

**PROGRESS REPORT ON THE USAID FUNDED PROJECT**

**FOR THE FIFTH QUARTER**

**(JANUARY - MARCH, 2001)**

**FIRST QUARTER OF 2001**

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**PROGRESS REPORT  
ON**

**THE USAID FUNDED PROJECT  
ENTITLED**

**“COMBATING CORRUPTION THROUGH  
PROMOTING INTEGRITY IN PUBLIC SERVICE  
DELIVERY SYSTEM”**

**FOR THE  
FIRST QUARTER  
(JANUARY - MARCH, 2001)**



**SUBMITTED BY**

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## CHAPTER ONE INTRODUCTION

### 1.1 Introduction:

TIB is implementing the National Integrity Program, which has four components:

- ❑ Fact-Finding Exercise (FFE),
- ❑ Committees of Concerned Citizens (CCCs),
- ❑ Advice and Information Center (AIC) and
- ❑ National Integrity Workshops (NIWs).

During the period (January–March, 2001), the NIP team has achieved the targets as outlined in our previous quarterly report. Following is a summary of the progress in the first quarter, 2001.

### 1.2 Fact-Finding Exercise:

TIB decided to conduct the Fact-Finding Exercise on three watchdog agencies. These are:

- ❑ Bureau of Anti-Corruption (BAC),
- ❑ Comptroller & Auditor General office (C & AG), and
- ❑ Public Accounts Committee (PAC).

The main Fact-Finding Exercise on BAC, C & AG office and PAC have been completed. The final reports on BAC and C & AG have been prepared. An interview schedule has been prepared for the members of PAC. We interviewed seven out of fifteen members of the PAC. We expect that we would be able to complete the report on PAC by the next quarter (April-June, 2001). (See Chapter Two)

### 1.3 Committees of Concerned Citizens:

The various stages in the formation of the CCCs have been worked out. The first stage was to identify the locations, and in this context we have developed some criteria to identify the locations. Based on these criteria, we have selected six locations in greater Mymensingh district. The areas are:

- (i.) Mymensingh sadar thana,
- (ii) Muktagacha of Mymensingh district,
- (iii) Madhupur of Tangail district,
- (iv) Jamalpur sadar thana,
- (v) Nalitabari of Sherpur district and
- (vi) Kishoreganj sadar thana.

The second stage was the identification of individuals to form the CCCs and in this context we have developed the criteria and process of selection. We have also prepared the format for making the area topography and individual biography. The NIP team has visited all of the selected sites of NIP. The third stage was the formation of CCCs. After the formation, the CCC members undergo an induction session to provide them with basic understanding of governance issues as they affect Bangladesh. The last stage was that of CCCs initiating their activity. The NIP team has completed first and second stage in three of the selected sites of NIP. The third stage has been completed in Mymensingh sadar thana,

Muktagacha and Jamalpur sadar thana. NIP team is working on the third stages in other three areas, that is, the formation of CCCs. The third stage in other areas would be completed by the next quarter (April-June, 2001). The CCC members of Mymensingh and Muktagacha have started their activities. The CCC of Jamalpur sadar thana will start their activities by the next quarter (April-June, 2001). (See Chapter Three)

#### **1.4 Advice And Information Center:**

The third component of the establishment of an Advice and Information Center (AIC) is closely related to the setting up of CCCs. The latest information regarding the extent, nature and location of corruption in Bangladesh will flow into this central clearing-house from the CCCs. The proposed AIC under NIP would be housed at either the TIB office in Dhaka or at a regional location.

The NIP team has under taken the following activities in order to establish the proposed AIC:

1. News scan database;
2. Report card on primary education;
3. Report card on health; and
4. Information gathering and dissemination on “How to get services from public service delivery institutions”.
5. Research on “Corruption in recruitment in public offices in Mymensingh”
6. Research on “Budgetary allocation and corruption in different public works”
7. Survey on “Public officials perception on local public institutions in terms of their transparency, integrity and accountability through cross-check of opinions of different institutions”
8. Report card Survey on “The textbook crisis of the secondary school students”

(See Chapter Four)

#### **1.5 National Integrity Workshops:**

The fourth component of the NIP is the holding of national integrity workshops. Based on the experience of the first three components, the fourth component will be executed. The NIP team decided to conduct a number of workshops on the following areas:

1. Manual on Committees of Concerned Citizens
2. Report card on primary education
3. Report card on health
4. News Scan Database
5. The report on Bureau of Anti-Corruption
6. The report on Comptroller and Auditor General office
7. The report on Public Accounts Committee
8. The Role of Civil Society in Curbing Corruption and Improve Governance
9. Report card methodology – an advocacy tool in curbing corruption, improving transparency and accountability (See Chapter Five)

## CHAPTER TWO

### FACT-FINDING EXERCISE

#### 2.1 Introduction:

The NIP team is conducting the proposed Fact-Finding Exercise on three watchdog agencies. The watchdog agencies are:

- ❑ Bureau of Anti-Corruption (BAC),
- ❑ Comptroller and Auditor General Office (C & AG), and
- ❑ Public Accounts Committee (PAC).

The main objective of the proposed Fact-Finding Exercise is to find out the role of watchdog agencies in curbing corruption and their limitations.

#### 2.2 Bureau of Anti-Corruption:

The Fact-Finding Exercise on BAC has been completed. A group discussion on the report was held in January 2001. The participants suggested minor changes to further improve incorporated at the moment. The report will be finalized in the next quarter (April-June 2001). A brief outline of the report has been given below:

- ❑ **Objectives of Research:**

The objectives of this research are as follows:

- i) Review of the Bureau's public dealings and image
- ii) Analysis of the Bureau's structure
- iii) Review of overall programs of the Bureau
- iv) Analysis of the Bureau's role in checking corruption

- ❑ **Research Methodology:**

Two main sources have been relied upon for conducting research on the activities of the Bureau of Anti Corruption. These are:

- ❑ Primary source.
- ❑ Secondary source.
- ❑ As primary source, discussions through a participatory method were held with officials working at different levels of the Bureau of Anti Corruption.
- ❑ Different books, essays and articles on the Bureau of Anti Corruption, information supplied by the Bureau, magazines, periodicals and relevant books of law were used as secondary sources.

#### **List of contents of the report on BAC:**

The following table shows the list of contents of the report on BAC:



Contents

*Investigative Report*

*ON*

*Bureau of Anti Corruption*

*Prime Minister's office*

*2001*



*Transparency International  
Bangladesh*

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**2.0 Introduction**

2.1 Objective of Research

2.2 Research Methodology

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6.1.1 Receiving complaints

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11.8 Opinion of DAB officials

11.9 Some general comments

**12.3 Recommendations**

**13 Annexes**

**14.0 Bibliographical References**

□ **Summary**

The Bureau of Anti - Corruption was established to check corruption among people of different segments of society and those working in government establishments.

The sanctioned manpower of the Bureau is 1271. Of them, the Bureau is implementing its programs with manpower of 956 working in all the divisions and districts of Bangladesh. Presently, the institutional assignments of the Bureau are under the control of Prime Minister's Office.

The principal responsibility of the Bureau is to check corruption through inquiry and investigation into complaints lodged against corruption committed by government officials, employees and people belonging to different segments of society. But not all complaints fall under the purview of the Bureau's jurisdiction. Only those offences that are included in the schedule of prescribed law come under the Bureau's purview.

An inordinate time is spent on preliminary inquiry about corruption and subsequent follow-up investigation. Delays are also observed in sanctioning permission for filing cases by the higher authority.

The Bureau of Anti Corruption is conducting its affairs by adhering to old methods, techniques and tools. There is almost no touch of modernity in its work.

People are fearful of the Bureau since its programs of the Bureau are of a sensitive and special nature. The programs are conducted in a secretive manner, which is being questioned by people. Therefore, the secretive manner with which the programs are conducted needs to be changed and aligned with current reality.

**2.3 Comptroller and Auditor General Office:**

The Fact-Finding Exercise on C & AG's office has been completed. A brief outline of the report has been given below:

The objectives of this research are as follows:

- (i) to examine official documents as made available to TIB;
- (ii) to examine the organizational structure of C & AG's office;
- (iii) to examine the functional activities of C & AG's office personnel;
- (iv) to examine the role of C & AG's office in curbing corruption; and
- (v) to identify the limitations of C & AG's office.

**List of contents of the report on C & AG office:**

The following table shows the list of contents of the report on C & AG's office



<p style="text-align: center;"><b>Investigative Report</b></p> <p style="text-align: center;"><b>ON</b></p> <p style="text-align: center;"><b>Comptroller &amp; Auditor General Office</b></p> <p style="text-align: center;"><b>2001</b></p> <div style="text-align: center;">  </div> <p style="text-align: center;"><b>Transparency International Bangladesh</b></p>	<p>Contents</p> <p><b>1.0 Summary</b></p> <p><b>2.0 Introduction</b></p> <p>2.1 Research Objectives</p> <p>2.2 Research Methodology</p> <p><b>3. Introduction of Office</b></p> <p>3.1 C&amp;AG's Office</p> <p>3.2 Audit Directorate</p> <p>3.3 Accounts Office</p> <p>3.3.1 CGA's Office</p> <p>3.3.2 CGDF's Office</p> <p>3.3 ADG's (Finance) Railway</p> <p>3.4 Organogram of C &amp; AG Office</p> <p>3.5 Appointment of Officials of C &amp; AG Office</p> <p>3.6 Manpower</p> <p>3.7 Training System</p> <p><b>4. Legal Responsibilities of C &amp; AG</b></p> <p>4.1 Constitution and Rules of Business</p> <p>4.2 Tenure of C &amp; AG</p> <p><b>5. Main Functions</b></p> <p>5.1 Accounting Activities</p> <p>5.1.1 Financial Accounts</p> <p>5.1.2 Appropriation Accounts</p> <p>5.2 Audit Activities</p> <p>5.2.1 Audit Definition</p> <p>5.2.2 Audit Objectives</p> <p>5.2.3 Kinds of Audit</p> <p>5.2.4 Matters under Audit</p>	<p>5.2.5 Audit principles</p> <p>5.2.5.1 Audit Plans and Programs</p> <p>5.2.5.2 Audit Team</p> <p>5.2.5.3. Audit Procedure</p> <p>5.2.5.4 Audit Processing Result</p> <p>5.2.5.5 Submission of Audit Report</p> <p>5.2.5.6 Chart – Audit Activities</p> <p>5.3 Duration of Audit</p> <p>5.4 Dual Responsibilities: Audit and Accounts</p> <p><b>6. Public Accounts Committee and C &amp; AG Office</b></p> <p><b>7. Reform Activities of C &amp; AG's Office</b></p> <p>8.1 STAG Project</p> <p>8.2 RIGA Project</p> <p>8.3 RIBEC Project</p> <p><b>9. Audit conducted by the C &amp; AG's Office</b></p> <p>9.1 Special audit</p> <p>9.2 Performance Audit</p> <p><b>10.0 Case Study</b></p> <p>10.1 Case Study: Special Audit</p> <p>10.2 Case Study: Regularity Audit</p> <p><b>11.0 Problems and Hindrances</b></p> <p><b>12.0 Recommendations</b></p> <p><b>13.0 Conclusion</b></p> <p><b>14.0 Annexes</b></p> <p><b>15.0 Bibliography</b></p>
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**2.4 Public Accounts Committee (PAC):**

The Fact-Finding Exercise on the Public Accounts Committee is in process. The main objectives of the Fact-Finding Exercise on the Public Accounts Committee are as follows:

- (i) examine how the PAC scrutinizes audit report,
- (ii) examine how it plays the role to achieve national integrity to assure accountability and to curb corruption,
- (iii) how PAC is constituted, its terms of reference and the limitations of the office. We interviewed seven out of fifteen members of the PAC.

The NIP team has completed most of the Fact-Finding Exercise on PAC. The following table shows the list of completed activities under the Fact-Finding Exercise on PAC and activities targeted to be completed next quarter (April-June, 2001).

**Fact-Finding Exercise on PAC:**

Stages	Activities	Completed during 1 <sup>st</sup> quarter to 4 <sup>th</sup> quarter, 2000	Completed in the 1 <sup>st</sup> quarter, 2001	Target in the 2 <sup>nd</sup> quarter, 2001
1	Literature review	*		
2	Identification of the objectives	*		
3	Development of data collection instruments	*		
4	Data collection	*		
5	Data analysis	*		
6	Interpretation	*		
7	Prepare the first draft report	*		
8	Prepare the second draft report	*		
9	Arrange a group discussion		*	
10	Prepare the third draft report			*
11	Arrange a seminar			*
12	Finalize the report			*

**2.5 Summary of the progress in the First quarter, 2001:**

In the first quarter of 2001, the NIP team suggested that certain information on BAC and C & AG should be included in the reports. The team is involved in the process of gathering the information on two watchdog agencies. In the fifth quarter, the NIP team interviewed two another members of the PAC. The NIP team has prepared the second draft report on PAC.

**2.6 Problems, Constraint and Experiences:**

**Bureau of Anti-Corruption:**

The NIP team did not get enough information on BAC due the following reasons:

-  Official Secret Act;
-  Lack of up - to - date statistics; and
-  Lack of research reports and publications

**Comptroller and Auditor General's office:**

The NIP team faced the following problems in conducting the Fact-Finding Exercise on C & AG's office:

- Lack of co-operation from officials;
- Conflict between the officials of audit and accounts; and
- Lack of statistics

**Public Accounts Committee:**

The NIP team faces the following problem in conducting the Fact-Finding Exercise on PAC:

- It was difficult to get appointment with PAC members owing to their tight schedule. We could make appointments with seven out of fifteen members of PAC.

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## CHAPTER THREE

### COMMITTEES OF CONCERNED CITIZENS

#### 3.1 Introduction:

The main objectives of the formation of the Committees of Concerned Citizens are to create local groups who will serve as local lobbying groups seeking to curb corruption, instigate reform and promote integrity in public service delivery systems.

The NIP team has identified the stages of the formation of CCCs. The stages are: firstly the identification of the geographical locations. Secondly, the selection of individuals for the CCCs. Thirdly, the formation of CCCs. Fourthly, initiation of CCC activity. The NIP team has completed the first and second stage in three of the selected sites of NIP. The third stage has been completed in Mymensingh sadar thana, Muktagacha and Jamalpur sadar thana. NIP team is working on the third stages in other three areas, that is, the formation of CCCs. The third stage in other areas would be completed by the next quarter (April-June, 2001). The CCC members of Mymensingh and Muktagacha have started their activities. The CCC of Jamalpur sadar thana will start their activities by the second quarter of 2001(April-June).

#### 3.2 Committees of Concerned Citizens in Mymensingh sadar thana:

The CCC in Mymensingh has started its activities. A number of issue-based sub-committees have been formed. These are as follows:

- A. Monitoring of “Report Card on Primary Education and Health”
- B. Advocacy of “Primary Education and Health Report Cards”
- C. Information gathering and dissemination on “How to get services from Public Service Delivery Institutions”
- D. Research on “Corruption in recruitment in public offices in Mymensingh”
- E. Research on “Budgetary allocation and corruption in different public works”
- F. Survey on “Public officials perception on local public institutions in terms of their transparency, integrity and accountability through cross-check of opinions of different institutions”
- G. Report card on electoral transparency.
- H. Mobile theatre, a way to make people aware of corruption.

The following table shows the summary of the ongoing activities of Mymensingh Sadar CCC:

SL	Types of Activities	Planning	Data collections	Data tabulations	Report preparation	Advocacy/Disseminations
01.	Report card on primary education	*	*	*	*	
02.	Report card on health	*	*	*		
03.	Research on “Corruption in recruitment in public offices”	*				
04.	Research on “Budgetary allocation and corruption in different public works”	*				
05.	Survey on Public officials perception on the local public institutions in terms of their transparency, integrity and accountability”	*				
06.	Information gathering on “How to get services from Public Service Delivery Institutions”	*				
07.	Report card on electoral transparency.	*				
08.	Mobile theatre, a way to make people aware of corruption.	*				

### 3.3 Committees of Concerned Citizens in Muktagacha of Mymensingh:

The NIP team formed the CCC in Muktagacha of Mymensingh. The CCC manual has been presented to the CCC members. The induction of the CCC members of Muktagacha was held in Mymensingh CCC office in January, 2001. The memorandum of understanding (MOU) has been signed between the members of CCC and TIB. The Muktagacha CCC has formed a subcommittee to involve students at the anti-corruption movement in Muktagacha. They are also in the process of making a report card on “Electoral Transparency” in the forthcoming general elections. The following table shows the MOU:

Transparency International Bangladesh  
&  
Committee of Concerned Citizens (CCC), Muktagacha



Memorandum of Understanding (MoU)

Responsibilities of the TIB:	Responsibilities of the CCC:
<ol style="list-style-type: none"> <li>1. Transparency International Bangladesh-TIB would lend its name for this organization. Thus the name of this organization will stand as Committee of Concerned Citizens, Mymensingh sadar, Transparency International Bangladesh.</li> <li>2. TIB's mission is to curb corruption and improve governance in the public and private sector through greater accountability, transparency and participation in order to achieve sustainable economic development. TIB would help the CCC in getting effective direction to work for the achievement of the above goals and objectives.</li> <li>3. TIB will select the members for CCC on the basis of specific criteria and form a committee.</li> <li>4. TIB would help CCC by providing possible trainings and education materials/curriculum for its (CCC) members, activists and volunteers if and when needed.</li> <li>5. TIB would provide the necessary advocacy tools for launching its (CCC) activities.</li> <li>6. For launching CCC's activities TIB would provide the following technical inputs:             <ol style="list-style-type: none"> <li>a. Office room</li> <li>b. Necessary office equipments</li> <li>c. Appointment of an Office Secretary</li> </ol> </li> <li>7. The office secretary will be accountable to TIB for his/her job.</li> <li>8. After formation of the Committee TIB would continue to provide (up to a fixed period) any assistance to CCC.</li> <li>9. a) TIB can request any committee to cancel the membership of a member after justifying that the member has not performed along the set criteria.</li> </ol> <p>b) TIB can terminate its relationship with any CCC if its (CCC) activities are not satisfactory as per the MoU and the Mission and Vision of TIB.</p>	<ol style="list-style-type: none"> <li>1. Transparency International Bangladesh-TIB would lend its name for this organization. Thus the name of this organization will stand as Committee of Concerned Citizens, Mymensingh sadar, Transparency International Bangladesh.</li> <li>2. TIB's mission is to curb corruption and improve governance in the public and private sector through greater accountability, transparency and participation in order to achieve sustainable economic development. CCC should support these goals and objectives and devotes itself to achievement of these goals and objectives.</li> <li>3. Members of CCC would work as volunteers; no financial support will be admissible for them.</li> <li>4. CCC will not investigate/justify/explore any individual case of corruption, transparency or accountability rather it will work to curb systemic corruption for the establishment of good governance and accountability according to the mandate of Transparency International-TI.</li> <li>5. No member of CCC will be involved with such activities that undermine TI's &amp; TIB's Mission &amp; Vision.</li> <li>6. TIB and CCC will prepare a mutually agreed Plan of Action (PoA) and CCC is expected to work according to the Plan of Action.</li> <li>7. None of CCC members will directly be involved in party politics at a supreme status for ensuring its political neutrality.</li> </ol>

**3.4 Committees of Concerned Citizens in Madhupur of Tangail:**

The NIP team is working to form the CCCs in this area. The lists of activities are given below with a quarterly breakdown:

SL	Process of selecting individuals	Completed in the first year, 2000	Completed in the first quarter, 2001	Target in the second quarter, 2001
01	Prepare a list of well-known people in the selected areas.	*		
02	Collect addresses of the well-known contact group.	*		
03	Contact the listed persons over phone or by mail/courier.	*		
04	Make appointments with the listed persons.	*		
05	Visit the selected areas.	*		
06	Talk to the listed persons	*		
07	Collect names of possible CCC members in the area.	*		
08	Talk to the listed probable concerned persons.	*		
09	Draw a human topography of individuals according to the format.		*	
10	Draw area topography according to the format.		*	
11	Assess the information		*	
12	Make a list of 'fit' and 'unfit' persons through gradation		*	
13	Prepare the report.			*
14	Prepare the orientation manual			*
15	Identify suitable facilitator			*
16	Organize orientation sessions			*

**3.5 Committees of Concerned Citizens in Jamalpur Sadar Thana:**

CCC in Jamalpur was formed in the first quarter of 2001. The NIP team has met with a number of individuals subsequently formed the CCC in Jamalpur. The CCC manual has been presented to the CCC members. The induction of the CCC members of Jamalpur was held in Jamalpur in March, 2001. The memorandum of understanding (MOU) has been signed between the members of CCC and TIB.

The Jamalpur CCC will start their activities by next quarter, of 2001. The following table shows the list of CCC members in Jamalpur.

**List of CCC members in Jamalpur Sadar Upazilla**

Sl. No.	Name	Profession	Age	Position
01.	Md. Shahnewaj	Former MP, Social Worker, Citizens' Rights Activist	55	Convenor
02.	Professor AYM Ekramudaula	Former Principal of Ashek Mahmood College & Jamalpur Govt. Womens' College	60	Member
03.	M. Azizur Rahman	Retd. Govt. Official, Former Librarian, Ashek Mahmood College, Jamalpur	60	Member
04.	A A K Mahmudul Hasan	Journalist, Correspondent, BSS	61	Member
05.	Prof. Shahiudur Rahman Khan	Former Principal, Ashek Mahmood College, Jamalpur	58	Member
06.	Mukhlesur Rahman Ansari	Advocate, Business Person	57	Member
07.	Advocate Nazrul Islam (Dulu)	Lawyer Political Activist, Convenor, Gano Forum	53	Member
08.	Advocate H. R. Zahid Anwar	Lawyer	55	Member
09.	Mr. Sukumer Chowdhury	Political Activist (AL), Social Worker	52	Member
10.	Advocate Anwar Hossain	Lawyer, Youth Activist	35	Member
11.	Advocate Rawshan Ara Arzoo (Marina)	Lawyer	45	Member
12.	Advocate Shamim Ara	Lawyer, Women Rights Activist, NGO Activist	45	Member
13.	Tanzina Khanam Shikha	Women Activist, Gen. Secy., Bangladesh Mahila Parishad	28	Member
14.	Mustafa Manju	Journalist, Correspondent, The Daily <i>Prathom</i> <i>Alo</i>	37	Member

**Sex structure of Jamalpur CCC:**

Jamalpur CCC constitutes of 79 per cent male and 21 per cent female members.. The following table shows the sex structure of Jamalpur CCC members:

Sex	Frequency	Percentage
Male	11	79.00
Female	3	21.00
Total	16	100.00

**Age structure of the CCC members in Jamalpur:**

43% members of Jamalpur CCC belong to the age group 50-59, 21% belong to the age group 60-69, 28% belong to the age group 30-49 and another 14% belong to the group 21 - 29. The following table shows the age structure of the members of Jamalpur CCC:

Age group	Frequency	Percentage
21 - 29	1	7.14
30 – 39	2	14.28
40-49	2	14.28
50-59	6	42.86
60-69	3	21.42
Total	14	100.00

**Profession of Jamalpur CCC members:**

43% of the total members in Jamalpur are lawyers, 43% are journalists, professors and women and social activists. The following table shows the professions of CCC members in Jamalpur:

Profession	Frequency	Percentage
Lawyers	6	42.86
Journalists	2	14.28
Professors	2	14.28
Women and social activists	2	14.28
Political activist	1	7.14
Total	14	100.00

**3.6 Committees of Concerned Citizens in Nalitabari of Sherpur district:**

The NIP team has completed most of the activities to form the CCC in Nalitabari thana of Sherpur district. The list of activities are given below with a quarterly breakdown:

SL	Process of selecting individuals	Completed in the first year, 2000	Completed in the first quarter, 2001	Target in the second quarter, 2001
01	Prepare a list of well-known people in the selected areas.	*		
02	Collect addresses of the well-known contact group.	*		
03	Contact the listed persons over phone or by mail/courier.	*		
04	Make appointments with the listed persons.	*		
05	Visit the selected areas.	*		
06	Talk to the listed persons	*		
07	Collect names of possible CCC members in the area.	*		
08	Talk to the possible CCC members		*	
09	Draw a human topography of individuals according to the format.		*	
10	Draw an area topography according to the format.		*	
11	Assess the information		*	
12	Make a list of 'fit' and 'unfit' persons through gradation		*	
13	Prepare the report.		*	
14	Prepare the orientation manual			*
15	Identify suitable facilitator			*
16	Organize orientation sessions			*

### 3.7 Committees of Concerned Citizens in Kishoreganj sadar thana:

The NIP team has completed most of the activities to form the CCC in Kishoreganj sadar thana. The lists of activities are given below with a quarterly breakdown:

SL	Process of selecting individuals	Completed in the first year, 2000	Completed in the first quarter, 2001	Target in the second quarter, 2001
01	Prepare a list of well-known people in the selected areas.	*		
02	Collect addresses of the well-known contact group.	*		
03	Contact the listed persons over phone or by mail/courier.	*		
04	Make appointments with the listed persons.	*		
05	Visit the selected areas.	*		
06	Talk to the listed persons.	*		
07	Collect names of possible CCC members.	*		
08	Talk to the possible CCC members.	*		
09	Draw a human topography of individuals according to the format.		*	
10	Draw area topography according to the format.		*	
11	Assess the information.		*	
12	Make a list of 'fit' and 'unfit' persons through gradation.		*	
13	Prepare the report.		*	
14	Prepare the orientation manual.			*
15	Identify suitable facilitator.			*
16	Organize orientation sessions.			*

**3.8 Problems, Constraint and Experiences:**

In the first quarter (January –March, 2001), we have achieved significant progress in the formation of the Committees of Concerned Citizens in the six selected sites of National Integrity Program. We experienced some unexpected political crisis. As a result of the political crisis, a number of targeted activities, could not be achieved.

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## CHAPTER FOUR

### ADVICE AND INFORMATION CENTER

#### 4.1 Introduction:

The third component of NIP is the establishment of an Advice and Information Center (AIC), which is closely related to the setting up of CCCs. The latest information regarding the extent, nature and location of corruption in Bangladesh will flow into this central clearing-house from the CCCs. The proposed AIC under NIP would be housed at either the TIB office in Dhaka or at a regional location.

The AIC under the project will compile and manage information from the CCCs throughout the country as well as obtain data from other sources such as newspapers and research. The AIC will also supervise replication of the corruption surveys at specified time intervals continue to follow-up on national progress in the fight against corruption.

The AIC will also administer the task of disseminating information and advice to the public via quarterly newsletters, reports, academic papers, press releases and press conferences. The AIC will also co - ordinate the findings of the ‘report cards’ generated by the CCCs across geographic regions in order to foster competition for integrity throughout the country. It will collect information about the ‘islands of integrity’, which have been formed and then report those through appropriate media.

Other long-term objectives of the AIC would be to develop creative ways to compile and analyze data, such as formulating a vulnerability index that measures the effect of corruption on different demographic groups. It would assist in publishing a corruption almanac that lists data in tables and charts, which can be used to make comparisons across the country and among nations.

The NIP team has taken the following activities to establish AIC;

1. News Scan Database;
2. Report Card on Primary Education;
3. Report Card on Health; and
4. Information gathering and dissemination on “How to get services from public service delivery institutions”.
5. Research on “Corruption in recruitment in public offices in Mymensingh”
6. Research on “Budgetary allocation and corruption in different public works”
8. Survey on “Public officials perception on local public institutions in terms of their transparency, integrity and accountability through cross-check of opinions of different institutions”
9. Report card survey on the crisis of secondary book.

#### 4.2 News scan database:

A database on corruption news reported in the national and local dailies has been established for the proposed AIC. There are several steps in the study. Samples are collected from published stories in sixteen widely used national and five local dailies. The NIP team is using a data capture form. Data Capture form is the input sheet for data analysis. Various cross checking methods are put in place to ensure reliability of these samples. Then follows the justification procedure by random selection of some stories. This corroboration procedure is necessary to ensure validity of these samples in the Database. The objectives of the News Scan Database are:

- (i) Identify the most corrupt government institution(s)
- (ii) Identify the most corrupt level of official of the government
- (iii) Identify the area where incidence of corruption is highest and lowest
- (iv) Identify the victims and the effects of corruption;
- (v) Measure monetary losses due to corruption
- (vi) Encourage newspapers to play a vital role in curbing corruption
- (vii) Raise awareness among general people and concerned groups about the extensiveness of corruption
- (viii) Draw attention of the policy makers on this issue
- (ix) Play a strong role in eliminating corruption and improving accountability and transparency in the public service delivery system

#### 4.1.1 Methodology:

This study has several steps.

##### 4.1.1(a) Name of the newspapers:

In this study the total number of newspapers scanned is twenty-one. Out of twenty-one, sixteen newspapers are national and the remaining five are local. Sixteen of them are Bengali and the other five are English. The dailies are *The Daily Star*, *The Daily Ittefaq*, *The Daily Janakantha*, *The Daily Jugantor*, *The Daily Prothom Alo*, *The Daily Observer*, *The Daily Bhorer Kagoj*, *The Daily Financial Express*, *The Daily Sangbad*, *The Daily Inquilab*, *The Daily Independent*, *The Daily Banglabazar*, *The Daily Muktakantha*, *The Daily Manabjamin*, *The Daily Matribhumi*, and *The Daily Arthanithi*, the local news papers are *The Daily Azadhi (Chittagong)*, *The Daily Karotoa (Bogra)*, *The Daily Azker Barta (Barishal)* and *The Daily Jahan (Mymensingh)*.

##### 4.1.1 (b) Reading and Selecting the Stories:

Reports on corruption are first identified according to a given definition. The reports are then cut and stored in separate boxed categorized according to different sectors. For example, all paper cuttings related to police are stored in one box.

#### **4.1.1 (c) Questionnaires:**

A structured questionnaire known as *Data Capture Form* is used to capture data or information. The form consists of the following:

- Name of the newspaper
- Publication date and reporter's name
- Types of corruption
- Name of the organization
- Geographical location
- Types of actor
- Levels of actor
- Types of transactions
- Victims and effects of the corruption
- Amount loss
- Time of occurrence and action taken.

All the information is collecting through the data capture form

#### **4.1.1 (d) Cross Checking:**

Scope of overlapping of the same news is eliminated through a given process. Before capturing the data, all the newspaper cuttings on a specific case are gathered. Information however is taken from the paper cuttings, which contain the most information. The names of the other newspapers containing the same news are also noted in the data capture form as additional newspapers information along with publication dates and reporters, names.

#### **4.1.1 (e) Computerization of Data:**

The soft version of data capture form is available on the computer. This has been developed using a computer program. Data is t entered from the manual data capture forms to the soft version of data capture form.

#### **4.1.1 (f) Analysis of Data:**

The data is analyzed using Microsoft Access and SQL.

#### **4.1.2. Study Period:**

Each study period is for six months rimming from January to June and July to December 2000.

#### **4.1.3 Sectors Included:**

In this study we examine the irregularities of 96 departments/directorates/sectors. These areas are selected based on news coverage.



#### 4.1.5 Summary of the progress of News scan database:

The list of activities is given below with quarterly breakdown:

<i>SL</i>	<i>List of activities</i>	<i>Completed in the first year, 2000</i>	<i>Completed in the first quarter, 2001</i>	<i>Target in the second quarter, 2001</i>
01.	Development of data collection instrument	*		
02.	Selection of the corruption stories	*	Continued	To be Continued
03.	Computerization of data	*	Continued	To be Continued
04.	Compilation of data	*	Continued	To be Continued
05.	Analysis of the data	*	Continued	To be Continued
06.	Report preparation	*	Continued	To be Continued
07.	Dissemination of the findings	*		To be Continued

#### 4.2 Report card:

Public Affairs Centre carried out ‘Report Cards’ assessment in several cities and sectors of public service (in India) and TIB has demonstrated the potency of this mechanism to create national level benchmarks. These efforts, designed and conducted in collaboration with committed local stakeholders, have led to many creative innovations and partnerships. Experiences with Report Cards, both national and international, have amply demonstrated its potential to effectively demand more public accountability and also in providing a credible database to facilitate proactive civil society responses.

TIB is committed to improving the standard of education and to curb corruption from the education sector and has therefore decided to produce a number of report cards on education sector mainly at primary school level. The report cards will be used as a catalyst for local officials to make changes where necessary in the manner services are delivered. TIB will establish a number of Committees of Concerned Citizens (CCC) in selected sites of Bangladesh. In these areas, the CCCs will use the report cards as an advocacy tool. NIP team has decided to produce another report card on health. NIP team conducted a report card survey on the crisis of secondary books. The result of the survey was released on 22<sup>nd</sup> March, 2001.

##### 4.2.1 Report card on primary education:

The broad goal for producing report card on education sector is to “promote integrity and curb corruption in the education sector of selected sites of Bangladesh through grass root level participation.” The specific objectives of report card on education sector are to:

- ❑ Generate student feedback on the degree of satisfaction with the services provided by primary school authorities.
- ❑ Generate parent feedback on the degree of satisfaction with the services provided by primary school authorities.
- ❑ Generate teacher feedback on the degree of satisfaction with the services provided by Upazilla education offices.
- ❑ Provide an instrument to assess and highlight dimensions of the services provided by primary school authorities.
- ❑ Catalyze citizens groups into collective action to demand higher quality of education and services, more responsive and reliable services by primary school authorities.
- ❑ Serve as a diagnostic tool for the authorities to identify problem spots or deficient areas that need attention within primary school authorities.
- ❑ Encourage the school authorities to initiate students' friendly practices and policies, internal performance measures, and increased transparency in operations.
- ❑ Find out the nature and extent of corruption in primary school.

**4.2.1 (a) Area:**

TIB will produce report cards in six CCC areas and two control areas. The six CCC areas and two control areas have been selected based on a number of criteria. The CCC areas are:

- ❑ Madhupur of Tangail
- ❑ Mymensingh sadar thana
- ❑ Muktagacha of Mymensingh
- ❑ Jamalpur sadar thana
- ❑ Nalitabari of Sherpur
- ❑ Kishoreganj sadar thana

The control areas are:

- ❑ Gouripur of Mymensingh
- ❑ Sarishabari of Jamalpur

**4.2.1 (b) Why control areas:**

There will be no activities of Committees of Concerned Citizens in control areas. The main objective for producing report cards in control areas is to evaluate the activities of the CCCs. These report cards can serve as indicators of the level of impact created by CCCs on service delivery over a given period time.

**4.2.1 (c) Methodology:**

The report card on primary education is being prepared by using sample survey. Multi-stage stratified random sampling techniques have been used for selecting samples. Three types of structured interview

schedule will be developed for data collection. The report card will be produced for eight of the selected areas. The survey has been focused on three service recipients. They are: students, their parents and teachers of primary schools. The following table shows the list of ongoing activities of the report card on “Primary Education”.

SL.	List of activities	Primary education		
		Completed in the first year, 2000	Completed in the first quarter, 2001	Target in the second quarter, 2001
01.	Development of data collection instrument	*		
02.	Make a start of data collection	*		
03.	Complete the data collection	*		
04.	Analysis of data collection		*	
05.	Report card preparation		*	
06.	Dissemination of the report card			*

#### 4.2.2 Report card on health

##### 4.2.2 (a) Goals and Objectives:

The broad goal of producing report card on health sector is to **“promote integrity and curb corruption in the health sector in selected sites of Bangladesh through the participation of recipients of health services.”** The specific objectives of report card on the health sector are to:

- ❑ Generate citizens’ feedback on the degree of satisfaction with the services provided by thana/district health complex
- ❑ Provide an instrument to assess and highlight dimensions of the services provided by health services providers.
- ❑ Catalyze citizens groups into collective action to demand higher quality treatment and services, more responsive and reliable services by health complexes located in the selected sites of Bangladesh.
- ❑ Serve as a diagnostic tool for the authorities to identify problem spots or deficient areas that need attention within the medical authorities.
- ❑ Encourage the medical authorities to initiate patient friendly practices and policies, internal performance measures, and increased transparency in operations.
- ❑ Find out the nature and extent of corruption in health sector.

**4.2.2 (b) Area selection:**

TIB will produce report cards in six CCCs areas and two control areas. The six CCCs areas and control areas have been selected based on a number of criteria. The CCCs areas are:

- ❑ Madhupur of Tangail
- ❑ Mymensingh sadar thana
- ❑ Muktagacha of Mymensingh
- ❑ Jamalpur sadar thana
- ❑ Nalitabari of Sherpur
- ❑ Kishorganj sadar thana

The control areas are:

- ❑ Gouripur of Mymensingh
- ❑ Sarishabari of Jamalpur

**4.2.2 (c) Methodology:**

The report card on health sector is being prepared by using sample survey. Simple random sampling techniques have been used for selecting indoor patients samples. Accidental sampling techniques have been used for outdoor patients. Two types of structured interview schedules have been developed for data collection, one for indoor patients and another for outdoor patients. The data collections have been completed. The report card will be produced for eight of the selected areas. The survey has been focused on two service recipients. They are: indoor patients and outdoor patients.

**4.2.3 Summary of the activities of report card preparation:**

The lists of activities are given below with a quarterly breakdown:

SL.	List of activities	Health		
		Completed in the first year, 2000	Completed in the first quarter, 2001	Target in the second quarter, 2001
01.	Development of data collection instrument	*		
02.	Make a start of data collection	*		
03.	Complete the data collection	*		
04.	Analysis of data collection	*	*	
05.	Report card preparation			*
06.	Dissemination of the report card			*



### **Report card survey on the crisis of secondary book:**

A current crisis in the publication of textbooks for secondary school level education is a reflection of the education sector in Bangladesh. Only one publishing house was designated the task of publishing textbooks for the secondary schools in Bangladesh. For various reasons the publishing house failed to deliver the books in due time and the deadline was extended. Due to the delay in delivering the books twenty five million schoolchildren were compelled to begin the year without the necessary textbooks. The textbooks which were available were full of errors and frustrated pupils and guardians had to pay a higher price.

TIB conducted a Report Card Survey during the months of February and March, 2001, to measure the impact of the crisis over publication and distribution of NCTB books throughout the country.

### **Objectives:**

#### **General objectives:**

The general objective of the survey was to measure overall affect of the shortage of textbooks and particularly extent and nature of lose incurred by the students and guardians of secondary schools and overall affect of the problem.

#### **Specific objectives:**

The specific objectives of the survey have been to generate student's feedback on:

- availability of books
- quality of printing of books
- quality of binding of books
- prices of books
- error of books
- financial loses
- academic loses

### **Methodology:**

The survey was conducted through random sampling of 636 meritorious students between class six to class nine and 53 headmasters of high schools in 27 thanas under 21 districts of the country. The sampling error of this survey was less than 4 % at 95 % confidence level.

## **Opinion of the headmasters**

### **Availability of new textbooks:**

All headmasters included in the survey stated that no students could buy new books on all subjects.

**Classes without new books:**

Seventy-two per cent of headmasters under survey expressed that they were taking classes with old sets of books, while another nineteen per cent said that they were taking classes without any books at all. Seventeen per cent of the headmasters surveyed were not assigned any teaching duty.

**Types of error in the new books:**

When asked 38 per cent of the headmasters surveyed said that the new books contained factual and spelling errors, while two per cent did not find such mistakes. Around 60 per cent of the headmasters surveyed said that the new books contained substantial errors.

**Examination in due time:**

Sixty-eight per cent of the teachers surveyed said examinations of secondary level were not held in time, while another 26 per cent disagreed with the view.

**Solution of the problem:**

When asked how to solve the problem, more than 22 per cent of headmasters surveyed opined that make-up classes should be taken during vacations.

**Nature of losses of the students:**

Sixty per cent of the students stated to have experienced irreparable loss owing to the failure of buying new books.

## **Opinion of the Students**

**Availability of new textbooks:**

Around 98 per cent of the students reported to have failed to buy new textbooks on all subjects. Only one per cent of the students reported that they could buy new textbooks on all subjects. According to the report card sixteen percent of the students could not buy new textbooks on any subjects. Of them, 75 per cent could not buy the textbooks owing to unavailability and another sixteen percent were refrained from the purchase of new books due higher price.

**Classes and studying without new books:**

Seventy eight per cent students stated that they were using last year's books, while another nineteen per cent reported that they were not studying.

**Student's loses:**

Ninety two per cent students disclosed that they were facing problems due to the scarcity of new books, while only six per cent stated otherwise.

**Number of visit to the shops to buy new textbooks:**

The survey revealed that students and parents generally made as many as four visits to bookshops to buy new books. Some students even reported to have made visits exceeding sixteen times.

**Notebooks along with textbooks:**

Forty nine per cent of the students alleged that they were compelled to buy notebooks along with textbooks, and each of the students had to spend Tk 34.38, on average, for purchasing notebooks.

**Financial loses of the students:**

The report card survey disclosed that each student, on an average, had to spend Tk 34.38 on notebooks, additional six taka on each board book and Tk 21.70 on conveyance. Therefore, each student enrolled in classes ranging from six to eight had to spend an additional amount of Tk 98.08 (conveyance TK 21.70, notebook cost Tk 34.38 and additional cost for seven board books of Tk 42). On the other hand, students of class nine had to spend an additional Tk 122.809, including conveyance Tk 21.70, notebook Tk 34.38 and cost of 11 books for Tk 66.

**Total Financial loses of the students:**

The report card survey revealed that students from class six to nine had to pay an additional amount of Tk 670 million (US\$ 12.41 million) due to textbook crisis.

**Results:**

TIB arranged a press conference to release its third report card on “The crisis over publication and distribution of NCTB books” on 22<sup>nd</sup> March, 2001 at Reporters Unity Club. A wide coverage of the report was given on the following day (23<sup>rd</sup> March, 2001) by all leading dailies. A number of popular newspapers made their lead stories with the findings of the report. (See the following). Editorials on corruption quoting our reports have also been published. The government has taken action against the corrupt institutions.



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## The Daily Star

DHAKA FRIDAY 23, 2001

### Transparency International Bangladesh Survey Textbook crisis to tell on education system

#### STAFF CORRESPONDENT

Most teachers and students of the secondary schools said the persistent crisis of textbooks and their sub-standard quality would adversely affect the overall educational system.

They said students of the secondary level would not be able to sit for their examinations in time this year, as they faced an ‘irrecoverable’ loss.

A survey report at a press conference in the ‘Dhaka Reporters’ Unity (DRU) auditorium yesterday revealed these observations.

Transparency International Bangladesh (TIB) conducted the survey among 53 headmasters and 636 students of 53 higher secondary schools under 27 thanas in 21 districts with a view to finding out the problems created by the textbook crisis.

The crisis has emerged as the three concerns of the BEXIMCO Group awarded the job of printing 8.5 crore textbooks by the National Curriculum Textbook (NCTB) have failed to print and distribute those books within the stipulated time which ended on November 30 last.

The survey disclosed that none of the students of the secondary level could buy all sets of new textbooks even after more than two months of the beginning of classes.

Seventy-two per cent of headmasters said they were taking classes with the old sets of books, while 19 per cent said they were taking classes without any. Seventeen per cent, however, said there was no class at their schools.

Ninety two per cent students disclosed that they were facing problems for the scarcity of new books, while only six per cent came up with a different view.

The survey revealed that only one percent of the students was able to buy all sets of new books.

About errors in the new books, 36 per cent teachers said the new ones are full of informational and spelling mistakes while only two per cent did not find such mistakes.

Sixty-eight per cent teachers said examinations of secondary level would not be held in time while 26 per cent teachers argued against this opinion. They observed that the crisis could be resolved by taking additional classes on holidays.

As the survey findings show, 77 per cent students are studying with the old sets of books while 19 per cent are yet to start their study. It also revealed that students paid additional money to buy new sets.

Addressing the conference, Prof. Muzaffar Ahmad, a member of TIB trusty board, held both the government and the BEXIMCO responsible for the crisis.

“The government should take action against the BEXIMCO,” he said.

Prof. Khan Sarwar Murshid, chairman of the trusty board of TIB and Muhammad Saidur Rahman, its research executive, were also present.

**4.3 Information gathering and dissemination on “How to get services from Public Service Delivery Institutions (PSDI)”:**

The sub-committee is now gathering information on health services in Mymensingh. The members of this committee met with the director of Mymensingh hospital for their assistance.

**4.4 Research on Corruption in recruitment in public offices:**

The CCC members of Mymensingh are trying to conduct a research on corruption in recruitment in public offices. The methodology, sampling design, sample size, and analysis plan could not be identified by the first quarter of this year (January-March, 2001). We expect to identify by the next quarter (April 2001-June, 2001).

**4.5 Research on Budgetary allocation and corruption in different public works:**

The CCC members of Mymensingh are conducting a research on “Budgetary allocation and corruption in different public works”. The CCC members in Mymensingh have identified an ongoing public works to monitor the works.

**4.6 Survey on “Public officials perception on local public institutions in terms of their transparency, integrity and accountability through cross-check of opinions of different institutions”**

The CCC members of Mymensingh are conducting a survey on “Public officials perception on local public institutions in terms of their transparency, integrity and accountability. the process takes the form of cross-checking opinions of public officials of different institutions”. The methodology, sampling design, sample size, and analysis plan could not be identified by the first quarter (January-March, 2001). We expect to identify the methodology, sampling design, sample size, and analysis plan by the next quarter.

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## CHAPTER FIVE

### National Integrity Workshops

#### 5.1.Introduction:

The fourth component of the NIP is the holding of national integrity workshops, based on the experiences of the first three components, the fourth component will be held. The NIP team decided to conduct a number of workshops on the following areas:

1. Manual on Committees of Concerned Citizens
2. Report Card on Primary education
3. Report Card on Health
4. News Scan Database
5. The Report on Bureau of Anti-Corruption
6. The Report on Comptroller and Auditor General office
7. The Report on Public Accounts Committee
8. The Role of Civil Society in Curbing Corruption and Improve Governance
9. Report Card Methodology – an advocacy tool in curbing corruption, improving transparency and accountability

#### 5.2 Completed in the first quarter, 2001:

The NIP team could not conduct any workshop in the first quarter of this year due to political instability. We expect to conduct two or more workshops in the second quarter of 2001.

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