Progress on Signature and Ratification of Anti-Corruption Instruments by SADC Member States: *Who is lagging Behind among SADC Member States?*

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Map of Southern Africa
Acknowledgements

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However, the findings, interpretations and conclusions expressed herein do not necessarily reflect the views of ACT-Southern Africa and the Non- State Actors Forum of Zimbabwe (NSAF). ACT-Southern Africa and the Non- State Actors Forum of Zimbabwe (NSAF) does not guarantee the accuracy of the data included in this work.

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Furthermore, we would like to thank the Non- State Actors Forum of Zimbabwe (NSAF)\textsuperscript{3} for partnering with ACT-Southern Africa and endorsing the findings and recommendations of this report.

\textsuperscript{3} NSAF Objectives

- To advance the interests and voices of Non State Actors in development processes as defined by the Zimbabwean constitution; and
- To facilitate and advocate for negotiated, inclusive co-ordinate development dialogue between state and non-state agencies
Organisational Fact Sheet

1. Introduction

The Anti-Corruption Trust of Southern Africa (ACT-Southern Africa) is a regional, non-governmental and non-political organisation that was set up in 2004 to campaign against corruption and to promote good governance in the private and public sectors. ACT-Southern Africa interventions are plugged into four areas:

- **Advocacy for anti-corruption policy and law reform**: The goal is to support national governments and other stakeholders to ensure the formulation, implementation, adherence and effective coordination of anti-corruption laws and policies.
- **Social prevention and community empowerment**: The goal is to mobilise and empower communities to desist from corrupt practices and to effectively monitor the integrity of service providers.
- **Institutional capacity building**: The goal is to enhance the capacities of specialised anti-corruption agencies, civil society, political parties and the private sector to effectively prevent and combat corruption.
- **Research and development**: The goal is to conduct research, codify knowledge and disseminate good practices on preventing and combating corruption and good governance.

2. Legal status

ACT-Southern Africa is registered in South Africa (Registration No. 045-923-NPO) and Zimbabwe (Registration No. MA147/2004) as a non-governmental organisation.

3. Vision

Accountable, transparent and legitimate public and private sector institutions operating alongside a well informed, empowered and actively engaged citizenry in poverty eradication and development.

4. Mission

To contribute towards good governance and the ending of corruption in Southern Africa through institutional capacity building, situational prevention of corruption, social prevention and public empowerment; anti-corruption policy and law reform and research and development.
Table of Contents

MAP OF SOUTHERN AFRICA ........................................................................................................................................... - 2 -
ORGANISATIONAL FACT SHEET .................................................................................................................................. - 3 -
EXECUTIVE SUMMARY ............................................................................................................................................... - 6 -
1. STATUS OF SIGNATURE AND RATIFICATION OF THE SPAC, AUCPCC AND UNCAC................................. - 8 -
   2.1 SADC PROTOCOL AGAINST CORRUPTION (SPAC) ..................................................................................... - 8 -
   2.2 AU CONVENTION ON PREVENTING AND COMBATING CORRUPTION (AUCPCC) .................................... - 9 -
   2.3 UN CONVENTION AGAINST CORRUPTION (UNCAC) .................................................................................. - 10 -
2. CONCLUSION AND RECOMMENDATIONS ....................................................................................................... - 11 -
ENDNOTESEXECUTIVE SUMMARY ............................................................................................................................................... - 6 -
Executive Summary

In 2007, the Anti-Corruption Trust of Southern Africa (ACT-Southern Africa) commissioned a study to measure progress on the status of signature and ratification of the SADC Protocol against Corruption (SPAC), AU Convention on preventing and combating Corruption (AUCPCC), and the UN Convention against Corruption (UNCAC) by SADC member states. In line with findings made, Chinhamo and Shumba (2007: 7-8), reported that some SADC member states had not signed and ratified the afore-cited anti-corruption treaties. However, since July 2007, progress was made by Botswana, Democratic Republic of Congo (DRC), Mozambique, Malawi, Seychelles and Zambia.

- The DRC and Mozambique ratified the SPAC on 19 May 2008 and 28 December 2007 respectively;
- Malawi and Seychelles ratified AUCPCC on 26 November 2007 and 1 June 2008 respectively;

Consequently, the purpose of this study was to identify SADC member states that were lagging behind in terms of the signature and ratification of the SPAC, AUCPCC and the UNCAC. The following findings were made:

- Swaziland remains as the only SADC member state that has not ratified the UNCAC;
- Madagascar has neither signed nor ratified the SPAC whilst Seychelles signed but has not ratified the same; and
- Angola, Botswana, DRC, Mauritius and Swaziland have not ratified the AUCPCC, whilst Botswana has neither signed nor ratified the convention.

3.1 Recommendations

- The Kingdom of Swaziland should ratify the UNCAC, since this has reputational implications on the country and the rest of the SADC member states;
- The governments of Madagascar and Seychelles should ratify the SPAC; and
- The governments of Angola, Botswana, DRC, Mauritius and Swaziland should ratify the AUCPCC.

3.1.1 Recommendations to the SADC, AU and UN

- Motivate states to take the subject of corruption very seriously by ratifying anti-corruption instruments and domesticating them and where possible these member states should be given technical support on the implementation or domestication of the same; and
- Setting up and empowering institutional arrangements for implementation and other follow-up mechanisms: For instance, Article 22 of the AUCPCC provides for the setting up of an Advisory Board on Corruption within the African Union, Article 11 of the SPAC provides for the establishment of a Committee and Article 63 and 64 of the UNCAC provides for the establishment of the Conference of the States Parties to the Convention, and gives the UN secretariat a specific mandate to support the implementation of the convention.

3.1.2 Recommendations Civil Society Organisations (CSOs)

- CSOs should campaign against corruption within the SADC member states. This should include putting pressure on governments to ratify and domesticate anti-corruption treaties; and
- Engage into partnership with governments on preventing and combating corruption.

3.1.3 Recommendations for more research

Researchers should investigate the extent to which SADC member states that ratified the SPAC, AUCPCC and the UNCAC have domesticated the same into effective and enforceable national policy and legal frameworks.
Introduction and Background Information

The Southern African Development Community (SADC) is an intergovernmental organization that comprises of 15 countries in Southern Africa. The newest member of SADC is Madagascar that joined in August 2005. However, Seychelles withdrew its membership in July 2004 and later rejoined in August 2008. SADC member states are also members of the African Union (AU) and the United Nations (UN). As part of efforts towards preventing and combating corruption the SADC, AU and UN came up with anti-corruption conventions:

- **The SADC Protocol against Corruption (SPAC):** According to the SADC (2011:12), the Protocol was signed by 14 SADC Heads of State and Government in Malawi on 14 August 2001. This excluded Madagascar that only joined SADC in August 2005. In line with Article 3 of SPAC its purpose is:
  a) to promote and strengthen the development, by each of the State Parties, of mechanisms needed to prevent, detect, punish and eradicate corruption in the public and private sector,
  b) to promote, facilitate and regulate cooperation among the State Parties to ensure the effectiveness of measures and actions to prevent, detect, punish and eradicate corruption in the public and private sectors; and
  c) to foster the development and harmonization of policies and domestic legislation of the State Parties relating to the prevention, detection, punishment and eradication of corruption in the public and private sectors.

- **The AU Convention on Preventing and Combating Corruption (AUCPCC):** The AUCPCC, which entered into force on 5 August 2006, was adopted by the 2nd Ordinary Session of the Assembly of the African Union (AU) in Maputo, Mozambique on 11 July 2003. The objectives of the Convention are to:
  a) Promote and strengthen the development in Africa by each State Party, of mechanisms required to prevent, detect, punish and eradicate corruption and related offences in the public and private sectors.
  b) Promote, facilitate and regulate cooperation among the State Parties to ensure the effectiveness of measures and actions to prevent, detect, punish and eradicate corruption and related offences in Africa.
  c) Coordinate and harmonize the policies and legislation between State Parties for the purposes of prevention, detection, punishment and eradication of corruption on the continent.

- **The UN Convention against Corruption (UNCAC):** The UNCAC entered into force on 14 December 2005. The purposes of UNCAC are:
  a) To promote and strengthen measures to prevent and combat corruption more efficiently and effectively;
  b) To promote, facilitate and support international cooperation and technical assistance in the prevention of and fight against corruption, including in asset recovery;
  c) To promote integrity, accountability and proper management of public affairs and public property.

There is no gainsaying of the fact that the SPAC, AUCPCC and UNCAC are very important instruments considering the implications of corruption on development. According to Heymans and Lipietz (1999) corruption jeopardises development by distorting public spending, undermining efficiency, discouraging investment and growth, undermining quality of governance and has reputational consequences. In keeping thereof, UNDP (2008:10-12), adds that corruption exacerbates poverty, has debilitating effects on development in countries rich in natural resources, is an obstacle to consolidation of peace, shares a
nexus with organized crime, violates human rights and fosters anti-democratic environment.\textsuperscript{5} Furthermore, Transparency International (2012), asserts that corruption causes conflicts and is a potential driver of its continuation. The correlation is demonstrated through the Corruption Perception Index (CPI) of some countries in conflict such as Afghanistan, Iraq, Somalia, Sudan, and DRC to name but a few. The 2011 CPI speaks volumes about this umbilical link between corruption and conflicts.\textsuperscript{6}

It is also true that conflicts and the slow economic performance bedeviling Southern Africa are partly attributed to corruption. According to SADC (2012:5) “.... the economic performance of the Region was characterized by a slow economic growth as shown by a decline in real GDP from 5.5% in 2010 to 4.7%, in 2011 and a stagnant level of average inflation at 8.3%”.\textsuperscript{7} Corruption is one of the causes though there is tendency to blame the situation squarely on developments in the global markets. The commitment by SADC member states to invest in fighting corruption is one of the key requirements needed for SADC to achieve its objectives\textsuperscript{8}.

However, experience has shown that some SADC, AU and UN member states are taking long to sign, ratify and implement the SPAC, AUCPCC and the UNCAC, which casts doubt on their commitment to eradicate corruption. To this end, the desk research was carried out to measure the progress made by SADC member states in signing\textsuperscript{9} and ratifying\textsuperscript{10} the SPAC, AUCPCC, and UNCAC.

\section{1. Status of Signature and Ratification of the SPAC, AUCPCC and UNCAC}

The following findings were made on the status of signature and ratification of the SPAC, AUCPCC and the UNCAC by SADC member states:

\subsection{2.1 SADC Protocol against Corruption (SPAC)}

The SPAC is one of the flagship instruments of the SADC for preventing and combating the scourge of corruption. According to the SADC (2011:12), the Protocol was signed by 14 SADC Heads of State and Government in Malawi on 14 August 2001. It was ratified by the majority of the SADC member states as depicted in Table 1 below\textsuperscript{11}. This excluded Madagascar that only joined SADC in August 2005. As at the 27\textsuperscript{th} of July 2011, Madagascar was the only SADC member state that had not signed the SPAC\textsuperscript{12}. Furthermore, Seychelles has not yet ratified the same.

\begin{table}[h]
\centering
\begin{tabular}{|l|l|l|l|}
\hline
\textbf{Country} & \textbf{Heads of State and Government} & \textbf{Date of signing} & \textbf{Date of ratification} \\
\hline
1. Angola & H.E. President José Eduardo dos Santos & 14 August 2001 & 17 July 2005 \\
3. DRC & H.E. President Joseph Kabila Kabange & 14 August 2001 & 19 May 2008 \\
4. Lesotho & His Majesty King LETSIE III & 14 August 2001 & 29 July 2003 \\
5. Madagascar & H.E. President Andry Rajoelina\textsuperscript{13} & No & No \\
6. Malawi & H.E. President Joyce Banda & 14 August 2001 & 2 September 2002 \\
\hline
\end{tabular}
\caption{Signature and ratification of the SADC Protocol against corruption}
\end{table}
9. Namibia  H.E. President Hifikepunye Pohamba  14 August 2001  23 June 2005
10. Seychelles  H.E. President James Alix Michel  14 August 2001  No
11. South Africa  H.E. President Jacob Gedleyihlekisa Zuma  14 August 2001  15 May 2003
12. Swaziland  His Majesty King Msawati III  14 August 2001  1 August 2006
15. Zimbabwe  H.E. President Robert Gabriel Mugabe  14 August 2001  8 October 2004

2.2 AU Convention on Preventing and Combating Corruption (AUCPCC)

The AUCPCC, which entered into force on 5 August 2006, was adopted by the 2nd Ordinary Session of the Assembly of the African Union (AU) in Maputo, Mozambique on 11 July 2003. According to the African Union (2010:2) as at the 6th of August 2010, the AUCPCC had been signed and ratified by 45 and 31 AU member states respectively. In line with the status thereof, reported by the African Union (2010)¹⁴, Angola, Botswana, Democratic Republic of Congo (DRC), Mauritius and Swaziland had not ratified the AUCPCC. Botswana was the only SADC member state that had neither signed nor ratified the AUCPCC. The AU has 54 Member States, including Southern Sudan, and the AUCPCC was signed by 45 and ratified by 31 members. AU member states that had not signed include: Botswana, Central African Republic, Cape Verde, Egypt, Eritrea, Malawi, Seychelles and Tunisia. Table 2 below shows the progress made by SADC member states.

Table 2: Signature and ratification of the AU Convention on Preventing and Combating Corruption by SADC member states

<table>
<thead>
<tr>
<th>Country</th>
<th>Heads of State and Government</th>
<th>Date of signing</th>
<th>Date of ratification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Angola</td>
<td>H.E. President José Eduardo dos Santos</td>
<td>22 January 2007</td>
<td>No</td>
</tr>
<tr>
<td>2. Botswana</td>
<td>H.E. President Lt. Gen. Seretse Khama Ian Khama</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>3. DRC</td>
<td>H.E. President Joseph Kabila Kabange</td>
<td>5 December 2003</td>
<td>No</td>
</tr>
<tr>
<td>4. Lesotho</td>
<td>His Majesty King LETSIE III</td>
<td>27 February 2004</td>
<td>26 October 2004</td>
</tr>
<tr>
<td>5. Madagascar</td>
<td>H.E. President Andry Rajoelina</td>
<td>28 February 2004</td>
<td>6 October 2004</td>
</tr>
<tr>
<td>6. Malawi</td>
<td>H.E. President Joyce Banda</td>
<td>No</td>
<td>26 November 2007</td>
</tr>
<tr>
<td>7. Mauritius</td>
<td>Sir Anerood JUGNAUTH</td>
<td>6 July 2004</td>
<td>No</td>
</tr>
<tr>
<td>8. Mozambique</td>
<td>H.E. President Armando Emilio Guebuza</td>
<td>15 December 2003</td>
<td>2 August 2006</td>
</tr>
<tr>
<td>10. Seychelles</td>
<td>H.E. President James Alix</td>
<td>-</td>
<td>1 June 2008</td>
</tr>
</tbody>
</table>
2.3 UN Convention against Corruption (UNCAC)

The UNCAC entered into force on 14 December 2005. According to the United Nations Office on Drug and Crime (2012)\textsuperscript{15}, Swaziland remains the only SADC member state that has not ratified the UNCAC. Whilst it is the odd one out in the entire Southern Africa, it is one of the 16 UN Members States\textsuperscript{16} that has not ratified UNCAC globally. Table 3 shows the status of signature and ratification by SADC member states.

<table>
<thead>
<tr>
<th>Country</th>
<th>Heads of State and Government</th>
<th>Date of Signature</th>
<th>Date of Ratification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Angola</td>
<td>H.E. President José Eduardo dos Santos</td>
<td>10 December 2003</td>
<td>29 August 2006</td>
</tr>
<tr>
<td>3. DRC</td>
<td>H.E. President Joseph Kabila Kabange</td>
<td>No</td>
<td>23 September 2010</td>
</tr>
<tr>
<td>4. Lesotho</td>
<td>His Majesty King LETSIE III</td>
<td>16 September 2005</td>
<td>16 September 2005</td>
</tr>
<tr>
<td>5. Madagascar</td>
<td>H.E. President Andry Rajoelina</td>
<td>10 December 2003</td>
<td>22 September 2004</td>
</tr>
<tr>
<td>10. Seychelles</td>
<td>H.E. President James Alix Michel</td>
<td>27 February 2004</td>
<td>16 March 2006</td>
</tr>
<tr>
<td>11. South Africa</td>
<td>H.E. President Jacob Gedleyihlekisa Zuma</td>
<td>9 December 2003</td>
<td>22 November 2004</td>
</tr>
<tr>
<td>12. Swaziland</td>
<td>His Majesty King Mswati III</td>
<td>15 September 2005</td>
<td>No</td>
</tr>
<tr>
<td>15. Zimbabwe</td>
<td>H.E. President Robert Gabriel Mugabe</td>
<td>18 November 2003</td>
<td>17 December 2006</td>
</tr>
</tbody>
</table>
2. Conclusion and Recommendations

3.2 Conclusion

Whilst progress has been made by the majority of SADC member states with regards to the signature and ratification of anti-corruption instruments, the impact is not convincing since corruption is still rampant in the region. In a nutshell, the following are the major findings of this desk study:

- Swaziland is the only SADC member state that has not ratified the UN Convention against Corruption;
- Madagascar has neither signed nor ratified the SADC Protocol against Corruption whilst Seychelles signed but not ratified the same; and
- Angola, Botswana, DRC, Mauritius and Swaziland did not ratify the AU Convention on Preventing and Combating Corruption, whilst Botswana has neither signed nor ratified the same.

3.3 Recommendations

- The Kingdom of Swaziland should ratify the UN Convention against Corruption, since this has reputational implications on the country and the rest of the SADC member states;
- The governments of Madagascar and Seychelles should ratify the SADC Protocol against Corruption; and
- The governments of Angola, Botswana, DRC, Mauritius and Swaziland should ratify the AU Convention on Preventing and Combating Corruption.

3.3.1 Recommendations to the SADC, AU and UN

- Motivate member states to take the subject of corruption very seriously by ratifying anti-corruption instruments and domesticating them and where possible give technical support on the implementation or domestication of anti-corruption instruments; and
- Setting up and empowering institutional arrangements for implementation and other follow-up mechanisms: For instance, Article 22 of the AUCPCC provides for the setting up of an Advisory Board on Corruption within the African Union, Article 11 of the SPAC provides for the establishment of a Committee and Article 63 and 64 of the UNCAC provides for the establishment of the Conference of the States Parties to the Convention, and gives the UN secretariat a specific mandate to support the implementation of the convention.

3.3.2 Recommendations Civil Society Organisations (CSOs)

- CSOs should campaign against corruption within the SADC member states. This should include putting pressure on governments to ratify and domesticate anti-corruption treaties; and
- Engage into partnership with governments on preventing and combating corruption.

3.3.3 Recommendations for more research

- Researchers should investigate the extent to which SADC member states that ratified the SPAC, AUCPCC and the UNCAC have domesticated the same into effective and enforceable national policy and legal frameworks;
Endnotes


2 SADC member states include: Angola, Botswana, Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, and Zimbabwe.


8 In line with the Declaration and Treaty of SADC, its objectives are to:
a) Achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the people of Southern Africa, and support the socially disadvantaged through regional integration
b) Evolve common political values, systems, and institutions
c) Promote and defend peace and security
d) Promote self-sustaining development on the basis of collective self-reliance, and the interdependence of Member States
e) Achieve complementarity between national and regional strategies and programs
f) Promote and maximize productive employment and utilization of resources of the region
g) Achieve sustainable utilization of natural resources and effective protection of the environment
h) Strengthen and consolidate the long standing historical, social, and cultural affinities and links among the people of the region

9 Articles 10 and 18 of the Vienna Convention on the Law of Treaties 1969, states that signature does not establish the consent to be bound. However, it is a means of authentication and expresses the willingness of the signatory state to continue the treaty-making process. The signature qualifies the signatory state to proceed to ratification, acceptance or approval. It also creates an obligation to refrain, in good faith, from acts that would defeat the object and the purpose of the treaty

10 In line with Article 2 (1) (b), 14 (1) and 16, Vienna Convention on the law of Treaties 1969, ratification defines the international act whereby a state indicates its consent to be bound to a treaty if the parties intended to show their consent by such an act. In the case of bilateral treaties, ratification is usually accomplished by exchanging the requisite instruments, while in the case of multilateral treaties the usual procedure is for the depositary to collect the ratifications of all states, keeping all parties informed of the situation. The institution of ratification grants states the necessary time-frame to seek the required approval for the treaty on the domestic level and to enact the necessary legislation to give domestic effect to that treaty.
The functions of the Board include:

- a. promote and encourage adoption and application of anti-corruption measures on the continent;
- b. collect and document information on the nature and scope of corruption and related offences in Africa;
- c. develop methodologies for analyzing the nature and extent of corruption in Africa, and disseminate information and sensitize the public on the negative effects of corruption and related offences;
- d. advise governments on how to deal with the scourge of corruption and related offences in their domestic jurisdictions;
- e. collect information and analyze the conduct and behaviour of multi-national corporations operating in Africa and disseminate such information to national authorities designated under Article 18 (1) hereof;
- f. develop and promote the adoption of harmonized codes of conduct of public officials;
  (a) build partnerships with the African Commission on Human and Peoples’ Rights, African civil society, governmental, Intergovernmental and non-governmental organizations to facilitate dialogue in the fight against corruption and related offences;
- g. submit a report to the Executive Council on a regular basis on the progress made by each State Party in complying with the provisions of this Convention;
- h. perform any other task relating to corruption and related offences that may be assigned to it by the policy organs of the African Union.

Article 11 of the SPAC, provides for institutional arrangements for implementation of SPAC through the setting up of a Committee to oversee implementation.

- a. A Committee consisting of State Parties is hereby established to oversee the implementation of this Protocol.
- b. Each State Party shall report to the Committee within one year of becoming a Party, on the progress made in the implementation of this Protocol. Thereafter, each State Party shall report to the Committee every two years.
- c. The Committee shall, inter-alia, be responsible for the following:
  • gathering and disseminating information amongst State Parties;
  • organising training programmes as and when appropriate;
  • evaluating programmes to be put in place and a programme of co-operation for the implementation of this Protocol; and
  • providing any other related assistance to State Parties as and when appropriate;
  • reporting to Council on a regular basis on the progress made by each State Party in complying with the provisions of this Protocol.
The objectives of the Conference of the States Parties, include:

(a) Facilitating activities by States Parties under articles 60 and 62 and chapters II to V of this Convention, including by encouraging the mobilization of voluntary contributions;
(b) Facilitating the exchange of information among States Parties on patterns and trends in corruption and on successful practices for preventing and combating it and for the return of proceeds of crime, through, inter alia, the publication of relevant information as mentioned in this article;
(c) Cooperating with relevant international and regional organizations and mechanisms and non-governmental organizations;
(d) Making appropriate use of relevant information produced by other international and regional mechanisms for combating and preventing corruption in order to avoid unnecessary duplication of work;
(e) Reviewing periodically the implementation of this Convention by its States Parties;
(f) Making recommendations to improve this Convention and its implementation;
(g) Taking note of the technical assistance requirements of States Parties with regard to the implementation of this Convention and recommending any action it may deem necessary in that respect.

CSOs and media have an important role to play in line Article 12 of AUCPCC. By signing and ratifying the AUCPCC State Parties undertake to:

(a) Be fully engaged in the fight against corruption and related offences and the popularisation of this Convention with the full participation of the Media and Civil Society at large;
(b) Create an enabling environment that will enable civil society and the media to hold governments to the highest levels of transparency and accountability in the management of public affairs;
(c) Ensure and provide for the participation of Civil Society in the monitoring process and consult Civil Society in the implementation of this Convention;
(d) Ensure that the Media is given access to information in cases of corruption and related offences on condition that the dissemination of such information does not adversely affect the investigation process and the right to a fair trial.