

# Partnership for Good Governance



## FINAL NARRATIVE REPORT

### Project on 'Good governance and fight against corruption in Belarus'

#### 1 PROJECT DATA

Project title: 2015/DGI/JP/3258/Belarus: 'Good governance and fight against corruption in Belarus'

Project type: Bi-lateral

Target country: Belarus

Project duration: 1 January 2016 – 31 December 2017

National partners: *Prosecutor's General Office of Belarus*

Final beneficiaries and/or target groups: *Prosecutor's General Office of Belarus; Governmental bodies assigned to risk assessment policy and implementation; and Specialised agencies/bureaux/commissions assigned to prevention and fight against corruption and economic crime.*

MAE implementing the project: Economic Crime and Cooperation Division, Action against Crime Department, DG I.

#### Project Team in HQ

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## 2 OVERALL ASSESSMENT

In Belarus, the PGG Project “Good governance and fight against corruption in Belarus”, which started in 2016, contributed to on-going discussions on development of national risk assessment frameworks for corruption and other types of economic crime. Separately, prosecutors and law enforcement officers increased their knowledge on liability of legal entities to facilitate smoother implementation of administrative sanctioning for legal entities committing economic crimes as introduced in 2016.

Overall, the project interventions contributed to:

- Improved understanding of the concept and the methodologies of preventive corruption risk assessments;
- Enhanced capacities of authorities to prevent, investigate, prosecute and adjudicate corruption and economic crime cases.

The above was achieved through total of 6 actions, whereby 75% of the planned project interventions for a two year period were completed. In doing so, the project delivered 2 technical papers, and organised 4 events including capacity-building workshops and trainings. In total 111 participants, of which 75% were men and 25% were women, benefited from the project activities. Full list of individual interventions is provided in Annex I.

## 3 ASSESSMENT OF PROJECT RESULTS

### 3.1 Achievements of project outcomes and expected results

#### 3.1.1 ER1 – Selected sectors of public governance are reviewed for corruption (Risk assessments)

Belarusian public sector institutions and the General Prosecutor’s Office participated in two workshops dedicated to corruption risk assessment methodology and sectoral corruption risk assessments in 2016. To supplement the efforts taken under this Expected Result, the Belarus authorities were also provided with a Guide on General and Sectoral Risk Assessments to support public sector institutions in conducting risk assessments for implementation of policies to address the corruption risks.

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| <b>Expected result 1: Selected sectors of public governance are reviewed for corruption (Risk assessments)</b>  |
| <b>Status</b> ( <i>fully achieved, partly achieved, not achieved</i> ) – <b>Fully achieved</b>  |
| <b>Description</b> ( <i>based on evidence/feedback/evaluation sources</i> )<br>First activities aimed at achieving this expected result were tailored to provide Belarus public sector institutions and the main anti-corruption coordination body, the General |

Prosecutors Office, understanding of the concept and the methodologies of preventive corruption risk assessments. Consequentially, 17 public sector institutions in Belarus have developed an understanding of the rationale behind corruption risk assessments, possible risk assessment methodologies, and sectoral specificities relating to risk assessments. Furthermore, the General Prosecutor's Office distributed guidance developed based on provided materials to all regional offices for follow-up.

**Outcome indicator(s) under ER1:**

- Number of risk assessments performed by national authorities
- Number of policy/legislative amendments initiated based on the results of risk assessments

**Status (fully achieved, partly achieved, not achieved): Fully achieved**

**Description (based on evidence/feedback/evaluation sources):**

Overall, as a result of training and guidance received from the Project, Belarus public sector institutions and the General Prosecutor's Office, main anti-corruption body in the Republic of Belarus, fostered their knowledge on development of standardised and sector specific corruption risk assessments and selection of sectors for review.

However, it is not possible to ascertain specific levels of achievement of outcome indicators due to insufficient information. Reports by GRECO on Belarus are still not released for publication, with only summaries available. As per the summary of the Second Interim Compliance Report of 18 October 2017, 'A new anti-crime and anti-corruption programme is being prepared (for the period 2016-2018) but it remains unclear whether preventive policies are adequately taken into account and addressed, as it was recommended'.

**3.1.2 ER2 – Capacities of authorities to prevent, investigate, prosecute and adjudicate corruption and economic crime cases are enhanced**

Belarus prosecutors and investigators were trained in (i) typologies and issues associated with corruption in the private sector, and (ii) national mechanisms to assess and manage Money Laundering and Terrorism Financing risks. Additionally, the authorities were provided with a Handbook on 'Liability of Legal Persons' to support the practitioners in meeting the challenges of investigating corporate corruption.

**Expected result 2: Capacities of authorities to prevent, investigate, prosecute and adjudicate corruption and economic crime cases are enhanced**

**Status (fully achieved, partly achieved, not achieved) – Partly achieved**

**Description (based on evidence/feedback/evaluation sources)**

Following the introduction of liability of legal entities into the Belarus system, the criminal justice and law enforcement authorities of Belarus were trained on corporate crime typologies and good practices in investigating and prosecuting companies for economic crimes. The training aimed at developing national capacities regarding corporate economic crime liability, pursuant to domestic legislation. In addition to that, steps were taken to raise Belarus capacities to prevent economic crime, namely money laundering and terrorist financing, through provision of guidance on national money laundering/terrorist financing risk assessments.

A delayed confirmation of the dates for two activities by project counterparts adversely influenced the delivery of follow-up training activities in 2017.

**Outcome indicator under ER2:**

- Level and frequency of use of practical knowledge on AML/CFT by law enforcement and financial sector officials

**Status (fully achieved, partly achieved, not achieved): Partly achieved**

**Description (based on evidence/feedback/evaluation sources)**

National authorities in charge of investigation and prosecution of economic crime offences gained knowledge and guidance on best practices in processing corporations for committing economic crime related violations, in line with the introduced liability of legal persons into the Belarus system. Anti-money laundering/counter terrorist financing agencies introduced to good practices in assessing and managing money laundering and terrorist financing risks.

### **3.2 Mainstreaming and cross-cutting issues**

Gender statistics were collected for all events conducted under the PGG Belarus Project. Of total participants of the project events, 25% were women representing public sector institutions and criminal justice sector.

## **4 PROJECT GOVERNANCE AND CO-ORDINATION**

### **4.1 Complementarity and co-operation**

During the project implementation cycle, communication with project beneficiaries exclusively went through the PGG National Coordinator (Ministry of Foreign Affairs) and Focal Point (General Prosecutor's Office). Delay in receipt of activity-related information (e.g. lists of participants) was present throughout the first year of implementation, which was a likely the result of complex internal bureaucracy. This, however, constrained the Project's ability to arrange activities per project workplan in 2017.

The PGG Project Team liaised with international organisations working on the same and similar issues in the EaP countries (e.g. UNDP, UNODC, OECD, GIZ, U.S.D.OJ, U.S. DOS/INL, country specific twining projects) in order to ensure complementarity and avoid overlap. Communication was namely focused on exchange of information on respective activities.

## **4.2 Communication and visibility**

Visual identity of PGG Belarus Project follows the PGG Communications Strategy, agreed between the European Union and the Council of Europe, and is applicable to all programmatic outputs, including official communication, technical papers, activity agendas and presentations, news/media feeds, and project visibility kits (i.e. banners, folders, notepads, and pens).

The PGG-Belarus Project paid particular attention to visibility of its interventions. List of key project documents and information on programmatic events and deliverables (e.g. technical papers on reviewed legislation) can be found on the [webpage](#) of the Council of Europe Economic Crime Cooperation Division and the dedicated [webpage](#) to the PGG-Belarus Project.

Lastly, information on PGG Belarus Project interventions is readily available within EaP countries through webpages and media feeds of respective partner and beneficiary institutions.

## **4.3 Challenges, lessons learned and possible follow-up**

### **4.3.1 Challenges**

In Belarus, one of the challenges relates to measuring the outcome indicators in the context of lack of sufficient evidence and limited data sources. At implementation level, the project faced a setback in 2017 due to slow pace of response from the national counterparts.

## 5 ANNEX

### 5.1 Major reports and documentation produced with project support

- 1) Technical Paper on: Liability of Legal Persons (ECCU-PCF-BE-1/2016)
- 2) Guide on: General and Sectoral Risk Assessments (ECCD-PCF-BE-1/2017)

### 5.2 List of activities (title of the activity, dates and location)

- 1) **Workshop on Corruption Risk Assessment Methodology**  
28 September 2016, Minsk, Belarus  
*Number of participants: 30; Female/Male participants: 6/24*
- 2) **Workshop on Sectoral Corruption Risk Assessments**  
29 September 2016, Minsk, Belarus  
*Number of participants: 30; Female/Male participants: 6/24*
- 3) **Training on Liability of Legal Entities**  
17 – 18 May 2016, Minsk, Belarus  
*Number of participants: 24; Female/Male participants: 6/18*
- 4) **Workshop on National Mechanisms to Assess and Manage Money Laundering and Terrorism Financing Risks**  
14 – 15 November 2016, Minsk, Belarus  
*Number of participants: 27; Female/Male participants: 10/17*