Message from the Head of the OECD Anti-Corruption Network for Eastern Europe and Central Asia

Dear Anti-Corruption Network for Eastern Europe and Central Asia (ACN) Members and Partners,

On behalf of the ACN Secretariat, I am pleased to share with you the ACN Annual Report for 2022.

2022 year was a challenging year due to Russia’s war of aggression against Ukraine. The conflict has created a volatile security situation in the region, which poses challenges in addressing corruption effectively. The conflict has had a significant impact on the Ukrainian economy, exacerbating social and economic inequalities and creating opportunities for corruption.

Ukraine has nevertheless showed its continued commitment to the implementation of the ACN’s Programme of work including through its ACN National Coordinator, National Agency for Prevention of Corruption in Ukraine (NACP), relevant state bodies, and non-government stakeholders, who remained active in the ACN.

We also remained steadfast and delivered on our 2022 objectives. We adopted the revamped Istanbul Anti-Corruption Action Plan (IAP) 5th Round of Monitoring, which constitutes an important milestone for the region and contributes to the anti-corruption field globally. We reached an agreement within the Law Enforcement Network (LEN) to adopt the Methodology of the Matrix of High-Level Corruption cases and held the 12th Annual ACN LEN Meeting. We also released the 2022 edition of our flagship publication, Business Integrity in Eastern Europe and Central Asia and completed several thematic working groups and trainings on the IAP and Matrix.

Other achievements include the endorsement of the ACN Work Programme for 2023-2026 at the 27th ACN Steering Group Meeting Group, held back-to-back with the High-Level Meeting of Anti-Corruption Decision-Makers in Eastern Europe and Central Asia.

Moving forward, we remain committed to supporting anti-corruption efforts in Ukraine and throughout the region. We will continue to work closely with our partners to identify and address the root causes of corruption, and to develop effective strategies for preventing and combating it.

I would like to thank our National Coordinators, country monitoring experts, civil society, business and international partners, donors, our host organisation and the ACN team for their unwavering commitment to the fight against corruption. We continue to make significant progress in advancing the principles of transparency, accountability, and integrity in the region. I am confident that we will continue to build on these successes in the years to come.

Olga Savran
About the ACN

The Anti-Corruption Network for Eastern Europe and Central Asia (ACN) is a global relations programme of the OECD Working Group on Bribery in International Business Transactions (Working Group on Bribery). The ACN was established in 1998 to promote anti-corruption reforms in Eastern Europe and Central Asia, to bring non-OECD Member countries from the region closer to international anti-corruption standards and to strengthen their implementation. The ACN has established a track record of working in the region to support its 24 member-countries1 in advancing their anti-corruption agenda. The ACN brings on board the expertise of the OECD and EU countries,2 transferring this know-how to its members. The ownership of this initiative by its member countries, the active involvement of non-governmental and international partners, and support from donors makes the ACN a true driver of anti-corruption reforms in the region.

The ACN Steering Group is comprised of the National Coordinators from ACN countries, as well as representatives from partner organisations and countries. Annual meetings provide a regional framework for experience exchange and stakeholder consultations. High-Level Meetings of anti-corruption decision-makers are convened to reaffirm members' commitment to the reforms and endorse new Programmes of Work of the ACN. Civil society contact points contribute through alternative reports, participation in anti-corruption monitoring and certain experience sharing activities. The Secretariat of the ACN is housed in the Anti-Corruption Division in the OECD Directorate for Financial and Enterprise Affairs.

The Istanbul Anti-Corruption Action Plan (IAP) is a flagship peer review programme of the ACN launched in 2003. Its methodology is based on the working methods of the Working Group on Bribery but has a broader scope and covers all forms of corruption, including active and passive domestic and international bribery, and both preventive and law-enforcement measures. The Programme is known for high standards of transparency and inclusion. Civil society organisations, businesses and the international community contribute to the peer reviews. As a voluntary initiative, the programme pushes countries to “sign-up” for ambitious commitments and incentivise performance. The IAP has 10 member countries: Armenia, Azerbaijan, Georgia,3 Moldova, Ukraine, Kazakhstan, Kyrgyzstan, Mongolia, Tajikistan, and Uzbekistan.

The Law Enforcement Network (LEN) of the ACN operates since 2010 through annual meetings of investigators, prosecutors and other law-enforcement practitioners who gather to discuss law-enforcement practices and learn about modern and effective methods for detection, investigation and prosecution of complex corruption crimes. Business integrity is one of the recent activity areas of the ACN that aims to promote the exchange of good practices between the public and private sector. The ACN’s past work on integrity in education includes sectoral assessments as a part of the monitoring reviews completed for Armenia, Azerbaijan and Ukraine and a thematic publication on corruption prevention in specific sectors including education.4

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1 Participation of Belarus and Russia was suspended in the OECD bodies in 2022.
2 7 EU member states are ACN members: Bulgaria, Croatia, Estonia, Latvia, Lithuania, Romania, and Slovenia.
3 Georgia declined the OECD’s invitation to join the 5th Round of Monitoring in 2023 for an unknown period. Following Georgia’s response, its status in the IAP will need to be further determined in consultation with the ACN Steering Group.
The 2022 Year in Review

January - June

- Project on OECD Anti-Corruption Review of the Ukraine's Energy Sector concluded with a final report
- Bilateral meeting with Business Integrity and Business Ombudsman institutions
- Training on the new Anti-Corruption Performance Indicators
- Bilateral meeting on finalising the 5th round of monitoring under the Istanbul Anti-Corruption Action Plan
- 5 pilot monitoring reports published for Armenia, Azerbaijan, Moldova, Georgia and Ukraine

June - December

- Launch of the 2021 ACN Annual Report
- Launch of the 2022 Study on Business Integrity in Eastern Europe and Central Asia
- Thematic Roundtable on Incentivising and Assessing Corporate Anti-Corruption Compliance
- Roundtable on Business Integrity in Eastern Europe and Central Asia
- 2nd High-level meeting with Georgia
- Bilateral meeting on finalising the 5th round of monitoring under the Istanbul Anti-Corruption Action Plan
- Bilateral meeting with Business Integrity and Business Ombudsman institutions
- 27th Steering Group Meeting
- ACN High-level Meeting
- Consultations with non-governmental stakeholders on anti-corruption indicators
- Training on the Matrix
- EU Advisory Group Meeting
- Training on the new Anti-Corruption Performance Indicators for Central Asian countries
- Designation of the new Istanbul Anti-Corruption Action Plan Chair and Vice-Chair
- Adoption of the methodology for the Matrix of High-level Corruption Cases
- Adoption of the 5th round of Monitoring
- Adoption of the ACN work programme 2023-2026

Bilateral meeting on finalising the 5th round of monitoring under the Istanbul Anti-Corruption Action Plan
Thematic Working Group on Methodology and Scoring
Consultations with non-governmental stakeholders on anti-corruption indicators
Webinar for law enforcement officials from Central Asia on Matrix
Bilateral meeting with Business Integrity and Business Ombudsman institutions
Main Activities

IAP Monitoring Programme

The main achievement of 2022 was the adoption of a revamped Istanbul Anti-Corruption Action Plan (IAP) 5th Round of Monitoring. The 5th round will cover 9 areas of performance with a focus on high-level corruption, practice, and enforcement. Prior to its adoption, the ACN Steering Group decided to test the new indicator-based methodology of the 5th round of monitoring in a pilot, given its novelty and complexity. The pilot monitoring was conducted in 5 countries using pilot indicators. The reports for Armenia, Azerbaijan, Georgia, Moldova and Ukraine were published in the spring of 2022, and a thorough revision process of the assessment framework was carried out in the first half of 2022. The new methodology substantially increases exposure of monitored countries’ anti-corruption performance comparing them to each other. Achieving this objective required adherence from participating countries and proved to be a resource-intensive and challenging exercise involving several bilateral meetings, a combination of analytical work, stakeholder engagement, and lobbying.

“The methodology of the 5th Monitoring Round is a groundbreaking one: it is unconditionally objective, its results are absolutely predictable, and that makes the whole exercise extremely fair, an important fact when you evaluate countries in a sensitive area as corruption is.”
Drago Kos, IAP Chair.

“The new scoring methodology of the assessment framework allows a flexible approach, and the country would not fail immediately if it does not comply with some parts of the benchmarks and show progress much better; the benchmarks are much clearer and more focused and allow comparing the results across the countries.”
Mari-Liis Sööt, Ministry of Justice, Estonia
High-Level Meeting of Anti-Corruption Decision-Makers in Eastern Europe and Central Asia and the ACN Steering Group

The High-Level Meeting of Anti-Corruption Decision-Makers in Eastern Europe and Central Asia was held on 16 November 2022. The Meeting convened heads of anti-corruption and law-enforcement agencies and other top anti-corruption decision-makers from 31 countries in the Eastern Europe and Central Asia region. Members of the Working Group on Bribery, representatives of international organizations, civil society, and business organizations also participated. The meeting was held in a hybrid format and included 181 participants, including 79 representatives from governments, 34 representatives of civil society, and 28 representatives of international organisations.

The meeting provided a unique opportunity to discuss achievements and challenges in the fight against corruption in the region, identified strategic directions for future work, and confirmed countries’ commitment to combating corruption in Eastern Europe and Central Asia.

In addition, this meeting provided an opportunity for anti-corruption decision-makers from the region to reaffirm a shared commitment to fight corruption by endorsing the 2023-2026 Work Programme of the OECD Anti-Corruption Network for Eastern Europe and Central Asia and pledged to ensure its implementation.

27th ACN Steering Group Meeting

The 27th ACN Steering Group Meeting was organised on 17 November, back-to-back to the High-Level Meeting. 137 participants from 31 countries along with ACN National Coordinators, including representatives of civil society and international organisations were in attendance. The Steering Group approved the Strategic Directions of the new Work Programme 2023-2026, adopted the IAP 5th Round of Monitoring Assessment Framework and Guide as well as the methodology of the Matrix of High-Level Corruption Cases. The ACN Steering Group also agreed to launch the IAP 5th round of monitoring in January 2023, designated Drago Kos as the new IAP Chair and Anca Jurma as Vice-Chair.

EU for Integrity Programme

The main achievement of 2022 was the adoption of a revamped Istanbul Anti-Corruption Action Plan (IAP) 5th Round of Monitoring Assessment Framework (Assessment Framework) and the Guide, which constitute important milestones for the region and a significant contribution to the anti-corruption field globally. The new indicator-based methodology substantially increases exposure of monitored countries’ anti-corruption performance, comparing them to each other. Reaching an agreement on a set of standard indicators, and the Guide that will be used for monitoring in the next 3-4 years proved to be a resource-intensive and challenging exercise. It involved a combination of analytical work, stakeholder engagement, strategy, and lobbying.

Another highlight of the year was the High-Level Meeting of Anti-Corruption Decision-Makers of the ACN on 16 November, mobilising important voices in the region to support the ACN Work Programme, that focus on the Specific Objectives covered by the EU for Integrity OECD ACN component.

The methodology for the Matrix on High Level Corruption Cases, was also approved as an important mechanism for a policy dialogue, experience sharing and, eventually, for international cooperation, as well as soft peer pressure within the LEN. Business Integrity Group reinvigorating discussion on corruption in business operations and placing business integrity on the EaP governments’ agendas. Business integrity surveys fed into a regional study identifying common trends, challenges and good practices providing inspiration for further action. The ACN High-Level and Steering Group meetings once again demonstrated increased demand for this workstream, including in EaP countries.
2022 EU for Integrity Programme Achievements

Monitoring and Regional Dialogue
- Launch of 5 country monitoring reports
- 11 thematic Working Groups on indicators and methodology
- Two rounds of bilateral meetings with 10 IAP countries
- ACN High-Level Meeting
- ACN work programme endorsed
- Adoption of 5th round of monitoring assessment framework and guide
- Designation of the new IAP Chair and Vice-Chair
- The IAP 5th Round of Monitoring launched in Armenia, Azerbaijan and Moldova

Law Enforcement
- 12th Meeting of the ACN LEN
- European Union working group meeting
- Adoption of the methodology for the Matrix of High-Level Corruption Cases

Business Integrity
- Roundtable on Business Integrity in Eastern Europe and Central Asia
- Launch of the 2022 Study on Business Integrity in Eastern Europe and Central Asia
Law Enforcement Network

Building on its primary purpose of developing capacities of anti-corruption law-enforcement practitioners in the region, the Law Enforcement Network (LEN) focused on the following topics in 2022: corruption in emergencies, high-level corruption, corruption in infrastructure projects and public procurement, confiscation of instrumentalities and proceeds of corruption and asset recovery. These topics were covered in sessions organised during the 12th Law Enforcement Network meeting held on 19 – 21 October 2022 in Istanbul, Türkiye. It was attended by 53 law enforcement practitioners from 26 countries with speakers from Romania, Bosnia and Herzegovina, Moldova, Belgium, Lithuania, Latvia, Croatia, Georgia, Kazakhstan, Albania, Kyrgyzstan, Uzbekistan, and the United States.

In 2022, the LEN successfully adopted the methodology for the Matrix of High-Level Corruption Cases which will serve as a database of allegations, investigations, prosecutions and sanctions in such cases for all ACN member countries. It was approved as an important mechanism for a policy dialogue, experience sharing and, eventually, for international cooperation, as well as soft peer pressure within the LEN.

In July 2022, the LEN held a two-day training on the Matrix for law enforcement practitioners from Central Asia. The two-day training was split into four sessions dealing with the objectives of the Matrix; selection criteria and data collection; procedures and format of LEN discussions; and finally, data protection issues. Each session provided a presentation by the ACN Secretariat, followed by a Q&A and a discussion centred on hypothetical case studies to illustrate topics and ensure that participants could voice any outstanding questions they may have had. The training was attended by 25 participants from five Central Asian countries (Kazakhstan, Kyrgyzstan, Mongolia, Tajikistan, and Uzbekistan). Participants were active throughout and provided excellent feedback on the training stating that it had helped them understand the importance of the Matrix.

Business Integrity

In 2022, the ACN published the 2022 study on Business Integrity in Eastern Europe and Central Asia, building on the previous 2016 study. The study looked at the trends in three main areas: the level and the types of business integrity risks in the region, the policies which governments have implemented to address those risks and promote business integrity, and the efforts of individual companies and business associations toward the development of corporate anti-corruption safeguards.

The study was released at the second annual meeting of the Business Integrity Group (BIG) on 27 September 2022. The meeting welcomed several high-level governmental officials, policy makers, representatives of international government and non-governmental organisations, such as EBRD, IFC, Basel Institute of Governance, CIPE, TI, as well as business ombudsmen, academia, civil society, and private sector practitioners from the ACN countries engaged in business integrity work. The meeting aimed at connecting the business
community with governments in the region, raising awareness and understanding of business integrity standards.

In addition to launching the 2022 study, the meeting provided a platform to discuss updated policy recommendations and key areas where improvement and cooperation are needed to foster business integrity climate in the region. The discussions also showcased good practices implemented by governments, businesses, and development partners in ACN countries, and beyond the region. The panel discussants from ACN countries confirmed the increasing inclusion of integrity and compliance measures in anti-corruption strategies, and improvements in legislation on whistle-blower protection, public procurement, and corporate liability. For instance, a representative of the National Agency of Corruption Prevention in Ukraine highlighted the importance of the recently adopted national Anti-Corruption Strategy, which includes measures for promoting business integrity in specific sectors.

**OECD Working Group on Bribery in International Business Transactions**


In 2022, ACN provided support to Ukrainian delegation in preparation to these meetings and by organising numerous bilateral meetings on the margins of the WGB meetings. These have been used by Ukraine to get acquainted with practices and enforcement of standards of the WGB. Ukraine also was enabled to build necessary partnerships with select WGB members to receive advice on necessary reform in the country. In 2022, Ukraine has formed a National Taskforce on Cooperation with OECD Working Group on Bribery (hereinafter referred to as the Taskforce). The Taskforce is chaired by the Head of the Office of the President of Ukraine and its Secretariat is headed by Deputy Head of the Office of the President of Ukraine. The Taskforce is composed of Heads and Deputy Heads of relevant state institutions, include the Parliament, the judiciary and the specialised Anti-Corruption institutions – all of which agreed to work towards meeting the WGB standards. In 2022, ACN has supported the Taskforce in its outreach and expert activities, including the High-Level meeting on OECD Anti-Bribery Convention held in August and attended by the Secretary General of the OECD and several WGB delegations; as well as an expert roundtable to discuss the reform of the liability of legal persons for corruption, held in December 2022. ACN took part in both events, helped shape the agenda, and secure OECD and WGB relevant representation. The ACN is working with Ukraine on the development of a technical assistance project, which should be launched in 2023.
ACN Impact and Key Anti-Corruption Highlights in the Region

**Albania**

In 2022, Albania strengthened its anti-corruption efforts through the creation of the Directorate General against Corruption and expansion of the Network of Coordinators against Corruption. Disciplinary action was taken against 259 public officials and 20 cases were referred for prosecution. Digital interactions between the public and government contributed to reducing the potential for corrupt behavior with 95% of public services now available online. The Week of Integrity 2022 brought together various stakeholders, including public authorities, the private sector, media, CSOs, and academia, to promote integrity. All key executive institutions have adopted Integrity Plans.

**Armenia**

The Government of Armenia implemented reforms outlined in the Anti-corruption strategy 2019-2022, including the establishment of specialised anti-corruption courts, reinforcement of the civil confiscation mechanism, refinement of financial supervision and political party verification mechanisms, adoption and implementation of the 2022 Anti-corruption Communication Action Plan, refinement of conflict of interest and gift regulations, and improvement of the declaration system. The Government is currently developing a new anti-corruption strategy for the period of 2023-2026 with the participation of civil society.

**Azerbaijan**

In 2022, Azerbaijan adopted a new National Action Plan (NAP) for the fight against corruption, which includes six priorities and 62 tasks. The NAP addresses issues such as money laundering, terrorist financing, beneficial ownership disclosure in public procurement, and national asset recovery and management system improvement. New laws have been adopted to combat money laundering and financing of terrorism, and anti-bribery management systems are being implemented in state-owned enterprises. The Anti-Corruption Directorate with the Prosecutor General of the Republic of Azerbaijan (ACD) has prepared guidelines to promote due diligence and monitoring in the private sector. The EU Twinning Project is also supporting Azerbaijan’s asset recovery reforms. In 2022, the ACD completed preliminary investigations of 209 criminal cases against 285 persons, with most cases involving embezzlement, fraud, abuse of power, and bribery. Some high-profile cases led to the imprisonment of high-level officials.

**Bosnia and Herzegovina**

The Agency for Prevention of Corruption and Coordination of the Fight against Corruption in Bosnia and Herzegovina has issued 29 opinions on laws and legal acts at all levels of government to improve the legal framework for preventing corruption, and has developed tools for assessing the risk of corruption in legislation. However, these opinions have only been provided to competent authorities.
and have not been published on the Agency's website. The OECD Competitiveness Outlook 2021 highlighted Bosnia and Herzegovina's progress in corruption risk assessment and anti-corruption public awareness and education, including a project that involves school students creating artistic and literary works on the theme of fighting corruption, which is incorporated into the Anti-Corruption Strategies for 2015-2019 and 2022-2024. So far, 1728 students have participated in this project.

**Bulgaria**

Bulgarian authorities worked on a comprehensive legal framework for whistleblowers’ protection throughout 2022, leading to the adoption of the Whistleblower Protection Act in January 2023. The law implements the requirements of Directive (EU) 2019/1937 on the protection of persons who report breaches of Union law and will enter into force on May 2, 2023. Additionally, to ensure the accurate follow-up of cases involving corrupt conduct and practices, the President of the Supreme Court of Cassation issued an order introducing a Unified Catalog of crimes related to corrupt conduct and practices, and up-to-date lists of cases on corruption crimes, organized crime, and cases against journalists and media will be published.

**Kosovo**

In August 2022, a new Law on the Agency for Prevention of Corruption came into force in Kosovo, which added new competencies to the agency, including participation in drafting integrity plans, monitoring their implementation, conducting corruption risk assessments in different sectors, and assessing legal acts against corruption. These competencies will be applied from this year onwards.

**Moldova**

Moldova has developed and approved a “National Program for Criminal Assets Recovery” and its implementation plan for the years 2023-2027. The country also established an Independent Evaluation Commission to assess the integrity of judges and prosecutors who aim to become members of the Superior Council of Magistracy, the Superior Council of Prosecutors, or their specialized bodies. Additionally, the first Summit for Democracy Cohort on Anti-corruption meeting, convened by co-leads from Moldova and Transparency International, took place in November 2022, with more than 30 organizations and government entities offering feedback and recommendations on anti-corruption priorities and potential outcomes.

**Ukraine**

Ukraine adopted the Anti-Corruption Strategy for 2021-2025 in June 2022, which involves the functioning of about 30 digital tools to fight corruption. On March 4, 2023, the Government of Ukraine approved the State Anti-Corruption Program for 2023-2025, which includes a powerful sectoral component covering several areas such as justice, law enforcement, regulatory policy, and infrastructure. The NACP continued to exercise financial control over officials by monitoring their lifestyles and established 18 facts of acquisition of unfounded assets by declarants for a total amount of almost UAH 100 million. Lastly, Ukraine is deepening its cooperation with the OECD and one of its

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6 This designation is without prejudice to positions on status, and is in line with United Nations Security Council Resolution 1244/99 and the Advisory Opinion of the International Court of Justice on Kosovo’s declaration of independence.
top priorities is accession to the OECD Working Group on Bribery in International Business Transactions.

Looking Ahead

Over the past year, the ACN made progress in implementing its Work Programme 2023-2026. With the primary goal of supporting ACN countries in the implementation of anti-corruption reforms and enforcing anti-corruption legislation, in 2022, the Secretariat worked across its key five strategic objectives:

1. Strengthening the country peer review programme.
2. Developing the evidentiary basis for regional policy dialogue.
3. Focusing on regional peer learning.
5. Taking stock of anti-corruption reforms in the region.

Acknowledging that the fight against corruption requires a systemic and long-term approach, in 2023, the Secretariat will continue working closely with member governments and international and civil society organisations. Its specific objectives for 2023 include:

- Launching the 5th Round of Monitoring reports for Armenia, Azerbaijan and Moldova;
- Developing the Anti-Corruption Key Performance Indicators (KPIs) for all ACN members;
- Developing an Anti-Corruption Programme to support the reconstruction of Ukraine;
- Applying the Matrix of High-Level Corruption Cases;
- Developing a cross-country Study on High-level Corruption in the region;
- Raising awareness of business integrity *inter alia* through the second Business Integrity Group meeting;
- Conducting Law Enforcement Network meetings;
- Convening ACN Plenary meetings.
The ACN Secretariat includes Olga Savran (ACN Manager), Rusudan Mikelidze (Head of the Monitoring Programme, EU for Integrity Project Manager), Tanya Khavanska (Head of the Business Integrity Programme), Andrii Kukharuk (Head of the Law Enforcement Network Programme), Jolita Vasiliauskaite (Analyst, Manager of the Project on Corruption in Education), Dmytro Kotliar (Consultant), Erekle Urushadze (Analyst), Natalia Baratashvili (Junior Analyst), Noel Merillet (Junior Analyst), Oleksandra Onysko (Junior Analyst), Arianna Ingle (Communications Officer), Paloma Cupello (Project Assistant), Julie Amal (Project Assistant), Iryna SOCHAY (Project Assistant), Gabriele Verbickaite (Project Assistant), Tamara Schelkunova (Project Assistant).
Key publications from previous years

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<td>Anti-Corruption Reforms in Eastern Europe and Central Asia, 2021</td>
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<td>ACN Annual Report, 2021</td>
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<td>Independence of Prosecutors in Eastern Europe, Central Asia and the Asia Pacific, 2020</td>
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<td>Confiscation of instrumentalities and proceeds of corruption crimes in Eastern Europe and Central Asia, 2018</td>
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<td>Mutual Legal Assistance and Other Forms of Cooperation between Law Enforcement Agencies, 2014</td>
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Selected Resources

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<td>The Istanbul Anti-Corruption Action Plan 5th Round of Monitoring Guide and Assessment Framework</td>
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The Secretariat prepared this report based on information submitted by the ACN National Coordinators and data collected by the Secretariat. For more information, please contact Mrs Olga Savran, ACN Manager at olga.savran@oecd.org.