CONCEPT NOTE
Commend and Condemn: A Systems Approach to Combat Corruption in Africa

BACKGROUND AND RATIONALE OF THE BOOK

The purpose of this edited volume is to use empirical evidence to explain common causes and cases of corruption in Africa and outline an integrated proactive prevention strategy for combating bureaucratic and political corruption in Africa.[1] This involves a multi-stakeholder approach in the implementation of anti-corruption legislation and policies where leaders set the tone from the top to arrest the unsatiable appetite of unscrupulous bureaucrats for public resources; where law enforcement institutions operate independently to deter self-dealing bureaucrats and political elites from embezzling public resources; and where citizens are key players and not spectators in demanding justice and deter potential perpetrators from plundering public resources.[2]

Anchored in systems thinking theory, the hypothesis of this solution-oriented book is that an effective strategy to combat corruption should integrate an independent enforcement system, vigilant civil society, vibrant media, and political leadership to deter abuse of entrusted power for personal gain. As the Corruption Perceptions Index (CPI) has progressively shown, the ineffectiveness of prosecutorial anchored approaches explains why corruption is still rampant despite the vice being criminalized in nearly every country on the continent.[3] Corruption contributes to Africa being the poorest

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[1] Elinor Ostrom, Roy Gardner, and James Walker, 'Rules, Games, and Common-Pool Resources' http://www.press.umich.edu/titleDetailDesc.do?id=9739 The University of Michigan Press, 1994 (1994) 37. See also Tom Galvin and Dale Watson (Eds), *Strategic Leadership: Primer for Senior Leaders,* Fourth Edition, Department of Command, leadership, and Management, United states Army War College (Undated).

[2] Dan Kuwali, "Combating Corruption in Africa" chapter 33 in Dan Kuwali, Palgrave Handbook on Sustainable Peace in Africa, 2021.

[3] Transparency International, "Corruption Perceptions Index 2020", available at:< 2020 - CPI - Transparency.org >(21 August 2021)

and least peaceful region of the world.[4] Yet gift-giving and manifestation of appreciation is part of African culture.[5]

Although the African Union (AU) designated 2018 as the year for "winning the fight against corruption" and considering that corruption is a criminal offence in nearly every country on the continent, Africa is still widely considered as the world's most corrupt continent. Of the 10 countries considered most corrupt in the world, six are in sub-Saharan Africa. The continent ranks lowest amongst global regions in the CPI. Countries in Africa average 32 out of 100 in their CPI scores. About one billion people (90%) of the continent's 1.2 billion population live under very or extremely corrupt governments, a rate that exceeds most of the rest of the world. Over US$50 billion worth of stolen assets flow out of Africa every year.[6]

Including the private sector, corruption is commonplace in the public sector involving all the three branches of government (the judiciary, the executive, and the legislature) involving different types of corruption namely graft, cheating, grand and petty corruption.[7] Existing anti-corruption approaches have only targeted African political elite as perpetrators, eluding foreign collaborators and beneficiaries who have been excluded in the loop. Hence the need for a different and systems approach to complement the reactive prosecutorial strategy. In agreement with Mbaku, Collier also notes that corruption was "made" in Africa and that it can equally be "unmade" once the opportunities for rent-seeking behaviour are reduced, and better scrutiny of government behaviour is established.[8]

A systems thinking approach is different from traditional approaches because causes of corruption defy simple explanations and usually result from numerous factors and processes.[9] All the chapters in the book use systems thinking, an approach to problem-solving, by viewing "problems" as parts of an overall system.[10] Systems thinking abhors reacting to a specific part of a problem, outcomes, or events and potentially contributing to further development of unintended consequences[11] Systems thinking helps understand the complex structural causes of corruption and address those challenges more

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[4] Charles M. Fombad and Nico Steytler (Eds), *Corruption and Constitutionalism in Africa* (Oxford University Press, 2020).

[5] Philip Nel, "Corruption", Tony Binns, Kenneth Lynch and Etienne Nel, *The Routledge Handbook of African Development,* (London: 2020), 649-650.

[6] Organisation for Economic Co-operation and Development, 'Implementing the OECD Principles for Integrity in Public Procurement', available at:<https://www.oecd-ilibrary.org/governance/implementing-the-oecd-principles-for-integrity-in-public-procurement_9789264201385-en>. (accessed 1 January 2021).

[7] Nel, "Corruption", 652.

[8] See Paul Collier, 'How to reduce corruption', *African Development Review* 12 no. 2 (2000): 191-2005. See also Nel, "Corruption", 659.

[9] David Peter Stroh, *Systems Thinking for Social Change: A Practical Guide to Solving Complex Problems, Avoiding Unintended Consequences, and Achieving Lasting Results* (White River Junctions, VT: Chelsea Green Publishing, 2015), 1-6.

[10] Steven Metz, "Systems Thinking," *The Science Teacher* 79, no. 7 (October 2012): 6–6, https://www.jstor.org/stable/i40141445. See Willie J. Flucker, *Army Senior Leader Diversity: A Systems Analysis,* Strategic Research Project (Carlisle, PA: United States Army War College, 2015), 2.

[11] Metz, "Systems Thinking," 6. See also Flucker, *Army Senior Leader Diversity*, 2.

holistically.[12]   In this case, the complex challenges in the relationship between the two countries are viewed through the lens of systems collective action problem of the tragedy of commons where everyone is keen on plundering public funds, which can be addressed by deterrent strategies.[13]

While some argue that corruption greases the gears of commerce and economic development, others contend that corruption acts as the sand that grinds and slows down these same gears.[14] Research has shown that, overall, corruption creates more inefficiency than it corrects as it fuels inequalities and undermines access to public service and scares off investors, and discourages further development.[15] Although causes of corruption unfold differently in different countries, the political economy, moral and anthropological perspectives in most African countries reveal that corruption is a direct consequence of poorly conceived legislation, policies, and institutional loopholes that have promoted rent-seeking and other forms of opportunism.[16] Against this backdrop, concludes that ending corruption is a top priority for peace, security, and development in Africa.[17]   Therefore, this book unites scholars and practitioners in academically rigorous book chapters, employing systems thinking processes to diagnose the structural causes of, and devise evidence-based solutions to, corruption focusing on African States.

While there cannot be a one-size-fits-all approach to fighting corruption, it is generally accepted that strategic leadership setting the tone from the top is key to ending the unsatiable appetite of unscrupulous public officials for public resources.[18] The discussion takes the African Union (AU) Convention on Preventing Corruption and the United Nations (UN) Convention against Corruption as yardsticks for fighting the

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[12] See George J. Woods, *Organizing Your Thoughts about Organizations* (Carlisle: United States Army War College, May 2021), 5, 11. See Elinor Ostrom, "The Institutional Analysis and Development Framework and the Commons," *Cornell Law Review* 95, no. 4(2010):807–816, 807, https://scholarship.law.cornell.edu/clr/vol95/iss4/15.

[13] Robert Jervis, Systems Effects Revised," *Critical Review,* 24, 3. 2012. See also Connolly, note 22 above 499-408. Stroh, *Systems Thinking*, 19–21.

[14] Nel, "Corruption," 649-650.

[15] Nel, "Corruption," 649-650.

[16] John Mukum Mbaku, *Corruption in Africa: Causes Consequences, and Cleanups*, Rowman & Littlefield Publishing Group Inc, 2010, p. x. John Mukum Mbaku, *Bureaucratic and Political Corruption in Africa: The Public Choice perspective,* (Malabar, FL: Krieger, 2000). See also Nel,"Corruption," 659. Sarah Muir and Akhil Gupta, "Rethinking the Anthropology of Corruption: An Introduction to Supplement 18," *Current Anthropology,* 59, no.s 18 (April 2018):s1-s15, https://doi.org/10.1086/696161. JP Olivier de Sardan, "A MORAL Economy of Corruption in Africa?", *Journal of Modern African Studies,* 37 no. 1, (March, 1999): 25-52, https://doi.org/10.1017/S0022278X99002992.

[17] The AU Convention on Preventing and Combating Corruption (AUCPCC) was adopted in Maputo, Mozambique on 11 July 2003 and came into force in 2006. The AU has established an Advisory Board on Corruption, which is an organ tasked to advise on, and address the problem of, corruption on the continent. As can be noted, the Board is limited to an advisory role although it is also mandated to rally for the ratification and implementation by member states, the AU CPCC. To date, the Convention has been ratified by 44 out of the 55 AU Member States, which explains the slow pace in the determination to fight the vice on the continent. African Union, AU Convention on Preventing and Combating Corruption, available at:<https://au.in/sites/default/files/treaties/36382-treats-0028-african-union-convention-on-preventing-and-combating-corruption-e.pdf>(accessed 20 February 2021).

[18] See generally, Prof PLO Lumumba, available at:<www.plofoundation.org>.

vice and investigates approaches in selected countries to discern best practices. The contributors converge to recommend an integrated proactive strategy that includes top-down, bottom-up, and a multi-stakeholder approaches in the implementation of anti-corruption legislation and policies to protect public resources from unscrupulous private sector actors, bureaucrats and politically exposed individuals. A proactive prevention strategy is worthwhile than prosecution, which is complex, costly, time-consuming, indefinite, and reactive after public funds have already been purloined. This transformation may help to spur economic development on the continent.[19]

The book will be published in 2022 by Routledge, a highly recognized publisher worldwide. The tentative title of this peer-reviewed edited volume tentatively is: ***Commend and Condemn: A Systems Approach to Combat Corruption in Africa.*** The contributors to the book are highly respected multidisciplinary academics, policymakers, and practitioners with recognised contributions to law and development studies, particularly in the field of corruption. The main objective of the book is to provide research-based strategies as well as easily accessible academic resources and policy guidelines on combating corruption in Africa. All the chapters in the book will provide concrete solution-orientated recommendations anchored in contemporary theory, lessons learned, and best practices to guide the AU, governments, and policymakers on theoretically and practically proven steps to effectively combat corruption on the continent to achieve sustainable development in line with Goal 16 of the UN Sustainable Development Goals (SDGs) and the AU Agenda 2063.

METHODOLOGY
The 20 chapters in this edited volume will be research-based and solution-oriented. To remain within the bounds of the theme of the book, the discussion will focus on addressing the question of how to combat corruption in Africa. The hypothesis is that while prosecution is imperative in fighting corruption, it is complex, costly, time-consuming, and indefinite. Therefore, contributors to this edited volume will converge on the thesis that proactive prevention strategies are more effective in deterring corruption. The contributors to the book are a mix of scholars and practitioners in the field of governance, a factor that indicates that: first, the outcome of the book is one that straddles the academic and policy environments; second, the book brings together both multidisciplinary and transdisciplinary research, policy analysis and strategic thought. To bring coherence and logical analysis to the book for perspectives from different academic disciplines, the contributors will use systems thinking.

Systems thinking is a cognitive framework that helps to explain complex phenomena (or outcomes) by considering the contributory components and the interactions between them.[20] Systems thinking is employed because it is a methodology causes of corruption defy simple explanation and usually result from numerous factors and processes.[21] Thus,

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[19] Jimanze Ego-Alowes, *Corruption in Africa: Resolution through New Diagnosis* (Safari Books, 2017).

[20] Steve Metz, "Systems Thinking," *The Science Teacher* 79, no. 7 (November 2012), 6.

[21] David Peter Stroh, *Systems Thinking for Social Change: A Practical Guide to Solving Complex Problems, Avoiding Unintended Consequences, and Achieving Lasting Results* (White River Junctions, VT: Chelsea Green Publishing, 2015), 1-6.

systems thinking will help authors to understand the complexity of the causes of corruption and the complicated patterns of bureaucratic and political corruption. [22] Considering that there cannot be a silver bullet for ending corruption in the heterogenous systems of African bureaucratic, social and political culture, systems thinking will aid contributors to analyse interrelationships in the common causes of corruption and perceiving patterns to discern best practices and holistic solutions to combat corruption.[23] By using systems thinking, authors will uncover root causes of corruption and identify high-leverage interventions to end corruption on the continent.[24] The result will be a comprehensive book that provides readers with a range of effective and functional multistakeholder initiatives in combating corruption in Africa.[25]

The book will use both multidisciplinary and interdisciplinary research methodologies to solve the complex question of how to combat corruption in Africa by providing different perspectives on the subject and developing a common approach and generally accepted recommendations.[26] The multidisciplinary approach in this book will draw on knowledge from disciplines such as law, development studies, development economics, ethics, strategic studies, human rights, and democratisation as well as peace and security in Africa. Although each African country faces unique challenges and may require specific strategies, the multidisciplinary approach will help provide recommendations that are universally applicable. The interdisciplinary approach is employed in this book to analyse, synthesize, and harmonise the links between and among the different disciplines into coordinated and coherent recommendations.[27]

STYLE GUIDE
Authors are requested to use the Style Guidelines in as indicated in the Concept Note in **Annex II**. In short, **please use the Chicago Style of Citation available at** Turabian Citation Quick Guide Notes and Bibliography Samples (chicagomanualofstyle.org)**. Kindly use Arial font size 12 single-spacing and please follow the style guidelines, as much as possible.**

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[22] Ibid.

[23] Peter M. Senge, *The Fifth Discipline: The Art and Practice of the learning Organization*, (New York: Doubleday/Currency1990), 68.

[24] Ibid.

[25] Elinor Ostrom, The Institutional Analysis and Development Framework and the Commons, 95 Cornell L. Rev. 807 (2010) Available at: http://scholarship.law.cornell.edu/clr/vol95/iss4/15.

[26] See Choi BC, Pak AW. Multidisciplinarity, interdisciplinarity and transdisciplinarity in health research, services, education and policy: 1. Definitions, objectives, and evidence of effectiveness. *Clin Invest Med*. 29 no. 6 (December 2006):351-64. PMID: 17330451.

[27] Stephen Menken and Machiel Keesten, Lucas Rutting, Ger Post, and Mieke Roo, *An Introduction to Interdisciplinary Research: Theory and Practice* (Amsterdam: Amsterdam University Press, 2016).