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DJIBOUTI ANTI-CORRUPTION PROGRAM (DACP)

FINAL PERFORMANCE REPORT, OCTOBER 15, 2008 – MARCH 31, 2010

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Djibouti Anti-Corruption Program (DACP)

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I. EXECUTIVE SUMMARY

The major objectives of the Djibouti Anti-Corruption Program (DACP) were to enhance transparency and oversight, thus contributing to government effectiveness and political stability in Djibouti. Djibouti is a nation of strategic importance to the United States, but it has major internal problems stemming from a lack of transparency and accountability. Domestic stability might eventually be undermined by these types of problems if left unattended. As a result, the promotion of better institutional checks and balances will likely improve the country's democracy and governance performance. The key goal of the DACP Project was to support the development of improved government controls that will begin to turn the tide toward opening government and making it more accountable to its people.

The specific program goals of DACP were twofold. They were to:

1. Assist the Office of the Inspector General (IGE) and Parliament of Djibouti by providing technical assistance, training and other support to promote good governance and transparency of public sector functions, thereby eliminating the preconditions of corruption, and
2. Increase public awareness of the government's fight against corruption with public service announcements (PSAs).

To do this, MSI worked closely and extensively with the Office of the Inspector General (IGE), the key partner in DACP activities, to formulate a new Strategic Plan and to train its inspectors to maximize their performance in promoting accountability. MSI also provided essential training to Members of Parliament enabling them to better perform their oversight function and thus improve checks and balances. Critically, MSI collaborated with the national Djiboutian broadcaster, Radiodiffusion-Télévision de Djibouti (RTD), to disseminate a first-ever series of public service announcements on good governance and anti-corruption.

With the conclusion of the project, the targeted government institutions have enhanced their internal institutional capacities. Through these anti-corruption activities, the citizens of Djibouti have been made more aware of the importance of government accountability and the relevance it has for their daily lives and livelihoods.

This final report provides an overview of activities and accomplishments.

II. OVERALL PROJECT OBJECTIVES AND DESCRIPTION

The Djibouti Anti-Corruption Project (DACP) was designed to support the USAID Mission's strategy to enhance transparency and oversight that will contribute directly to government effectiveness and political stability in Djibouti. The project commenced on October 15, 2008 and ended on March 31, 2010. DACP supported accomplishment of the goals of the USAID/Djibouti "Partners for Prosperity" bilateral agreement signed in September 2007.

The goals of the project were to foster increased government transparency by helping to improve government institutions that support it. By institutionalizing best practices at government audit institutions through capacity building efforts, the possibility of bureaucratic corruption is reduced. Another key element of corruption prevention was to promote citizen awareness of and engagement on the matter.

At an activity level, the results for the project components were as follows:

Component 1: Institution Building

- Office of the Inspector General (IGE) staff trained in internal controls and audit best practices
- Office of the Inspector General strategic plan developed
- Office of the Inspector General Information Plan developed
- Office of the Inspector General Evaluation methodology developed
- 15 Parliamentarians and 2 parliamentary staff trained in Professional English
- 35 Parliamentarians trained in audit principles and on procedures to request inquiries
- Assistance provided towards development of an Ethics Code.

Component 2: Support for Public Education Campaign

- First-ever anti-corruption public service announcements produced and broadcast for radio.

At the conclusion of this project, the Office of the Inspector General was demonstrably more qualified and able to prevent corruption as a result of the detailed technical assistance provided, specifically in performance audit training and best practice methodologies. This is a key means of not only preventing government corruption, but also improving government efficiency and thus better serving citizens.

The improvements to the capacity of the IGE to do its job were reinforced by a first-ever series of public service announcements in Djibouti to inform citizens about good governance and the work of key anti-corruption institutions, such as IGE. National broadcasts in the country's key administrative and cultural languages were successfully received by Djiboutian citizens with a particular impact and audience in the key Somali community, according to Radiodiffusion-Television Djibouti.

III. APPROACH AND TECHNICAL ASSISTANCE PROVIDED

GUIDING PRINCIPLES AND METHODS

Locally developed needs and action plans. Sustainable anti-corruption efforts require adapting to locally developed needs and action plans. This allows for organic growth of anti-corruption capacity as it relates to matters of genuine administrative and political will. To this end, there were extensive initial efforts and a sustained overall approach to:

- Continually assess priorities for the project and ultimate objectives with the USAID CTO and USAID Representative
- Continually adapt to requests from key partners who were the beneficiaries of the project (discussing objectives and activities of the project, assessing government interests, requirements and priorities; and revising timelines for activities).

Adaptability. Effective project implementation requires a strong degree of adaptability. In the management of this project, MSI repeatedly modified programming to correspond to the evolving and redefined needs and terms of engagement. Through mutually beneficial and direct dialogue with the USAID mission, management of the project adjusted to changing circumstances and took advantage of opportunities for successful delivery of the needed programming.



TECHNICAL ASSISTANCE PROVIDED AND ACCOMPLISHMENTS

The project achieved or exceeded the performance targets established at the beginning of the initiative. Among the highlights:

- 60% of all Parliamentarians were trained in parliamentary oversight procedures (compared to a 50% target)
- 90% of all IGE staff were trained in performance audit procedures (compared to a 75% target)
- 64% of all IGE staff were trained in auditing best practices by a GAO expert
- IGE staff received “strategic plan” counseling and formally updated its Strategic Plan

- IGE has a new Information Plan and Employee Evaluation Plan
- 15 Members of Parliament and 2 parliamentary staff participated in a five-month professional English language training program
- 11 radio public service announcements (PSAs) were produced and broadcast more than 256 times between September 2009 and February 2010. Messages were broadcast 2 days every week, 8 messages a day, in 4 local languages.

IV. PERFORMANCE RESULTS

Impressive results were achieved during the project, especially given its relatively short duration and the relatively dramatic changes to the project that were encountered. Key results fall in line with the overarching programmatic goals of building stronger institutional capacity for effective checks and balances, while simultaneously developing a public education campaign.

INSTITUTION BUILDING

Partner: The Office of the Inspector General

I. Training assistance

Performance Audit Training

In January 2009, MSI delivered a major audit training workshop with an overall objective to expose participants to performance audits and results-based methods of audit, inspection, control and management. This training critically improved inspectors' abilities to maximize government efficiency and accountability, thus substantially upgrading service delivery to citizens.

The specific objectives of this workshop were to:

1. Update and upgrade knowledge in the area of audit, inspection and control of public resources;
3. Share experiences from other countries and institutions (especially the United States and Canada);
4. Learn new methods, new approaches and new trends in the field of performance auditing;
5. Examine practical ways of implementing performance and results-based auditing, inspection and control within the Inspector's practice;
6. Enhance the capacity of participants and improve their audit techniques by reviewing practical cases; and
7. Introduce notions related to strategic planning and performance audits.



ABOVE: January 2009 IGE Performance Audit Training

The major theme of performance auditing was divided into three sub-themes: management principles related to the concept of performance, the performance auditing process; and strategic planning notions related to performance audit.

Staff from the Office of the Inspector General learned:

1. The basic concepts of performance and results-based management;

2. The Auditing Process: the Preparation Phase (preparation of an Annual Plan, preparation of an Audit Plan), the Execution Phase (including analysis techniques), the Reporting Phase, and the Monitoring Phase.
3. Audit institutions: their changing role, vision and mission;
4. Performance and Results-based Auditing;
5. Follow-up and evaluation mechanisms of the entire auditing process;
6. Strategic planning issues related to Performance Auditing.

Each of these distinct elements is critical to provide skilled and effective auditors with an understanding of the tools and approaches available.



ABOVE: January 2009 IGE Performance Audit Training

The training seminar concluded with speeches presented by the US Ambassador to Djibouti, Mr. James C. Swan, by the IGE General Inspector, Mr. Hassan Sultan Issa, and by Mr. Rachid Hassan, Director of the Prime Minister Cabinet. Certificates were given to all participants by the US Ambassador. Participant satisfaction with the training delivered is documented in the following compilation of evaluation responses.

SEMINAR EVALUATION SUMMARY

Theme	Very Satisfied	Satisfied	Less Satisfied	No Satisfied
Seminar Content	X			
Teaching Approach		X		
Teacher	X			
Teaching Materials		X		
Logistics and Room			X	
General Satisfaction		X		

Best Practices / GAO Audit Training

Responding to the importance of local needs, DACP adapted its original tasking to provide the Office of the Inspector General with valuable training in best practices from an expert with US Government Accountability Office (GAO) experience. While the original DACP implementation plan was designed to

provide an international study tour for several inspectors, this key deliverable was changed based on a direct appeal from the Inspector General.

Seminar

The specific objectives of the seminar were to provide IGE Inspectors with practical training on audit methods and to share best practices with an American expert.

The key topics for the seminar were:

- Audit Standards;
- Codes of conduct; and
- Reporting.



ABOVE: Standards and Best Practices Seminar– September– October 2009

The seminar built on well-recognized performance audit standards, including those issued by the US Government Accountability Office (GAO) and the International Organization of Supreme Audit Institutions (INTOSAI). From these standards, the focus was placed on best practices, such as choosing significant areas for audit; having finely-tuned objectives, scopes and methodologies; gathering convincing evidence; and developing meaningful audit recommendations. To give the seminar a practical perspective on approaches to performance auditing, two real-life case studies—one focusing on cost reduction and the other on program effectiveness—were discussed in depth.



ABOVE: Standards and Best Practices Seminar– September– October 2009

Participants engaged in lively discussions and were highly interested in the content of the seminar. Areas of particular interest to participants included the desirability of transparency in the audit process; improved audit planning processes; the auditor's role in fraud detection and prevention; the strengths and weaknesses of various types of evidence; and possible enhancements to audit reports.

The US Ambassador attended this DACP event, as well as the USAID Regional Director and the USAID Djibouti Representative. The seminar opened with introductory speeches from the US Ambassador, Mr. James C. Swan and the IGE General Inspector, Mr. Hassan Sultan Issa. The USAID Representative to Djibouti also attended the closing ceremony.

End-of-course evaluations indicated a high level of satisfaction with the content, the method of presentation, and the instructor's delivery.

SEMINAR EVALUATION SUMMARY

Theme	Very Satisfied	Satisfied	Less Satisfied	No Satisfied
Seminar Content		X		
Teaching Approach	X			
Teacher	X			
Teaching Materials			X	
General Satisfaction		X		

As a result of these two workshops, IGE staff have improved capacity to exercise their key role of monitoring government agencies and assuring the transparency and integrity of the civil service. Specifically, at the culmination of the project, IGE staff were empowered technically to approach their important work with a greater sense of skill and confidence, thus enabling them to deal effectively with complicated matters of national consequence. This will make an important difference in the promotion of governing justly and democratically.

II. Technical Assistance in Strategic Plan Development

Development of a Strategic Plan

An important objective of the DACP was to assist the IGE in developing a new Strategic Plan, enabling this institutional custodian of good governance to progress with a comprehensive vision and deploy its finite resources effectively. There was a need to upgrade the existing strategic plan based on new developments and new strategic objectives that the IGE General Inspector wanted to institute.

The DACP staff facilitated intensive strategic reflection sessions in March 2009 with the IGE General Inspector and two senior inspectors. The exercises addressed:

- Diagnosis of external opportunities and threats and internal strengths and weaknesses facing the overall organization and each of the key products and services provided by the organization (SWOT analysis);
- Identification of key issues and challenges to address; and
- Establishment of a clear understanding of the strategic orientations for IGE.

At the conclusion of these technical assistance exercises, IGE had:

- Developed appropriate strategies to enable key services and the organization itself to better respond to subsequent issues and challenges flowing from the diagnosis;
- Integrated strategies into a clear vision for its business model;
- Revisited the IGE mission, defining values and IGE mandates; and
- Defined an action plan and performance indicators.

In May, an official Strategic Plan was completed through DACP continued technical assistance and officially published by the Office of the Prime Minister. It provides both detailed procedural mechanisms for optimal

work by the IGE and sets out a clear vision for its important activities from 2009-2012. That vision is: *to be a Center of Excellence in matters of control, verification, and counsel in the service of good governance and the public interest.*

With its new Strategic Plan developed, the IGE will now have the capacity to approach and investigate governance and accountability issues with vision, values, and performance indicators.

Development of an Information Plan and Archive Management

IGE needed to develop a well structured information framework so that it could effectively manage its important functions. This framework required policies, standards and guidelines for archives management, and recommendations regarding the implementation of a database to monitor information. The General Inspector also wanted to explore the possibilities of digital archive management for audit reports and files. Within the DACP project, recommendations were provided to build this framework, including a classification scheme to organize the files and reports properly.

As a result of DACP technical assistance, IGE now has a plan for managing internal and external information – the *Plan de gestion de l'information* was formally adopted on 2 October 2009. The development of this Information Plan had been identified within the new Strategic Plan 2009-2012. In particular, the Information Plan will move the institution forward in its identified objective of “Information and Communication” with the creation of a Research, Documentation and Information Center – *Centre de Recherche, de Documentation et D'Information (CDRI)*. This will further facilitate the ability to assign levels of priority for activities to be undertaken.

The plan outlines strategies to deploy information and knowledge management to meet the emerging challenges for IGE. The three dominant themes for information and knowledge management over the next two years are:

1. The implementation of an intranet;
2. The update of the external web site;
3. The organization of physical documentation.

To deal with these three challenging themes, an information framework was presented to IGE by DACP consultants. This information framework provided a coherent set of policies and processes to support effective information and document management.

Up until this point, all documents, including verification reports, were located within individual inspector's computers. A central repository is now available in the IGE network, but no classification plan and structure had yet been created. The Information Plan presents a classification structure for IGE documents. The Plan also presents rules for documentation access and security. The first activity outlined in the Information Plan is to organize the IGE network according to the classification structure.

The IGE web site was created in 2007. No update has occurred since that time. The Information Plan specifies that IGE does not need to create another web site, but needs to update the current one and provide external users with accurate information. According to DACP recommendations in the Plan, IGE will now update the section regarding its mission, values and objectives to reflect the new Strategic Plan content.

The Information Plan also provides guidelines for the implementation of a small documentation center. This center will contain all of IGE's verification reports and external documents. It can be located in one IGE office. Special secure folders will be put in place for the storage of archives. A classification plan was presented in the Information Plan.

Development of an Evaluation System for IGE Employees

IGE did not have any performance appraisal system for employees. The DACP objective was to provide the IGE Inspector General with a systematic procedure to perform employee evaluations that promote retention

of qualified employees who perform important oversight functions. The procedure contains three types of evaluations:

- 360° Performance Evaluation
- Self evaluation
- Evaluation performed by the General Inspector.

A formal presentation of the new procedures was delivered to advance the capacity of IGE leadership to effectively and quickly implement this key organizational tool for successful management. The Inspector General said that no other organization in Djibouti has this type of evaluation procedure and IGE's implementation would be the first.

Summary

Since January 2009, numerous mutually reinforcing interventions have been delivered to IGE by the DACP project. The table below presents these capacity building activities and related impacts.

Before	Intervention	Impact
IGE Inspectors do not have common knowledge of the Performance Auditing process and methodology	Training Seminar (10 days) on Performance Auditing process and methodology offered to 8 IGE inspectors.	All IGE inspectors share the same process and methodology.
IGE has no formal Strategic Plan for the next three years.	Strategic Plan developed	IGE has a new Strategic Plan, including a new mission, vision, and values, and specific objectives, activities and budget for the next three years (until 2012).
Verification reports are not classified properly. IGE web site content is outdated. IGE does not have a general Plan to organize its information.	Information Plan developed	IGE has an Information Plan that will help it implement a classification structure for documents and guide it in the implementation of concrete activities for managing and classifying verifications reports and external documents.
IGE does not have any system for employee evaluation.	Evaluation System developed for IGE employees.	The IGE Inspector General has a formal and structured system to perform employee evaluations.

Partner: Parliament

I. TRAINING: PARLIAMENTARIANS TRAINED ON AUDIT PRINCIPLES AND PROCEDURES TO REQUEST INQUIRIES

In March 2009, DACP conducted training that was open to all members of the Parliament of Djibouti. Two audit expert consultants taught and facilitated the seminar. The seminar opened with introductory speeches and support from the US Ambassador to Djibouti, Mr. James C. Swan, and the President of the Assemblée Nationale, Mr. Idriss Arnaoud Ali.

Objectives met include:

- To develop parliamentarian's expertise in budget monitoring and control to enhance their monitoring and control function in good governance practices;
- To develop parliamentarian's expertise in the domain of performance auditing;
- To assist parliamentarians in developing priorities and actions that lead to more efficient administrative and financial control; and
- To develop potential solutions with parliamentarians that coincide with the current parliamentarian's procedures to enhance financial control.

The training conveyed important information on matters critical to the effective exercise of parliamentary oversight functions, including:

- The concept of performance for public organizations;
- Missions and processes of public control agencies;
- Anti-corruption: budget analysis and financial control;
- Parliamentarian's role in control and monitoring functions; and
- Control and monitoring tools and techniques that can be used by Parliamentarians.



ABOVE: English Language Training

The seminar also sought to provide a deeper understanding of the role of Parliaments in democratic countries. The training helped Parliamentarians understand their role, the role of the Administration and the roles of the CCDB (Chambres des Comptes et Discipline Budgetaire) and IGE in the performance auditing process. They acquired a better understanding of the best international standards of public finance management, as described by the IMF. They also learned how to request an inquiry from the CCDB, when the Parliament needs in-depth, non-partisan research conducted. The training outlined a standard process for Parliamentarians to submit such requests to the CCDB.

Teaching approach. Participative and interactive methods were used to enhance the training, ensure engagement, and maximize the acquisition of knowledge by individual participants. After a comprehensive introduction of the issues and concepts by the trainers, participants engaged in comments, questions and various inputs to better understand the issues. Concrete examples as well as case studies were used to illustrate each topic.

Powerpoint presentations on international standards were offered to Parliamentarians and a document with the slides was distributed to participants. 39 of the 65 Members of Parliament attended this important training.

There were more attendees than expected. Although the workshop on procedures was initially restricted to members of the Finance Committee, many Parliamentarians from other Committees actually attended. MPs from other committees also wanted to master the new procedures. They included members from the Social Affairs Committee; Laws Committee; Justice Committee; Productive Business Committee; and the Foreign Affairs Committee.

II. ENGLISH LANGUAGE TRAINING FOR PARLIAMENT

Effective and practical knowledge of the English language is seen by the political and administrative leadership of Parliament as a key developmental goal. Many key texts on international issues, particularly in the areas of audit and budget, are in English and English is used in the proceedings of many international conferences of consequence to members and staff of the Parliament of Djibouti.

While the DACP requirements originally projected for participation of seven female MPs in English Language Training, at the request of the President of the National Assembly, the number of beneficiaries was doubled and, in addition, two senior members of staff were included.



ABOVE: English Language Training course

A university professor was engaged by DACP to conduct this training in professional English which took place from February to June 2009 in two hour sessions conducted two times per week. One of the project's audit experts provided guidance on the technical vocabulary and activities of auditors, which was used by the professor in his training sessions.

Partner: Whole of Government

I. CODE OF ETHICS AND ETHICS WORKING GROUP

Drafting, and then adopting, ethics legislation or a Code of Conduct is a long, complicated, and politically sensitive process. It requires not only political will on the part of government, but also, critically, government leadership. On this particular issue, counterpart support is absolutely essential to achieving key institutional reform objectives.

The DACP team completed – as scheduled in the second quarter -- a kick-off seminar at which the Chief of Party (COP) made presentations on model ethics codes and lessons learned in developing and implementing ethics codes in other countries. We expected to continue to provide technical assistance to the Working Group on drafting, adopting and implementing the code.

DACP and USAID had anticipated that by July 2009 a consensus would have been achieved and the code would have been drafted by the members of the Working Group with the assistance of DACP consultants. To ensure local ownership, the role of leading the drafting effort was specifically allocated to government actors under the terms of DACP's Statement of Work. The COP was to provide guidance to the Working Group and promote their efforts to lobby and advocate for the code to be fully adopted by the Government.

However, this plan ran into obstacles, as members of the Working Group insisted on formal ratification of the group and specifically, a delineated Terms of Reference authorized by the Office of the President. While this is a legitimate procedural objective, it very seriously delayed our ability to move forward with the drafting and adoption of a code. The administrative wheels of government moved quite slowly and DACP implementation of this deliverable was substantially hampered. In order to provide the Working Group with as much as support as possible within these constraints, MSI developed and delivered a proposed Code of Conduct in September 2009, based on early discussions with the Working Group and international best practices. This code was presented and explained to the USAID Mission and accepted by it. The Mission will forward this proposed Code to the Office of the Prime Minister, upon request, to assist any further government actions.

The MSI proposed Code of Conduct contains critical anti-corruption measures that can guide the Ethics Working Group and Government of Djibouti in moving forward to establish a culture and administration driven by good governance concepts. The proposed Code includes measures for institutional ethics, including requiring all officials holding public office to:

- Declare assets;
- Not seek or accept gifts or favors;
- Not have incompatible outside interests;
- Not engage in political activity;
- Not misuse the office;
- Not misuse confidential information;
- Refrain from benefiting from office after leaving the public service; and
- Report unethical behavior and infractions of the code.

In line with the DACP's other key objectives of increasing public awareness of corruption and seeking to reinforce programmatic elements, the proposed Code of Conduct compels government to promote public awareness of the code and support citizen engagement in its principles.

PUBLIC AWARENESS AND EDUCATION

Partner: Radio-diffusion Television de Djibouti (RTD)

As a result of DACP's efforts, a first-ever series of anti-corruption/good governance public service announcements (PSA) were produced and broadcast in cooperation with Radiodiffusion-Télévision



de Djibouti (RTD). RTD is the national broadcaster in Djibouti with the only reach across all geographic and ethnic areas of the country.

DACP engaged an experienced communications/media consultant with wide international expertise in message development to support this task. He conducted very broad consultations with a range of key stakeholders and drafted accessible and interesting messages to educate and involve the citizens of Djibouti in enhancing dialogue about and understanding good governance.

After the 11 scripts were approved by the Djibouti government, RTD translated, produced and broadcasted these radio announcements of 1-3 minutes in length in four local languages: Afar, Arabic, Somali, and French. This allowed the PSAs to reach all target audiences.

The broadcasts continued for five months, from mid-September 2009 to February 14, 2010. Broadcasts were on Tuesdays and Thursdays on the following stations:

Somali/Arabic	91.30 FM and 1539 AM
Afar/French	95.25 FM and 1116 AM.

The hours of broadcast, in order to have the largest possible listening audience, were as follows:

Morning: 8:55 AM / 10:25 AM (Somali/Afar)

Noon: 12:55 PM/1:25 PM (Arabic/French)

Afternoon: 2:25 PM/ 2:55 PM (Somali/Afar)

Evening: 5:55 PM/6:25 PM (Arabic/French)

In total 256 messages were broadcasted over the period.

The anti-corruption messages were drafted by the DACP Media Specialist in consultation with the COP and with subsequent, and substantial, input from USAID Mission staff. On 9 June 2009, Hon. Dileita Mohamed Dileita, Prime Minister of the Republic of Djibouti, signed correspondence to the USAID Country Representative formally approving the content of the anti-corruption public service announcements on the following subjects:

- Public servants
- The Office of the Inspector General
- A national Code of Ethics
- The National Assembly
- Independence Day
- Citizens of Djibouti
- Absenteeism.

Strong Audience Numbers and Response. The Tuesday and Thursday airings were selected specifically for maximum audience. On Tuesdays, citizens tune in because of the meeting of the Conseils des Ministres (Ministers Council) and on Thursdays because it is the end of the work week.

Mr. Ahmed Idriss, the RTD official with technical supervision of the project, confirmed that response to the public service announcements had been very positive. While holding focus groups is not a normal occurrence within Djiboutian culture, a general response (“enquête d’audience qualitative”) is typically obtained through

the traditional Djiboutian word of mouth (“bouche à oreille”). Ahmed Idriss indicated that listeners felt there should be more messages airing as part of the campaign. While citizen response to the messages was very positive, they wanted even more messages on anti-corruption. Hearing public service announcements on the subject is very new to Djiboutian citizenry, but feedback suggests that future messages should use even stronger language.

Two additional achievements were accomplished with the airing of the DACP public service announcements. First, the largest audience for the PSAs was the Somali language audience – as desired – and the biggest impact of the messages in terms of discussion is occurring there. Second, the PSAs had the desired impact of better informing citizens about the roles of relevant government institutions. While citizens generally are familiar with the Chambres des Comptes (CCDB) because of the fire which destroyed their workplace, citizens are only now – through these messages – beginning to develop an understanding of the role of the Office of the Inspector General (IGE).

As an illustration, the following message provides both public awareness of corruption issues, while simultaneously educating the citizenry about the activities of the IGE. The use of accessible messages, such as this one, broadcast nationally at peak listening times, and specifically oriented to maximize ethnic and linguistic variations in the country, will be of tremendous use in furthering dialogue and debate, coupled with increased citizen understanding and action regarding problems of corruption.

Voice of a teenager to his father:

“Father, who makes sure that the Administration does what we want them to do?”

Voice of father:

“Son, there are many institutions in our country that do that—Parliament, the Inspector General’s Office and the Court des Comptes et Discipline Budgetaire are the main ones.”

Voice of a teenager to his father:

“Inspector General's Office? That sounds like the police.”

Voice of father (laughing softly):

“Well, that’s right son. The Inspector General’s Office ‘*polices*’ Government for us, to make sure it performs its work properly... and transparently.”

V. LESSONS LEARNED AND RECOMMENDATIONS

LESSONS LEARNED

Importance of committed local partners

Initiating the project quickly and subsequent implementation of tasks were hampered by the excessive expectations and interagency problems of the lead beneficiary institution. The first quarter of activity was delayed while negotiations between USAID and the Chambres des Comptes et Discipline Budgetaire (CCDB) ensued. In the end, it was resolved that the project would not work with CCDB as its partner for accomplishing the anti-corruption goals of DACP.

IGE, the sister agency to the CCDB and eventual prime partner for DACP activities, cooperated with USAID and the implementer to achieve results within the clear programmatic and budgetary scope of the project.

Political leadership

Unlike the delivery of technical assistance in other less sensitive issue areas, implementing programs in anti-corruption explicitly requires both political support and concrete political leadership due to the sensitivity of the issue and the implications it has for matters ranging from honor to criminal sanctions. Often, anti-corruption efforts can have a political endorsement but lack the concrete action required to bring about results. This is particularly true for initiating ethics reforms, where support exists in principle, but not in practical leadership. With regard to the DACP goal of developing an Ethics Code of Conduct, USAID specifically indicated that it wanted the government to lead the process.

The lesson here is that the logical and legitimate goal of having government take the leadership role in ethics activities can bring complications, as much as it can bring success. The potential obstacles that such ethics activities can encounter should be anticipated and longer time frames should be allocated to ensure success.

Timetables relative to stakeholder engagement and legislation

Where implementation is a fairly straightforward matter of delivering services, rapid timetables are excellent means for ensuring quick support for beneficiaries. However, in policy development matters, such as developing an ethics code where broad discussion is desired involving many stakeholders, it is best to expand the timetable for delivery to allow for the inevitable non-linear process. In addition to delays that naturally occur when trying to engage a wide range of stakeholders, the legislative and regulatory processes are generally slow. Thus, a longer time frame would be suitable when seeking broad stakeholder engagement and a legislative or regulatory deliverable.

RECOMMENDATIONS

Technical

Continuing IGE training and assistance

Based on observations during the project's seminars with IGE, the DACP Audit Expert believes that further formal training, as well as on-the-job coaching, for the IGE staff is warranted over the next 1-3 years.

Suggested topics for future training include further concentration on:

- Effective audit planning,
- Evaluation of internal controls,
- Gathering and validating various types of evidence,
- Development of effective audit recommendations, and
- Improved report writing skills.

In addition, short-term recommendations based on the new IGE Information Plan include:

- Having IGE implement the Classification Plan for international reports and external documents;
- Assisting IGE in hiring and training a new resources person for document management; and
- Assisting IGE in updating its external web site.

Programmatic

Continued Democracy and Governance assistance

As MSI reported in June 2006 in a *Democracy and Governance Assessment* of Djibouti, as part of an assessment team including USAID/RED SO/ESA and USAID/DCHA/DG/SAR, “.. donors should not be complacent about the durability or viability of the current political order.”

Djibouti has made advances in democracy and governance since the assessment three years ago, but continuing vigilance and increased engagement by USAID can only be beneficial to the progress of this key strategic partner.

The US Ambassador's Fiscal Year 2007 Performance Report for Djibouti notes the vision of the Government of Djibouti and its close partnership with the United States. Its stability and development is important for Africa, the Red Sea, and the Indian Ocean. The report furthermore states that Djibouti's economic growth is beginning to have a profound regional influence and clear impacts relative to neighboring Ethiopia.

Finally, the Ambassador notes the importance of meeting the needs of the Djiboutian people. A modest program (in terms of budget), such as DACP, can still have tremendous impacts toward the betterment of Djibouti and toward continued development.

With the upcoming national elections, USAID is in a unique position to offer essential democracy and governance assistance to Djibouti in the form of electoral reform and/or support efforts. The DACP has provided a year of discussion, activities, and successes in the good governance field at a national level, which will serve Djibouti well as a solid platform for future activities targeting anti-corruption and other democracy governance goals.

We recognize that future Mission strategy in democracy and governance calls for this emphasis on election support, but we recommend that strategies also be developed to further the progressive impacts already made by DACP and to create new strategies to prevent corruption vulnerabilities from arising or deepening. Conducting a corruption assessment would be a very useful step in this direction and would serve to identify and prioritize fruitful areas for support. Additionally, at a sectoral level, experience shows that many expected benefits sought from health and education programming, for instance, are regrettably reduced as a result of corrupt behavior. The absenteeism reported by IGE is an example. Programming that mainstreams anticorruption concerns into health and education projects, for example, can reinforce USAID objectives, eliminate governance abuses in those sectors, and multiply the impact of those programs for the benefit and welfare of Djibouti's citizens.

ANNEX 1: INDEX OF REPORTS PRODUCED

Title	Year(s)
Annual Work Plan (1)	2008
Quarterly Reports (5)	2008-2010
Accrual Reports (6)	2008-2010
Contractor Final Report	2010
Revised Project Implementation Plan	2009
Project Implementation Plan	2008
Annual Performance Report	2009
Proposed National Code of Ethics for the Republic of Djibouti	2009
IGE Strategic Plan revised	2009
IGE Evaluation Plan	2009
Anti-Corruption Public Service Announcements Produced (11)	2009
Kevin Patrick Trip Report March 21 - 29 2009	2009
Media Specialist Visit (Vickery) Trip Report March 24 - 30 2009	2009
Audit Trainer Trip Report Results: Oriented Budget Reform in Djibouti	2009
Auger Trip Report March 28 - April 4 2009	2009
Trip Report on the Third Mission to the IGE/Training on the Standard Practices on Audit Control under DACP	2009
Kevin Patrick Trip Report 5 Sept. 25 - Oct. 2 2009	2009
English Language Training Program for Djiboutian Members of Parliament and Staff	2009

ANNEX 2 – FINAL PERFORMANCE INDICATORS

The following table presents the project's Performance Monitoring Plan which includes 6 indicators related to the two project components, along with baselines, targets, results, and data sources. As well, three indicators from the Standard Foreign Assistance Indicators list are included. Where appropriate, the results data are disaggregated by gender.

DJIBOUTI ANTI-CORRUPTION PROGRAM (DACP) FINAL PERFORMANCE REPORT

OCTOBER 15, 2008–MARCH 14, 2010

Performance Indicators	Baselines and Targets	Results	Source
COMPONENT 1: INSTITUTIONAL CHECKS AND BALANCES			
Task 1.1: Code of Ethics			
1.1 Ethics code developed	Baseline – no national code exists Targets: March 2009 – Working Group established and COP provides initial presentation of international best practice. August 2009 – Working Group drafts the code. September 2009 – Government adoption of the code.	March 27, 2009: Working Group meeting conducted (with 6 participants) Ethics code developed and presented to USAID on September 29, 2009 for Working Group and Prime Minister	MSI COP
Tasks 1.2 and 1.3: Audit Training and Technical support, including US GAO Training			
1.2 # of Parliamentarians trained on procedures to request inquiries	Baseline – 0 Targets: 50% of all Parliamentarians trained (total = 65)	60% of all Parliamentarians trained (March 30–1 April, 2009 seminar with 39 participants of which 3 were women)	MSI Audit Expert

1.3 # of IGE staff trained in internal controls and audit practices	Baseline – 0 Targets: 75% of all IGE Staff trained (total = 10)	90% of all IGE staff trained in performance audits (January 11–21, 2009 seminar with 9 participants of which 2 were women)	MSI Audit Expert
1.4 IGE's strategic plan updated	Baseline– Existing plan Targets: IGE Strategic Plan revised	Final plan revised and accepted – May 2009	MSI Audit Expert
Task 1.4 : English courses			
1.5 15 MPs and 2 parliamentary staff trained in professional English (changed in Modification #2)	Baseline– 0 Target: 15 parliamentary members and 2 staff participate in training	15 MPs and 2 parliamentary staff participated (from Feb.6–Jun 30, 2009, 2 hours sessions x 2 times per week); 7 women MPs and 1 woman staff	MSI English trainer
COMPONENT 2. SUPPORT FOR PUBLIC EDUCATION CAMPAIGN			
Task 2.1 : Radio Public Service Announcements			
2.1 # of public service announcements produced for radio broadcast	Baseline – 0 Target: 11 PSAs broadcast a total of 256 times	11 radio PSAs produced; between Sep. 15 – Feb. 14, 2010, broadcast more than 256 times in 4 languages on RTD	MSI Media Expert

STANDARD FOREIGN AFFAIRS INDICATORS

Program Area: Governing Justly and Democratically

Number of national legislators and national legislative staff attending USG sponsored training or educational events Element: GID 2.1 – Legislative function and process	Baseline – 0 Target: 50% of all Parliamentarians trained in inquiries (total = 65) 9 Parliamentarians trained in English language	60% of all Parliamentarians trained (March 30–1 April, 2009 seminar with 39 participants of which 3 were women) 15 MPs trained in English (7 women MPs) TOTAL number trained=54	MSI Audit Expert and English Language Trainer
Number of executive branch personnel trained with USG assistance Element: GID 2.2 – Public sector executive function	Baseline – 0 Target: 75% of all IGE Staff trained in internal audit and control topics (total = 10)	90% of all IGE staff trained in performance audits (January 11–21, 2009 seminar with 9 participants of which 2 were women) TOTAL number trained=9	MSI Audit Expert and English Language Trainer
Number of government officials receiving USG-supported anti-corruption training Element: GID 2.4 – Anti-corruption reforms	Baseline – 0 Target: 75% of all IGE Staff trained in internal audit and control topics (total = 10) 50% of all Parliamentarians trained in inquiries (total = 65)	90% of all IGE staff trained in performance audits (January 11–21, 2009 seminar with 9 participants of which 2 were women) 60% of all Parliamentarians trained (March 30–1 April, 2009 seminar with 39 participants of which 3 were women) TOTAL number trained=48	MSI Audit Expert

ANNEX 3 – FINANCIAL REPORT

USAID/EA/RFMC, US EMBASSY COMP UNITED NATIONS AVE, GIGIRI		Management Systems International Address: 600 Water Street SW Washington, DC 20024	
PRIME CONTRACT #: DFD-I-02-08-00072-00		TOTAL CONTRACT: \$390,000.00	
CONTRACT END DATE: March 31 2010		CONTRACT NAME: Djibouti Anti-Corruption Program (DCAP)	
	Budget + Mod #4	Est. Cumulative Billed	Est. Amount Remaining
Labor	235,700.00	220,698.37	15,001.63
Equipment	122.00		122.00
Travel	85,461.00	63,561.56	21,899.44
ODC's	50,966.00	44,999.36	5,966.64
G&A on ODC 13%	17,751.00	14,112.95	3,638.05
5% Direct Labor W/H		-11,034.91	11,034.91
TOTAL	390,000.00	332,337.33	57,662.67