global level, communication actions are aimed at improving the social environment in which the LCC operates, and establishing this way a field that is favorable for the LCC.

## **2. Missions and functions of the department**

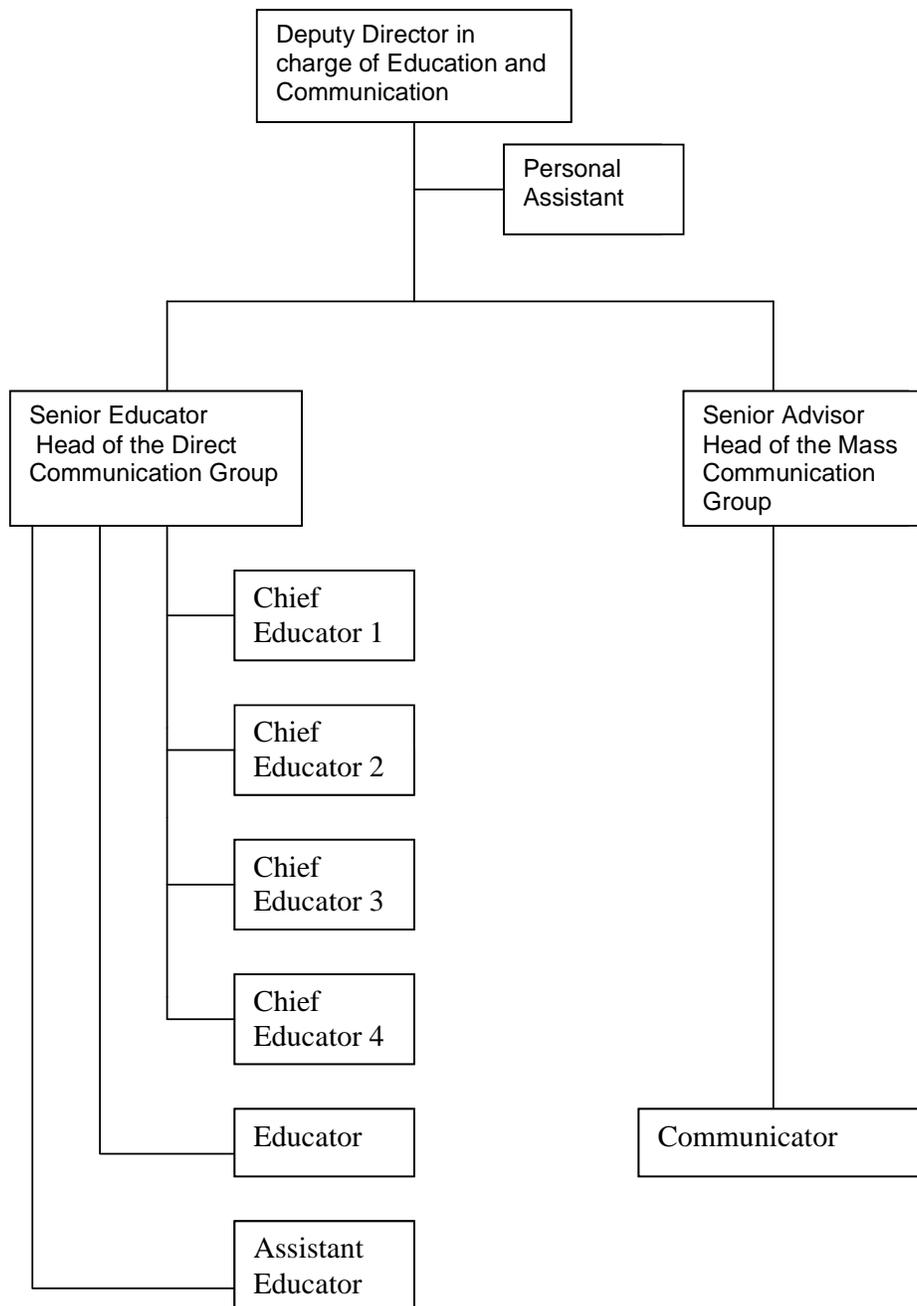
*“The Department of Public Relations educates the population on the harmful effects of corruption and encourages them to support the fight against corruption.”*

The main functions of the Department are to:

- explain the legislation on the fight against corruption and the national policy against corruption;
- sensitize the public on harmful effects and encourage their participation in the fight;
- enhance citizens’ support and active participation in the fight against corruption;
- encourage the public to disclose any violation of corruption;
- encourage the public to take preventive measures;
- ensure the monitoring of changes in the way the public perceives corruption and their attitude vis-à-vis corruption;
- assist the development of the National strategy and the programs of fight against corruption by ensuring the monitoring of their impacts; and
- serve as a first interface between the public and BIANCO.

### 3. Organization of the Department

#### 3.1 Current organizational chart



## **3.2 Description of the positions**

### **3.2.1 Deputy Director in charge of Education and Communication**

#### Mission:

- Ensure the implementation of the elements of the national strategy in the field of education communication for citizens on the fight against corruption, by using the media and making direct contacts.

#### Main tasks:

- Ensure the availability of resources for education and communication activities;
- Supervise the reports of educators and communicators for the Advisory Committee of Public Relations;
- Develop and maintain operational ties with priority sectors, civil society organizations and the media;
- Lead, coordinate and facilitate the Department of Public Relations and responsible for discipline among his Division's staff;
- Report to the Director of Operation Coordination and monitoring, on the department's activities.

#### Required qualifications:

- Master's degree or equivalent (Bacc+4) in human or social sciences, communication, language or educational sciences;
- In-depth knowledge in mass communication and institutional communication;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 5 years of experience in communication and/or education.

#### Required qualities:

- Honest, provided with charisma, excellent communicator, provided with a sense of command, negotiation and public relations.

### **3.2.2 Senior Educator, Head of Direct Communication Group**

#### Mission:

- Ensure the implementation of the direct actions in Information/Education/Communication in view of behavioral change in favor of the fight against corruption.

#### Main tasks:

- In charge, with the Chief Advisor on prevention, of training officials from public and private services in the field of anti-corruption education communication;
- In charge of operational links with priority sectors, civil society organizations and the media;
- Coordinate and facilitate the personnel of the Direct Communication Group, is responsible for discipline of the staff in this group;
- Report to the Deputy Director in charge of Education and Communication on the group's activities.

#### Required qualifications:

- Master's degree or equivalent (Bacc+4) in human or social sciences, communication, language or educational sciences;

- Good knowledge of institutional communication, culture, educational system and the Malagasy media
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience in communication and/or education.

Required qualities:

- Honest, organized, excellent communicator, provided with a sense of negotiation and public relations.

### **3.2.3 Chief Educator in direct communication**

Mission:

- Ensure the execution of direct actions in Information/Education/Communication in view of behavioral change in favor of the fight against corruption.

Main tasks:

- In charge of planning and implementing BIANCO's territorial program in the field of support to institutions as instructed by the Chief Educator;
- In charge of other tasks pertaining to relationships with communities;
- Instruct, supervise and facilitate Educators in his team, responsible for their discipline and performance;
- Report to the Chief Educator on the team's activities.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in human or social sciences, communication, language or educational sciences;
- Good knowledge of institutional communication, culture, educational system and the Malagasy media;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 2 years of experience in communication and/or education.

Required qualities:

- Honest, organized, provided with a sense of dialogue and public relations.

### **3.2.4 Educator / Assistant Educator in direct communication**

Mission:

- Complete the direct actions in Information/Education/Communication in view of behavioral change in favor of the fight against corruption.

Main tasks:

- Draft, implement and monitors training programs;
- Design the educational supports;
- Manage and facilitate training sessions.

Required qualifications:

- Bachelor's Degree or equivalent (Bacc+3) in human or social sciences, communication,

- language or educational sciences;
- Good knowledge of the National Strategy of fight against corruption;
- Knowledge in andragogy, IEC, social and community mobilization, culture and Malagasy mentality;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate.

Required qualities:

- Honest, organized, provided with a sense of creativity, dialogue and public relations, ease of relationships, enjoying field work.

### **3.2.5 Chief Communicator, Head of Mass Education Group**

Mission:

- Ensure the implementation of the direct actions in Information/Education/Communication in view of behavioral change in favor of the fight against corruption.

Main tasks:

- Report to the Deputy Director in charge of Education Communication in the completion of the program in the field of anti-corruption education and communication;
- In charge of planning, completing and monitoring education and communication activities;
- In charge of designing the different supports, evaluating the impacts of broadcasted images;
- In charge of operational ties with the media;
- Coordinate and facilitate the Mass Communication Group's staff, responsible for discipline among his/her group's staff;
- Report to the Deputy Director in charge of Education and Communication on the group's activities.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in human or social sciences, communication, language or educational sciences;
- Good knowledge of institutional communication, culture, educational system and the Malagasy media;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience in communication and/or education.

Required qualities:

- Honest, organized, very good communicator, provided with creativity and a spirit of initiative, provided with a sense of negotiation and public relations.

### **3.2.6 Communicator in mass education**

Mission:

- Execute the direct actions in Information/Education/Communication in view of behavioral change in favor of the fight against corruption.

Main tasks:

- Report to the Chief Communicator on the execution of the program in the field of anti-

- corruption education communication;
- In charge of the producing communication supports;
- In charge of operational ties with the media.

Required qualifications:

- Bachelor's Degree or equivalent (Bacc+3) in human or social sciences, communication, language or educational sciences;
- Experience in DTP and use of video software;
- Knowledge in andragogy, IEC, social and community mobilization, culture and Malagasy mentality;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate.

Required qualities:

- Honest, organized, provided with creativity and a spirit of initiative, provided with a sense of negotiation and public relations.

## **Annex 3**

### **Department of Investigations**

#### **1. Policy of the Department**

The policy on the activities of the Department of Investigations is that it carries out its investigations according to the law so as to initiate legal proceedings for any allegation or report of corruption that can be subject to an investigation. The Director General and his Deputy determine the policy on the activities of the Department of Investigations. The main idea of any policy is to complete the mission of the Department of Investigations such as defined in the following paragraph while complying with the principles ruling over the Department.

#### **2. Mission of the Department**

The mission of the Department of Investigations of the Bureau Indépendant Anti-Corruption is to cooperate with all the stakeholders so as to:

1. Fight corruption through investigations and legal proceedings;
2. Carry out professional, impartial and exhaustive investigations on any suspected or supposed instance of corruption as well as any instance of money laundering that can be subject to investigations;
3. Provide valid evidences on which will be based the legal proceedings for the violations pertaining to BIANCO's competence;
4. Make sure that corruption becomes a high-risk and unprofitable violation.

#### **3. Performance criteria**

The public knows that it has the right to expect the following performance criteria from BIANCO:

1. Any complaint that that is – or is not – subject to an investigation will be received and recorded in a courteous manner;
2. For each complaint, the Office will make the decision to open an investigation;
3. Complainants will be informed of any development and results of their complaint;
4. In case the Office decides not to open an investigation, the complainant will be informed of the reasons, advised on the most appropriate procedure to follow, and directed towards a competent organization;
5. As soon as the complainant has been directed to another organization, the Office will request an acknowledgment of receipt;
6. When an investigation has been opened, the investigator will contact complainant at least once every quarter;
7. All complainants will be informed of the results of their complaint no later than two days after the end of the investigation.

Within the Office, the following performance criteria will be implemented:

1. A report signed by the Director of Investigations on the development of all investigations will be drafted at least every two months;
2. A review of all processed files will be completed every six months under the chairmanship of the Director of Investigations.

## **Annex 4**

### **SCHEDULE OF MEETINGS**

#### **Wednesday 11 April**

Mr. René RAMAROZATOVO, BIANCO Director General

Official launch of the Program

#### **Thursday 12 April**

Mr. René RAMAROZATOVO, BIANCO Director General

Mr. René RAMAROZATOVO and BIANCO senior staff:

- Mrs. Lalaina RAKOTOARISOA, Legal Advisor
- Mr. Edmond HEREMANA, Director of the Coordination of Operations and Monitoring
- Mr. LAMINA Boto Tsara Dia, Deputy Director in charge of Investigations
- Mr. Nampoina RABENASOLO, Deputy Director in charge of Education and Communication
- Mr. Georges RAZAFIMANANTSOA, Deputy Director in charge of Prevention

Mr. Edmond HEREMANA, Director of the Coordination of Operations and Monitoring

Mr. Edmond HEREMANA, Director of the Coordination of Operations and Monitoring and BIANCO three Deputy Directors:

- Mr. LAMINA Boto Tsara Dia, Deputy Director in charge of Investigations
- Mr. Nampoina RABENASOLO, Deputy Director in charge of Education and Communication
- Mr. Georges RAZAFIMANANTSOA, Deputy Director in charge of Prevention

#### **Friday April 13**

Mr. Nampoina RABENASOLO, Deputy Director in charge of Education Communication and the staff in the Department of Education and Communication of BIANCO

Mr. LAMINA Boto Tsara Dia, Deputy Director in charge of Investigations and the supervisors in Department of Investigation, BIANCO group and team leaders

#### **Monday April 16**

Mr. Tsiry RAZAFIMANDIMBY, Head Investigator Operations Support Group in BIANCO Investigations, the team leaders and the investigators from the group

Mr. RASAHAVELO, Deputy Director in charge of Administration and Finance and the personnel from BIANCO Department of Administration and Finance

#### **Tuesday April 17**

Mr. LAMINA Boto Tsara Dia, Deputy Director in charge of Investigations and Mr. Benja RATOVOSON, Head of the Investigation Group

Mr. Benja RATOVOSON, Head of the Investigation Group from BIANCO Department of Investigation, the team leaders and the group investigators

The Program consultants: Mr. Jean Pierre BUEB, international consultant; Mrs. Haingo RAMAROKOTO, program coordinator, in charge of the evaluation of the organization of BIANCO in collaboration with Mr. JP Bueb; Mr. Harilanto RAHOELSON, in charge of the development of BIANCO internal and external communication plans and the tracking procedures of corruption cases

forwarded by BIANCO to Courts; Mr. Nary Soa Andriatovondriaka, computer specialist in charge of the design of the tracking system of complaints to BIANCO.

**Wednesday April 18**

Mr. Dominique PONSOT, Technical Assistant from the Ministry of Justice

**Thursday April 19**

Training session on public procurement for BIANCO investigators by Mr. Jean Pierre BUEB

Mr. René RAMAROZATOVO, BIANCO Director General

Mr. Eric Delphin HERITIANA In charge of BIANCO Monitoring and Evaluation

Mr. Jean Philippe ZANAVELO, Administrative and Financial Secretary of Justice and Peace Episcopal Council (JPEC)

Mr. Harilanto RAHOELSON and Mr. Nary Soa Andriatovondriaka, Consultants to the Program

Mr. Florent ANDRIAMAHAVONJY, Executive Secretary of Transparency International / Initiative Madagascar

**Friday April 20**

Mr. Emile RABENISOA, Director of Fianarantsoa Territorial Department and Mr. BOTO Senior Investigator

Mr. Jean Félix RAVELONTSALAMA, Director of Toamasina Territorial Department and the Senior Advisor

**Monday April 23**

Debriefing and discussions with the Director General and the senior staff of BIANCO

**Tuesday April 24**

Mr. Robert RHODES, Cognizant Technical Officer and Mrs. Corinne RAFAËLL, Special Projects Manager, USAID

## Annex 5

### Terms of Reference Jean-Pierre Bueb

#### Background

Casals & Associates, Inc. (C&A) was recently awarded a two-year contract by the United States Agency for International Development (USAID) to implement the Anti-Corruption Initiative Program in Madagascar. The overall goal of the program is to reduce corruption in Madagascar through strengthening the capacity of the Malagasy government's anti-corruption institutions and mobilizing civil society to improve public awareness and engagement in the fight against corruption. During the 2006 – 2008 period, this goal will be met through accomplishment of two complementary objectives: 1) Strengthening the institutional capacity of the Bureau Indépendant Anti-Corruption (BIANCO), and 2) Increasing public awareness of corruption and anti-corruption mechanisms. In order to meet this first objective, C&A is proposing Mr. Jean-Pierre Bueb to provide consultancy services.

#### **Objective**

The objective of this consultancy is to assess the needs of BIANCO and to lay the foundation for institutional strengthening. The expected time frame for this consultancy is 15 work days, to commence in March 2007.

#### Specific Activities

##### **1. Assess BIANCO institutional capacity – Antananarivo and Fianarantsoa**

After reviewing the deSpeville report, the consultant will assess the current institutional capability of BIANCO for both the Antananarivo and Fianarantsoa offices by carrying out the following activities:

- Review BIANCO's policies and procedures, personnel skills, work methods, workload and caseload assignment practices
- Assess BIANCO equipment, infrastructure and IT systems, in coordination with IT consultant

##### **2. Specialization of staff within BIANCO**

The consultant will determine, in consultation with the BIANCO management, whether BIANCO should proceed with the creation of specialized units and/or focus on supporting the specialization of individual staff members. Once this has been established, assist in developing specialization within BIANCO by conducting the following activities:

- Identify skills necessary for specialization in areas such as procurement fraud, money laundering and theft

- Examine the possibility of developing specialization with respect to (1) authors of suspected corrupt practices, (2) the sectors of mining, forestry and tourism, and (3) dollar amount of the complaints
- Develop a training plan for staff

### **3. Job descriptions and professional requirements**

- Develop job descriptions and professional requirements through “job-task analysis” and provide technical assistance to guide the assignment of personnel who fit job requirements. The needs identified will assist in later creating a training program for staff.

### **4. Assist in planning work based on managing for results**

- Assist BIANCO leadership in planning work based on managing for results. This will involve working with BIANCO to establish objectives and targets to be achieved during and beyond the life of the program. Currently, all government agencies are subject to the Madagascar Action Plan from which flows the Ministry-level Politique Générale de l’État (PGE). Each Ministry is required to develop a Plan de Travail Annuel (PTA) which must be consistent with the PGE. BIANCO’s draft PTA has indicators which are consistent with those of the ministries it covers. The consultant will review these indicators and others once BIANCO makes the PTA available.

### **5. Organizational manual**

- Design a basic organizational manual to establish clear roles, functions and accountability. The manual will present policies and standard operating procedures for corruption investigations and will be used in all training programs to institutionalize professional practice. This work will be done in coordination with C&A local consultant Mamy Andrianarijaona.

### **6. Intensive training program**

- Design and present an intensive training program that will include technical courses in corruption investigative techniques, conflict of interest, ethics and other skills. The consultant will use the manual developed under Activity 5 for training purposes. The exact timing of this activity will be determined after assessment of and consultations with BIANCO.

### **7. Support the development of systems for channeling accusations & complaints**

- The Consultant will provide recommendations for BIANCO and CSOs to develop systems for channeling accusations and complaints from the public and business community into the investigative system for proper adjudication. The Consultant will assist BIANCO by providing recommendations for monitoring and sharing the results of the developed systems with the CSOs.

## **8. Tracking of complaints**

The Consultant will review how BIANCO records and tracks corruption complaints internally. In order to accomplish this task, the Consultant will collaborate with C&A local consultant Iharantsoa Ramangason.

## **9. Development of a more accurate tracking system**

Using the information collected in activity number seven, the Consultant will support the development of a system that accurately tracks the type of complaint, whether it has been dismissed or forwarded for investigation, to whom the case has been assigned and the results of investigations. Integral to the system will be the capacity to track how long it takes each investigator to investigate and submit recommendations for further action.

## **10. Assist in the design of a web-based & non web-based system that tracks cases to CP and courts**

Provide recommendations for the design of a system that will track cases after they have been forwarded to the Chaîne Pénale and provincial courts for prosecution. This system will be web-based so that designated personnel in courts in any part of the country (where technically feasible) can enter information on the corruption cases they are processing. This system will be designed in close consultation with the Ministry of Justice to ensure collaboration of the courts as well as the Comité pour la Sauvegarde de l'Intégrité.

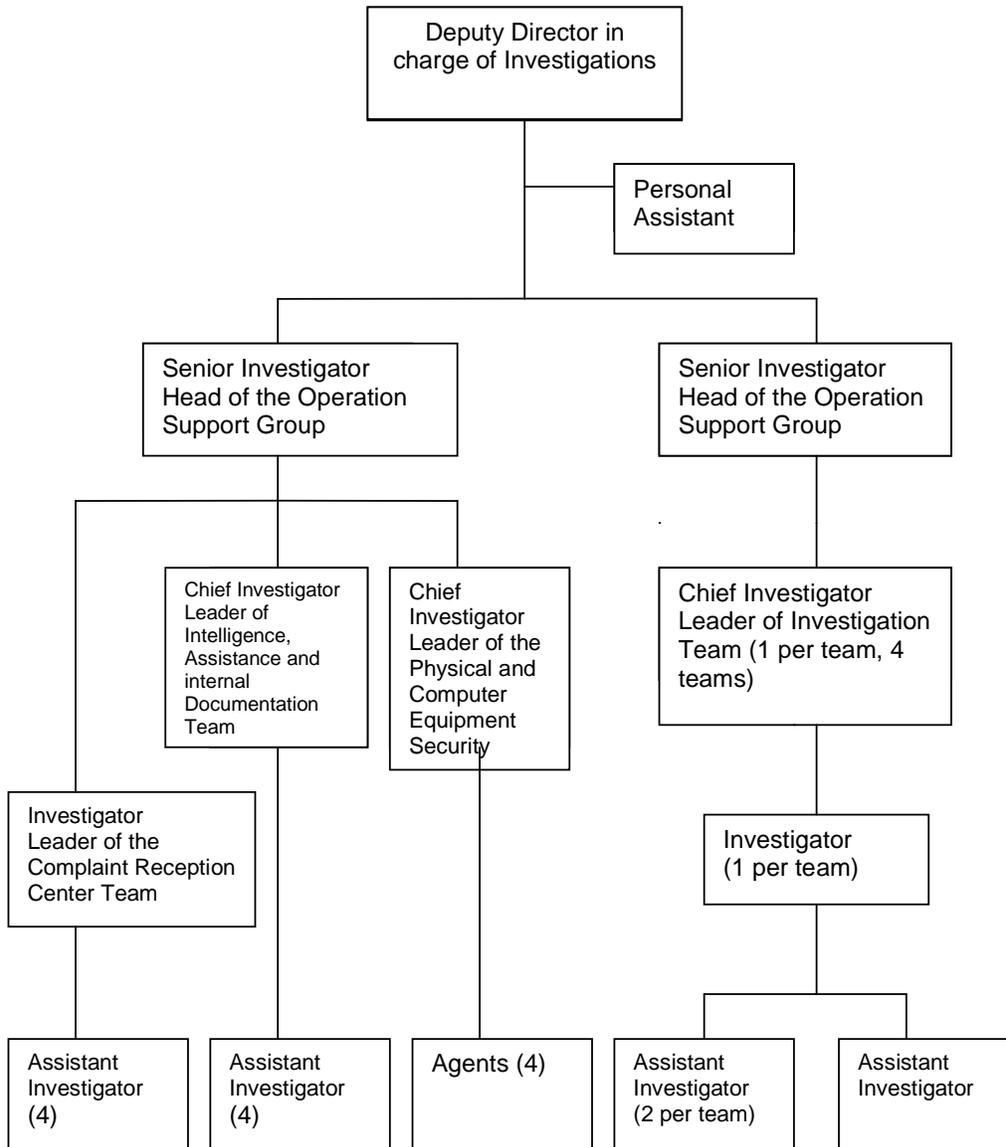
## **Deliverables**

The products to be delivered by the Consultant for each activity described above are the following:

1. Evaluation report for Antananarivo and Fianarantsoa
2. Consultancy report on the development of specialized units
3. Consultancy report on position descriptions
4. Consultancy Report on Recommendations
5. Basic organizational manual
6. Consultancy Report on Intensive training program
7. Consultancy Report on Recommendations
8. Consultancy Report on Assessment
9. Report on accurate system for tracking complaints

## 4. Organization of the Department

### 4.1 Current organizational chart



## **4.2 Description of the positions**

### **4.2.1 The Deputy Director in charge of Investigations**

Mission:

- Ensure the implementation of the elements of the national strategy in the field of investigation on allegations of corruption and associated violations.

Main tasks:

- Ensure the availability of resources for investigations;
- Supervise the reports of investigations (not likely to be pursued) for the Advisory Committee of Investigations;
- Develop and maintain operational ties with security forces and other governmental departments;
- Lead and facilitate the Division of Investigations and is responsible for the security of the staff and the facilities of the Office of the Director General;
- Report to the Director General on the Department's activities.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law;
- In-depth knowledge in criminal law, penal procedure and generally in judiciary law;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 5 years of experience in supervising or carrying out penal instructions or investigations, preferably in the economic and financial fields.

Required qualities:

- Honest, good organizer, provided with a sense of command and public relations.

### **4.2.2 Senior Investigator, Head of Operations Support Group**

Mission:

- Ensure the security of the office and the patrimony, as well as the collection and security, of information related to the investigation.

Main tasks:

- Ensures the appropriate completion of the reception and recording of complaints before submitting them to the Deliberation Committee and makes sure the individuals concerned are informed of the answers for complaints that cannot be subject to investigation;
- Ensure that the general intelligence collected concerning corruption in general and BIANCO in particular is made available to the leading team and BIANCO's investigation group;
- Supervises the drafting of documentation accessible to investigators (texts, files, general information);
- Responsible for the security of the Bureau's staff and facilities, ensure the drafting and control the preventives measures concerning security in the Bureau;
- Leads, coordinates and facilitates the activities of the Operations Support Group;
- Reports to the Deputy Director in charge of Investigations, on the group's activities.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law, economy or management;
- Full knowledge of the penal procedure;

- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience in legal practice.

Required qualities:

- Honest, organized, rigorous, clear-sighted, provided with a sense of command.

**4.2.3 Chief Investigator, Head of the Centre of reception of complaints:**

Mission:

- In charge of receiving complaints, recording them and organizing their deliberation.

Main tasks:

- Receives all forms of complaints;
- Makes sure the reception runs smoothly;
- Supervises the recording of complaints;
- Ensures the drafting of First Information Reports;
- Organizes the deliberation session with the Deliberation Committee;
- Takes notes during the meeting of the Deliberation Committee;
- Performs the dispatching of the files in compliance with the decision of the Deliberation Committee;
- Ensures that the complainant is advised on non-corruption-related files or those that cannot be subject to an investigation;
- Ensures that closed cases are classified;
- Ensures the production of monthly statistics of complaints;
- Coordinates and facilitates the activities of the Centre of reception of complaints.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law, economy or management;
- Knowledge in the field of penal procedure;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience in jurisdictional practice.

Required qualities:

- Honest, organized, rigorous, great listening and analysis skills and sense of public relations.

**4.2.4 Chief Investigator, Head of the Intelligence, Assistance and Internal Documentation Team (ERAD):**

Mission:

- Ensures the availability of general intelligence collected pertaining to corruption in general and BIANCO in particular, for BIANCO's leading team, and design documentation accessible to investigators (texts, files, general information).

Main tasks:

- Supervises the reception, classification and archiving of forms for declaration of patrimony;
- Controls morality surveys on pre-selected candidates for any position;
- In charge of processing the information contained in newspapers and other media;
- Ensures appropriate processing of the Reports of First Information;

- Ensures the completion of specific missions;
- Coordinates and facilitates the activities of the Intelligence, Assistance and Internal Documentation Team (ERAD).

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law and/or in the military field;
- Extended, polyvalent general knowledge ;
- Familiar with intelligence and infiltration techniques;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience in intelligence.

Required qualities:

- Honest, dynamic, organized, open-minded, perspicacious, available to work.

**4.2.5 Main Investigator, Chief of Physical and Computer Security Team (ESPI):**

Mission:

- Ensures the management of computer, information and security systems of BIANCO's facilities and patrimony.

Main tasks:

- Provides technical management and manages the computer system for data management and surveillance, including the technical specification and the selection of technologies adapted as to software, materials and communication systems;
- Ensures the physical security of the computer system, equipment and computer-assisted surveillance system;
- Ensures the security of data saved on the computer system;
- Administers and controls access and user accounts of system users;
- Detects and prevents any attempts of unauthorized access and/or suspicious infractions and trigger all relevant procedures;
- Drafts the manuals of procedures and regulation in view of protecting the computer system, the data processed as well as the surveillance system;
- Performs an automatic and secure safeguarding of data recorded on the system, following the procedures in place and ensure the security of the reports of safeguarding;
- Entertains relationships with computer providers to ensure reliability of operation of the systems;
- Manages the computer teams.

Required qualifications:

- Engineer's Degree (Bacc+5) in computer studies or equivalent;
- Minimum 3 years of experience in information technology projects implementation;
- Knowledge in multiplatform database management, high security of systems and full knowledge of network operation.

Required qualities:

- Honest, dynamic, organized, great skills in administration and implementation of large-scale information technology project.

#### **4.2.6 Investigator of the Centre of Reception of the Complaints:**

Mission:

- In charge of receiving and recording complaints.

Main tasks:

- Receives all forms of complaints;
- Provides advice;
- Performs the recording and numbering of complaints;
- Drafts the Reports of First Investigation;
- Forwards them to his/her immediate supervisor.

Required qualifications:

- Bachelor's Degree or equivalent (Bacc+3) in law, economy or management;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate.

Required qualities:

- Honest, organized, great listening and analytical skills and a sense of dialogue.

#### **4.2.7 Investigator of the Intelligence, Assistance and Internal Documentation Team (ERAD):**

Mission:

- Ensures the completion of the investigations to secure information to support operations in the field of investigation.

Main tasks:

- Maintains contacts with operational partners;
- Supports and assists operations related to investigations;
- Collects statements of assets;
- Performs the investigations of morality as requested;
- Performs specific missions;
- Reports to the Senior Investigator on the missions assigned to him/her.

Required qualifications:

- Bachelor's Degree or equivalent (Bacc+3) in law, economy or management;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate.

Required qualities:

- Honest, dynamic, organized, open-minded, perspicacious, available to work.

#### **4.2.8 Agent of the Physical and Computer Security Team (ESPI):**

Mission:

- Ensures the security of BIANCO's facilities and assets.

Main tasks:

- Receives BIANCO's staff and manages identification badges;

- Receives visitors, records their names and guides them;
- Constantly monitors all movements of individuals and vehicles as well as goods within BIANCO's premises;
- Immediately informs supervisor of any suspicious event pertaining to his/her mission.

Required qualifications:

- Graduated from high school.

Required qualities:

- Honest, perspicacious, spirit of dialogue.

#### **4.2.9 Chief Investigator, Chief of Investigation Group**

Mission:

- Ensures the effectiveness and legality of investigations.

Main tasks:

- Records corruption cases submitted for investigation (RPI);
- Sends them out to investigation teams depending on their competence and workload;
- Directs, in full compliance with the law, the investigations on suspected or associated corruption violations in the private and public sectors;
- In charge of processing complaints;
- Supervises the constitution of files and forwards them to the Public Prosecution for legal proceedings;
- Drafts the reports of all investigations that s/he submits;
- Forwards to the Advisory Committee of Investigations the reports related to complaints that have not been subject to legal proceedings;
- Leads, coordinates and facilitates the Investigation Group's activities;
- Reports to the Deputy Director in charge of Investigations on the Group's activities.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law, economy or management;
- In-depth knowledge in penal law, penal procedure, technical and scientific police;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience, preferably in the field of economic and financial investigations.

Required qualities:

- Honest, perspicacious, sense of organization, command, public relations, and spirit of dialogue.

#### **4.2.10 Chief Investigator, Chief of Investigation Team**

Mission:

- Ensures the management and processing of investigations attributed to his team.

Main tasks:

- Receives and records the investigation files (RPI) attributed to his team;

- Sends them out to investigators depending on their competence and workload;
- Discusses and approves the investigation plans drafted by investigators;
- Coordinates and monitors the teams' investigation plans;
- Leads specific investigations;
- In charge of presenting the reports of investigations to be closed before the Advisory Committee of Investigations;
- Prepares files, either for legal advice or for legal proceeding.

Required qualifications:

- Master's degree or equivalent (Bacc+4) in law, economy or management;
- Fluent French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 3 years of experience, preferably in the field of economic and financial investigations or in any of the following fields: Customs, Land tenure, Tax, Treasury, Mining, Water and Forests.

Required qualities:

- Honest, spirit of analysis and synthesis, ability to work in a team, double-checking skills, intellectual curiosity, spirit of initiative, ability to defer issues, organized.

#### **4.2.11 Investigator of the Investigation Team**

Mission:

- Ensures the management and processing of investigations attributed to his team.

Main tasks:

- Receives the investigation files (RPI) attributed to him by his team leader;
- Studies and analyzes the cases;
- Drafts the related investigation plan for each case which is sent for the Team leader's clearance;
- Prepares a draft warrant;
- Once the warrant signed by the Director General, proceeds to the investigation; searches for documents, auditions witnesses, questions suspects, collects evidence;
- Reports to the Chief Investigator on the investigations carried out.

Required qualifications:

- Bachelor's Degree or equivalent (Bacc+3) in law, economy or management;
- Fluent Malagasy and French, English proficiency would be a plus;
- Fully computer literate;
- Minimum 2 years of experience, preferably in the field of economic and financial investigations.

Required qualities:

- Honest, spirit of analysis and synthesis, spirit of dialogue, ability to work in a team, cross-checking skills, intellectual curiosity, ability to defer issues, organized.