



**REPUBLIC OF DJIBOUTI**  
Unity - Equality - Peace



**NATIONAL ANTI-CORRUPTION COMMISSION**  
الهيئة الوطنية لمكافحة الفساد

# **NATIONAL STRATEGY FOR THE FIGHT AGAINST CORRUPTION OF THE REPUBLIC OF DJIBOUTI 2020-2030**







**NATIONAL ANTI-CORRUPTION COMMISSION**

**الهيئة الوطنية لمكافحة الفساد**



Once we recognize that this vice is inherent to the human condition, it becomes our responsibility to work together to find ways to guard against it. If we do nothing to prevent, contain, or address it, the risk we face is immeasurable. Corruption can spread across all spheres of our society and turn into a deadly epidemic for our Republic.

States, republics, and empires have collapsed in the past for failing to effectively combat corruption.

**Speech by the President of the Republic, Ismail Omar Guelleh, on the occasion of the International Anti-Corruption Day, December 9, 2015.**



# Table of Contents

---

**Acronyms** p.6

---

**I. Introduction** p.7-10

---

**II. Methodology** p.11-12

---

**III. Key Success Factors for the Implementation of the National Anti-Corruption Strategy 2020–2030** p.12-13

---

**IV. Vision and Objectives of the National Anti-Corruption Strategy 2020–2030** p.14-33

1. La Vision of the national anti-corruption strategy (NACS)
2. Objectives of the national anti-corruption strategy (NACS) 2020–2030
  - *Strategic objective 1: The normative framework for combating corruption is updated and strengthened*
  - *Strategic objective 2: The institutional framework for the prevention of and fight against corruption is strengthened*
  - *Strategic objective 3: The capacities and capabilities of the national independent commission for the prevention and fight against corruption (CNIPLC) are strengthened*
  - *Strategic objective 4: Strengthening citizen engagement and active participation in the fight against corruption in Djibouti*
  - *Strategic objective 5: Strengthening the role of civil society organizations and the media in the prevention of and fight against corruption*
  - *Strategic objective 6: Strengthening the institutional capacities and technical capabilities of key anti-corruption institutions*

---

**V. Coordination, monitoring, evaluation and reporting** p.34-35

1. Coordination of the implementation of the national anti-corruption strategy (NACS)
2. Monitoring of the implementation of the national anti-corruption strategy (NACS)
3. Evaluation of the implementation of the national anti-corruption strategy (NACS)

# Acronyms

CABD : Court of Accounts and Budgetary Discipline

CNIPLC : National Independent Commission for the Prevention and Fight against Corruption

UNCAC : United Nations Convention against Corruption

GSI : General State Inspectorate

UNODC : United Nations Office on Drugs and Crime

ACU : Anti-Corruption Unit

UNDP : United Nations Development Programme

NACS : National Anti-Corruption Strategy

FIU : Financial Intelligence Unit

# I. Introduction

This document, which proposes a National Anti-Corruption Strategy (NACS) for the Republic of Djibouti, follows and is based on the findings of the Diagnostic of the normative and institutional framework for combating corruption in the Republic of Djibouti, conducted by the Consultant in February–March 2020.

This approach is consistent with best practices for the development of such strategies<sup>1</sup>. It also takes into account the recommendations of the United Nations Office on Drugs and Crime (UNODC) and the United Nations Development Programme in this area<sup>2</sup>.

It also draws inspiration from the successful experiences of many countries, including in Africa<sup>3</sup>.

Djibouti has long recognized the harmful effects of corruption on development, as it hinders economic growth, leads to political instability, negatively affects the effective delivery of goods and services to the population, and obstructs the promotion of good governance and the rule of law.

In his speeches, the President of the Republic, Ismail Omar Guelleh, has repeatedly emphasized that corruption constitutes a serious obstacle to the country's development and that it must be effectively combated in order to curb it<sup>4</sup>.

For the purpose of guiding the country's long-term development, the Republic of Djibouti has adopted a strategic framework, Vision Djibouti 2035, which aims to enable the country to continue its momentum toward achieving its ambition of “transforming our country into a regional and international economic, commercial, and financial hub that ensures the well-being of Djiboutian men and women in a peaceful, secure, and clean environment.”

[1] United Nations Office on Drugs and Crime, “Kuala Lumpur Statement on Anti-Corruption Strategies,” annex to UNODC, *United Nations Convention against Corruption – National Anti-Corruption Strategies: A Practical Guide for Development and Implementation*, New York, 2016, [https://www.unodc.org/documents/corruption/Publications/2016/16-02885\\_eBook\\_nd.pdf](https://www.unodc.org/documents/corruption/Publications/2016/16-02885_eBook_nd.pdf); Karen Hussmann (ed.), *Anti-Corruption Policy Making in Practice: What Can Be Learned for Implementing Article 5 of UNCAC*, Bergen: Chr. Michelsen Institute (U4 Report 2007:1), <https://www.cmi.no/publications/2914-anti-corruption-policy-making-in-practice>

[2] United Nations Office on Drugs and Crime, *United Nations Convention against Corruption – National Anti-Corruption Strategies: A Practical Guide for Development and Implementation*, New York, 2016, [https://www.unodc.org/documents/corruption/Publications/2016/16-02885\\_eBook\\_nd.pdf](https://www.unodc.org/documents/corruption/Publications/2016/16-02885_eBook_nd.pdf); United Nations Development Programme, *Anti-Corruption Strategies: Understanding What Works, What Doesn't and Why?*, 2017, <https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/anti-corruption/Report.html>

[3] See, for example, Muzong Kodi, “Assessment of the State of Corruption in Madagascar,” UNDP Madagascar, October 2014, [https://www.academia.edu/29372446/Evaluation\\_De\\_LEtat\\_De\\_La\\_Lutte\\_Contre\\_La\\_Corruption\\_a\\_Madagascar](https://www.academia.edu/29372446/Evaluation_De_LEtat_De_La_Lutte_Contre_La_Corruption_a_Madagascar); Republic of Madagascar, Independent Anti-Corruption Bureau, “NACS – National Anti-Corruption Strategy 2015–2025,” August 2015, <https://bianco-mg.org/wp-content/uploads/2017/03/NLCC-BOOKLET-AS.compressed.pdf>; Republic of Tunisia, National Anti-Corruption Authority, “National Strategy for Good Governance and the Fight against Corruption 2016–2020,” December 2016, [http://www.inlucc.tn/www.inlucc.tn/index.php?id=122&no\\_cache=1&L=1](http://www.inlucc.tn/www.inlucc.tn/index.php?id=122&no_cache=1&L=1); Kingdom of Morocco, National Anti-Corruption Commission, “National Anti-Corruption Strategy,” 2016, [https://www.mmsp.gov.ma/uploads/documents/Livretstrategie\\_LCC\\_fr.pdf](https://www.mmsp.gov.ma/uploads/documents/Livretstrategie_LCC_fr.pdf)

[4] See, for example, the speech by the President of the Republic, Ismail Omar Guelleh, on the occasion of the International Anti-Corruption Day, December 9, 2015, <https://www.presidence.dj/discoursuite.php?ID=11>; “Inauguration Ceremony,” May 8, 2016, <https://www.presidence.dj/discoursuite.php?ID=31>

Among the five pillars of the Vision, Good Governance features prominently, supported in particular by a strategy aimed at strengthening mechanisms for the prevention and repression of corruption in order to eliminate this obstacle to development.

This strategy is summarized as follows:

***Corruption is undoubtedly a scourge that severely undermines the development efforts of emerging countries. The State will ensure the ethical management of public resources through the implementation of national mechanisms for the prevention and repression of corruption, and will support the actions of civil society organizations operating in this field.***

***It will also make effective use of international instruments to combat financial crime and money laundering<sup>5</sup>.***

To curb the phenomenon of corruption, Djibouti has established a fairly comprehensive legal and institutional framework. However, it lacks a structure that allows for the effective and coordinated operationalization of this framework in order to overcome the scourge of corruption.

It is this gap that the present National Anti-Corruption Strategy is intended to address.

Another reason why Djibouti is striving to develop and implement the National Anti-Corruption Strategy (NACS) is its intention to fulfill its obligations as a State Party under the implementation of the United Nations Convention against Corruption.

Indeed, the UNCAC requires States Parties to take effective measures to prevent corruption (Chapter II, Articles 7 to 14), to criminalize acts of corruption and ensure effective detection and enforcement (Chapter III, Articles 15 to 42), to cooperate with other States Parties in the enforcement of anti-corruption laws (Chapter IV, Articles 43 to 50), and to provide mutual assistance in the recovery of assets derived from corruption (Chapter V, Articles 51 to 59).

a. Under Article 5, the United Nations Convention against Corrup-

(5) République de Djibouti, Vision Djibouti 2035.

- tion, States Parties are required to develop and implement effective and coordinated anti-corruption policies;
- b. to establish and promote effective practices aimed at preventing corruption; and
  - c. to periodically evaluate relevant legal instruments and administrative measures in order to determine whether they effectively prevent and combat corruption.

Moreover, under Article 6, each State Party must ensure the existence of one or more bodies, as appropriate, responsible for preventing corruption by implementing the policies referred to in Article 5 and, where necessary, by overseeing and coordinating the implementation of those policies.

Accordingly, one of the most important obligations of States Parties under the Convention, an obligation for which they are held accountable through the Implementation Review Mechanism established pursuant to Article 63<sup>1</sup>, is to ensure that their anti corruption prevention policies are effective, coordinated, and periodically evaluated.

For many countries, achieving the objective set out in Article 5 of the Convention against Corruption may involve the development, publication, and implementation of a National Anti-Corruption Strategy, in other words, a framework upon which to build a realistic, comprehensive, and integrated plan to combat corruption in the country.

That being said, as indicated in the Kuala Lumpur Statement on Anti-Corruption Strategies, the publication of a National Anti-Corruption Strategy can be an effective way for States Parties to ensure that they fulfill their obligations under Article 5.

Furthermore, Sustainable Development Goal 16 of the United Nations Sustainable Development Goals, to which Djibouti is committed and which the country is implementing, recommends, among other things, by 2030: to “significantly reduce illicit financial flows and arms trafficking, strengthen the recovery and return of stolen assets, and combat all forms of organized crime”; to “substantially reduce corruption and bribery in all their forms” (target 16.5); to “develop effective, accountable and transparent institutions at all levels” (target 16.6); and to “ensure public access to information and

protect fundamental freedoms, in accordance with national legislation and international agreements” (target 16.10).

As mentioned above, this decision is also in line with international best practices in the fight against corruption. In 2013, a meeting was held in Kuala Lumpur bringing together representatives of anti-corruption authorities from South, East, and Southeast Asia, as well as high-level experts from around the world on anti-corruption strategies.

At the conclusion of the meeting, participants adopted a set of guidelines for the development, design, and implementation of strategies to combat corruption. After reviewing the experiences of several countries, they recognized that “anti-corruption strategies can provide a comprehensive framework for the measures that States must take to combat and prevent corruption, and that they can serve as a useful tool for mobilizing and coordinating the efforts and resources of governments and other stakeholders, as well as for designing and implementing policies and monitoring their implementation<sup>6</sup>.”

Thus, with the National Anti-Corruption Strategy (NACS), Djibouti now has a comprehensive framework to guide, coordinate, and optimize the efforts undertaken by the various bodies responsible for preventing and combating this scourge, while avoiding the fragmentation of material, human, and financial resources.

It is within this framework that the United Nations Development Programme recruited an international consultant to support the Government of Djibouti in the development of a National Anti-Corruption Strategy.



(6) United Nations Office on Drugs and Crime, “Kuala Lumpur Statement on Anti-Corruption Strategies,” annex to UNODC, *United Nations Convention against Corruption – National Anti-Corruption Strategies: A Practical Guide for Development and Implementation*, 2016.

## II. Methodology

The International Consultant applied a methodology consisting of the following steps:

- At the outset of the mission, the International Consultant submitted for approval to the United Nations Development Programme and the Commission Nationale Indépendante pour la Prévention et la Lutte contre la Corruption (CNIPLC) a detailed schedule of the activities to be carried out in order to achieve the objectives set out in the mission's terms of reference.
- The Consultant reviewed all primary and secondary documentation related to governance and corruption in Djibouti in order to assess the legal and institutional framework for combating corruption, as well as the efforts made thus far to curb it. The Commission Nationale Indépendante pour la Prévention et la Lutte contre la Corruption (CNIPLC) provided him with extensive documentation, including all relevant legal texts and its own internal materials.
- The information collected enabled the Consultant to identify the issues to be discussed with all stakeholders, in particular the relevant national institutions, subject to their availability.
- The analysis of all the data thus collected enabled the Consultant to prepare a diagnostic report on the existing framework for combating corruption.
- Based on the diagnostic conducted, the Consultant proposed a ten-year anti-corruption strategy (2020–2030), aligned with the provisions of the United Nations Convention against Corruption, as well as with international best practices in both francophone and anglophone countries. The strategy thus formulated was submitted to stakeholders for review.
- The feedback and suggestions of stakeholders will be taken into account in the revised version of the ten-year strategy, which the Consultant will submit for approval to the United Nations Development Programme and the Commission Nationale Indépendante pour la Prévention et la Lutte contre la Corruption (CNIPLC).
- Based on the priorities defined in the ten-year strategy, the Consult-

ant will develop a five-year action plan (2020–2025), in line with best practices in the field. The action plan will operationalize the strategy through concrete actions, with clearly defined implementation timelines and designated responsible bodies. For each action, impact indicators and an implementation schedule will be established to ensure effective monitoring and evaluation of its execution. The initial draft of the action plan will also be submitted to stakeholders for review. The feedback and input collected will inform the development of the final version of the five-year action plan. This final version will likewise be submitted for approval to the United Nations Development Programme and the Commission Nationale Indépendante pour la Prévention et la Lutte contre la Corruption (CNIPLC).

### III. Key Success Factors for the Implementation of the National Anti-Corruption Strategy 2020–2030

It is important to highlight at the outset the key factors which, based on the experience of several countries<sup>7</sup>, determine the success of the implementation of a national anti-corruption strategy.

The following factors can be identified as crucial:

1. The existence of strong political will at the highest level of the State is essential and should be concretely reflected through strong leadership in the courageous implementation of the required reforms, including in the most sensitive sectors; sustained political support for anti-corruption bodies; and the timely provision of adequate financial, human, and material resources to these bodies.
2. A national strategy with clearly defined objectives, supported by an action plan that includes measures, targets, a timeline, and a clear allocation of implementation responsibilities.
3. The commitment and active participation of all segments of soci-

<sup>(7)</sup> See, for example, United Nations Office on Drugs and Crime, "Kuala Lumpur Statement on Anti-Corruption Strategies," annex to UNODC, United Nations Convention against Corruption – National Anti-Corruption Strategies: A Practical Guide for Development and Implementation, New York, 2016, [https://www.unodc.org/documents/corruption/Publications/2016/16-02885\\_eBook\\_nd.pdf](https://www.unodc.org/documents/corruption/Publications/2016/16-02885_eBook_nd.pdf)

- ety, including citizens, government authorities, public institutions, the private sector, and the media, in the fight against corruption.
4. An informed public aware of the harmful consequences of corruption, that reports corrupt practices, demands accountability from public officials, and exerts continuous pressure on authorities to sustain anti-corruption efforts.
  5. Anti-corruption bodies that benefit from strong political support at the highest level of the State, with competent and motivated staff, and sufficient financial and material resources to effectively carry out their mandates.
  6. Transparent and effective coordination of the implementation of the strategy, with the capacity to bring together all anti-corruption bodies and to create synergies with other public institutions, civil society, and the private sector.
  7. An inclusive implementation process that is clear and well known to the public, and that enjoys the support of all anti-corruption bodies.
  8. Clear and regular communication, in formats and languages accessible to all segments of the population, on the content and implementation of the strategy's action plan, as well as on the results of monitoring and evaluation.

# IV. Vision and Objectives of the National Anti-Corruption Strategy 2020–2030

## 1. VISION OF THE NATIONAL ANTI-CORRUPTION STRATEGY (NACS)

The vision proposed for the National Anti-Corruption Strategy 2020–2030 is as follows:

*By 2030, the Republic of Djibouti, free from corruption, will have made significant progress toward achieving Vision Djibouti 2035.*

Vision Djibouti 2035, adopted by the Republic of Djibouti, aims to enable the country to continue its momentum toward achieving its ambition of “transforming our country into a regional and international economic, commercial, and financial hub that ensures the well-being of Djiboutian men and women in a peaceful, secure, and clean environment.”

However, the country is aware of the threat that corruption and poor governance pose to the realization of this ambition. For this reason, among the five pillars of the Vision, Good Governance features prominently, supported in particular by a strategy aimed at strengthening mechanisms for the prevention and repression of corruption in order to eliminate this obstacle to development.

Aligned with the Vision Djibouti 2035 framework, the National Anti-Corruption Strategy will aim to reduce the obstacle of corruption in order to enable the country to accelerate inclusive and sustainable development for the well-being of all Djiboutians.

## 2. OBJECTIVES OF THE NATIONAL ANTI-CORRUPTION STRATEGY (NACS) 2020–2030

To achieve this vision of a Djibouti free from the scourge of corruption, it is proposed to implement strategic objectives based on the findings of the “Diagnostic of the normative and institutional framework for combating corruption in the Republic of Djibouti,” conducted by the Consultant as a

prerequisite to this strategy proposal.

These strategic objectives will be achieved through the implementation of a number of intervention pillars. Specific activities will then be defined under each of these pillars in the Five-Year Action Plan (2020–2025), which will be proposed separately.

The strategic objectives outlined below are to be implemented over a ten-year period. The Action Plan will select and prioritize the implementation of these objectives during the first five years (2020–2025) of the NACS. Priority objectives for the following five years (2025–2030) will be determined after the final evaluation of the 2020–2025 Action Plan.

### **Strategic Objective 1: The normative framework for combating corruption is updated and strengthened.**

The diagnostic conducted by the Consultant focused on the extensive legal framework available to Djibouti for the implementation of the United Nations Convention against Corruption and, consequently, for the prevention and fight against corruption.

The relevant normative framework mainly includes:

- The Penal Code and the Code of Criminal Procedure;
- Law No. 196/AN/02/4th L of December 29, 2002, on money laundering, confiscation, and international cooperation in matters related to proceeds of crime;
- Law No. 111/AN/11/6th of May 25, 2011, on terrorism and other serious offenses; and
- Law No. 3/AN/13/7th of July 16, 2013, supplementing legislative provisions relating to the prevention and the fight against corruption.

The analysis of this normative framework revealed not only strengths but also shortcomings and gaps that the National Anti-Corruption Strategy (NACS) seeks to address.

Although adopted several years prior to the United Nations Convention against Corruption, the Penal Code and the Code of Criminal Procedure contain a number of provisions covered by the Convention. For instance, the

Penal Code defines passive corruption (Article 200) and active corruption (Article 212), and provides for imprisonment and fines for these offenses. It also criminalizes offenses related to corruption, such as influence peddling (Article 201), illegal taking of interest (Article 202), destruction or misappropriation of public documents or property (Article 204), embezzlement of public funds (Article 206), obstruction of justice (Article 208), and receiving stolen goods (Articles 533 and 534).

However, obstruction of justice is only partially criminalized under Articles 200, 233, and 239 of the Penal Code, and does not include interference with witness testimony within provisions relating to the protection of experts, witnesses, and victims.

The Penal Code provides protection for judges, jurors, experts, and lawyers under Articles 200 and 233, but does not extend this protection to other categories of persons mentioned in Article 25 of the UNCAC, notably judicial officers or law enforcement personnel. As such, Commissioners and staff of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) are not protected under these provisions. Furthermore, the penalties provided under Article 233 (three years' imprisonment and a fine of 1,000,000 DJF) are not sufficiently dissuasive.

Law No. 111/AN/11/6th L on combating terrorism and other serious offenses complies with international standards and significantly strengthens the prevention of and fight against corruption. It includes five chapters dedicated to corruption and influence peddling, provides for imprisonment and fines for individuals who solicit, accept, or offer gifts or undue advantages, criminalizes corruption involving foreign public officials and officials of international organizations, and penalizes abuse of office and illicit enrichment. It also establishes sanctions for corruption in the private sector and for handling assets derived from corruption.

Law No. 112/AN/11/6th L, amending Law No. 196/AN/02/4th L of May 25, 2011, on money laundering, confiscation, and international cooperation in matters relating to proceeds of crime, provides detailed procedures for the prevention and detection of money laundering, including suspicious transaction reporting, as well as coercive measures. Unlike the Penal Code, which limits confiscation to unlawfully acquired assets belonging to the offender

(Articles 211 and 225), this law extends confiscation to all illicit assets and income belonging not only to the offender but also to close associates (Article 4-2-9). It also introduces a reversal of the burden of proof, requiring individuals accused of money laundering to demonstrate the lawful origin of assets subject to confiscation.

Law No. 3/AN/13/7th of July 16, 2013, supplementing legislative provisions on the prevention and fight against corruption, establishes the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) as the primary institution responsible for addressing corruption. It defines its mandate and composition, and outlines measures that leaders of public entities, private institutions, civil society organizations, and non-governmental organizations must adopt to prevent corruption within their respective structures. It also identifies specific measures applicable to the private sector and civil society.

However, this law presents certain shortcomings that the NACS is expected to address. For example, while it requires certain public officials to declare their assets, the sanctions for failure to comply are not sufficiently dissuasive, and the modalities for their enforcement are not clearly defined.

Moreover, the mandates of the CNIPLC and other anti-corruption bodies are not clearly delineated. Although several institutions are involved in combating corruption, the law and related regulatory texts remain vague regarding the scope of their responsibilities and their coordination mechanisms. The coordinating role assigned to the CNIPLC is not clearly defined, nor are the procedures for implementing such coordination.

It is also important to highlight the absence of two key laws within this legal framework, namely legislation on the protection of whistleblowers and informants and legislation on access to information, both of which are required under the United Nations Convention against Corruption. Djibouti does not currently have legislation protecting whistleblowers, despite their critical role in reporting suspected corruption.

The Penal Code, under Articles 200 and 233, provides protection only to judges, jurors, experts, witnesses, and lawyers. However, the UNCAC, in Articles 32, 33, and 37-4, recommends broader protection measures covering

a wider range of individuals. Experience from other countries also demonstrates the importance of establishing robust legal mechanisms to ensure effective whistleblower protection<sup>8</sup>.

With regard to access to information, Article 10 of the UNCAC requires States Parties to enhance transparency in public administration, including the adoption of procedures that enable public access to information on organizational structures, operational processes, and decision-making procedures. It also calls for the publication of information relating to corruption within public administration.

Furthermore, Article 13 emphasizes the need to promote public participation by safeguarding the freedom to seek, receive, publish, and disseminate information on corruption, and by ensuring effective public access to information.

### Strategic Pillars:

- Regional anti-corruption conventions are ratified, including the African Union Convention on Preventing and Combating Corruption (signed on November 15, 2005), the IGAD Protocol, and the Arab Convention against Corruption.
- The normative framework is updated in order to harmonize it with the United Nations Convention against Corruption and regional anti-corruption conventions (once ratified).
- The mandates and responsibilities of anti-corruption bodies, as well as the coordinating role of the CNIPLC, are clearly defined.
- Certain laws are strengthened, as recommended by the peer review of the implementation of the UNCAC.
- Missing legislation within the legal framework (notably the law on the protection of whistleblowers and informants, and the law on access to information) is adopted.
- Legal texts relating to the prevention of and fight against corruption are consolidated and codified.

(8) See, for example, the assessment of the implementation of such a law in Nigeria since 2017 in Thewill, "Opinion: The Gains of TSA and Whistle-Blowing Policy," January 7, 2020, <https://thewillnigeria.com/news/opinion-the-gains-of-tsa-and-whistle-blowing-policy/>

## Strategic Objective 2: The institutional framework for the prevention of and fight against corruption is strengthened.

The diagnostic of the institutional framework for combating corruption in Djibouti focused on the following bodies, which are considered to have the primary mandate for preventing and combating corruption in the country:

- The Court of Accounts and Budgetary Discipline (CABD);
- The General State Inspectorate (GSI);
- The Financial Intelligence Unit (FIU); and
- The National Independent Commission for the Prevention and Fight against Corruption (CNIPLC).

The Court of Accounts and Budgetary Discipline (CABD) is currently governed by Law No. 140/AN/16/7th of June 23, 2016, amending the organization of the Court of Accounts. This law has further strengthened the independence, mandate, and judicial authority of the CABD, which can now plan and publish audit results.

Its mandate as a financial jurisdiction covers all aspects of oversight of public administration budget management systems. It states that it “ensures the regularity, efficiency, and effectiveness of the use of public funds and contributes to improving public governance by acting against mismanagement and corruption.”

In addition, it assists the Government and the National Assembly in overseeing the implementation of finance laws. This broad mandate, along with its judicial and non-judicial oversight functions, places the CABD at the core of corruption prevention and control.

In its Strategic Plan 2019–2023, the CABD conducted a diagnostic of its institutional framework, operations, and internal organization. It considers that its functional and organizational independence remains limited, as it is unable to define the optimal functional structure required to fulfill its mandate. It also does not have full control over human resource management processes. Furthermore, it notes that the financial resources allocated to it through the State budget are insufficient to enable it to effectively carry out its duties.

Regarding its mandate, the CABD considers that while its responsibilities are broad, “they remain unclear regarding the scope of its jurisdiction over entities. No legal text specifies the nature and type of entities falling within the Court’s scope of intervention.”

One of the strategic objectives of the 2019–2023 Strategic Plan is “to position the Court as a key actor in Good Governance, extending to its relationships with external stakeholders (executive, judicial, and legislative branches, as well as civil society).” It should be noted that the CNIPLC and the GSI also consider that they already play this role.

The General State Inspectorate (GSI) was established by Decree No. 2001-0222/PR/PM of November 26, 2001. It was later reformed by Law No. 52/AN/04/5th L of May 3, 2004, which assigns it the mission of achieving the following objectives, some of which are directly related to good governance and the fight against corruption (Article 1):

- promoting good governance and improving the quality of public sector performance, particularly in its relations with users;
- developing effective, efficient, and economical public management, and optimizing public resources;
- ensuring sound management of public affairs and combating corruption;
- evaluating public policies and programs to enhance their performance and expected outcomes;
- strengthening accountability and responsibility in the management of public affairs;
- simplifying and streamlining processes and procedures to improve the efficiency and effectiveness of the public sector; and
- informing the President of the Republic and the Prime Minister.

The Financial Intelligence Unit (FIU) is the specialized body responsible for combating money laundering. However, the review report on the implementation of the United Nations Convention against Corruption concludes as follows regarding its effectiveness: “It lacks functional independence and resources to be fully operational.”

The fight against money laundering is crucial to combating corruption, particularly in a context such as that of the Republic of Djibouti, which is vulnerable to this phenomenon due to its geostrategic position, low levels of financial inclusion, and the significant size of its informal economy. Aware of the risks this situation poses to the country's economy and security, Djiboutian authorities have established, within the Central Bank of Djibouti, a robust institutional and normative framework to address it effectively.

The national system for combating money laundering and terrorism also includes the National Counter-Terrorism Committee (NCTC), which benefits from the support of the FIU. The NCTC is assisted by the Technical Committee for Counter-Terrorism and the Sub-Committee for Policy Orientation on Combating Money Laundering and the Financing of Terrorism. It should be noted that there is an overlap between the mandate of the Technical Committee for Counter-Terrorism and those of other oversight institutions in the fight against corruption. Indeed, it is responsible for the implementation of international conventions, including those related to corruption, as well as for monitoring, studies, and proposing all necessary measures to combat these issues, including corruption. The wording of these responsibilities remains vague and may be interpreted in different ways, potentially leading to conflicts of jurisdiction among the various actors involved in anti-corruption efforts.

The National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) was established by Law No. 03/AN/13/7th L of July 16, 2013, supplementing legislative provisions relating to the prevention of and fight against corruption. In application of this law, the President of the Republic subsequently issued Decree No. 2014-284/PR/MJDH on September 30, 2014, implementing the aforementioned law.

The main mission assigned to the CNIPLC under Article 2 of Law No. 03/AN/13/7th L of July 16, 2013, is the implementation of the national anti-corruption strategy.

Articles 5 to 12 of the same law define the powers of the CNIPLC, including: The Commission receives complaints from natural and legal persons relating to acts of corruption. It processes information and investigates reports and complaints concerning suspected corruption brought before it. It re-

<sup>(9)</sup> Established in 2001, it is currently governed by Decree No. 2013-061/PR/MJ amending Decree No. 2005-0212/PR establishing a National Counter-Terrorism Committee.

<sup>(10)</sup> It was established in 2007 by Order No. 2007-0102/PRE creating the Technical Committee for Counter-Terrorism.

fers cases to the competent courts if, after investigation, it considers that sufficient evidence exists to justify the initiation of legal proceedings.

- It regularly conducts investigations and research on the causes and extent of corruption. It develops effective national and sectoral strategies and policies aimed at its eradication.
- The Commission ensures the strengthening of intersectoral coordination and the development of cooperation with other anti-corruption entities.

These responsibilities make the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) the primary body in the fight against corruption. It is not only responsible for designing effective national and sectoral strategies and policies aimed at eradicating corruption, but also for implementing the National Anti-Corruption Strategy.

Like other national anti-corruption commissions, its mandate includes investigating reports and complaints related to suspected corruption, raising public awareness and educating citizens on the harmful effects of corruption, fostering international cooperation in the field of anti-corruption, and facilitating the recovery of assets illicitly transferred abroad.

The assessment of the institutional framework for preventing and combating corruption, in light of the “Principles for Anti-Corruption Institutions”<sup>11</sup>, highlights the following weaknesses that need to be addressed in order to ensure the effective functioning of anti-corruption bodies, in accordance with Articles 6 and 36 of the United Nations Convention against Corruption:

- The mandates of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) and other anti-corruption bodies are not clearly defined: all these bodies are explicitly or implicitly mandated to combat corruption. However, the legal and regulatory frameworks remain vague and do not clearly specify the scope of these responsibilities or the relationships among the various actors involved in the fight against corruption.
- The coordinating role assigned to the CNIPLC in the prevention of and fight against corruption, as well as the modalities for implementing this coordination, are neither clearly defined nor adequate-

[11] These principles, reflecting current best practices, were adopted at a meeting of leaders of anti-corruption institutions from several countries, anti-corruption professionals, and experts from international organizations (including the United Nations Development Programme, the United Nations Office on Drugs and Crime, the World Bank, the Organisation for Economic Co-operation and Development, and Transparency International) held in Jakarta on November 26-27, 2012. See: [https://www.unodc.org/documents/corruption/WG-Prevention/Art\\_6\\_Preventive\\_anti-corruption\\_bodies/JAKARTA\\_STATEMENT\\_fr.pdf](https://www.unodc.org/documents/corruption/WG-Prevention/Art_6_Preventive_anti-corruption_bodies/JAKARTA_STATEMENT_fr.pdf)

ly reflected in the legal and regulatory texts governing all relevant stakeholders.

- Anti-corruption bodies do not share data on corruption cases among themselves. There is no common database that would enable such exchange, facilitate better coordination of interventions, and support the accumulation of knowledge on the prevalence of corruption and the means to combat it.
- All anti-corruption bodies have identified the lack of adequate material, financial, and human resources as a major obstacle to the effective implementation of their mandates.

### Strategic Pillars:

- The mandates of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) and other anti-corruption bodies are clarified, harmonized, and, where necessary, revised.
- The coordinating role assigned to the CNIPLC in the prevention of and fight against corruption, as well as the modalities for implementing this coordination, are clarified and integrated into the legal and regulatory frameworks governing anti-corruption bodies.
- A formal coordination mechanism among anti-corruption bodies is established and institutionalized.
- A shared computerized database accessible to all anti-corruption bodies is established to enable effective coordination of interventions and the exchange of information among relevant institutions.
- A common communication plan is developed to inform the public about the respective roles of the institutions, their relationships, and the procedures through which citizens can access them.

**Strategic Objective 3: The capacities and capabilities of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) are strengthened.**

The National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) was established by Law No. 03/AN/13/7th L of July 16, 2013, supplementing legislative provisions relating to the prevention of and fight against corruption. In implementation of this law, the President of the

Republic subsequently issued Decree No. 2014-284/PR/MJDH on September 30, 2014, to enforce its provisions.

The powers conferred upon the CNIPLC by law position it as the leading institution in the fight against corruption in Djibouti. The Commission is not only responsible for designing effective national and sectoral anti-corruption strategies and policies, but is also mandated to oversee the implementation of the National Anti-Corruption Strategy (NACS).

In line with similar institutions in other countries, its mandate also includes the investigation of complaints and reports relating to suspected corruption, public awareness-raising and civic education on the harmful effects of corruption, international cooperation in the field of anti-corruption, and the recovery of assets illicitly transferred abroad.

The assessment of the institutional, legal, and regulatory framework governing the CNIPLC, against the “Principles for Anti-Corruption Institutions”<sup>12</sup>, reveals a number of weaknesses that must be addressed in order to ensure the Commission’s independence and enable it to operate effectively, in accordance with Articles 6 and 36 of the United Nations Convention against Corruption and applicable national legal provisions.

In particular, the human, financial, and material resources currently available to the Commission are insufficient in light of its mandate and responsibilities, and do not allow for the structured and progressive development of its institutional capacity. Its organizational structure lacks key departments, including those responsible for communications, administration and finance, and human resources. In addition, the position of Director of Investigations and Asset Declarations has remained vacant for several months.

The Commission has also experienced delays in establishing essential internal governance mechanisms, including internal rules of procedure, recruitment and dismissal procedures, and an internal audit system. Furthermore, the CNIPLC has yet to publish the annual report required by law to account for its activities to the President of the Republic and to the public.

Although the applicable regulations stipulate that Commissioners must

[12] These principles, reflecting current best practices, were adopted at a meeting of heads of anti-corruption institutions from several countries, anti-corruption professionals, and experts from international organizations, including the United Nations Development Programme, the United Nations Office on Drugs and Crime, the World Bank, the Organisation for Economic Co-operation and Development, and Transparency International, held in Jakarta on November 26-27, 2012. See: [https://www.unodc.org/documents/corruption/WG-Prevention/Art\\_6\\_Preventive\\_anti-corruption\\_bodies/JAKARTA\\_STATEMENT\\_fr.pdf](https://www.unodc.org/documents/corruption/WG-Prevention/Art_6_Preventive_anti-corruption_bodies/JAKARTA_STATEMENT_fr.pdf)

meet at least once a month upon convening by the Chairperson or at the request of at least one-third of its members, no such meeting has been held for over a year<sup>13</sup>.

The CNIPLC has not yet established a mechanism or formal procedures for the processing, management, and publication of asset declarations. Moreover, the sanctions provided by law in cases of non-compliance with asset declaration requirements are not sufficiently dissuasive, and the modalities for their enforcement by the Commission remain undefined.

While the Penal Code and various laws in Djibouti contain provisions relating to the protection of whistleblowers, witnesses, victims, and experts, the country does not yet have a dedicated legal framework or institutional mechanism to ensure such protection. International experience clearly demonstrates the importance of adopting robust legislation establishing effective protection mechanisms for whistleblowers, upon whom the CNIPLC and other anti-corruption bodies heavily rely in the performance of their duties.

Law No. 03/AN/13/7th L of 2013 grants immunity to Commissioners under Articles 15 and 16, but does not extend the same level of protection to other staff members of the CNIPLC or to its institutional premises.

Finally, it should be noted that, despite more than seven years of formal existence, the CNIPLC remains largely unknown to the Djiboutian public.

## Strategic Pillars:

- The Commission's human, financial, and material resource needs are assessed in line with its mandate and responsibilities, and a structured program is established to address them.
- The internal organizational structure of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) is reviewed, and all critical positions are filled.
- Internal governance frameworks are established, including rules of procedure, recruitment and dismissal procedures, an operational procedures manual (detailing decision-making processes at all levels), and an internal audit function.
- A computerized system and formal procedures for the processing,

(13) Article 3 du Décret no. 2014-284/PR/MJDH portant application de la loi no. 03/AN/13/7ème L complétant les dispositions législatives relatives à la prévention et à la lutte contre la corruption.

- management, and publication of asset declarations are established.
- Legal provisions relating to asset declarations are expanded to include declarations of interests; sanctions for non-compliance are strengthened to ensure they are dissuasive, and their enforcement modalities by the CNIPLC are clearly defined.
  - The Commission's internal governance and accountability mechanisms are assessed, and corrective measures are implemented.
  - Annual reports of the CNIPLC are submitted on a regular basis to the President of the Republic.
  - Legislation ensuring the protection of whistleblowers, witnesses, victims, and experts is enacted, along with the establishment of an institutional mechanism responsible for its implementation.
  - Articles 15 and 16 of the 2013 Law are revised to extend the immunity granted to Commissioners to all CNIPLC staff members and to the Commission's premises.
  - A comprehensive communication and public awareness campaign on the National Anti-Corruption Strategy (NACS), the mandate and activities of the CNIPLC, and the procedures for reporting corruption and submitting asset declarations is designed and implemented.
  - Intersectoral coordination in the prevention of and fight against corruption is strengthened under the leadership of the CNIPLC.
  - The CNIPLC effectively conducts periodic evaluations of the effectiveness of legal instruments and administrative measures related to anti-corruption.
  - The competencies and institutional capacity of the CNIPLC are strengthened to enable it to provide advisory services, upon request, to public and private entities on corruption prevention and control.
  - Cooperation and information-sharing between the CNIPLC and anti-corruption bodies in other countries are reinforced.
  - A program for mobilizing financial and technical support through international and regional cooperation is established by the CNIPLC.
  - The CNIPLC's participation in regional and international anti-corruption networks and conferences is enhanced.
  - A formal collaboration mechanism with the media is established by the CNIPLC.

## Strategic Objective 4: Strengthening Citizen Engagement and Active Participation in the Fight Against Corruption in Djibouti

According to the Consultant's interlocutors, the anti-corruption initiative in Djibouti did not originate from public demand or civil society pressure, but rather from political will at the highest level of the State. However, based on the experience of other countries, the effectiveness and sustainability of anti-corruption efforts can only be ensured if all segments of society take ownership of and actively participate in them.

Such inclusive participation is essential to sustaining, over the long term, the political commitment of national leadership to prevent and combat corruption. International experience shows that when an informed and engaged public demands integrity and accountability, it plays a critical role in maintaining momentum in the fight against corruption. Conversely, an uninformed public may come to accept corruption as an inevitable reality, ultimately leading to resignation and inaction.

Without strong citizen engagement and the resulting public pressure on decision-makers, anti-corruption initiatives risk losing momentum, regressing, or even being discontinued due to shifting political priorities.

In this regard, Article 13 of the United Nations Convention against Corruption requires States Parties to adopt appropriate measures to promote active citizen participation in the prevention of and fight against corruption, and to raise awareness of its root causes and harmful consequences for both societal well-being and national development.

The measures recommended under the Convention include, among others, enhancing transparency in decision-making processes and encouraging public participation; facilitating access to information; raising public awareness to foster zero tolerance for corruption; and informing citizens about anti-corruption institutions and the importance of reporting acts that may constitute corruption under the Convention.

## Strategic Pillars:

- Government and public administration decision-making processes are transparent and clearly understood by citizens, who are, where appropriate, encouraged to participate.
- Citizens are effectively sensitized, develop a strong anti-corruption culture, and actively mobilize against corruption.
- Citizens are aware of the institutions responsible for combating corruption and are informed of the procedures for reporting suspected acts of corruption to these bodies.
- Anti-corruption bodies coordinate and collaborate in public awareness initiatives, in partnership with civil society organizations.
- Anti-corruption education is integrated into primary, secondary, and higher education curricula.

### Strategic Objective 5: Strengthening the Role of Civil Society Organizations and the Media in the Prevention of and Fight against Corruption

The Consultant's interlocutors did not highlight the role of civil society and the media in the prevention of and fight against corruption during the mission. Furthermore, they noted that Djiboutian academics and researchers, who are part of civil society, demonstrate limited or no engagement with corruption related issues.

As noted by the Consultant in the Diagnostic of the Normative and Institutional Framework for Combating Corruption in the Republic of Djibouti, there is a significant lack of data to assess the severity of corruption in the country, identify the most affected sectors of the economy and population groups, and analyze its adverse impacts on citizens' well-being.

Based on international experience, and taking into account the medium-term capacity of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC), it is essential for the Commission to establish partnerships with academics, researchers, and non-governmental organizations in order to generate the data required to inform evidence-based anti-corruption strategies and policy measures.

Among the key data sets identified by the United Nations Office on Drugs and Crime are the following:

- assessments of corruption-related challenges;
- surveys of citizens and domestic businesses on their perception of corruption;
- surveys capturing the actual experiences of corruption among the population;
- studies identifying sectors and institutions most exposed to corruption risks<sup>14</sup>.

It is important to note that the President of the Republic of Djibouti has clearly acknowledged the critical role played by civil society and the media in the prevention of and fight against corruption. He stated, for instance, several years ago:

***“I would not like to conclude this address without highlighting the role of non-state actors, such as civil society and the media, in the fight against corruption. Through their efforts in awareness-raising, public education, and civic alert mechanisms, civil society and the media can help break the chain of corruption.”***<sup>15</sup>

It should also be noted that, in recognition of the important role played by civil society in the prevention of and fight against corruption, Law No. 03/AN/13/7th L of July 16, 2013 supplementing legislative provisions on anti-corruption stipulates, with regard to the composition of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC), under Article 14, that “its members shall be drawn in equal proportion from the public administration, the private sector, and civil society.”

The United Nations Convention against Corruption also recognizes the importance of this role. Indeed, under Article 13(1), it requires States Parties to:

***Each State Party shall take appropriate measures, within its means and in accordance with the fundamental principles of its domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, non-governmental organizations, and community-based groups, in the prevention of and fight against corruption, as well as to raise public awareness***

(14) United Nations Office on Drugs and Crime, *United Nations Convention against Corruption – National Anti-Corruption Strategies: A Practical Guide for Development and Implementation*, 2016, [https://www.unodc.org/documents/corruption/Publications/2016/16-02885\\_eBook\\_nd.pdf](https://www.unodc.org/documents/corruption/Publications/2016/16-02885_eBook_nd.pdf)

(15) Speech by the President of the Republic, Ismail Omar Guelleh, on the occasion of the International Anti-Corruption Day, December 9, 2015, <https://www.presidence.dj/discoursuite.php?ID=11>

***regarding the existence, causes, and seriousness of corruption and the threat it poses.***

Civil society organizations and the media therefore have a mandate for education, capacity building, and information dissemination, which places them at the core of awareness-raising, prevention, and enforcement efforts in the fight against corruption.

However, as highlighted in the report of the African Peer Review Mechanism (APRM), their limited institutional capacity, financial resources, and human capital significantly constrain their ability to fulfill this role effectively, resulting in minimal to no measurable impact<sup>16</sup>.

To strengthen the participation of civil society organizations and the media in the prevention of and fight against corruption, the United Nations Convention against Corruption, under Article 13(1), recommends the adoption of measures aimed at ensuring:

- transparency in decision-making processes and the promotion of public participation in such processes;
- effective public access to information;
- respect for, promotion of, and protection of the freedom to seek, receive, publish, and disseminate information relating to corruption.

It is important to note that the United Nations Convention against Corruption provides that States Parties may subject the freedom to seek, receive, and disseminate information relating to corruption to certain restrictions prescribed by law, in particular:

- respect for the rights or reputation of others;
- protection of national security, public order, public health, or public morals.

## **Strategic Pillars:**

- An assessment of the capacities and needs of civil society organizations and the media in Djibouti is conducted.
- A multi-year program to support and promote civil society organi-

(16) Mécanisme Africain d'Évaluation par les Pairs (MAEP), Rapport d'évaluation pays du MAEP no. 18 – République de Djibouti, novembre 2015, p. 43 et 135.

- zations and the media is developed and implemented.
- A capacity-building and professional development program for civil society organizations and the media, including on anti-corruption prevention and enforcement, is designed and rolled out.
  - Civil society organizations and the media are informed about public sector decision-making processes and are encouraged to actively participate.
  - The legal and regulatory framework ensures effective public access to information and guarantees the respect, promotion, and protection of the freedom to seek, receive, publish, and disseminate information relating to corruption.
  - Academics and researchers are financially supported and encouraged to collaborate with the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) in conducting research, publishing findings, and disseminating studies, surveys, and analyses on corruption and mitigation measures.
  - Collaboration and communication are strengthened between anti-corruption institutions and civil society organizations and the media.

## Strategic Objective 6: Strengthening the Institutional Capacities and Technical Capabilities of Key Anti-Corruption Institutions

The institutions concerned include, as noted above, the Court of Accounts and Budgetary Discipline (CABD), the General State Inspectorate (GSI), the Financial Intelligence Unit (FIU), and the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC).

International experience demonstrates that the success of anti-corruption efforts, in general, and the effective implementation of the National Anti-Corruption Strategy (NACS), in particular, largely depends on the level of knowledge of the legal framework, the mastery of modern techniques and tools, and the competencies and professionalism of the key actors involved.

The effectiveness of these efforts is also contingent upon the timely availability of adequate material, financial, and human resources. However, it

should be noted that all stakeholders interviewed from institutions involved in the prevention of and fight against corruption highlighted the insufficiency of resources as a major constraint to the effective execution of their mandates.

As previously indicated, the individuals consulted by the Consultant did not identify the National Assembly as one of the institutions actively involved in the prevention of and fight against corruption in Djibouti. Nevertheless, the Constitution of 1992 assigns the National Assembly a role that enables it to play a critical function in combating corruption. Indeed, Article 61 of the Constitution provides as follows:

***The Government shall periodically report on its actions and management to the National Assembly.***

***At the opening of each session, the Prime Minister shall present a report to the Assembly on the state of the country, the Government's achievements, and the main orientations of government policy. This presentation shall be followed by a debate.***

The National Assembly can therefore play a significant role in shaping the quality of laws and policies adopted in the field of corruption prevention and control. It can also contribute to addressing this challenge by exercising effective oversight over all government revenues and expenditures. In this capacity, the National Assembly is supported by the Court of Accounts and Budgetary Discipline (CABD), which submits to it its annual report, the budget execution report, and the general statement of conformity.

Following an assessment of the National Assembly's performance, the authors of the African Peer Review Mechanism (APRM) report concluded that, due to limited institutional and human capacity, the Assembly is unable to effectively fulfill its constitutional responsibilities in overseeing government action and managing public expenditure, with a view to strengthening accountability across State institutions<sup>17</sup>.

The report further notes that, although efforts have been made to strengthen the Assembly's capacity through the recruitment of technical staff, there remains a critical gap in expertise in public financial management<sup>18</sup>.

(17) Mécanisme Africain d'Évaluation par les Pairs (MAEP), Rapport d'évaluation pays du MAEP no. 18 – République de Djibouti, novembre 2015, p. 40.

As with other stakeholders involved in the prevention of and fight against corruption, the Parliament should benefit from a dedicated capacity-building program under the National Anti-Corruption Strategy (NACS), enabling it to effectively contribute to anti-corruption efforts.

### Strategic Pillars:

- The material, financial, and human resource needs of key anti-corruption institutions are assessed, and a comprehensive plan is developed to address them.
- A joint capacity-building and professional development program is established for all relevant institutions, including in the areas of detection and investigation.
- A specialized training and professionalization program for judges handling corruption cases is designed and implemented.
- Enforcement and adjudication capacities in corruption cases are strengthened through the establishment of a dedicated Anti-Corruption Unit (ACU).
- Risks of corruption within the judiciary are mitigated through the introduction of internal prevention and integrity mechanisms.
- A coordinated program for the exchange of experience with other countries, particularly those in the Global South with comparable levels of development, is developed and implemented.
- Adequate resources are allocated to enable staff of the relevant institutions to participate in international conferences and forums on anti-corruption.
- The knowledge and capacities of parliamentarians in the areas of good governance and anti-corruption are enhanced, and their active engagement in combating corruption is strengthened.
- The Djiboutian national chapter of the African Parliamentarians' Network against Corruption is established and operational.

---

*(18) Ibid., p. 150.*

## V. Coordination, Monitoring, Evaluation and Reporting

International experience demonstrates that effective and inclusive coordination, along with regular monitoring and evaluation of implementation, are essential to ensuring the successful execution of the National Anti-Corruption Strategy (NACS) and the achievement of its intended outcomes and impact.

Transparency in the functioning of these mechanisms, combined with the regular publication of results, contributes to strengthening the support of citizens, public institutions, the private sector, and civil society, and encourages their sustained engagement in the fight against corruption<sup>19</sup>.

### 1. COORDINATION OF THE IMPLEMENTATION OF THE NATIONAL ANTI-CORRUPTION STRATEGY (NACS)

As noted above, the powers conferred upon the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC) position it as the lead institution in the fight against corruption in Djibouti. The Commission is not only responsible for designing effective national and sectoral strategies and policies aimed at eradicating corruption, but is also mandated to oversee the implementation of the National Anti-Corruption Strategy (NACS).

Accordingly, the CNIPLC, under the supervision of its Chairperson, will ensure the coordination of the implementation of the NACS.

To secure the full engagement of all stakeholders and ensure the effective execution of the strategy, the Chairperson will be supported by an Implementation Coordination Committee bringing together the heads of the main institutions involved in the implementation of the strategy, including the General State Inspectorate (GSI), the Court of Accounts and Budgetary Discipline (CABD), and the Financial Intelligence Unit (FIU).

Chaired by the Head of the CNIPLC, the Committee will deliberate and take

[19] Karen Hussmann (Directrice de publication), *Anti-Corruption Policy Making in Practice: What Can Be Learned for Implementing Article 5 of UNCAC*, Bergen: Chr. Michelsen Institute (U4 Report 2007:1) <https://www.cmi.no/publications/2914-anti-corruption-policy-making-in-practice>; UNDP, *Anti-Corruption Strategies: Understanding What Works, What Doesn't and Why?*, 2017, <https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/anti-corruption/Report.html>

appropriate measures to strengthen inter-institutional collaboration and address any challenges that may arise during the implementation of the NACS.

The Committee will define its organizational structure and establish its own operational procedures.

## 2. MONITORING OF THE IMPLEMENTATION OF THE NATIONAL ANTI-CORRUPTION STRATEGY (NACS)

Monitoring of the implementation of the National Anti-Corruption Strategy (NACS) will be carried out by a Technical Committee composed of experts designated by the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC), the General State Inspectorate (GSI), the Court of Accounts and Budgetary Discipline (CABD), and the Financial Intelligence Unit (FIU).

The Technical Committee will be chaired by an expert from the CNIPLC appointed by the Chairperson of the Commission. It will meet according to a predefined schedule approved by the NACS Implementation Coordination Committee.

The primary mandate of the Technical Committee will be to assess, against the relevant indicators, the effective implementation of the measures and actions outlined in the Action Plan, and to analyze the results achieved.

It will review progress, identify successes and challenges encountered by the various institutions responsible for implementing assigned actions, and propose appropriate corrective measures.

The Technical Committee will submit periodic monitoring reports to the NACS Implementation Coordination Committee.

Its functioning will be governed by procedures approved by the Coordination Committee.

### 3. EVALUATION OF THE IMPLEMENTATION OF THE NATIONAL ANTI-CORRUPTION STRATEGY (NACS)

In line with international best practices, and to ensure an impartial and credible evaluation, it is recommended that the Implementation Coordination Committee recruit, through a transparent process, an independent expert or organization not involved in the implementation of the National Anti-Corruption Strategy (NACS). The selected evaluator will conduct the assessment under the supervision of the Coordination Committee and in accordance with terms of reference developed by the latter.

For the 2020–2025 Action Plan, it is recommended that evaluations be conducted both at mid-term and at the end of the implementation period. The evaluation will assess not only the effectiveness of the implementation of the measures and actions set out in the Action Plan, but also their outcomes and overall impact.

To this end, evaluators will rely on the periodic reports produced by the Technical Committee, which will be complemented by their own field assessments involving anti-corruption institutions, other public entities, civil society organizations, the private sector, and citizens of Djibouti.

The evaluation reports produced at mid-term and at the conclusion of the Action Plan should also include recommendations regarding ongoing activities and outputs, as well as, where appropriate, proposed adjustments to the objectives of the Action Plan for the subsequent period.

These evaluation reports will be submitted to the Chairperson of the National Independent Commission for the Prevention and Fight against Corruption (CNIPLC), who will ensure their publication.

**MISAPPROPRIATION OF PUBLIC FUNDS**  
**FAVORITISM ENRICHMENT** **ELICIT**  
**CORRUPTION** **FRAUD**  
**BRIBERY INFLUENCE PEDDLING**  
**EXTORTION**



Plateau du Serpent, Nasro Houmed Abro Street  
REPUBLIC OF DJIBOUTI  
Tel.: +253 21 35 16 03  
Contact@cniplc.gouv.dj  
<https://cniplc.gouv.dj/>



NATIONAL ANTI-CORRUPTION COMMISSION  
المهيئة الوطنية لمكافحة الفساد