



GOVERNMENT EMPLOYEE

ETHICS

WHITE PAPER

2009

Preface by the Minister



In his inauguration speech, President Ma Ying-jeou indicated that one of the missions in the new era was to "restore political ethics to regain the people's trust in government." He further declared that, "The new administration will push for politics and set strict integrity and efficiency standards in its public officials. It also will develop a code of conduct in the interaction between the public and private sectors, with the aim to prevent money politics from taking place. I hope that every public servant would keep in mind the famous warning: "Power corrupts, and absolute power corrupts absolutely."

Because of the recent global economic downturn, the number of unemployed persons has increased, yet salaries have generally not been adjusted accordingly with prices. In consequence, people's misery index has risen. These developments, in conjunction with the constant news reports of political corruption and embezzlement cases, have led the public to seriously question the government's integrity. I'm deeply aware of the people's high expectations on the integrity of government and on the rule of law. Thus my first task after taking office was to set as the Ministry's goal a clean government that not only obeys the law but also one that is attentive to practical matters. I also ordered the formation of a "Central Integrity Commission," drafted the "Ethics Directions for Civil Servants," and sought to fully implement the related sunshine laws. It is my hope that these steps will gradually regain the people's confidence and trust in government.

Corruption is by far the biggest obstacle to a country's political stability, social progress, and economic prosperity. People who corrupt not only obtain illegal profits by abusing the power and rights authorized by the public, they damage the public interest and destroy the people's trust in government. In order to enhance a country's competitiveness, stabilize economic development, and promote the public welfare, restoring integrity and capacity to government is the most important priority. To make our citizens understand the current state of Taiwan's governance including the results, development, and vision of the administration's integrity efforts, the Department of Government Employee Ethics in this Ministry has published a "Government Employee Ethics White Paper," where citizens may find information on the present status, problems, measures, key points, and future prospects of our current efforts on restoring integrity and ethics to government. I hope that through this endeavor we obtain the general public's trust and support as we work together toward better governance in our government.

I expect my colleagues in the Ministry and in other government employee ethics units to give their best efforts to establish a clean and competent government that respects the rule of law, to create a healthy, energetic, honest, and trusting nation, and to promise to make the statement "Government employees are corrupt" a harmless joke. I also expect that we follow the principles of customer-oriented management, focus our attention on both internal and external planning and operations, and continue to promote government integrity systems developed in the previous years, as we build a common consensus to respond to organizational reforms and to fulfill the society's expectation of a new era of government integrity.

Wang, Ching-feng
Minister
Ministry of Justice

November 2009

Preface by the Department Chief



"Government Integrity" is not only an indicator of a country's national competitiveness and level of governmental corruption, it is also the key to determine the people's trust in and expectation of a government. The impacts of government integrity on a country's political, economic, social, educational and cultural aspects are profound.

The 21st century is a fast reforming era; the changes affect the rate of a society's transformation and the competitiveness of a country as a whole. To respond to the era's drastic changes, government employee ethics units at all levels of government must plan and direct policies for the short, medium and long runs.

Furthermore, institutional efforts to restore ethics and integrity to government must share a common and consistent vision, and must provide the public with detailed information on past administrative performances, present core task areas, and future directions. I expect that our efforts will help promote and increase popular support for government integrity, so that our policy objective of creating a clean and capable government can ultimately be achieved.

Hence, the "Policy and Strategy Planning Team," formed by the staff of government employee ethics units, worked together to produce this "Government Employee Ethics White Paper." This White Paper collected information on corruption and governance indicators from various non-governmental organizations and groups, and it also brought together the summaries and conclusions from investigative reports conducted by the Ministry on issues related to government integrity. We wish to express our appreciation and give our thanks to all the experts and scholars from the different societal sectors for offering their opinions. We hope that everyone who was involved would continue to support and acknowledge our efforts to restore government integrity, as we work together to achieve the targets of a clean government and an honest and competent administration.

Chang, Chiu-Yuan

Department Chief

Department of Government Employee Ethics, Ministry of Justice

November 2009

Table of Contents

I Preface by the Minister

III Preface by the Department Chief

1 Chapter 1 Overview

5 Chapter 2 The Organizational History and Development of Government Employee Ethics Units and Their Duties

6 Section 1 Organizational History and Development

8 Section 2 Organizational Structure

1. Organizational Structure of Government Employee Ethics Unit Nationwide

2. Organizational Structure of the Department of Government Employee Ethics and the Central Section Office in the Ministry of Justice

3. Government Employee Ethics System: Double Subordination/Supervision and the One Whip Personnel Management System

4. Personnel Profile of Government Employee Ethics Units Nationwide

13 Section 3 Responsibilities and Duties

1. Responsibilities and Duties of Government Employee Ethics Units

2. Responsibilities and Duties of the Department of Government Employee Ethics in the Ministry of Justice

15	Chapter 3 Review of Programs and Affairs Related to Government Employee Ethics	34	3. Advance Honesty and Ethical Behavior in the Private Sector
16	Section 1 Sunshine Laws and Corruption Prevention	35	4. Perfect the Legal System and Complete the Security Information Protection Standards
16	1. Well-formed Government Ethics Program (Implemented from September 14, 1993 to July 8, 2009)	35	5. Formulate Maintenance Operation Regulations and Solidify Organization Security
17	2. Program to Sweep Away Organized Crime and Corruption (Implemented from July 12, 2000 to July 8, 2009)	35	6. Enforce Regulation and Remain Vigilant on Protecting National Security Information
19	3. Anti-Corruption Action Program (Implemented from November 30, 2006 to July 8, 2009)	36	7. Protect the Whistleblower and Create a Public Monitoring Mechanism
20	4. National Action Program for Clean Government (Implemented since July 8, 2009)	36	8. Fortify Information Security and Prevent Information Leak
21	5. Sunshine Laws and Transparent Administration	36	9. Establish a Security Mechanism and Eliminate Security Threats
22	6. Research on Government Integrity and Anti-Corruption	37	10. Combine Forces and Utilize Special Projects to Maintain Security
23	7. Corruption Prevention and Transparent Administration	38	Section 4 Government Integrity and Strategic Performance Targets
28	Section 2 Investigate, Punish, and Uphold Justice	38	1. Implement Performance Management, Create the Value of Work
28	1. The Whistleblower Hotline – Rewarding and Protecting the Whistleblower	38	2. Executive Yuan's Intermediate Administrative Plans
28	2. Strengthen the Mobile Team When Investigating Serious Corruption Cases	38	
29	3. Investigate Bribery in Elections and Cutting Off the Roots of Corruption	43	Chapter 4 The Analysis of the Present State of Government Employee Ethics and Its Problems
30	4. Establish Communications Centers to Enhance Horizontal Communication	44	
30	5. Conduct Special Investigation Projects to Assist in Good Administration	44	Section 1 International organization's evaluation of corruption and its trends in Taiwan
33	Section 3 Beneficial Service and Sustainable Operation	49	1. Corruption and Human Rights
33	1. Improve the Promotion Process and Training of Personnel	52	2. Transparency International's Corruption Indices
33	2. Foster the Society's and General Public's Anti-corruption Consciousness	53	3. World Economic Forum's Global Competitiveness Index
			4. World Bank's Worldwide Governance Indicators
			5. United Nations Convention against Corruption

Government Employee Ethics

Chapter 1

Overview

54	Section 2 Analysis of Current Levels of Government Integrity in the Nation
54	1. Research Project —“Government Integrity Index Survey in the Taiwan Area”
58	2. Research Project – “Research on How to Construct a National Anti-Corruption Network and Promote Political Integrity”
60	3. Strengthen Academic Research on Government Integrity
61	Section 3 The National Integrity System and Anti-corruption
63	Chapter 5 Government Employee Ethics Policy Implementation: Vision and Developmental Strategies
64	Section 1 Work Visions and Objectives
64	1. Work Visions
64	2. Work Objectives
66	Section 2 Future Administrative Strategies and Directions
66	1. Anti-corruption work
70	2. Corruption Prevention Work
77	3. Corruption Elimination Work
80	4. Organizational Growth
85	Chapter 6 Conclusions



The drafting of the present "Government Employee Ethics White Paper" derives from the Ministry of Justice's outrage with corruption and its belief that corruption is the biggest obstacle and threat to a country's economic prosperity, societal progress, and political stability. Corruption is also strongly and negatively correlated with a country's national competitiveness. Fighting corruption has thus become a commonly-held value and a universal goal around the world. To convey this idea to the public and to enlist their trust and support, the ministry produced this White Paper to declare war on corruption, and launched a full scale attack on all illegal transactions between the public and private sectors. It is only by eradicating the root sources of corruption that government employees do not, will not, can not and dare not get involved in any illegal and dishonest activities.

This White Paper retraces the history but also discusses the future prospects of government reform efforts related to employee ethics. Because it takes a macroscopic view, this White Paper could be used as the basis for reviewing or strategic task planning of our government's work to strengthen the ethics of its employees. The key contents are as follows:

1. This White Paper is divided into six sections: "Overview," "The Organizational History and Development of Government Employee Ethics Units and Their Duties," "Review of Past Government Programs Related to Government Employee Ethics," "The Analysis of the Present State of Government Employee Ethics and Its Problems," "Government Employee Ethics Policy Implementation: Vision and Development Strategy," and "Conclusions."
2. Chapter Two, "The Organizational History and Development of Government Employee Ethics Units and Their Duties," first describes the origin, development and organizational characteristics of Government Employee Ethics units. It next examines the duties and responsibilities shouldered by these units at different levels of government. Last, the chapter analyzes in-depth the present state of human resources in the Government Employee Ethics organizations.
3. Chapter Three, "Review of Past Government Programs and Affairs Related to Employee Ethics," focuses on policy measures for Government Employee Ethics at different times in response to changes in the political and social environment and in public opinion trends. Activities such as the "Anti-waste", "Anti-corruption", and "Anti-fraud" campaigns exemplify the type of government's efforts in regulating the ethics of its employees. This chapter will also highlight some of the great achievements attained in the past years.
4. Chapter Four, "The Analysis of the Present State of Government Employee Ethics and Its Problems," discusses the opinion and assessment of domestic and foreign organizations on the present status of Taiwan's Government Employee Ethics. The section also presents the results of research reports that investigated on topics related to Government Employee Ethics. By using these objective sources, the chapter takes a further step in identifying future work in this area, increasing the reference value of this White Paper, and raising public awareness on the importance of ethical conduct in government.
5. Chapter Five, "Government Employee Ethics Policy Implementation: Vision and Development Strategy," describes various activities and measures for curbing corruption in government. The task of Government Employee Ethics units, however, is not simply to curb corruption: it shall also seek to "prevent corruption" and "combat corruption" at all times. "Curbing corruption" merely alleviates the symptoms; the best measure is to prevent corruption in advance or before it happens. Hence, this White Paper proposes implementing the recommendations of the "Central Integrity Commission," promoting the universal adoption of the "Ethics Directions for Civil Servants," increasing project audits on corrupt practices, strengthening the inspection of property and asset declaration returns, prohibiting exchange of illegal benefits, and strengthening anti-corruption administration and effectiveness. These steps would help further advance anti-corruption as an important social value.

According to the experiences of the least-corrupt countries, for any anti-corruption effort to be successful, in addition to having a determined political leadership, it needs to combat, prevent, and monitor incidences of corruption simultaneously. With the goal of creating an honest, clean, and effective government, this White Paper describes in detail the preventive and investigative measures that foster high ethical standards in government employees. The paper analyzes the problem of corruption from old to new, from theory to practice, in the hope of constructing a tight anti-corruption network in the country. It also seeks to make the Government Employee Ethics units the leading organizations (or the front-line) in fighting and preventing corruption crimes, thus laying the groundwork for the country to become corruption-free.

The public expects the government to be "honest" and "competent". Honest government practices, clean and competent politics, and greater national competitiveness are what the people care and desire the most. Hence, actively investigating all serious corruption offenses, reinforcing



corruption prevention programs, and assisting other government agencies with their administrative performance are the principal tasks and duties of Government Employee Ethics organizations. To meet people's expectations, the Government Employee Ethics units need to play the helmsman's role in creating and building an honest and competent government.

After the concept of "Navigation Management" was introduced to the Government Employee Ethics organizations, each year they have constructed special mission-oriented mottos to represent their overall vision. In 2005, the key idea was to "Communicate ideas, Achieve common consensus, Move upward, and Construct Good Organizational Culture." In 2006, the motto had become "Deepen Core Task, Create Excellent Performance." In 2007, the expression was "Strengthen Professional Knowledge and Increase Organizational Performance," while in 2008, it was "Innovation and Reform, Excellence in Administration." These specially-designed mottos have created a new look for the Government Employee Ethics organizations, and have produced rich and fruitful results. The main administrative mission for Government Employee Ethics organizations in 2009 is to "Combine networks and Create Values," which means that Government Employee Ethics units shall integrate its current resources and collaborate with other departments to construct a complete network relationship. At the same time, it also means that government ethics units shall emphasize on value leadership and value management, thereby producing excellent performance on matters related to Government Employee Ethics and making the country a corruption free state.

Government Employee Ethics

Chapter 2

The Organizational History and Development of Government Employee Ethics Units and Their Duties

Section 1 Organizational History and Development

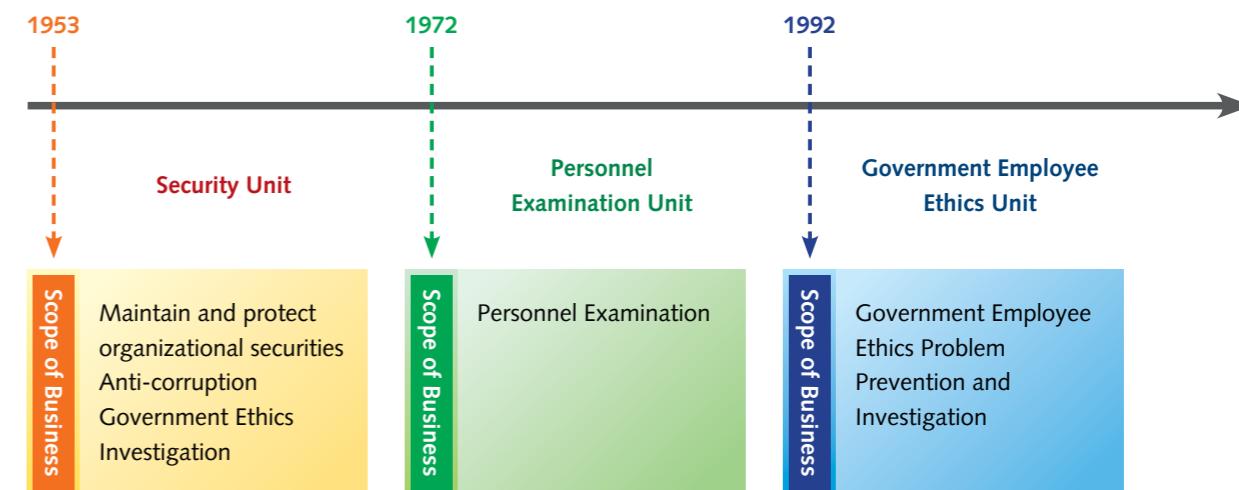
The predecessor of Government Employee Ethics organizations was located in the Security Department during the Security Office period, which ran from July 1953 to August 1972. Its major function was in maintaining the organizational security of the state, and its staffs were selected by the Investigation Bureau from the graduates of the "Security Maintenance" course.

On August 1, 1972, the security units in all government organizations were deactivated and transformed into Personnel Examination units (the organizations were merged into personnel units, the so-called Personnel Department (II) or Personnel Office (II)). In charge of personnel management and examination according to the law, these new units were under the command and supervision of the Investigation Bureau, who also handled staff recruitment. Staff were recruited by the Investigation Bureau through open examinations and those selected would receive professional training in the "Personnel Examination Program." Once the training program was completed, recruits would then have to pass the Investigator Level Two Special Exam to be sent to work in the Personnel Examination units throughout the government. During this period, a few of the graduates from the Investigation Bureau's "Investigation Program" were also sent to the Personnel Examination units.

After the promulgation of the "Act of the Establishment of the Government Employee Ethics Units and Officers" on July 1, 1992, the original Personnel Examination units in all government agencies were completely restructured. They became known as Government Employee Ethics organizations (in the form of either departments or offices) on September 16 of that same year, and their major tasks were to straighten ethical behaviors in government employees, promote an "honest" and "competent" administration, and maintain the security of organizations. According to the regulations in the Act, the Ministry of Justice is the competent authority of the government employee ethics affairs nationwide. Starting from 1993, the Ministry of Justice has conducted special examinations for hiring Government Employee Ethics personnel. All individuals who pass the exam are first assigned to the Government Employee Ethics units in governmental agencies; later they would receive a 3-6 month professional training in the "Government Employee Ethics Program" conducted by the Ministry of Justice. After

1996, the special examination was cancelled and merged to the Government Employee Ethics category of the Civil Service Senior and Junior Examinations (that is, beginning with the fifth recruiting class of the Government Employee Ethics Program). Starting from 2002, in order to fulfill the personnel needs of county and city governments, the Elementary Special Examination (renamed to Regional Special Examination in 2003) was set up to hire additional government ethics officers. All recruited individuals, after being assigned to local or regional governments, received their professional training in the Ministry of Justice's Government Employee Ethics Program.

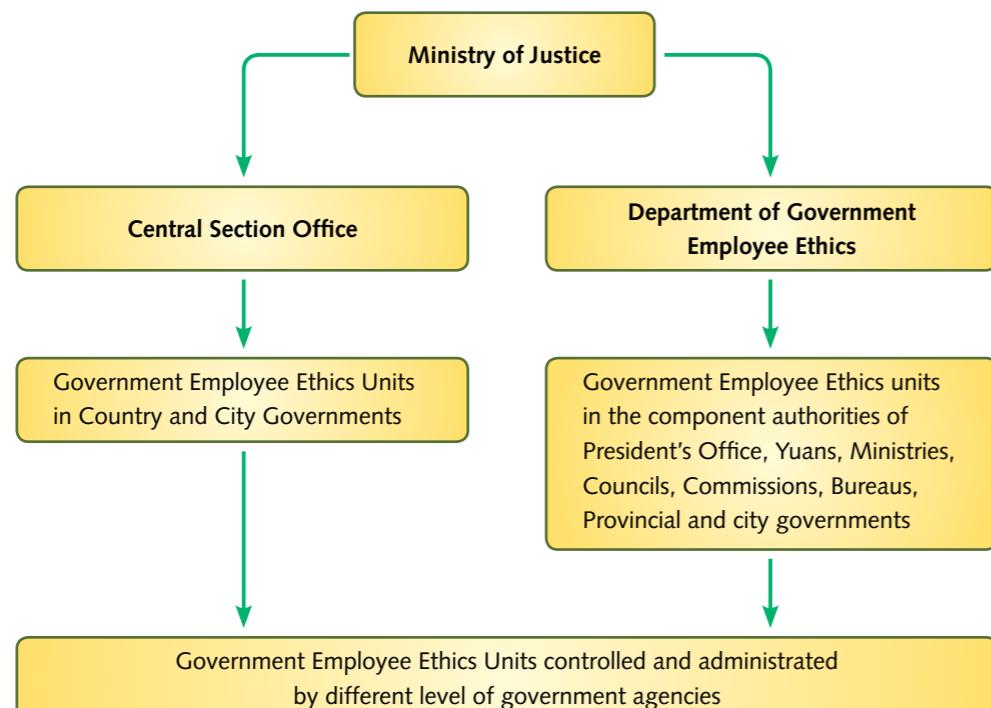
History and Development of Government Employee Ethics Units



Section 2 Organizational Structure

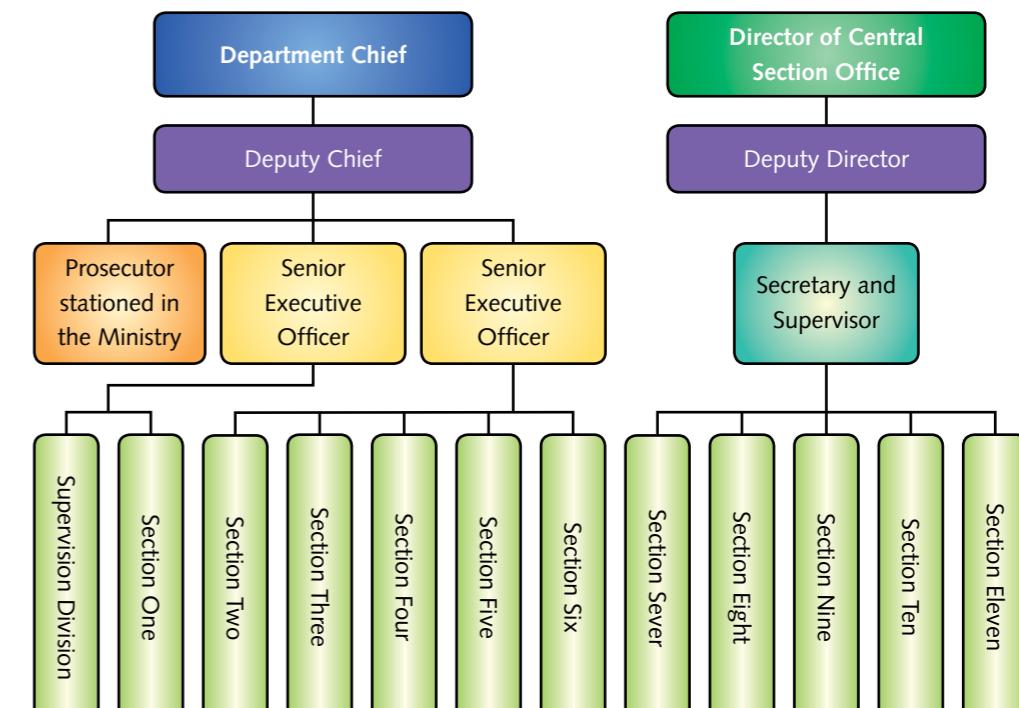
1. Organizational Structure of Government Employee Ethics Unit Nationwide

According to the "Act of the Establishment of the Government Employee Ethics Units and Officers," the Ministry of Justice is the competent authority of government employee ethics affairs nationwide. The Ministry established the Department of Government Employee Ethics on August 18, 1992. After the organizational structure of the Taiwan Provincial Government was streamlined, the original Department of Government Employee Ethics under the Taiwan Provincial Government became the "Central Section Office" within the Ministry of Justice. The Ministry of Justice controls 45 Government Employee Ethics units located under the authorities of the President's Office, Yuans, Ministries, Departments, Councils, Commissions, Bureaus and provincial and city governments, and 23 Government Employee Ethics units located in the county and city governments. Currently, there exist a total of 1,060 Government Employee Ethics units across the nation; the number of Government Employee Ethics Personnel is 2,583 individuals (Numbers accurate as of July 2009)



2. Organizational Structure of the Department of Government Employee Ethics and the Central Section Office in the Ministry of Justice

The Department of Government Employee Ethics is in charge of policy-making, supervision and assessment of Government Employee Ethics related affairs at the national level. It currently is staffed with 38 officers, one Department Chief, one Deputy Chief, two technical commissioners, and one Senior Executive Officer. Furthermore, to meet business needs, one executive prosecutor from the Taipei Prosecutors' Office is stationed in the Ministry, and eleven administrators were transferred from other Government Employee Ethics units within the Ministry. There are six sections in the Department of Government Employee Ethics, and the Sixth Section is the division especially in charge of the Government Employee Ethics affairs in all organizations and units under the Ministry of Justice. The Central Section Office of the Ministry of Justice, on the other hand, is responsible for the supervision and assessment of the Government Employee Ethics affairs at the level of county and city governments. The allocated number of officers assigned to the Office is 33 individuals, but only 28 are filled currently. The Central Section Office has one Director and one Senior Executive Officer (who doubles as the Deputy Director), and it consists of five sections.

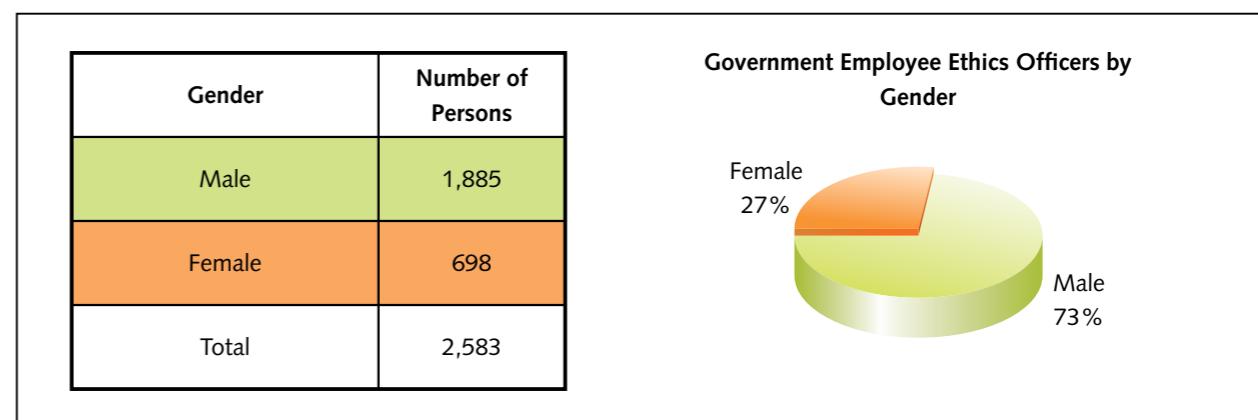
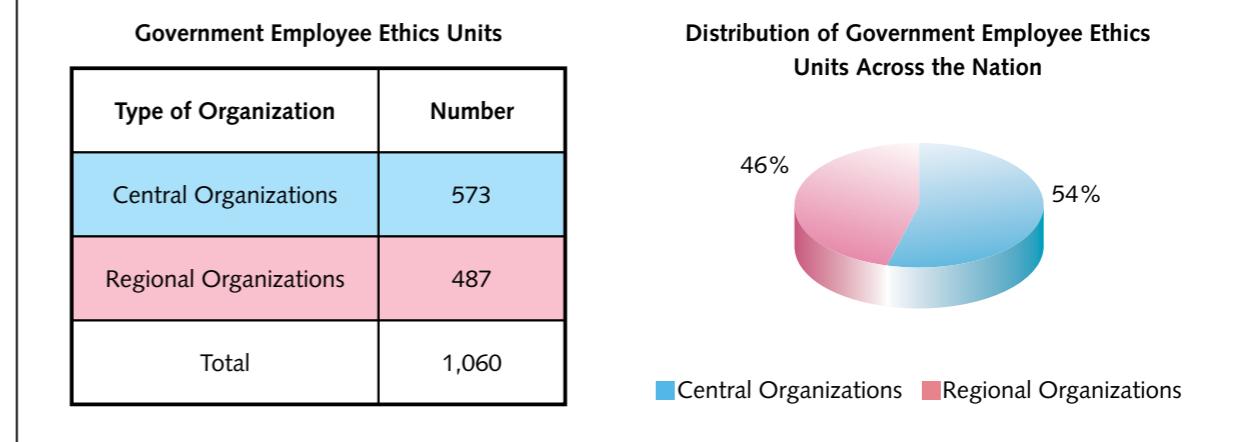


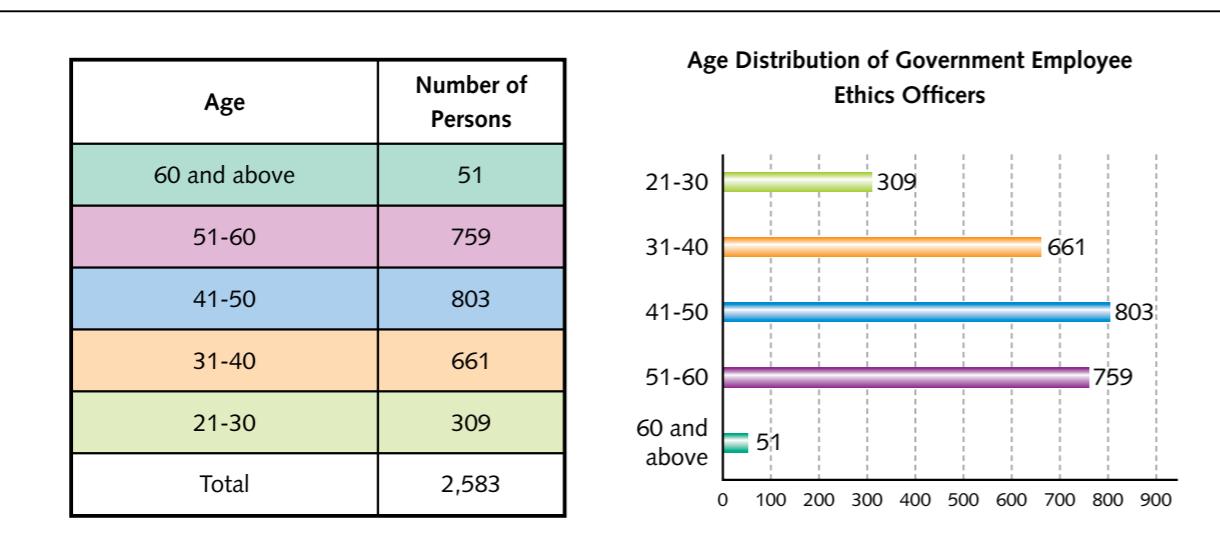
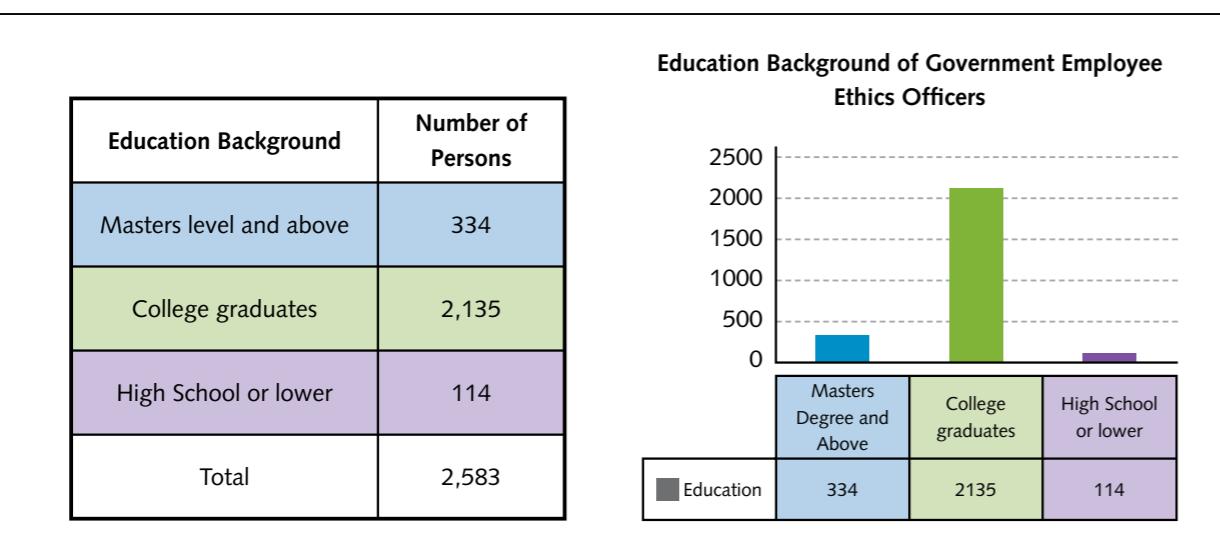
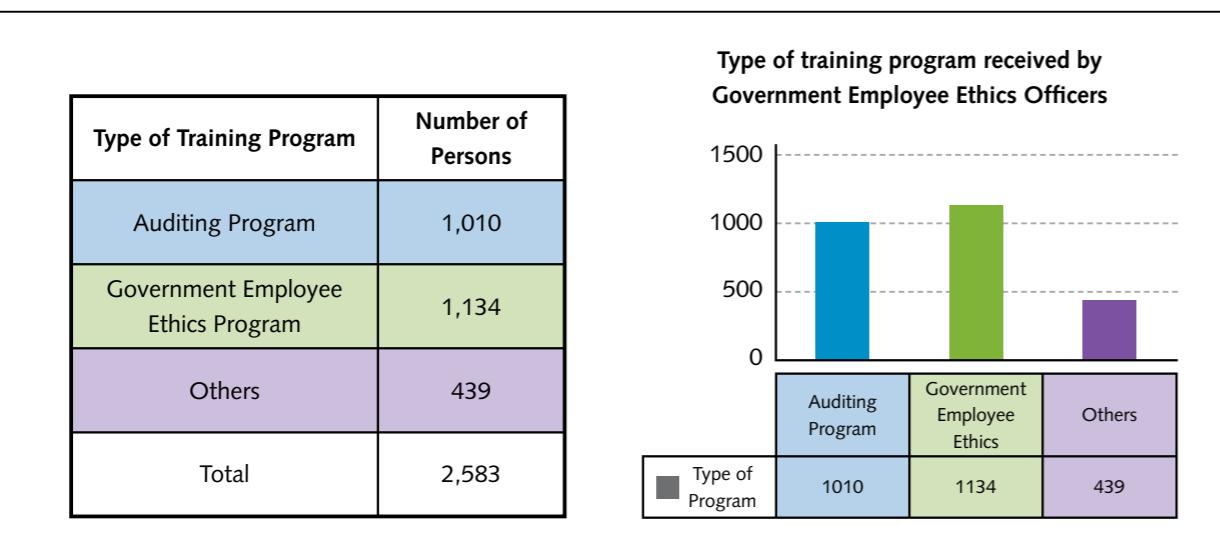
3. Government Employee Ethics System: Double Subordination/Supervision and the One Whip Personnel Management System

According to Article 10 of the "Act of the Establishment of the Government Employee Ethics Units and Officers": "The government employee ethics officers in respective organizations shall act under the order of the chief of the organizations, as well as under the direction and supervision of the government employee ethics unit of its superior organization." Government Employee Ethics units in all governmental organizations are established according to the related laws and regulations, but the number of officers, personnel affairs, and operating budget are the responsibilities of the governmental organizations. Essentially, Government Employee Ethics, Personnel and Auditing systems all use the one-whip personnel management system, which means that in both central and regional organizations, the recruiting, training, employment, transfer, assessment, reward and punishment of personnel are to be controlled and managed by a central competent authority so the system could fully apply its internal control and supervisory functions. According to Subparagraph 2 of Article 5 of the Act of the Establishment of the Government Employee Ethics Units and Officers, the officers in the Government Employee Ethics Units are in charge of preventing, detecting, and handling corruption offences, as well as reporting on any improper conduct and malfeasance by any member of the organization. In executing their duties, government ethics officers may find themselves in direct conflict with other government employees; hence, they must be impartial and neutral, reporting to an independent personnel agency so that they can fulfill their duties without any extra concerns. Therefore, in Article 9 of the same Act, the appointment, removal, promotion and transfer of the government employee ethics officers shall be conducted by the Competent Authority (Ministry of Justice) in accordance with relevant laws and regulations so the Government Employee Ethics Units can perform the tasks they are designed to do.

4. Personnel Profile of Government Employee Ethics Units Nationwide

As of July 2009, the Ministry of Justice, using the National Examinations to recruit new personnel, has conducted 22 Government Employee Ethics Officers training programs (including 5 programs for Officers recruited from Junior Examinations). The total number of individuals who have completed the training is 1,418. Currently, there are 2,583 Government Employee Ethics officers in different Government Employee Ethics units at all levels of government (number accurate as of July 2009). Among which, the male officers make up 73% of the force and female officers make up 27% of the force; the officers were graduated from different professional training programs and 39% of the force are graduated from Auditing programs, 44% are graduated from Government Employee Ethics programs and 17% are graduated from other programs; as regard to the educational backgrounds, 83% graduated from universities (colleges), 13% have higher than Master degree, 4% has high school or lower education; 63% of officers in the force are older than 40 years of age and 37% are younger than 40 years old.





Section 3 Responsibilities and Duties

1. Responsibilities and Duties of Government Employee Ethics Units

According to the regulations specified under Article 5 of the "Act of the Establishment of the Government Employee Ethics Units and Officers", the Government Employee Ethics units are in charge of the following matters:

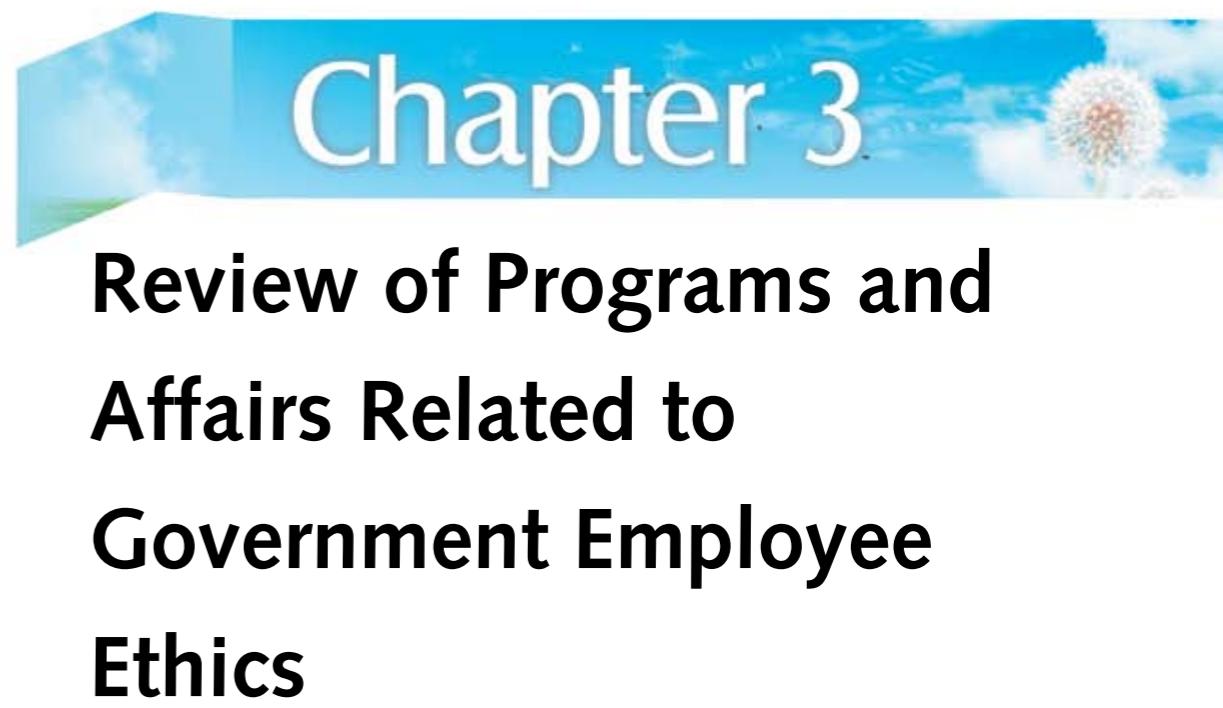
- (1) Matters concerned with the drafting of regulations and directions on government employee ethics of the organization.
- (2) Matters concerned with the promotion and communications of government employee ethics of the organization.
- (3) Matters concerned with preventing, detecting, and handling corruptions offences as well as reporting on improper conduct and malfeasance by any member of the organization.
- (4) Matters concerned with suggestions to reform government employee ethics of the organization.
- (5) Matters concerned with suggestions for evaluating, rewarding and disciplining government employee ethics of the organization.
- (6) Matters concerned with the protection of official confidential information of the organization.
- (7) Other matters concerned with government employee ethics.



2. Responsibilities and Duties of the Department of Government Employee Ethics in the Ministry of Justice

According to the regulations stipulated in Article 14 of the Organization Act of the Ministry of Justice, the Department of Government Employee Ethics is in charge of:

- (1) Administrative matters related to the country's Government Employee Ethics affairs.
- (2) Matters related to the suggestions of appointment, removal, transfer, promotion, performance evaluation, and reward and punishment of Government Employee Ethics Officers.
- (3) Matters regarding to the communication of the investigation duties.
- (4) Matters related to the drafting and promotion of Government Employee Ethics related laws and regulations.
- (5) Matters related to the preventing, detecting, handling, as well as the reporting on public servants' improper or corrupt conduct and malfeasance.
- (6) Matters related to the suggestions to reform government employee ethics.
- (7) Matters related to the protection of official confidential information of governmental organizations.
- (8) Matters related to the Ministry of Justice's Government Employee Ethics affairs.
- (9) Other matters related to Government employee ethics.



Government Employee Ethics

Chapter 3

Review of Programs and Affairs Related to Government Employee Ethics



In reviewing past programs and affairs related to Government Employee Ethics, preventing corruption and stopping corruption are the two cornerstones of the administration's anti-corruption strategy. The operation of government employee ethics affairs utilizes the concept of "Management by Working Around", relying on three major operating principles: "Promoting what is beneficial is better than preventing abuse", "Prevention is more important than Investigation and Punishment," and "Using service to replace interference." Moreover, past efforts to promote ethics in government have searched for effective and efficient abuse prevention measures, pushed for the construction of a comprehensive system of Sunshine laws, detected/uncovered significant cases of corruption, and supplied these instances of misconduct to the Justice and legal departments for investigation. These activities are all steps toward the important goal of rectifying government employee ethics.

Section 1 Sunshine Laws and Corruption Prevention

Public trust is the most precious asset of any government, and corruption is a malignant tumor that destroys the development of such trust. Hence, striking at corruption in public and private sectors and promoting good governmental administration has always been a consistent objective of the Ministry of Justice. By extending the promotion of a honest civil service culture, reducing corruption's temptation in government employees, establishing a moral standard in the society, and working the corruption problem from multiple facets, including the cultural, educational, administrative, and regulatory aspects, the Ministry has adopted various anti-corruption measures that sought to completely reform politics, eliminate the root causes of corruption, and build a government that is honest and competent. The following is a summary of the related anti-corruption action plans launched and implemented by the Ministry of Justice since 1993:

1. Well-formed Government Ethics Program (Implemented from September 14, 1993 to July 8, 2009)

The objectives of the Well-formed Government Ethics Program were to eliminate corruption and clean up all politics so that government employees do not, will not, can not, and dare not to get involved in any corrupt behavior, thus maintaining the honor and dignity of most other government employees who do follow the rules and obey the law and improving the government's clean and incorrupt image.

2. Program to Sweep Away Organized Crime and Corruption (Implemented from July 12, 2000 to July 8, 2009)

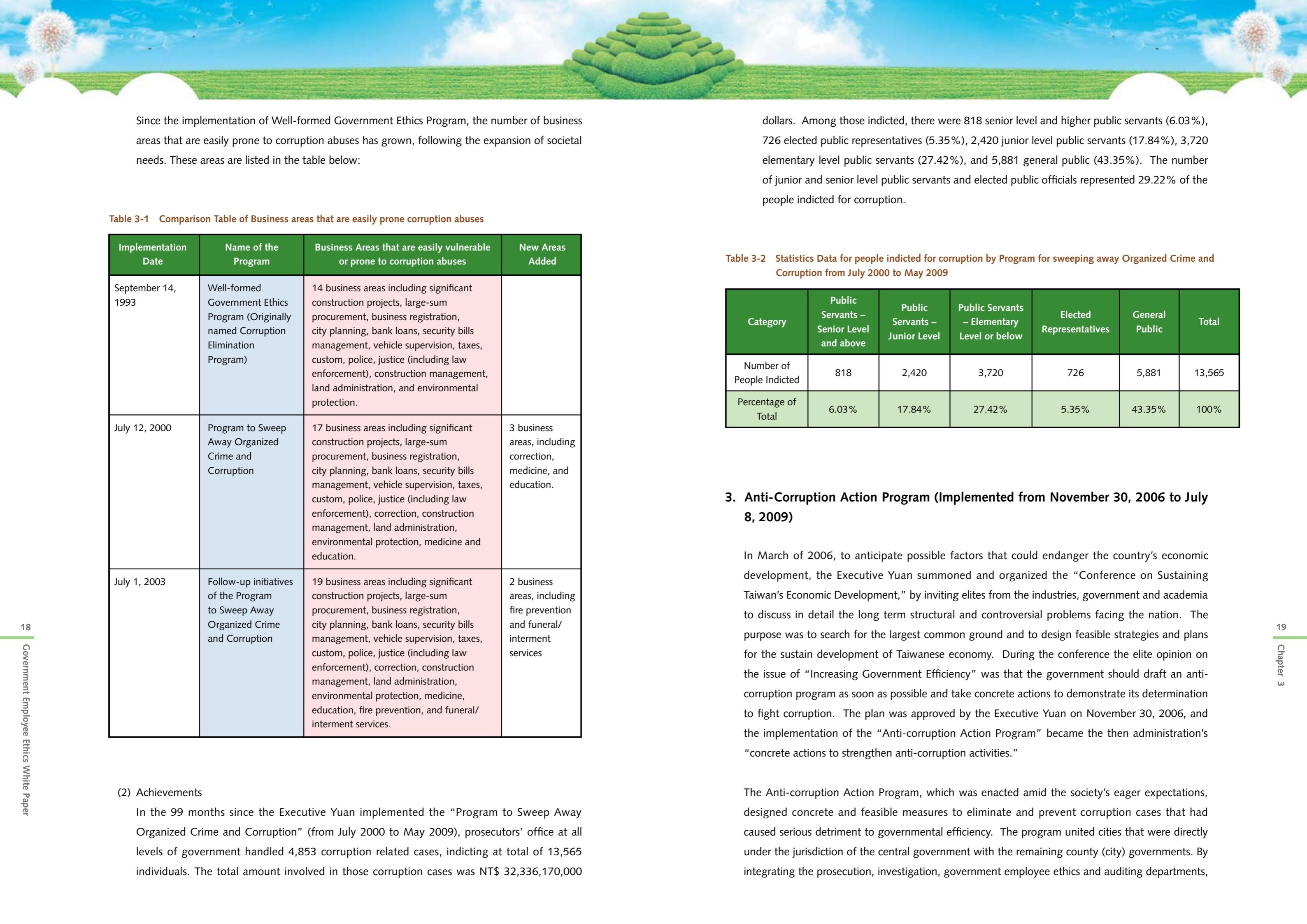
In his Inaugural speech as the 10th President of the Republic of China on May 20, 2000, President Chen Shui-bian announced the policy of the "Rule by the Clean and the Upright," indicating further that the policy's foremost objectives were to eliminate "black gold"—the involvement of organized crime in politics—and to eradicate vote-buying. For a long time, the Taiwanese people are deeply repelled by money politics and the interference of organized crime. A grassroots vote-buying culture has also robbed the people of their right to elect the wise and the able. Vote-buying has also tainted the development of Taiwan's democracy.

Following the resolution adopted during the 2683rd Executive Yuan meeting (May 24, 2000), the Ministry of Justice drafted the "Program to Sweep away Organized Crime and Corruption," and the plan was approved by the Executive Yuan under the document number Tai Fa Zi 20964 on July 12, 2000. The program was executed by the related agencies and it included operations such as cracking down on organized crimes, eliminating corruption, and investigating cases of bribery. Follow-up projects and their results are described below:

(1) Follow-up initiatives (From July 1, 2003 to July 8, 2009)

In accordance with the Executive Yuan's declared policy of "Complete elimination of black gold," the Ministry of Justice drafted the "Program to Sweep Away Organized Crime and Corruption", and the program had obtained some important partial results after its implementation. However, sweeping away black gold remained an important governmental policy, hence the Ministry of Justice drafted "Follow-up initiatives of the Program to Sweep Away Organized Crime and Corruption" as the basis for continuous implementation of the policy. The project was approved by the Executive Yuan under the document number of Yuan Tai Fa Zi 0920087133 on July 1, 2003.

The framework of "Follow-up initiatives of the Program to Sweep Away Organized Crime and Corruption" was principally the same as its predecessor, the "Program to Sweep Away Organized Crime and Corruption." However, two new areas, fire prevention and funeral/interment services, were added to the list of items that are priority targets for investigation or closer inspection. In short, there are 19 areas (businesses) that are vulnerable or easily prone to corruption abuses: grand or significant construction projects, large-sum procurement, business registration, city planning, bank loans, security bills management, vehicle supervision, taxes, customs, police, justice (including law enforcement), correction, construction management, land administration, environmental protection, medicine, education, fire prevention and funeral/interment services.



Since the implementation of Well-formed Government Ethics Program, the number of business areas that are easily prone to corruption abuses has grown, following the expansion of societal needs. These areas are listed in the table below:

Table 3-1 Comparison Table of Business areas that are easily prone corruption abuses

Implementation Date	Name of the Program	Business Areas that are easily vulnerable or prone to corruption abuses	New Areas Added
September 14, 1993	Well-formed Government Ethics Program (Originally named Corruption Elimination Program)	14 business areas including significant construction projects, large-sum procurement, business registration, city planning, bank loans, security bills management, vehicle supervision, taxes, custom, police, justice (including law enforcement), construction management, land administration, and environmental protection.	
July 12, 2000	Program to Sweep Away Organized Crime and Corruption	17 business areas including significant construction projects, large-sum procurement, business registration, city planning, bank loans, security bills management, vehicle supervision, taxes, custom, police, justice (including law enforcement), correction, construction management, land administration, environmental protection, medicine and education.	3 business areas, including correction, medicine, and education.
July 1, 2003	Follow-up initiatives of the Program to Sweep Away Organized Crime and Corruption	19 business areas including significant construction projects, large-sum procurement, business registration, city planning, bank loans, security bills management, vehicle supervision, taxes, custom, police, justice (including law enforcement), correction, construction management, land administration, environmental protection, medicine, education, fire prevention, and funeral/interment services.	2 business areas, including fire prevention and funeral/interment services

(2) Achievements

In the 99 months since the Executive Yuan implemented the "Program to Sweep Away Organized Crime and Corruption" (from July 2000 to May 2009), prosecutors' office at all levels of government handled 4,853 corruption related cases, indicting at total of 13,565 individuals. The total amount involved in those corruption cases was NT\$ 32,336,170,000

dollars. Among those indicted, there were 818 senior level and higher public servants (6.03%), 726 elected public representatives (5.35%), 2,420 junior level public servants (17.84%), 3,720 elementary level public servants (27.42%), and 5,881 general public (43.35%). The number of junior and senior level public servants and elected public officials represented 29.22% of the people indicted for corruption.

Table 3-2 Statistics Data for people indicted for corruption by Program for sweeping away Organized Crime and Corruption from July 2000 to May 2009

Category	Public Servants – Senior Level and above	Public Servants – Junior Level	Public Servants – Elementary Level or below	Elected Representatives	General Public	Total
Number of People Indicted	818	2,420	3,720	726	5,881	13,565
Percentage of Total	6.03%	17.84%	27.42%	5.35%	43.35%	100%

3. Anti-Corruption Action Program (Implemented from November 30, 2006 to July 8, 2009)

In March of 2006, to anticipate possible factors that could endanger the country's economic development, the Executive Yuan summoned and organized the "Conference on Sustaining Taiwan's Economic Development," by inviting elites from the industries, government and academia to discuss in detail the long term structural and controversial problems facing the nation. The purpose was to search for the largest common ground and to design feasible strategies and plans for the sustain development of Taiwanese economy. During the conference the elite opinion on the issue of "Increasing Government Efficiency" was that the government should draft an anti-corruption program as soon as possible and take concrete actions to demonstrate its determination to fight corruption. The plan was approved by the Executive Yuan on November 30, 2006, and the implementation of the "Anti-corruption Action Program" became the then administration's "concrete actions to strengthen anti-corruption activities."

The Anti-corruption Action Program, which was enacted amid the society's eager expectations, designed concrete and feasible measures to eliminate and prevent corruption cases that had caused serious detriment to governmental efficiency. The program united cities that were directly under the jurisdiction of the central government with the remaining county (city) governments. By integrating the prosecution, investigation, government employee ethics and auditing departments,



the program sought to take realistic action to strike back at corruption in hope to enlist the public's support against corruption, allowing the country to become one of the least-corrupt countries.

4. National Action Program for Clean Government (Implemented since July 8, 2009)

In his inauguration speech President Ma Ying-jeou indicated that one of the missions in the new era was to "restore political ethics to regain the people's trust in government." He further declared that, "The new administration will push for clean politics and set strict integrity and efficiency standards in its public officials. It also will develop a code of conduct in the interaction between the public and private sectors, with the aim to prevent money politics from taking place. I hope that every public servant would keep in mind the famous warning: 'Power corrupts, and absolute power corrupts absolutely.' The new government will be for all the people, non-partisan, and will uphold administrative neutrality. The government will not stand in the way of social progress, but rather serve as the engine that drives it." Hence, drafting a blueprint for a clean and honest government is an important issue in the present governmental reform.

To join the international anti-corruption movement and uphold the ethics standards in both public and private sectors, the current administration drafted the "National Action Program for Clean Government" (hereinafter referred to as the Program) at the first meeting of the Central Integrity Commission on October 3, 2008, using as references the suggestions from the United Nations Convention against Corruption (UNCAC) and Transparency International. The Program spells out the objective and strategies to construct a clean and competent government, and it integrates the "Well-formed Government Ethics Program," the "Program to Sweep Away Organized Crime and Corruption," the "Follow-up initiatives of the Program to Sweep Away Organized Crime and Corruption," and the "Anti-Corruption Action Program."

Anti-corruption is a common value in the world. The United Nations Convention against Corruption, in effect from December 14, 2005, has firmly established a global legal structure for anti-corruption. The corruption problem has no national boundaries, and it is not only limited to government bodies. To arrive at a clean and honest government, the participation of both private and public sectors is needed. One of the objectives for drafting this Program, in addition to integrate the four programs that had been implemented previously, was also to redefine the concept of a "clean government," and set a new direction and foundation for its continuous sustainability and development.

The Program does not use the binary thinking concept of "eliminating corruption and preventing corruption;" instead, it adopts the idea of "National Integrity System" and employs a diverse

strategy to integrate the power of different sectors in the country to create a corruption-free government. The major policy initiatives include establishing an ethical standard, rectifying the integrity of public servants, making governmental affairs transparent, utilizing a cross-sectional management, implementing diverse strategies, building networks, enlisting public participation, and connecting with the international anti-corruption movement. The concrete actions include increasing efforts to eliminate and prevent corruption, following through on the moral standards of public servants, promoting corporate trust, enlarging educational promotion, increasing government efficiency and transparency, implementing open procurement practices, exercising fair political participation, and participating in international cooperation.

5. Sunshine Laws and Transparent Administration

The Sunshine laws administrated by the Ministry of Justice include the Act on Property-Declaration by Public Servants, the Administrative Procedure Act, the Act on Recusal of Public Servants Due to Conflicts of Interests, the Freedom of Government Information Act, and the Anti-Corruption Statute.

(1) Act on Property-Declaration by Public Servants (Implemented since July 2, 1993)

In 2007, the third amendment to the Act on Property-Declaration by Public Servants was completed (promulgated by Presidential order on March 21, 2007) and it added administrative penalty to public servants who make false declarations with the intention to conceal properties, and those who make false declarations or those who do not and cannot explain abnormal increase in property assets without justifiable reasons.

(2) Act on Recusal of Public Servants Due to Conflicts of Interests (Implemented since July 12, 2000)

This Act was enacted to promote uncorrupted and efficient politics, establishing a norm to be followed by public servants when situations of conflicts of interest arise, so that corruption and influence of unjust interests can be efficiently eliminated.

(3) Administrative Procedure Act (Implemented since January 1, 2001)

This Act was enacted to ensure that all administrative acts are carried out in pursuance of a fair, open and democratic process, based on the principle of administration by law, so that it protects the rights and interest of the people, enhances administrative efficiency, and furthers the people's reliance on governmental administration.

(4) The Freedom of Government Information Act (Implemented since December 28, 2005)

The Law was enacted to establish the institution for the publication of government



information, which facilitates the dissemination and fair use of government information, protects the people's right to know, advances public understanding, trust and oversight of public affairs, and encourages public participation in our democracy.

(5) Anti-Corruption Statute (Implemented since July 15, 1963)

This Statute was enacted to halt corruption, punish public officials who engage in corrupt practices, and to impose imprisonment and fines on public servants who ask for a bribe or any other unlawful benefits. The Status was previously amended in 1973, 1992 (all 18 Articles were revised and promulgated), 1996 and 2001. On February 6, 2003, regulations on bribing foreign public servants and for confessing one's crime within a certain period were added to the Statute. Article 2, 8 and 20 were amended and promulgated on May 30, 2006 and the amended Articles have been implemented on July 1, 2006.

6. Research on Government Integrity and Anti-Corruption

(1) Government Integrity Index Survey

The degree of government corruption has become an important item in the evaluation of a country's international competitive capability. To objectively and continuously monitor the general public's perception of corruption and to promote honest politics, it is necessary to construct corruption evaluation items that are especially designed for Taiwan. Starting in 1997, the Ministry of Justice has continuously conducted the "Investigation Report on Government Integrity and Public Opinion of Corruption in Taiwan." Starting from 2003, these investigation reports are published on the website of the Ministry of Justice, in the special section of Government Information Service. (<http://www.moj.gov.tw>)

(2) Research on the Country's National Integrity System Innovation and Index Construction

In November 2006 the Ministry of Justice outsourced the "Research on National Integrity System Innovation and Index Construction" in an attempt to construct an objective, meticulous, and long term monitoring mechanism that is suitable to Taiwan's political environment. The research was supported by the Research, Development and Evaluation Commission of the Executive Yuan, and was conducted by Transparency International-Chinese Taipei. In addition to collecting related foreign and domestic documents and papers on national integrity systems and index construction, this research also conducted a corruption conception survey on citizens and public servants randomly selected from the 23 counties and cities around the country. The research also tried to construct a corruption index based on real data and by introducing appropriate modifications to make the index more complete and sound. The final report was published and made available in the Ministry of Justice's Anti-Corruption website in November of 2007. (<http://www.acp.moj.gov.tw>)

(3) Study on the Construction of a National Anti-Corruption Network and the Promotion of Clean Politics

In May of 2007 the Ministry of Justice authorized a study on the construction of a national anti-corruption network to promote clean and competent politics. The objective was to check the density of, the degree to which the public trusts in, and the operational status of the country's anti-corruption network. Current global strategies against corruption call for a public opinion and monitoring system based on citizens. But Taiwan 's anti-corruption networks are denser in the public sector, since the anti-corruption efforts in the country are mostly led by the Ministry of Justice, and the prosecution, investigation, government employee ethics systems, and related supervisory and control units to which it has control. The private sector and the non-profit sector have thus far done little to combat corruption. Hence, there is a major crack in Taiwan's national integrity system.

(4) Research on building anti-corruption mechanisms in the business sector

The 2007 report on the construction of a national anti-corruption network to promote clean and competent politics was a comprehensive anti-corruption study. The present study, outsourced in August 2008, was based on previous research and it investigated a very important part of current anti-corruption efforts—corruption prevention in the business sector. The study sought to determine feasible strategies and methods in which the government could provide assistance to enterprises in building internal anti-corruption mechanisms. The study also looked for ways to eliminate obstacles, win over corporate support, and provide practical policy incentives such as subsidizing or rewarding companies who set up internal corruption control and monitoring mechanisms. Results of this research have won the praise of both businesses and industry associations, encouraging them to become a more important part of the national anti-corruption network, which in turn increases Taiwan's clean and incorrupt appeal in the world.

7. Corruption Prevention and Transparent Administration

(1) Anti-waste—Raise administration efficiency

A. Advance measures to prevent wastes in public construction projects:

To effectively prevent idle construction work and eliminate waste, the "Measures for government employee ethics units to prevent wastes in public construction projects" was drafted to give government employee ethics units control over budget planning, execution, and recommendations of significant public construction projects in the early stages. Moreover, government employee ethics units are to assist other public administrative units to build audit, management and control mechanisms

B. Implement procurement monitoring and increase purchasing efficiency:



To ensure that the government procurement process remain open, transparent and impartial, to improve government purchasing efficiency, and to prevent purchasing abuses, government employee ethics units at all levels would send their personnel to monitor each step of the procurement process, such as tender opening, price comparison and negotiation, bid closing, bid acceptance, and verification.

C. Strengthen purchasing comparison analysis:

To detect purchasing anomalies, government employee ethics units at all levels should record all purchases of NT\$ 100,000 dollars and above every quarter, be aware of any anomalies during the purchasing process, and prepare comprehensive analyses on purchases. Should cases such as bid fixing, price fixing, and other illegal acts were found, these cases should be sent to the legal department for further investigation.

(2) Put Anti-Corruption into Action—Maintain the soundness of government

A. Implement and execute Sunshine Laws

(1) According to the resolution passed in the second joint meeting of the Justice, Budget and Final Accounts Commission during the fourth session of the fifth term of the Legislative Yuan on November 10, 2003, "The spot checks on Public Servants' Property Declaration should be fair; and the spot check rate has to be increased to at least 20% of all property declarations." Following the order of the above resolution, the spot check rate on Public Servant's Property Declaration planned by the Ministry of Justice has gradually increased from the 21% in 2004 year after year. In 2007, 31,645 public servants declared their property, and 7,677 were randomly selected to undergo detailed examination, which meant that the spot check ratio had reached 24.26%, surpassing the original annual target of 24%.

(2) According to the statistics provided by the Ministry of Justice, between 2003 to June of 2009 there were 1,446 cases of overdue and untruthful declarations among all type of public servants, and the total fine imposed was NT\$ 101,000,000 dollars.

(3) Since the enforcement of the "Act on Recusal of Public Servants Due to Conflicts of Interest," between July 12, 2000 and August 2008, the Ministry of Justice's Examination Committee on Conflicts of Interest found 42 cases of conflict of interest by public servants, and the total amount of fines for those cases reached NT\$ 5,119,460,000 dollars.

B. Implement ethical standard and reward clean and honest public servants

Implement and follow through on the "Ethics Directions for Civil Servants," strictly enforce asset declaration laws by registering events such as illegal lobbying, gifts, and participation in social gatherings, and reward clean and honest public servants.

C. Report on and offer policy suggestions in corruption-prone areas

Investigate and conduct research on government affairs that are vulnerable or easily prone to corrupt practices. Starting from 2003, 15 reports have been completed



Figure 3-1 President Ma (center) and foreign guests at the Opening Ceremony of the 2008 International Anti-Corruption Conference in Taiwan

that dealt with corruption in government procurement, grand construction projects, construction management, river sand and rock management, funeral and burial services, motor vehicles management, land administration, city planning, business registration, medicine, customs affairs, taxation, policing, firefighting, and education.

D. Host and sponsor international Anti-Corruption conferences and accept suggestions for reform

To learn the successful experiences from other countries' anti-corruption efforts, in January of 2007 and August of 2008, Taiwan hosted the 2007 and 2008 "International Anti-Corruption Conferences," respectively. Representatives from Singapore, Malaysia, Korea, Australia, Denmark and Macau were invited to join a panel of representatives from Transparency International and other domestic scholars to discuss anti-corruption and transparency issues, as well as share common anti-corruption experiences.

E. Summon Central Integrity Commission meetings and complete the anti-corruption network

To honor and fulfill President Ma Ying-jeou's electoral promise of creating an honest and competent government, and to show the administration's determination to attain clean governance, the Ministry of Justice drafted an act to establish the "Central Integrity Commission." The bill was sent to all governmental agencies on June 26, 2008, through



the Executive Yuan, and it became effective on that very same day. The Commission's first meeting was held on October 3, 2008, and it was hosted by the Premier Liu Chao-shiuan. The Premier is the convener of the Commission and the Vice Premier is the vice convener. In addition to the Premier and Vice Premier, the Commission consists of 15 senior officers from government agencies, including ministers without portfolio, the secretary general, and officers from the Ministry of Justice. Several individuals from the private sector, such as Solicitor Chen Chang-wen, Professor Hung Yung-Tai, and Professor Yu Chilik, are also invited to join the Commission for the planning and examination of the country's national anti-corruption policies and other important measures.



Figure 3-2 Central Integrity Commission's first-ever meeting, convened by the Executive Yuan

B. Build an Anti-Corruption platform and website

To provide a platform where anti-corruption information may be exchanged, the Ministry of Justice built the "Anti-corruption Website-MOJ.ROC." The website provides links to related anti-corruption websites of departments, ministries, and county and city governments so that the general public could easily obtain government's anti-corruption performance results.

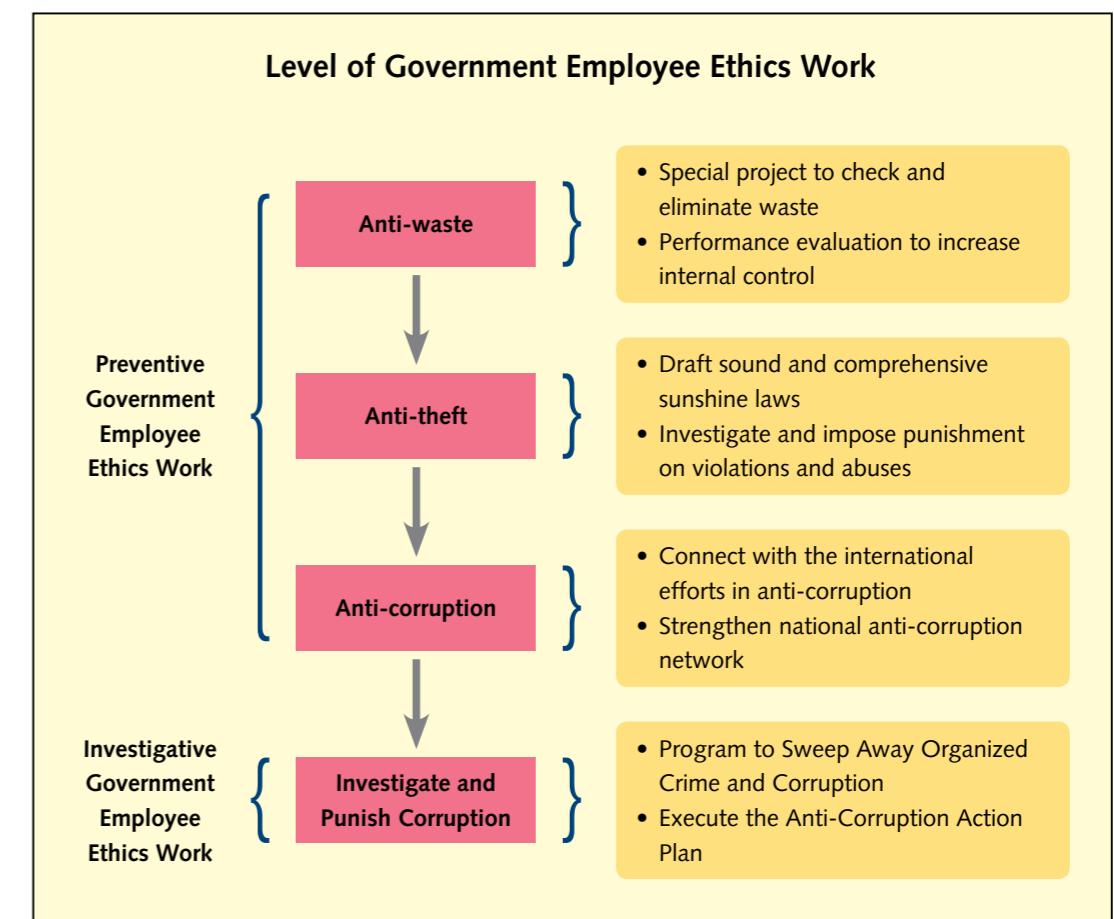


Figure 3-3 Level of Government Employee Ethics Work

(3) Put Anti-Corruption into Action—Improve the country's integrity rankings

A. Enlist the public to combat corruption

To increase public awareness of the anti-corruption cause and enhance the government's image, major anti-corruption activities were conducted to increase the people's participation. In 2007 the government employee ethics units of 11 counties (cities) sponsored major anti-corruption events to deepen the anti-corruption message in the public's mind.



Section 2 Investigate, Punish, and Uphold Justice

To combat corruption, the Ministry of Justice analyzes and assesses the overall situation of government employee ethics, reports on corruptive practices that are detrimental to the public interest, enlarges the number of channels for reporting corruption abuses, and actively investigates on grand corruption cases. The Ministry also cooperates with government employee ethics units at different agencies to investigate on corrupt activities and to stop any abuses or illegal transactions from occurring. The implementation results are summarized below:

1. The Whistleblower hotline – Rewarding and Protecting the Whistleblower

(1) After the "Anti-corruption Whistleblower Hotline" (02-2316-7586) was launched on October 1, 2004, the accumulated number of reported cases reached 7,076 in June 2009. Among these, 5,385 cases were dismissed by the Ministry from additional action, although each call was properly answered and provided with complete administrative information and assistance. The remaining 1,454 cases were transferred to the prosecutors' office after the government employee ethics units found that the allegations of corruption and illegal activities in those cases merit further investigation.

(2) The identities of informants are protected according to the ordinance stipulated in "The Anti-Corruption Informant Rewards and Protection Regulations." However, the public is encouraged to report real names and identities of those violating the law. If the reported information is real, the highest reward that can be awarded is ten million New Taiwan Dollars.

(3) Between 2002 and June 2009, the "Corruption Case Reporting Reward Commission" examined 225 cases that applied for the corruption reporting reward. The Commission approved 133 cases for the reward, and the total amount awarded by the Commission was NT\$ 115,870,006 dollars.

2. Strengthen the Mobile Team When Investigating Serious Corruption Cases

(1) The Ministry strengthened the project mobility of its investigative units and brought an integrated anti-corruption force into play by combining analysis and assessment of government employee ethics. The Ministry's mobile investigation team merged the functions of the respective units from the northern, central and southern regions, as well as those from the counties (cities) governments. Additional training and equipments were also provided to

the Ministry of Justice's "Special Task Force for Government Integrity," whose targets were significant serious corruption misconduct committed by senior public officers (level 10 and over).

(2) Since the establishment of the Special Task Force for Government Integrity and the Mobile Investigative Teams in August 2003, 152 investigation projects were approved as of June 2009. Of these, 33 cases were transferred to the prosecutors' office for indictment, 8 cases received administrative punishment, 68 cases were marked as temporarily suspended, and the remaining 47 projects were listed as on-going.

3. Investigate Bribery in Elections and Cutting Off the Roots of Corruption

(1) Bribery in elections (or vote-buying) is the root-source of the so-called "black gold" politics and it erodes the foundation of the country's democracy. To cut off this electoral abuse created by the joint forces of election bribery and black gold politics, the "Strike back at black gold and eliminate election bribery Initiative" is one of the government's most important active policies. Government employee ethics units are brought into the election bribery investigation team, assisting the latter with the collection of intelligence through their networks located around the country. Any information gathered on election bribery and vote-buying is passed on to the prosecution, police, and other investigation authorities, as these units work together to increase their organizational effectiveness in eliminating the roots of corruption.

(2) During the 2005 "3-in-1" local elections, government employee ethics units at all levels reported a total of 1,512 cases of election bribery. During the 2006 election for representatives and mayors of villages and towns, a total of 1,163 cases of election bribery were reported. During the 2006 election for the councilors and mayors of Taipei City and Kaohsiung city, a total of 70 cases of vote-buying were reported. During the 2008 legislative election for the 7th Term of the Legislative Yuan, a total of 916 cases of election bribery were reported by government employee ethics units and sent to the regional prosecutors' office for reference and processing. During the 2008 presidential elections, a total of 54 cases of election bribery were reported.



4. Establish Communications Centers to Enhance Horizontal Communication

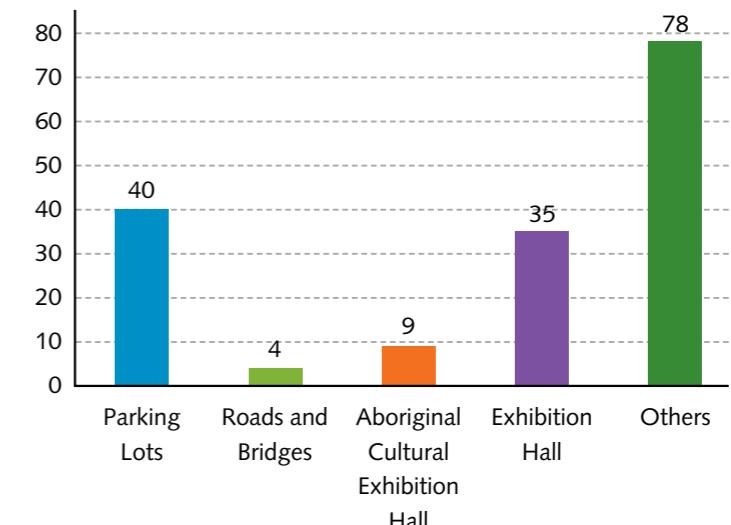
(1) To enhance work communication and anti-corruption effectiveness, the plan to establish "Regional Government Employee Ethics Work Communication Centers" was initiated in May 2005. These communication centers are mission-oriented and hold meetings at irregular intervals. The Government Employee Ethics unit at the regional prosecutor's office would serve as the regional communication center, and the center's job is to act as the main communication channel between the prosecutor's office and all the government employee ethics units in the region. If a regional prosecutor's office requires assistance from the government employee ethics units within the jurisdiction, it can use the channel to contact the government employee ethics units to provide all necessary assistance; conversely, if a government employee ethics unit requires assistance from the regional prosecutor's office, it could also go through this channel to request for help. All units belonging to the Investigation Bureau may also use this communication center to contact the government employee ethics units if work requires.

(2) Since their establishment, the Regional Communication Centers have held 68 meetings or seminars on regional government employee ethics topics; conducted 519 anti-bribery, corruption prevention, and other anti-corruption projects; provided information assistance to the prosecutors' office 620 times; coordinated or integrated the communication between government employee ethics units in a region on 774 instances; provided work assistance to government employee ethics units outside the jurisdiction on 972 occasions; and transferred or delivered policy and administrative information 238 times.

5. Conduct Special Investigation Projects to Assist in Good Administration

(1) Comprehensive inspection of public construction projects: During a comprehensive inspection in 2005, 166 cases of idle or suspended public construction projects were found. Those found idle or suspended included 40 parking lot constructions, 4 road and bridge-building projects, 9 facilities for aboriginal people, 35 exhibitions hall, activities and service centers, and other 78 facilities such as markets, gymnasiums and airports. The total amount of these construction projects was NT\$ 41,110,361,226 dollars. After investigation, 29 cases were found to involve criminal liabilities; 13 cases and 30 public servants were found to violate administration rules and prosecuted as such.

Figure 3-4 Number of idle public construction projects



(2) Issuance of rewards for forestation (lumbering prohibition) in mountainous villages: In the full-scale investigation conducted in 2005, public servants from 17 village, city and township offices in nine counties and city governments were suspected of being involved in corruption and illegal deals, and the amount involved was over 246 million New Taiwan dollars (NT\$ 246,426,343).

(3) Government-business collusion in road maintenance projects: Several county and city governments have colluded with businesses that had done shoddy work by using recycled or substandard asphalt in many road maintenance projects. In a 2006 investigation, 4 cases and 10 public servants were suspected to engage in corrupt and illegal behavior and they had been transferred to the investigation units for processing. Additionally, in 49 instances administrative faults were found, and the respective government employee ethics units had submitted suggestions to the senior officers in charge of those units to make all necessary changes.

(4) Abuse in gravel mining: In a 2006 investigation, 23 cases of the "River, reservoir or trench dredging project" were found to involve in illegal activities. The cases were transferred to the prosecution and investigation units; the total amount embezzled was NT\$ 436,230,000 dollars.



- (5) Over-withdrawal of old-age benefits in fishermen's associations: In a 2007 investigation, it was found that some fishermen's associations were suspected of using a system design fault in the Bureau of Labor Insurance system to issue fraudulent certificates that allowed its association members to over-withdrawal on old-age benefits. Up to December 2007, the illegal benefits involved had already reached 3.3 billion NT dollars. The amount could reach as high as 8.5 billion New Taiwan dollars if all the illegal benefits were doled out. Currently, the violations have all been transferred to the investigation units for further processing and prosecution. The audit results have been organized and summarized in a report entitled "Special auditing report for Labor and Fishermen Insurance," and concrete suggestions for improvement are included in the report.
- (6) Summarizing the investigation and auditing work performed during the "Anti-Waste" project from 2005 to 2007, the amount of public funds saved was over 543 billion NT dollars (NT\$ 54,347,180,000), and 4,383 cases were suspected of illegal activities and sent to the Justice Department for further investigation and processing.

Table 3-3 Results of Anti-Waste Project Investigation

Item Year	Amount Involved	Transferred to Law Enforcement for Processing
2005	NT\$41,500,870,000	205 cases
2006	NT\$3,114,200,000	162 cases
2007	NT\$9,732,110,000	4,016 cases
Total	NT\$54,347,180,000	4,383 cases

Section 3 Beneficial Service and Sustainable Operation

In order to make the government employee ethics units more efficient and effective in carrying out anti-waste, anti-corruption, and corruption elimination projects, the Ministry of Justice had asked these units to strengthen their corruption prevention efforts according to the instructions found in the Well-formed Government Ethics Program, and based on principles such as "promoting the beneficial is better than preventing abuse," "prevention is more important than investigation and punishment," and "using service to replace interference." The Ministry also requested the government employee ethics units to uncover any internal organizational problems and to understand the crux of the problems. This is to help these units standardize and systematize their work, and to make their operating procedures more transparent and crystal clear, thus creating a high-quality work environment where the employees become more eager to perform their public duties. Current implementation initiatives are summarized below:

1. Improve the Promotion Process and Training of Personnel

Government Employee Ethics units are found in the central government agencies regional governments, and state-run enterprises all over the country. While the Ministry of Justice is the principal competent authority, the Department of Government Employee Ethics is the organization responsible for personnel and staffing. To meet the changes in space and time, as well as personnel challenges facing public organizations, human resource management, employment and promotion channels, and training of government employee ethics staff need to be constantly improved.

2. Foster the Society's and General Public's Anti-corruption Consciousness

- (1) In 2007, the Ministry sponsored and organized a contest to select the most creative anti-corruption slogans. Public employees from all governmental organizations, school teachers, students, and the general public all enthusiastically participated in the contest. The winning slogan from the contest will be used as source material in future anti-corruption educational campaigns.
- (2) In 2007, the Ministry began the "Purify Mind, People against corruption and election bribery" signature campaign and discussion forum. Participants included Catholic Cardinal Paul Shan Kuo Hsi, Fo Guang Shan Monastery's Master Hui Chuan, secretary of Dharma Drum Mountain Social and Cultural Foundation Mr. Li Shen Yi, President of the Clean Election Promotion



Association, Professor Chai Sung-Lin, as well the general public. The forum and discussion panel effectively combined the power of private and societal sectors to deepen the anti-corruption message in society and to promote positive values.

- (3) Coordinate with the Ministry of Education to include anti-corruption and honesty promotion materials in elementary and junior high schools' textbooks, as well as actively tailor anti-corruption reference materials into elementary and junior high school educational system as a whole.

3. Advance Honesty and Ethical Behavior in the Private Sector

In recent years many corporate crimes such as illegal embezzlement and insider trading have been uncovered in Taiwan, and the overall adverse repercussion from these crimes on the national economy is not less than that from corruption in the public sector. Hence, the idea of strengthening corporate governance and ethics has great urgency. On February 26, 2008, the Ministry of Justice drafted the "Implementation directions for Government Employee Ethics units and other organizations to promote corporate honesty and standards of behavior," The initiative instructed government employee ethics units to work with relevant administrative units, utilizing the resources from those units to promote corporate honesty and the standards of behavior in businesses. The objective was that through the managing, consulting or supervising opportunities with companies, industry associations and other private organizations, the government ethics agencies would be able to instill a sense of ethics in the private sector, as well as provide the enterprises with the necessary resources, assistance, and guidance as to win their support and cooperation. The three objectives of this task are listed below:

- (1) Short-term objective (2008-2009): Government will promote the concept of corporate honesty and standards of behavior, allowing business operators to realize the importance of corporate governance and corporate risk control. (Promotion Phase)
- (2) Mid-term objective (2009): Government will provide assistance and rewards to help private enterprises build internal ethical standards and a mechanism for monitoring them. (Guidance and Assistance Phase)
- (3) Long-term objective (2010): Government will construct a domestic corporate honesty and ethics appraisal system, which it will then offer to investors as a reference tool, thus exerting external pressure on companies and enterprises to operate within the law. (Appraisal Phase)

4. Perfect the Legal System and Complete the Security Information Protection Standards

The Ministry is participating and assisting with the legislative process on the "Classified National Security Information Protection Act and its Enforcement Rules." Furthermore, the Ministry actively assists the Secretariat of Executive Yuan in reviewing and modifying the "Operation Management Manual" (the part on Information Protection in document processing), the National Archives Administration in amending its "Management Regulations for Classified Archives," the Ministry of the Interior in drafting the "Regulations Governing Trips to Mainland China Made by Public Servants and Police Personnel Non-essential to National Security," and other agencies to complete and perfect the government's security information protection system.

5. Formulate Maintenance Operation Regulations and Solidify Organization Security

To comply with and satisfy the current agencies' information secrecy and security maintenance needs, and to direct government employee ethics units toward establishing the idea of beneficial service and sustainable operation, the Ministry formulated four directives, including the "Regulations for government employee ethics units to protect operational security information," "Regulations for government employee ethics units to maintain security during elections of public officials," "Regulations for government employee ethics units to prevent risk and safeguard its organizational security," and "Regulations for government employee ethics units to assist and process pleads and petitions." These ministerial orders have shown to be effective in constructing an organizational security network and assisted with the organizations' business development.

6. Enforce Regulation and Remain Vigilant on Protecting National Security Information

To properly execute the "Classified National Security Information Protection Act" and the "Enforcement Rules for the Classified National Security Information Protection Act," the Ministry has utilized the "E-Public Servant" network, which was created by the Civil Service Development Institute at the Central Personnel Administration, to show an animation film that introduces the basic themes behind the Classified National Security Information Protection Act. The animation was produced to make all public servants understand and familiar with the related regulations in the said Act, and to maintain national security.



7. Protect the Whistleblower and Create a Public Monitoring Mechanism

To demonstrate government's consistency in protecting the identity of whistleblowers and informants, and to avoid any operational mistakes or leaks by public servants that may affect the interests and rights of the persons involved, the Ministry drafted and promulgated the "Regulations for government employee ethics units to assist agencies to protect the identity of whistleblowers and informants." The idea behind these regulations was to encourage the general public to report any illegal activities and to create a public monitoring mechanism.

10. Combine Forces and Utilize Special Projects to Maintain Security

To safeguard the organization security during national festivities, Chinese New Year's holidays, and elections, the Ministry regularly announces special maintenance projects and related key security points. The Ministry also requests government employee ethics units to join forces and coordinate with other associated organizations to buttress their safety measures so as to prevent any information leaks and to maintain organizational integrity.

8. Fortify Information Security and Prevent Information leak

Because of frequent information security intrusions on government websites by computer hackers, including unauthorized replacement of web pages, stealing of secret or sensitive information, and springboard attacks, starting from September 1999 the Government Employee Ethics Units began to fortify its information audit and security system according to the "Guidelines on Information Security Management for the Executive Yuan and its subordinate organizations." Furthermore, in October 2005, information security was analyzed and key information auditing points were modified. To prevent network information leaks, government employee ethics units were instructed to reinforce their internal information audit systems and to actively coordinate with other organizations to strengthen maintenance and usage management of sensitive information.

9. Establish a Security Mechanism and Eliminate Security Threats

To assist organizations in controlling dangers to their security posed by petitioners who are unsatisfied with the government or its policies, the Ministry drafted the "Complete guidelines for Government Employee Ethics units to assist and process petitions (resistance) cases." The policy is implemented to increase related knowledge about petition incidents that had already happened, facilitating the construction of a petition database for regular or future referencing. Thus when a petition (resistance) incident occurs, the related historical information can be obtained and transferred to the senior officers or administration departments, who can in turn design suitable counter measures.



Section 4 Government Integrity and Strategic Performance Targets

The Executive Yuan implements administrative performance evaluation to increase the efficiency of its subordinate units, and the Ministry of Justice's Department of Government Employee Ethics has long ago internalized the concept of performance management in its efforts to bring about a positive and new image of government employee ethics. The implementation results are summarized below.

1. Implement Performance Management, Create the Value of Work

The Ministry of Justice is the principal controlling authority for managing the government employee ethics in the country. In recent years, the Ministry has acted systematically to instill five core values in its government employee ethics personnel: all officers must be professional, responsible, enthusiastic, caring, and impartial. The benefits are evident: work performances of government employee ethics units at all levels have won the praise and support of the respective organization chiefs and employees. In collaboration with other units, the government employee ethics work carried out by the Ministry of Justice has achieved all its objectives and in 2007 it was ranked first in performance evaluation.

2. Executive Yuan's Intermediate Administrative Plans

(1) The Ministry of Justice's Intermediate Administrative Plan from 2005 to 2008

In the Strategic Performance section of Executive Yuan's Intermediate Administrative Plan (2005 to 2008), the Ministry of Justice is responsible for conducting six government affairs. Among the six, the Ministry's Department of Government Employee Ethics is the one in charge in the implementation the "Well-formed government ethics, promote clean and competent politics" initiative. Two performance evaluation indices are used: the "Executive performance of professional government employee ethics investigation team when utilized by government employee ethics units in the controlling authority," and the "Execution of sunshine laws in the Act on Property-Declaration by Public Servants." Results indicate that the target values for each year had all been achieved; the organizational performances for 2007 and 2008 were all categorized as ★ "Green Light", meaning excellent implementation. The objectives for each year are as follows:

Table 3-4 Annual strategic performance targets between 2005 and 2008 for Government Employee Ethics work

Strategic Performance Target	Evaluation Indices					Annual Target			
	Evaluation Indices	Eval. System	Evaluation Method	Evaluation Standard	2005	2006	2007	2008	
Well-formed government ethics, promote clean and competent politics	1 Executive performance of professional government employee ethics investigation team when utilized by government employee ethics units in the controlling authority	1	Statistical Analysis	(Number of leads for significant corruption cases transferred to professional investigation team divided by total number of leads for significant corruption cases)*100	70%	72%	74%	76%	
	2 Execution of sunshine laws in the Act on Property- Declaration by Public Servants	1	Statistical Analysis	Perform audits on individual property declaration returns using a random draw to select public servants. The random check ratio has gradually increased from the base of 20% in 2004 to 25% by the end of 2008	21%	22%	23%	25%	

(2) The Ministry of Justice's Intermediate Administrative Plan from 2010 to 2013

In the Strategic Performance section of Executive Yuan's Intermediate Administration Plan (2009 to 2012), the Ministry of Justice is in charge of 8 affairs of government; among them, the "Building clean and competent government" policy is the main task of the Ministry of Justice's Department of Government Employee Ethics. Four performance indices are utilized for evaluation: the "Number of completed resolutions made during regularly held Central Integrity Commission meetings," the "Effectiveness of an ethics standard for public servants – the conflict of interests registration system," the "Executive performance of the Clean Government campaign in eliminating corruption," and the "Executive performance of the Clean Government campaign in preventing corruption." The performance targets for every year are listed below:

Table 3-5 Annual strategic performance targets between 2009 and 2012 for Government Employee Ethics work

Strategic Performance Target	Evaluation Indices							
	Evaluation Indices	Eval. System	Evaluation Method	Evaluation Standard	Annual Target			
Building an clean and competent government					2009	2010	2011	2012
1 Number of completed resolutions made during regularly held Central Integrity Commission meetings	1	Statistical Analysis	Completion rate of the resolutions reached in the meetings	80%	80%	80%	80%	
2 Effectiveness of an ethics standard for public servants – the conflict of interests registration system	1	Statistical Analysis	(Number of registered cases for the current year – average number of registered cases during previous three years) ÷ average registered cases in previous three years ×100	5%	4%	3%	2%	
3 Executive performance of the Clean Government campaign in eliminating corruption	1	Statistical Analysis	(Number of leads for significant corruption cases transferred to professional investigation team divided by the total number of leads for significant corruption cases) × 100	77%	78%	79%	80%	
4 Executive performance of the Clean Government campaign in preventing corruption	1	Statistical Analysis	The number of cases that offer improvement suggestions to administrative units based on the annual audit reports and weakness analyses produced by government employee ethics units	20 cases	25 cases	30 cases	35 cases	

(3) The Ministry of Justice's Intermediate Administrative Plan from 2010 to 2013 (Rolling – subject to modification)

The status of Executive Yuan's intermediate administrative plan (2010 to 2013) has been changed to rolling – subject to modification. As to the key strategic targets, the Ministry of Justice is in charge of 8 items, and among these, the operation of "Building a clean and competent government" initiative is led by the Ministry of Justice's Department of Government Employee Ethics. Two performance evaluation indices are used: "Number of completed resolutions made during regularly held Central Integrity Commission meetings," and "Number of active investigations that attempt to curb corruption in the Clean Government campaign."

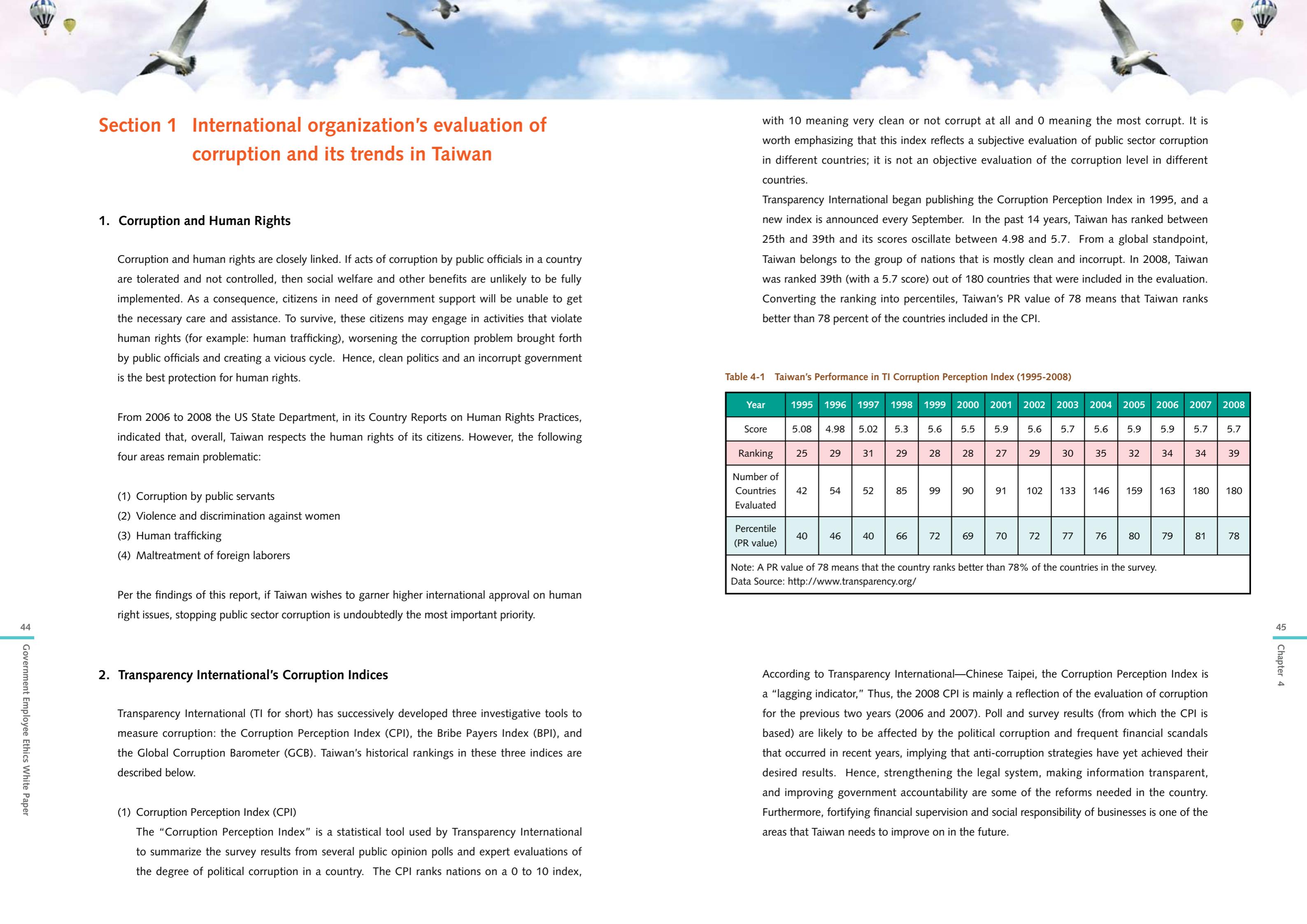
The following table lists the annual performance targets.

Table 3-5-1 Annual strategic performance targets between 2010 and 2013 for Government Employee Ethics work

Strategic Performance Target	Evaluation Indices							
	Evaluation Indices	Eval. System	Evaluation Method	Evaluation Standard	Annual Target			
Building a clean and competent government					2010	2011	2012	2013
1 Number of completed resolutions made during regularly held Central Integrity Commission meetings	1	Statistical Analysis	Completion rate of the resolutions reached in the meetings	80%	80%	80%	80%	
2 Number of active investigations that attempt to curb corruption in the Clean Government campaign	1	Statistical Analysis	(Number of leads for significant corruption cases transferred to professional investigation team divided by the total number of leads for significant corruption cases) × 100 (percentage must reach at least 78 percent)	78%	78%	78%	78%	



The Analysis of the Present State of Government Employee Ethics and Its Problems



Section 1 International organization's evaluation of corruption and its trends in Taiwan

1. Corruption and Human Rights

Corruption and human rights are closely linked. If acts of corruption by public officials in a country are tolerated and not controlled, then social welfare and other benefits are unlikely to be fully implemented. As a consequence, citizens in need of government support will be unable to get the necessary care and assistance. To survive, these citizens may engage in activities that violate human rights (for example: human trafficking), worsening the corruption problem brought forth by public officials and creating a vicious cycle. Hence, clean politics and an incorrupt government is the best protection for human rights.

From 2006 to 2008 the US State Department, in its Country Reports on Human Rights Practices, indicated that, overall, Taiwan respects the human rights of its citizens. However, the following four areas remain problematic:

- (1) Corruption by public servants
- (2) Violence and discrimination against women
- (3) Human trafficking
- (4) Maltreatment of foreign laborers

Per the findings of this report, if Taiwan wishes to garner higher international approval on human right issues, stopping public sector corruption is undoubtedly the most important priority.

2. Transparency International's Corruption Indices

Transparency International (TI for short) has successively developed three investigative tools to measure corruption: the Corruption Perception Index (CPI), the Bribe Payers Index (BPI), and the Global Corruption Barometer (GCB). Taiwan's historical rankings in these three indices are described below.

(1) Corruption Perception Index (CPI)

The "Corruption Perception Index" is a statistical tool used by Transparency International to summarize the survey results from several public opinion polls and expert evaluations of the degree of political corruption in a country. The CPI ranks nations on a 0 to 10 index,

with 10 meaning very clean or not corrupt at all and 0 meaning the most corrupt. It is worth emphasizing that this index reflects a subjective evaluation of public sector corruption in different countries; it is not an objective evaluation of the corruption level in different countries.

Transparency International began publishing the Corruption Perception Index in 1995, and a new index is announced every September. In the past 14 years, Taiwan has ranked between 25th and 39th and its scores oscillate between 4.98 and 5.7. From a global standpoint, Taiwan belongs to the group of nations that is mostly clean and incorrupt. In 2008, Taiwan was ranked 39th (with a 5.7 score) out of 180 countries that were included in the evaluation. Converting the ranking into percentiles, Taiwan's PR value of 78 means that Taiwan ranks better than 78 percent of the countries included in the CPI.

Table 4-1 Taiwan's Performance in TI Corruption Perception Index (1995-2008)

Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Score	5.08	4.98	5.02	5.3	5.6	5.5	5.9	5.6	5.7	5.6	5.9	5.9	5.7	5.7
Ranking	25	29	31	29	28	28	27	29	30	35	32	34	34	39
Number of Countries Evaluated	42	54	52	85	99	90	91	102	133	146	159	163	180	180
Percentile (PR value)	40	46	40	66	72	69	70	72	77	76	80	79	81	78

Note: A PR value of 78 means that the country ranks better than 78% of the countries in the survey.

Data Source: <http://www.transparency.org/>

According to Transparency International—Chinese Taipei, the Corruption Perception Index is a "lagging indicator." Thus, the 2008 CPI is mainly a reflection of the evaluation of corruption for the previous two years (2006 and 2007). Poll and survey results (from which the CPI is based) are likely to be affected by the political corruption and frequent financial scandals that occurred in recent years, implying that anti-corruption strategies have yet achieved their desired results. Hence, strengthening the legal system, making information transparent, and improving government accountability are some of the reforms needed in the country. Furthermore, fortifying financial supervision and social responsibility of businesses is one of the areas that Taiwan needs to improve on in the future.

Table 4-2 Comparison of the Corruption Perception Index between Taiwan and other major countries in the Asia-Pacific Region (1995-2008)

Year/Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
New Zealand	1	1	4	4	3	3	3	2	3	2	2	1	1	1
Singapore	3	7	9	7	7	6	4	5	5	5	5	5	4	4
Australia	7	10	8	11	12	13	11	11	8	9	9	9	11	9
Hong Kong	17	18	18	16	15	15	14	14	14	16	15	15	14	12
Japan	20	17	21	25	25	23	21	20	21	24	21	17	17	18
Macau	(Not listed in the evaluation)											26	34	43
Taiwan	25	29	31	29	28	28	27	29	30	35	32	34	34	39
Republic of Korea	27	27	34	43	50	48	42	40	50	47	40	42	43	40
Malaysia	23	26	32	29	32	36	36	33	37	39	39	44	43	47
China	41	50	41	52	58	63	57	59	66	71	78	70	72	72
Number of Countries Evaluated	42	54	52	85	99	90	91	102	133	146	159	163	180	180

(2) Bribe Payers Index (BPI)

The “Bribe Payers Index” measures the frequency and likelihood of multi-national companies in major exporting countries in the world to bribe overseas. The scores range from 0 to 10, with higher scores indicating a lower likelihood of bribery practices in conducting business abroad. This index reflects the supply side of bribery. Transparency International has released this index four different times: in 1999 (October 26), 2002 (May 14), 2006 (October 4), and 2008 (December 9). The historical BPI rankings for Taiwan are: 17th out of 19 countries in 1999 (third from the bottom); 19th out of 21 countries in 2002 (third from the bottom); 26th out of 30 countries in 2006 (fifth from the bottom); and 14th out of 22 countries in 2008 (seventh from the bottom). Contrasting the BPI scores in the past ten years, the image of Taiwanese firms overseas has improved, but when compared with other economies in East Asia, Taiwan still has room for improvement since it ranks worse than Japan, Singapore, and Hong Kong.

Table 4-3 The Bribe Payers Index for 19 major export countries in 1999

	China	Korea	Taiwan	Italy	Malaysia	Japan	France	Spain	Singapore	U.S.	Germany	Belgium	Great Britain	Netherlands	Switzerland	Austria	Canada	Australia	Sweden		
Rank	1	2	2	4	5	6	7	8	9	9	9	9	11	12	13	14	15	16	17	18	19
Score	8.3	8.1	8.1	7.8	7.7	7.4	7.2	6.8	6.2	6.2	5.7	5.3	5.2	5.1	3.9	3.7	3.5	3.4	3.1		

Table 4-4 The Bribe Payers Index for 21 major export countries in 2002

	Russia	China	Taiwan	Korea	Italy	Hong Kong	Malaysia	Japan	U.S.	France	Spain	Germany	Singapore	Great Britain	Belgium	Netherlands	Canada	Austria	Switzerland	Sweden	Australia	
Rank	1	2	2	4	5	6	6	8	9	9	11	12	13	13	15	15	15	17	18	19	20	21
Score	8.5	8.4	8.4	8.2	8.1	7.8	7.8	6.9	6.3	6.3	5.8	5.5	5.3	5.3	4.3	4.3	4.1	3.9	3.8	3.5	3.2	

Table 4-5 The Bribe Payers Index for 30 major export countries in 2006

Table 4-6 The Bribe Payers Index for 22 major export countries in 2008

	Russia	China	Mexico	India	Brazil	Italy	Taiwan	Republic of Korea	South Africa	Hong Kong	Spain	U.S.	Singapore	France	Australia	Japan	Great Britain	Germany	Switzerland	Netherlands	Canada	Belgium	
Rank	22	21	20	19	17	17	14	14	14	13	12	9	8	7.9	7.6	7.5	8.6	8.6	8.6	8.7	1	1	
Score	5.9	6.5	6.6	6.8	7.4	7.4	7.5	7.5	7.6	7.9	8.1	8.1	8.1	8.1	8.5	8.5	8.6	8.6	8.6	8.7	8.7	8.8	8.8

Data Source: <http://www.transparency.org/>

Table 4-7 Degree of corruption for different institutions and sectors in Taiwan according to the Global Corruption Barometer from 2004 to 2006

	Customs	Religious bodies	Non-governmental organizations	Registry and permit services	The military	Utilities	Medical services	Education system	Media	Legal system/judiciary	Police	Business/private sector	Parliament/Legislature	Political parties	Score
2004	4	4.1	2.9	3.3	3.4	2.7	2.9	2.5	2.7	3.3	3.1	1.8	1.9	2.5	3.5
2005	4.1	4.3	3.2	3.4	3.4	2.7	3.1	3.1	2.8	3.5	3.2	1.8	2	2.2	3.6
2006	4.5	4.5	3.7	4.1	3.9	3.3	3.4	3.8	3.5	4.1	3.6	2.4	3.9	3.7	

Note: The severity of corruption for the above institutions and sectors is scored between 1 and 5 (1= not at all corrupt and 5 = extremely corrupt).

Data Source: <http://www.transparency.org/>

(3) Global Corruption Barometer (GCB)

The Global Corruption Barometer was first announced in July 2003. Taiwan was included in the barometer in 2004, 2005 and 2006, but not in 2007. According to the Global Corruption Barometer survey results between 2004 and 2006, political parties and the legislature are considered by the Taiwanese people to be the most corrupt. In the 2006 GCB, Taiwan only had one item, registry and permit services, to score under 3 (note: the scores range from 1 to 5, with 1 equaling no corruption and 5 equaling very serious corruption). All other sectors scored a 3 and above, including political parties, parliament/legislature, business/private sector, police, legal system/judiciary, media, tax revenue, medical services, education system, the military, utilities, non-governmental organizations, and religious bodies. More specifically, the political parties, the legislature, the police and the military all received a score higher than 4. Here we can see that interviewees thought that corruption in Taiwan was becoming relatively more severe than before, and this trend was gradually increasing year after year.

To discern survey respondents' experience with bribery, the Global Corruption Barometer asks the interviewees whether in the past 12 months they or anyone living in their household had paid a bribe to obtain a service. According to the 2007 GCB, the data show that 22% of respondents in the Asia-Pacific region had the experience of bribery, which was 9 percentage points higher than the 13% for the world. The Global Corruption Barometers for 2004-2006 show that, on average, about 2% of the Taiwanese interviewees had experienced bribery or paid a bribe to obtain a service. Compared with the numbers reported for the world and the Asia Pacific region, bribery is thus a relatively small problem in Taiwan.

Furthermore, according to the 2006 Global Corruption Barometer produced by Transparency International, 23% of the Taiwanese respondents believed that the government's actions against corruption were effective, but 48% of people thought the government had achieved a little or was not effective in fighting corruption. In addition, 25% of the respondents believed that not only was the government ineffective in fighting corruption, the government actually had encouraged corruption. Results from the public opinion polls indicated that 73% of the respondents were disappointed and critical about the effectiveness of the government's efforts to combat corruption. The survey results also signified that there was a great possibility that corruption might be getting worse.

3. World Economic Forum's Global Competitiveness Index

In "The Global Competitiveness Report 2008-2009" published by the World Economic Forum (WEF), Taiwan is ranked 17th among 134 countries in the section related to global competitiveness

index (GCI). Compared with the result from 2007, Taiwan has dropped 3 positions. The top 5 most competitive nations in the world are the United States, Switzerland, Denmark, Sweden and Singapore. Among Asian countries, Taiwan is in the fifth place, behind Singapore (5th overall), Japan (9th overall), Hong Kong (11th overall) and Korea (13th overall).

On indicators specifically related to clean and honest governments, Taiwan's rankings are: Public trust of politicians (54th), Judicial Independence (49th), Ethical behavior of firms (40th), Diversion of public funds (38th), and Favoritism in decisions of government officials (36th).

Additionally, the World Economic Forum publishes a "Voice of the People" survey annually. , Results of the 2008 survey indicate that, among the Taiwanese respondents, their opinion toward political and business leaders is generally lower than the global average. Survey data also seem to imply that most interviewees have negative assessment of the level of corruption in Taiwan's political arena, similar to their evaluation of corruption in the private sector. In other words, respondents in Taiwan are distrustful of both political and business leaders.

Table 4-8 Comparison of Taiwan's Institution-related indicators in WEF's Global Competitiveness Index for 2008 and 2007

Indicators	Taiwan's Ranking for 2008 (Score)	Taiwan's Ranking for 2007 (Score)	Change in Ranking between 2008 and 2007
Institutions	40	37	-3
Whether public funds that should be given to the public are transferred frequently due to corruption	38(4.5)	39(4.5)	+1
Whether the public trusts the politicians on financial issues	54(3)	57(2.8)	+3
Whether the judicial system is independent (not interfered by government, the public and businesses)	49(4.6)	53(4.3)	+4
Whether favoritism exists when the government officials are making decisions	36(3.9)	34(3.8)	-2
Effectiveness of the legal framework (whether the legal framework is sufficient and independent to resolve disputes between businesses or challenges to the legality of government administration)	46(4.2)	46(4.2)	0
Whether the threat of terrorism generates big burden on business costs	60(5.8)	63(5.5)	+3
Whether organized crime generates big burden on business costs	46(5.7)	51(5.3)	+5
Ethical behavior of firms (whether firms and government officials behave ethically when dealing with other businesses)	40(4.7)	44(4.6)	+4
Data Source: http://www.weforum.org/ (accessed on 2008/10/8)			

Table 4-9 Results of the Voice of the People survey released in January 2008 by the World Economic Forum (WEF)

	Percent of respondents who think political leaders are dishonest	Percent of respondents who think political leaders are immoral	Percent of respondents who think business leaders are dishonest	Percent of respondents who think business leaders are immoral
Global Average	60%	48%	43%	39%
Taiwan	80%	66%	56%	42%

Note: The survey for Taiwan was conducted in November 2007 by the TNS corporation, and was based on 1,000 telephoned samples
Data Source: <http://www.voice-of-the-people.net/>



4. World Bank's Worldwide Governance Indicators

The World Bank (WB) publishes the Worldwide Governance Indicators (WGI), and the governance indicators are divided into and evaluated along six dimensions: Voice and Accountability, Political Stability and Absence of Violence, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption. The WGI does not rank countries and it is expressed in percentiles only. The first Worldwide Governance Indicators was released in 1996, and in reviewing the "Control of Corruption" aspect of the Worldwide Governance Indicators for recent years, we note that Taiwan's governance estimates have been sliding downwards. The percentile for Taiwan in 1996 was 79.1 and its governance score was 0.71; in 2007 the percentile for Taiwan was 72.0 and its governance score had decreased to 0.48. In 2008 Taiwan's percentile was 72.9, and its governance score was 0.55, which indicated a slight improvement in corruption control compared with those of 2007.

Table 4-10 Historical Scores for Taiwan in the "Control of Corruption" dimension of World Bank's Worldwide Governance Indicators

Year	1996	1998	2000	2002	2003	2004	2005	2006	2007	2008
Percentile (0-100)	79.1	80.1	81.6	76.7	76.2	79.6	78.2	72.8	72	72.9
Governance scores (-2.5 to +2.5)	0.71	0.86	0.9	0.78	0.8	0.84	0.85	0.67	0.48	0.55
Standard error	0.18	0.17	0.16	0.15	0.15	0.13	0.13	0.13	0.13	0.14
Number of countries evaluated	154	194	196	197	198	205	205	207	208	208

Note: A Percentage of 70 means the ranking is higher than 70% of the countries included in the evaluation and so forth
Data Source: <http://info.worldbank.org/>

5. United Nations Convention against Corruption

On October 31, 2003, the United Nations passed the "United Nations Convention against Corruption" (UNCAC). The opening signing ceremony was held in the city of Merida, Mexico, from December 9, 2003 to December 11, 2003. The Convention became effective on December 14, 2005. Up to July of 2009, 140 countries have signed the Convention, and 136 countries have ratified the Convention. Although Taiwan is unable to sign this Convention, as a member of the international society, Taiwan has the duty to meet the purpose and objectives specified in the Convention, and strengthen its anti-corruption activities in all dimensions, including prevention, criminalization and law enforcement, international cooperation, recovery of assets obtained from corruption, and implementation mechanisms.

The contents of United Nations Convention against Corruption cover anti-corruption measures for both public and private sectors. Specifically, in Article 6 and Article 36, the Convention clearly states that all UNCAC signatories shall follow the fundamental principles of their respective legal system to ensure the establishment of one or multiple, if necessary, "preventive anti-corruption organization(s)," and such law enforcement agency/agencies dedicated to combat corruption should be enabled to carry out its/their functions effectively and free from any undue influence. The necessary resources, professional personnel and their training should also be provided to the agency/agencies. Apparently, establishing an independent anti-corruption organization is currently a global trend.

Although Taiwan is not a signatory country of the United Nations Convention against Corruption, such Convention belongs to the realm of International Law and is the most complete international legal document on anti-corruption. Taiwan, as a member of the international community, should also follow the regulations provided in the Convention.

In other words, a preventive anti-corruption agency and a dedicated law enforcement organization that fights corruption should at least meet the three criteria of professionalism, independence, and abundant resources, in accordance with the regulations stipulated in Article 6 and Article 36 of the United Nations Convention against Corruption.

Section 2 Analysis of Current Levels of Government Integrity in the Nation

1. Research Project —“Government Integrity Index Survey in the Taiwan Area”

Since 1997, the Ministry of Justice has sponsored the “Government Integrity Index Survey in the Taiwan Area” by subcontracting it out to external academic or research organizations. The objective of the survey was to periodically monitor public assessment of the degree of integrity of public servants working in government or government-related departments. In the 2007 Government Integrity Survey, 1,616 effective samples were completed, confidence level was at 95%, and sampling error was less than plus/minus 2.5%. Results of the 2007 survey are presented below:

(1) Public perception of corruption – survey results

Historical survey results show that respondents' evaluation of integrity in general public servants averages a little higher than a score of 5 (Note: 0 means extremely corrupt and 10 means not corrupt at all). However the elected representatives (all levels), senior officers in central, village, township, and city governments, staff in river and gravel management, and the government procurement personnel all received low integrity scores. Survey results show that to raise public opinion on the integrity level of public servants would require a long term effort.

Table 4-11 Integrity level of public servants in government related departments: Historical public opinion data from the Government Integrity Index Survey conducted by Ministry of Justice

Categories of public servants	Jul. 1997	Mar. 1998	Jul. 1998	Nov. 1998	Mar. 1999	Oct. 2000	Mar. 2001	Sep. 2001	2003	Jul. 2003	Oct. 2004	Jul. 2005	Jul. 2006	Average for 1997-2006	Jul. 2007	
Personnel in public hospitals	5.80	6.09	6.09	6.06	6.30	6.09	6.23	6.22	6.30	6.19	5.99	6.04	5.81	6.09	6.08	
Personnel in firefighting and fire inspection	-	-	-	-	-	-	7.43	7.23	5.70	5.62	5.52	5.58	5.50	6.08	5.52*	
Personnel in environmental protection and inspection	5.98	6.05	6.28	6.11	5.98	5.87	5.85	6.02	5.83	5.70	5.71	5.55	5.68	5.89	5.54*	
General public servants	5.47	5.58	5.66	5.59	5.53	5.43	5.42	5.60	6.02	5.81	5.84	5.83	5.83	5.66	5.95*	
Taxation and auditing personnel	5.47	5.68	5.70	5.54	5.77	5.47	5.78	5.81	5.65	5.54	5.46	5.54	5.48	5.61	5.56	
Personnel in motor vehicle administration	5.56	5.49	5.59	5.51	5.58	5.40	5.54	5.69	5.66	5.62	5.49	5.69	5.71	5.58	5.71	
Prosecutors	5.35	5.79	5.63	5.58	5.56	5.51	5.44	5.50	5.42	5.72	5.46	5.49	5.33	5.52	5.51	
Judges										5.47	5.23	5.28	5.14	5.45	5.26*	
Senior officers in county (city) governments	5.07	5.45	5.40	5.31	5.24	5.14	5.10	5.31	4.79	4.97	4.92	4.78	4.44	5.07	4.56*	
Senior officers in village, township, and city governments										4.86	4.69	4.46	4.35	5.01	4.43*	
Senior officers in central government										4.79	4.83	4.83	4.73	3.83	5.00	4.33*
Police	5.07	5.30	5.36	5.08	5.03	5.06	5.20	5.21	4.98	5.18	4.77	5.09	4.88	5.09	4.88*	
Prison management personnel	-	-	-	-	-	-	-	-	5.23	5.09	5.19	4.97	4.68	4.93	5.02	4.94
Customs officials	4.77	5.12	5.19	4.92	5.01	4.89	4.97	5.26	4.88	5.01	5.04	4.91	4.96	4.99	4.95	



Categories of public servants	Jul. 1997	Mar. 1998	Jul. 1998	Nov. 1998	Mar. 1999	Oct. 2000	Mar. 2001	Sep. 2001	2003	Jul. 2003	Oct. 2004	Jul. 2005	Jul. 2006	Average for 1997-2006	Jul. 2007
Funeral services personnel	-	-	-	-	-	-	4.88	4.67	4.84	5.08	4.91	5.03	4.96	4.91	5.05
Construction Management Personnel	4.73	4.61	4.78	4.53	4.75	4.63	4.73	4.93	4.51	4.57	4.59	4.53	4.49	4.64	4.50*
Elected representatives in village, township and cities	-	-	-	-	-	-	-	-	4.27	4.43	4.33	4.32	4.27	4.32	4.25
City and county councilors	-	-	-	-	-	-	-	-		4.26	4.19	4.07	3.91	4.14	3.99*
Government procurement or public engineering personnel	4.15	4.20	4.09	4.22	4.27	3.87	4.16	4.19	3.99	4.06	3.94	4.00	3.77	4.07	3.91*
Members of the legislature	-	-	-	-	-	-	-	-	3.97	4.01	4.04	3.95	3.65	3.92	3.81
River and gravel management personnel	-	-	-	-	-	-	-	-	4.06	4.19	3.89	3.77	3.61	3.90	3.77
Industry and business inspection personnel	5.67	5.60	5.67	5.61	5.52	5.54	5.36	5.77	4.96	5.13	5.09	4.89	-	5.40	
Financial loans processing personnel	5.42	5.86	5.76	5.30	5.47	5.24	5.36	5.55	5.05	-	-	-	-	5.45	
Personnel in state-run enterprises	5.60	5.75	5.62	5.62	5.66	5.47	5.58	5.78	-	-	-	-	-	5.64	
Education personnel	6.73	6.98	7.08	6.92	6.86	6.70	6.60	6.80	-	-	-	-	-	6.83	

Note: The category "prison management and education personnel" was changed to "prison management personnel" in the July 2005 survey.

* Indicates that the difference between the category's score and its historical average (1997-2006) has reached statistical significance ($p<0.05$).

Data source: Ministry of Justice's "Government Integrity Index Survey in the Taiwan Area" report for 2007

(2) Establishment of a dedicated anti-corruption organization to improve government integrity

The most recent survey shows that 65.3% of the interviewees held positive views toward the establishment of a dedicated anti-corruption organization and its ability to improve government integrity; 28.1% believed that it would not help at all; and 6.6% did not have a definite opinion on the question. Judging from survey results in recent years, a majority of the respondents think that the establishment of a dedicated anti-corruption agency would be beneficial to bring integrity and clean politics to government.

(3) Public opinion toward the effectiveness of the "Eliminating 'Black Gold' and Corruption" campaign

The most recent survey shows that 68.3% of the respondents were "unsatisfied" with the effectiveness of government's efforts in sweeping "black gold"; 25.7% of the respondents were "satisfied", and 4.0% were "very satisfied." The fact that there are more people who are not satisfied with government's efforts than those who are satisfied is a major concern.

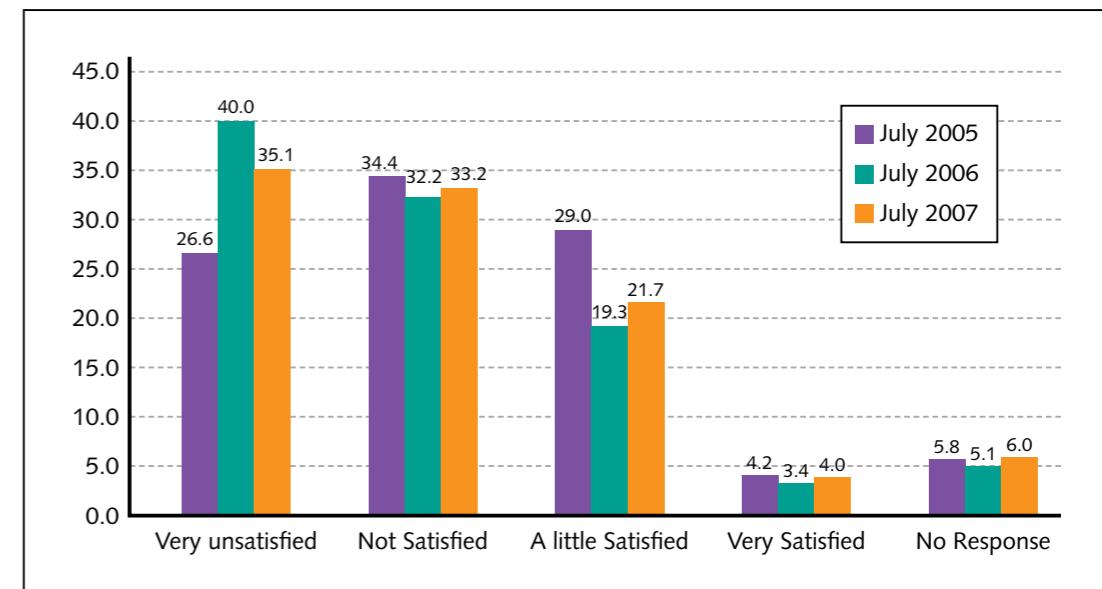


Figure 4-1 Interviewee's Opinion toward the outcomes of sweeping black gold and corruption

(4) Public opinion toward the enhancement in government integrity in the future

According to the 2007 survey, 36.2% of respondents believed that the level of integrity in government "will" improve in the coming years, 41.0% of the respondents believed that it "will not" have any improvements, and 22.9% did not offer any definite opinion to this issue. Comparing the survey results from 2007 with those from 2005 and 2006, the percentage of people who do not want to express an opinion has significantly increased.



2. Research Project – “Research on How to Construct a National Anti-Corruption Network and Promote Political Integrity”

In 2007 the Ministry of Justice commissioned the Clean Election Promotion Association to conduct research on how to construct a national anti-corruption network and promote political integrity. The study offers a comprehensive discussion of the mechanisms needed to make a national anti-corruption network operational, and it also examines the performance of the government's anti-corruption activities. This project lays a blueprint for constructing a national anti-corruption network in the near future and for drafting related policies on government integrity. The research results are presented below.

(1) Analysis of public opinion

A telephone survey was conducted from November 13, 2007 to November 19, 2007 and survey targets were people 20 years-old and older who lived in the 23 counties and cities in Taiwan (including the Province of Taiwan, Taipei City and Kaohsiung City). About 3,600 respondents were successfully interviewed. Sample has a 95% confidence level, and the sampling error is less than plus/minus 1.63%. The following points summarize the results of the survey:

- A. Overall, more than 50% of the interviewees believe that the problem of corruption in government, private companies and corporations is serious.
- B. Overall, more than half of the interviewees believe that the public in general can be helpful in reducing corruption in government and businesses.
- C. In terms of preventing corruption in government, 38% and 27.4% of the interviewees have heard about the Government Employee Ethics units and the Inspection units (in Taxation and Customs agencies), respectively. Additionally, the interviewees also think that the Government Employee Ethics units (32.5%) and the Inspection units (in Taxation and Customs agencies) (23.7%) are the most effective in preventing government corruption. However, about 20% of the interviewees think that those units are not effective at all.
- D. In terms of preventing corruption in corporations, the interviewees are familiar with shareholders' meeting (29.7%), accounting systems (25.8%) and auditors (21.5%). However, 20% of the interviewees did not know what system could prevent business corruption. In comparison, interviewees think that accounting systems (31.6%), shareholders' meeting (27%) and auditors (26.9%) are the most effective ways to prevent corruption in businesses.
- E. As to the method to fight government and business corruption, most of the interviewees believe that formulating a comprehensive set of regulations and controls, protecting the whistleblower, and establishing an agency dedicated to fight corruption are the most important methods.

(2) Analysis of public trust

The research project further examines the current anti-corruption network in the country, including the twenty or so anti-corruption mechanisms familiar to the general public such as government employee ethics units, superintendent, the judiciary, media and public opinion, and so on. It then performs a degree of public trust analysis on those twenty anti-corruption mechanisms. According to the data (figure 4-2 and figure 4-3), in the public sector, the “Judiciary system” (62.5%), “Government Employee Ethics Units” (50.0%), the “Control Yuan” (40.6%), and the “Auditing Department” (31.3%) are viewed by the interviewees to be the most trustworthy agencies. In the private sector, two non-profit organizations, Transparency International-Chinese Taipei and the Clean Election Promotion Association, have a high degree of public trust, with a 37.5% and 27.5 % approval rate, respectively. On the contrary, the “Legislative Yuan”, the “Financial Supervisory Units,” and both internal and external anti-corruption mechanisms in private enterprises all received a very low degree of public trust. Survey results indicate that the general public views these anti-corruption mechanisms as highly suspect or even non-functional, suggesting that they are currently the areas that need to be reinforced the most.

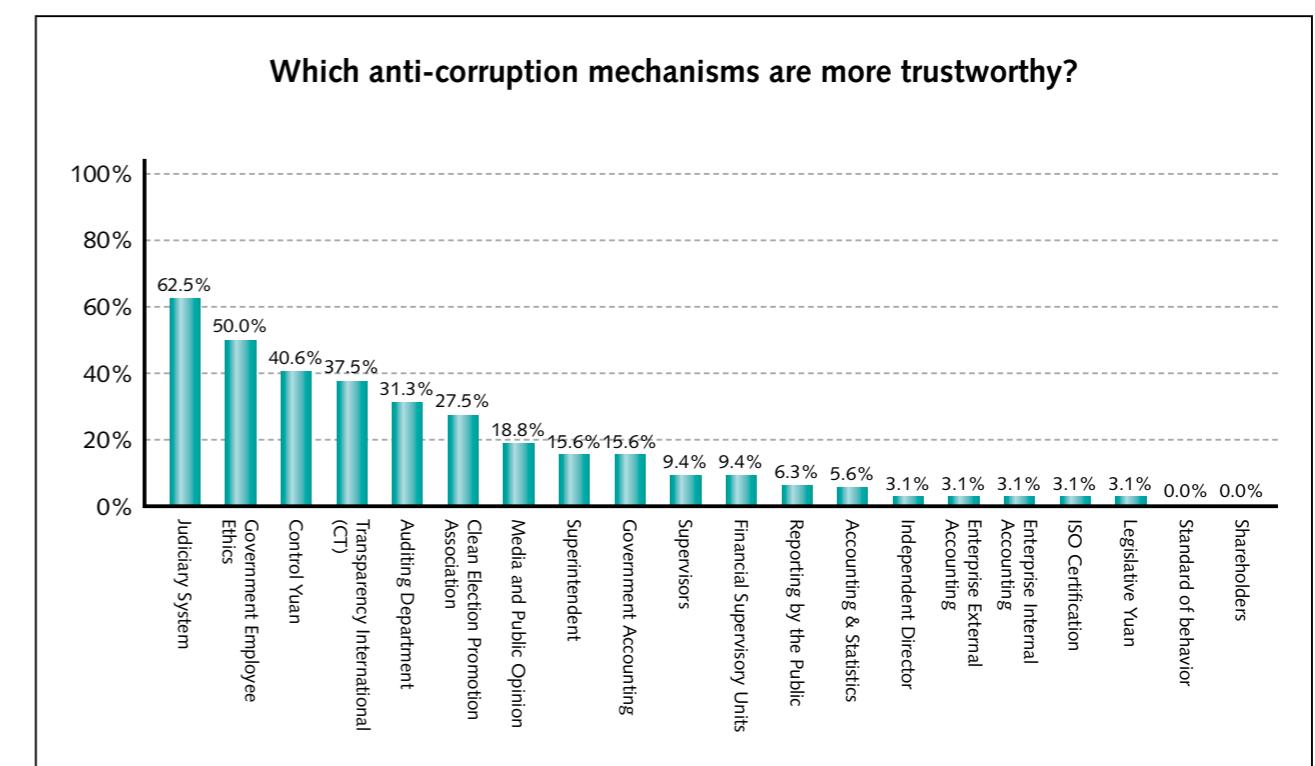


Figure 4-2 Graphical Analysis of the Degree of Public Trust in Anti-corruption Mechanisms

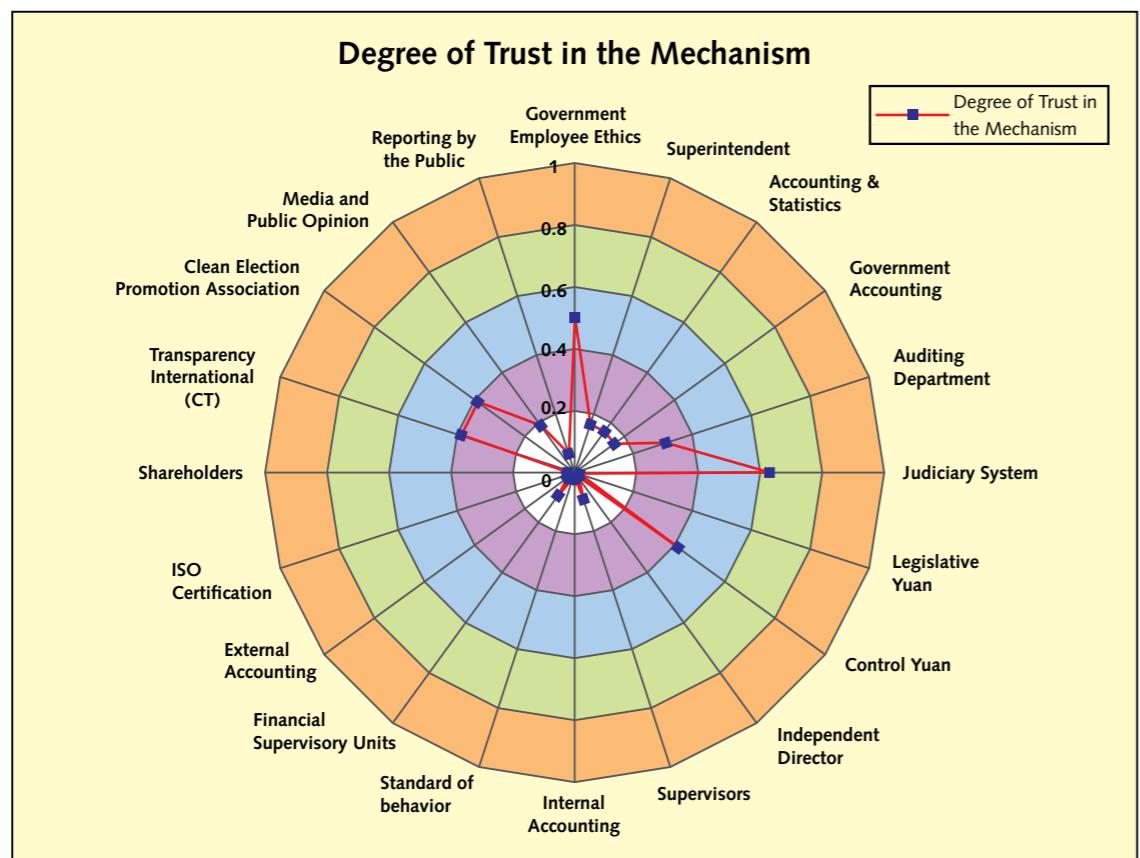


Figure 4-3 Analytical Radar Chart of the Degree of Public Trust in Anti-Corruption mechanisms

Section 3 The National Integrity System and Anti-corruption

Transparency International developed the concept of National Integrity System (NIS) in 1993-1994, for the purpose of creating a transparent and responsible framework where the anti-corruption programs can be effectively implemented under such system. The National Integrity System is built similar to a Greek temple with many columns. A country pursuing sustainable development, the rule of law and better quality of life – the three main targets of the NIS – needs a concrete set of supporting institutions. These supporting institutions, or pillars, are those systems and practices that promote integrity, transparency and responsibility in the nation, including the executive branch, the legislature, political parties, election commissions, audit institutions, the judiciary, the public sector, the police and prosecutors, public procurement units, ombudsman, anti-corruption agencies, the media, civil society, the private sector, regional governments, international organizations and so on (see figure 4-4). Different countries face different social conditions, thus the development of the pillars in each country would be different. For example, media supervision may be more aggressive in some countries, but in some other countries, their anti-corruption agencies may be more effective. Nevertheless, each pillar (or column) is equally important in the development of a National Integrity System, and the columns' stability requires having solid public awareness and social values as foundations. It is through the support of the foundation and of all the pillars that a country can achieve the targets of a better quality of life, the rule of law, and a sustainable development.

3. Strengthen Academic Research on Government Integrity

Currently, domestic quantitative or empirical research (such as public opinion polls) and qualitative research (such as studies using focus groups or in-depth interviews) on topics related to government integrity are still in the initial stages, so the number of related studies and papers is very insufficient. Moreover, most of the existing works on government integrity are masters-level theses, whose research depth is limited. The Ministry of Justice, with the exception of the annual "Government Integrity Index Survey in the Taiwan Area," generally does not have additional funds to sponsor research projects on government integrity issues. In the past two years, the Ministry of Justice had to rely on a subsidy from the Research, Development and Evaluation Commission in the Executive Yuan to fund its projects, for example, the "Research on National Government Integrity System Reform and Index" in 2007, and the aforementioned "Research on how to construct a national anti-corruption network and promote political integrity." In the future, one of the important areas of discussion is how to obtain the necessary funds to support academic research on issues associated with government integrity, and encourage other departments to throw in funds in the study of domestic government integrity.

The National Integrity System was conceived as a concept, an approach. To raise the level of integrity in a country needs the cooperation of the people and among all the government organizations. The ultimate objective is to make corrupt activities a high-risk and low-returns venture: thus, preventing individuals from committing corrupt acts ahead of time, not punishing them afterwards, should be the priority.

Constructing a well-functioning NIS also requires adopting a system-wide perspective, not just focusing only on the efforts of government employee ethics units or the government alone. Building a proper NIS needs a comprehensive strategy. In the past, the Ministry of Justice has concentrated its efforts on reforming government agencies internally, overlooking the fact that the government is an open system and is influenced by the external environment. Thus even though the Ministry has worked diligently in fighting and controlling corruption, its efforts have not been recognized by the people. Additionally, Transparency International has expanded the definition of corruption from an abuse of "public power" to an abuse of "entrusted power", which meant that corrupt behaviors are now found in both public and private sectors. In the future, the Ministry of Justice will emphasize on the integration of government administration, government employee ethics, and national development



goals. To that end, the Ministry will adopt a governance network approach, combining multiple forces from the society and solving the public distrust and corruption problems together. In addition to strengthening the integrity of government organizations, the Ministry will take a long term approach when educating the public from businesses, schools and communities about the evils of corruption. These steps, hopefully, would raise the people's awareness against corruption, promote better governance in the administration, and contribute to national progress.

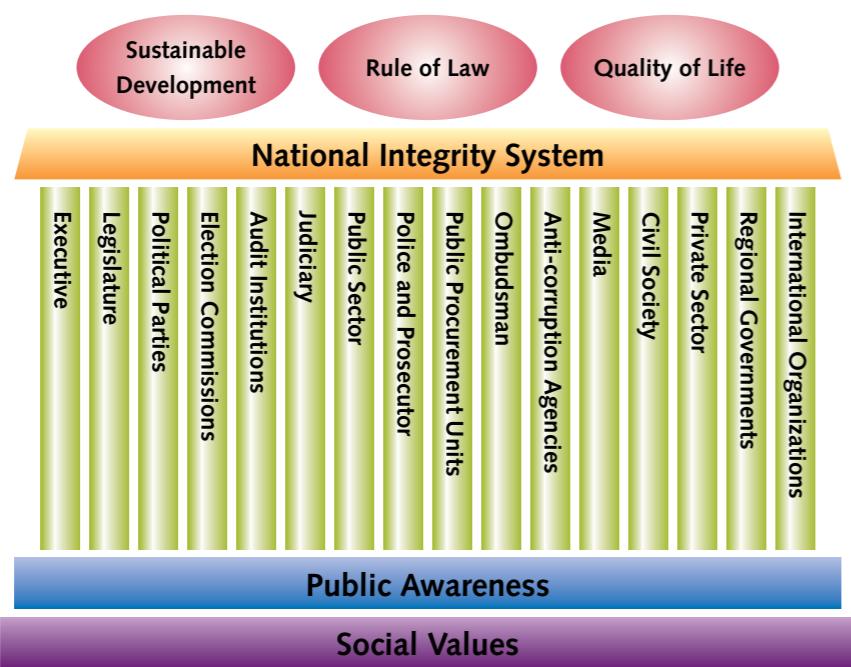


Figure 4-4 The National Integrity System as developed by Transparency International

Government Employee Ethics

Chapter 5

Government Employee Ethics Policy Implementation: Vision and Developmental Strategies



Section 1 Work Visions and Objectives

1. Work Visions

- (1) Promote ethics in government by adopting an active as opposed to a passive approach and demonstrating to the public the government's determination to develop a National Integrity System.
- (2) Strengthen the core competency of Government Employee Ethics units, improve risk evaluations, and develop reliable anti-corruption and government integrity indicators.
- (3) Work with social interest or community associations to enhance civil power and construct national anticorruption network and platform.
- (4) Administer the law impartially and objectively, develop government ethical standards, and create an environment conducive to administrative integrity.
- (5) Complete all laws and regulations needed for a National Integrity System to flourish, ensure a transparent and politically accountable administration, and increase the country's national competitiveness.

2. Work Objectives

Effort to improve ethics in government must achieve the objective of making civil servants feel that a) they are not willing to, b) they don't need to, c) they are not able to, and d) they do not dare to engage in corrupt activities. "Not willing to engage in corruption" means selecting strictly those individuals with honesty and good behaviors to become agency chiefs or senior officers, and strengthening the education and moral standards of public servants so they are not willing to behave corruptly. "No need to engage in corruption" means ensuring reasonable pay and benefits for public servants so that they do not need to act corruptly. "Not able to engage in corruption" means having a comprehensive set of laws and regulations and a transparent administration in place. "Not dare to engage in corruption" means that the laws are strictly enforced, from investigation to prosecution to sentencing, making the public servants feel that they do not dare to engage in corrupt behavior. The ultimate objective is to maintain the honor and dignity of public servants, and to recover people's trust in government.

According to Transparency International's 2007 Global Corruption Barometer, the effectiveness of anti-corruption efforts by government around the world is difficult to measure. Faced with the rigorous challenge of ever-increasing corruption, anti-corruption efforts must combine the forces of government, the private sector, and the civil society. Since the Ministry of Justice is the competent national authority in managing government employee ethics affairs, in order to restore integrity,

honesty, and efficiency to government, the Ministry will begin doing the "preventive" work first: that is, fully implementing the "anti-waste", "anti-corruption", and "anti-theft" campaigns. Next, the Ministry will follow with the "investigative" phase of government employee ethics promotion, by investigating both the root cause and symptoms of corrupt and unlawful activities. In terms of execution, the Ministry's strategy is to employ the professional manpower found in government employee ethics units at different levels, and work collaboratively with them to deepen the scope of anti-corruption work, foster government employee ethics, shape social value, raise public awareness, and fortify integrity in government.

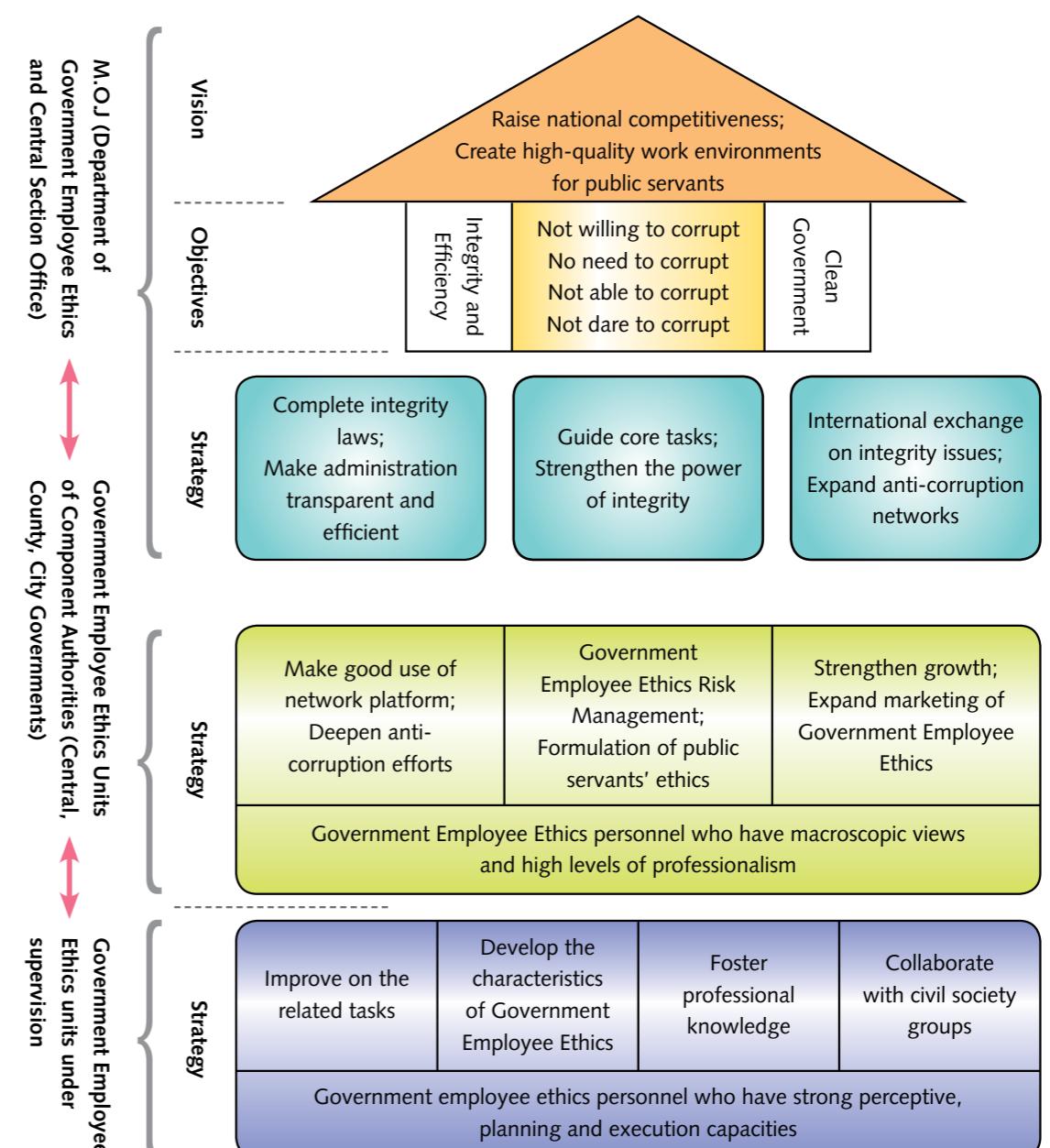


Figure 5-1 Integration of anti-corruption strategies, objectives and visions of the Ministry of Justice and the government employee ethics units under its control.



Section 2 Future Administrative Strategies and Directions

1. Anti-corruption work

(1) Actively promote the laws and build consensus on integrity

- A. Plan activities and events in coordination with the United Nations' 1209 International Anti-corruption Day; educate the public about the United Nations Convention against Corruption and the meaning of the International Anti-corruption day; increase the citizens' confidence about the government's will to fight corruption.
- B. Invite scholars and experts to speak or host seminars on current global anti-corruption issues such as administrative ethics, conflict of interests, and government responsibilities; at the same time, assist the government employee ethics units in conducting similar activities in accordance with the unit's needs.
- C. Collect information on major corruption or other breach of administrative ethics cases both domestically and abroad, thus allowing for a deeper public understanding about the related issues and laws.
- D. Produce films or TV programs related to government ethics, using a lively and vivid content to advertise the government's determination in achieving government integrity.
- E. Plan different type of competitions each year including calligraphy, painting, comics, creative design, speech, writing, stage play, singing to promote positive values.
- F. Collaborate with Civil Service Development Institute's e-learning network in launching easily-accessible, online government integrity classes such as public service ethics or conflict of interest avoidance; also offer a series of courses related to government ethics to department heads and section chief or senior officers.
- G. Organize a research team to develop and design marketing strategies, advertisements, and promotion tools related to government employee ethics.
- H. Champion the National Morality Construction Project by combining different government agencies (including Justice, Education, Economy and Finance, and so on) and private non-governmental organizations; project also consists in deepening the public's long-term support for a clean and honest administration.

(2) Get involved in the communities and call for greater public participation

- A. Integrate the resources from all the organizations in the country, form alliances with associations such as Rotary Club, Lions Club, fellow townsperson club, and alumni clubs, and organize social events such as mountain climbing, hiking, and carnivals to promote integrity, family and healthy city activities.

B. Work with community colleges and institutes to launch courses related to government integrity; also organize anti-corruption activities each year on the United Nations International Anti-corruption Day (December 9).

C. Incorporate work associated with "community development," and continue to make good use of various marketing, public welfare, community construction, and religious activities to disseminate anti-corruption messages, call for public participation in fighting corruption, forge a "zero tolerance" attitude toward corrupt behaviors, and strengthen the social value of government integrity.

D. Draft a set of standards and regulations for volunteers in government ethics, and assist the government employee ethics offices in recruiting these volunteers from the pool of retired or current public servants, people in the legal or political professions, housewives, and students. Additionally, train these volunteers in specially designed anti-corruption and anti-bribery courses, thus strengthening the social monitoring process and the anti-corruption linkage between the government and private sectors. At the same time, volunteers can also be utilized to assist the government employee ethics offices in integrity promotion and anti-corruption tasks in the community.

E. Carefully select the topics of discussion when conducting a public meeting or panel on government integrity policies. The idea is to use these open fora to encourage public participation and discussion on government integrity, increase their understanding on the relevant laws and regulations, and provide the government with policy recommendations.

F. Consider using deferred prosecution fines or allocation budgets to subsidize government employee ethics units across the government in advertising and presenting core government integrity issues to the public. This allows for a closer collaboration between the Ministry of Justice and all other organizations in the country, as they work together to promote integrity in government and to encourage more public participation in stopping corruption.

(3) Advocate business ethics and raise societal responsibility

A. The fight against corruption in society is not a public or private matter, and eliminating and preventing acts of corruption are no longer limited to the public sector alone. Anti-corruption measures should be extended to the private sector as well (such as corporations and private businesses). Using the handbook "Business Principles for Countering Bribery" published by Transparency International as a reference, the government should promote anti-corruption education and network opportunities in the private sector, given that the latter is also one of the major components of Transparency International's "National Integrity System" concept.

B. Materialize the different goals set forth in the "Implementation project for Advancing Business Honesty and Ethics," such as the project's targets of short-term promotion, mid-term incentives provision, and long-term establishment of a business ethics appraisal



system. Through different implementing methods, appropriate business ethics mechanisms would be constructed for different layers such as country, industry, company and individual levels, all of which to bring about an excellent corporate culture.

- C. Work with APEC, the Ministry of Economic Affairs, the Financial Supervisory Commission and other private firms and organizations to promote and implement Corporation Social Responsibility (CSR). Furthermore, use commercial law compliance as the key issue for the government employee ethics units to encourage the private sector in promoting anti-corruption.
- D. Cooperate with businesses and non-governmental organizations to advance various social trust and ethics activities (such as "Good Personal Character City"), which will improve social harmony, the businesses' operating environment and their investment likelihoods.
- E. Crack down and punish private sector corruption, focusing on the BOT, OT, and other outsourced projects implemented by the government in recent years. Through outsourcing, resources from the private sector were brought in to assist with constructions of public projects, but improper government-business relations had eroded government's administrative capacity and reduced public confidence in government. Thus there is a need to study whether to increase the punishment for embezzlement and treachery crimes; it is a priority to encourage firms and individuals to exercise their moral courage and surrender themselves to the proper investigation and law enforcement authorities, in exchange for penalty exemption and protection according to the Anti-corruption statutes. It may also be useful to study the US's False Claim Act of 1986, and consider drafting similar regulations to establish a system that encourages and rewards the public for reporting any business wrongdoing.
- F. Establish an Industry-Government-Academia Cooperative platform, where theory meets practice. Through this professional and cooperative platform on ethical regulations, private enterprises can obtain "corruption prevention consulting services" in areas such as purchasing, accounting, human resource management, conflict of interests, and employee discipline to avert corruption, fraud, or other illegal acts that affect fair competition from happening. Also the "Business Honesty and Ethics Forum" should be organized to expand the research on government integrity issues.

(4) Promote honesty in schools, intensify character education

- A. Construct a complete set of anti-corruption education system by integrating the resources of government agencies, schools, media, and non-profit organizations. Teaching materials, manuals, competitions and other formats should be developed and incorporated into the courses of study in elementary schools, high schools (junior and senior), universities, and private firms (pre-job or on-the-job training).
- B. Promote positive values, good behavior, honesty and public morality in schools. Also combine this character education with culture, arts, and sports to foster balanced growth

in the moral, intellectual, physical, social and aesthetic development of the child/individual.

- C. Conduct government integrity competitions in coordination with student affairs. The activities would lead students of all levels to care about the value of integrity and honesty, and embed these two important values into their conscience, morals, and habits.
- D. Invite university students to get involved in government ethics by providing them with studying, practical training, or other learning opportunities at government employee ethics units across the country. Through this mutual exchange, the concept and importance of government employee ethics work could be established and properly transferred.

(5) Increase international exchange, strengthen the study of government integrity

- A. Join international organizations such as Transparency International (TI), Asia-Pacific Economic Cooperation (APEC), Organization for Economic Co-operation and Development (OECD) and Asia Development Bank (ADB), in promoting the anti-corruption and government integrity agenda. Continue to actively participate in various international organizations' integrity fora (such as APEC's Anti-corruption and Transparency Task Force Meetings), strengthen the exchange activities with other countries, and expand the Ministry's international view.
- B. Encourage the interaction between domestic government employee ethics units with foreign integrity institution, which serves to broaden the global perspectives of government employee ethics personnel and allow international exchange of experiences.
- C. Encourage staff members in Government Employee Ethics offices to join non-governmental organizations (Transparency Organization, Clean Election Promotion Association...and so on) in the fight against corruption.
- D. Recognize the problem of corruption in the nation, perform in-depth studies into all areas of government affairs to locate the sources of administrative corruption, and adequately prepare the government when the challenge of corruption arises.
- E. With respect to business and organizational affairs, conduct analytical and prediction research on the government employee ethics units' characteristics, patterns, and tendencies to determine the best ways to promote organizational integrity and efficiency.
- F. Request for more government funding from the Research, Development and Evaluation Commission at Executive Yuan for integrity-related research, and also encourage related departments to allocate more funds for research.



2. Corruption Prevention Work

(1) Strengthen organizational power; fulfill the function of the Integrity Commission

- A. Achieve and materialize the goals set forth in the resolutions adopted by the Executive Yuan's "Central Integrity Commission" and "Government Employee Ethics Supervising Committee;" implement the strategic measures found in the "Well-Forming Government Ethics Program," "Follow-up initiatives of the Program to Sweep away Organized Crime and Corruption," and the "Anti-corruption Action Program;" and fill in the incomplete parts in the National Integrity System framework and the anti-corruption network.
- B. Encourage local governments to set up their own "County (City) Integrity Commission," much like the Central Government, and hold regular meetings to discuss the implementation status of corruption prevention, corruption elimination, and administrative ethics promotion campaigns.

(2) Pass ethics laws, establish professionalism and honesty

- A. Using documents from the OECD, APEC and UN as references, the Ministry drafted the "Ethics Directions for Civil Servants" to ensure that all public servants are acting within the appropriate laws and regulations when dealing with gifts, banquet invitations, and other lobbying activities.

- B. Advance the drafting and adoption of the "National Public Servant Ethics Act," which will serve as the service ethics standard for all public servants in government. Encourage public servants to get actively involved in their work, and oversee banned activities like banquets and social gatherings. Professional organizations can then follow the professional ethics principles defined in this Act and design the corresponding feasible administrative ethics auditing mechanisms.
- C. When necessary, amend the "Act on Property-Declaration by Public Servants" and the "Act on Recusal of Public Servants Due to Conflicts of Interests" to meet with government policy needs. Also, continue to promote sunshine laws where possible, and construct an electronic system specifically to handle property declarations by public servants.
- D. Work with the Public Servant training institutes in developing physical and digital learning programs that promote public ethics. Also instill civil servants' sense of honor, and help them internalize the concept of public ethics.
- E. Analyze the performance of all organizations when implementing ethics standards, and regularly disclose the number of registered cases related to the promotion ethics standards, thus raising the citizens' understanding of government's efforts to encourage ethical conduct.

(3) Perform government employee ethics evaluation and implement risk management

- A. Supervise the evaluation of government ethics by government employee ethics units at all levels, utilizing the concept of risk management to inspect and assess whether a particular personnel or incident might have compromised the integrity of government. Submit the evaluation reports to section chiefs for proper and real time processing, thus removing all risk factors to government employee ethics.
- B. For business affairs that may easily lead to corruption and other offenses, the Ministry must investigate and uncover their standard operating procedures in order to understand the source of the problem. Once the problem is understood, revise the government employee ethics' abuse prevention manual and offer it to the section chiefs as for future reference.
- C. Through the evaluation and identification of business affairs that may easily lead to corruption and other offenses, design an appropriate auditing procedure when conducting cost-benefit analysis. Also, regularly (or irregularly) conduct internal or external audits on businesses that either have greater risks of corruption or those that could cause more damage to the integrity of government.
- D. Have full control of the organizations' integrity status, and report to organization chiefs when situation demands it. Assist the organizations with risk and crisis management so that impact of corruption to the organizations is minimal.



Figure 5-2
Promotional Brochure for
Public Servants' Integrity
and Ethical Standards



Figure 5-3
Premier LIU of the Executive Yuan signs the Integrity and
Morality Standards and Building a Honest Government
Pledge



E. Fully implement routine staff assessment by section heads. In the course of reviewing the personnel's knowledge, ability and moral behavior, should there be any trace or tendency of disciplinary violation, report them to the organization heads for proper processing.

F. Continue to implement a job rotation system for personnel in charge of sensitive functions. Avoid putting an employee on a sensitive post for too long a time, rotate the employees according to standard job rotation rules, and make sure that the job transitions go smoothly.

(4) Understand public opinion trends, solicit suggestions of reform from far and wide

- A. Authorize professional organizations to conduct external opinion polls to understand the public's views of the public servants' integrity levels. Establish an early warning mechanism that alerts about "high corruption sectors," and use it as a reference in planning the direction of the nation's government employee ethics work.
- B. Assist organizations in conducting internal opinion surveys, with the purpose to understand personnel's opinion in promoting integrity in government.
- C. Interview companies, professionals and the general public on various task-relevant subjects. Conduct analysis on the interview data along with the public opinion data, and offer suggestions to section chiefs.
- D. Organize a series of public forums on topics related to government integrity, and invite scholars, experts, companies in the industry, public groups, and low-level public administrators to participate in these discussion panels.

(5) Continue research on indicators, develop evaluation tools

- A. Collaborate with professional organizations and continue to conduct follow up studies on government integrity indicators. Also to strengthen the operational value of the integrity indicators, model weights and model effectiveness should be reviewed and data from all indices should be completed.
- B. Act in coordination with each government organization's integrity supervision team to explain the meaning and significance behind the integrity indicators. Also, by making sure that each government unit understand the relationship between input and output of government integrity efforts, the Ministry makes it easier for organizations to discover the root of the problem and ways to improve it.
- C. Establish the National Integrity System (NIS) and the Administration Transparency Evaluation mechanism. Using NIS as a directional guide for government operations, and the Administration Procedure Act and the freedom of information law as references, all business affairs in each pillar of the NIS will be evaluated by a mechanism, and all government integrity related departments will be rated, awarded, and punished according to their performance in promoting administrative transparency and integrity in the country.

(6) Strengthen auditing projects and reinforce internal control

A. For business affairs that have higher degrees of corruption risks and pose greater danger to government integrity, systematic internal (external) audits should be arranged.

Implementation can be divided according to its breadth:

- (a) Draw up target themes and perform project business audit; invite experts to participate and direct the auditing process; coordinate communication and control when tracing auditing results; also make necessary revisions or amendments to the directions of auditing operations.
- (b) Establish the Administration Transparency Inspection System and select key organizational business items to perform transparency examinations; furthermore, work with academic institutions to develop an administrative transparency evaluation index for future inspections.
- (c) Perform audits on personnel who may be involved in improper conduct. Adjust their jobs at the proper time and avoid keeping them in the same position over a long period of time. Assign new positions according to the job rotation principle, and job handovers should be administered smoothly.
- B. Select an operation theme every year and supervise the one-on-one project audits conducted by relevant government employee ethics units on businesses that pose higher risks to the organization's integrity status.
- C. Enhance the supervisory capacity of Government Employee Ethics officers on significant purchases, build a comprehensive purchasing database, develop a basic purchase auditing software, and assist organizations in performing purchasing trend analyses so that when abnormalities do occur, these can be traced and managed accordingly.
- D. Select and send talented personnel to participate in the training programs and seminars organized by the "Internal Audit Association of the Republic of China," for the purpose of obtaining professional knowledge and strengthening the audit capacity of government employee ethics personnel.

(7) Collect foreign information, advance government integrity construction

A. Establish a Government Integrity Information Team to keep abreast of the latest global anti-corruption trends and related research conducted by important international organizations. Regularly collect information from international organizations such as Transparency International and the anti-corruption agencies of other countries to better understand new developments and strategies in integrity, all of which can be used as reference material for drafting integrity measures for Taiwan.

- B. Collect all anti-corruption and government integrity news, information, and data published by renowned international organizations such as Transparency International (TI), United Nations (UN), Asia-Pacific Economic Cooperation (APEC), Organization for Economic Cooperation and Development (OECD), IMD, World Economic Forum (WEF), Asia



Development Bank (ADB) and the European Union (EU). A full grasp of Taiwan's integrity scores and ranking in the world is necessary, so that improvement plans can be drawn up when analyzing the effectiveness, strengths, and weakness of the country's anti-corruption strategies and measures.

(8) Substantiate the ETH system, integrate analytical function

- A. Combining the needs of Government Employee Ethics offices and the current Government Ethics Management Information System (The name "Ethics" in Government Ethics Management Information System is the English translation for Government Integrity, and it contains the meaning of morality and moral standard; however, to make the name easy to remember, the first three characters were selected to name this system, which is ETH), the Ministry will design and build a convenient network platform where public servants may submit their property declaration forms online. The network seeks to unify the procedures for declaring assets and it strengthens the reporting, evaluation and auditing functions. Moreover, historical data on the number and amount of fines imposed, the distribution of individuals fined, and procedural flow of cases can be easily amassed into a complete database.
- B. Coordinate with the Public Construction Commission to build a data exchange and comparison mechanism for all purchases, thus achieving three goals: reducing potential errors created by manual operation and time costs, strengthening the functions of the ETH system, and constructing a shared data exchange environment.
- C. Improve the information management function in real-time, and increase the efficiency of currently available resources to ensure that the system will be able to store all current and historical data, as well as all future data.
- D. Continue to strengthen the system's stability, secure its information environment, protect the highly sensitive nature of government employee ethics units' work, and minimize the risks of information leaks.
- E. Continue to adjust the system's function and design to make it more user-friendly and easier to operate.

(9) Implement information security, increase confidentiality

- A. Regularly collect information related to information security and confidentiality. Enhance government employees' knowledge and capacity in information security using posters, tests, speeches, and other information security management training courses.
- B. Develop talented auditing personnel in information security and confidentiality. Maintain the overall security of the information environment by strengthening the professional competence of government employee ethics staff members.
- C. Arrange general educational classes on national security, public security, and information confidentiality (personal data) in schools. Also, combine these school classes with other

community-wide activities for the purpose of making the people understand their rights to "know" but also their responsibilities in safeguarding all sensitive and confidential information.

- D. For organizations that control a large amount of personal data (such as police, household and land administration, finance and tax, vehicle management, medical insurance, telecommunications and so on), assist them in building a information management and monitoring system, and regularly perform confidentiality checks and information audits to ensure that the general public's privacy is protected.
 - E. Continue to support a mechanism that encourages individuals to report (petition) any wrongdoings or illegal activities. Also, the identity of the informers (petitioners) must be fully protected as stipulated by the law, thus creating an environment that is safe for the general public to report any criminal activities, and in turn improve the government's level of integrity.
 - F. Have a complete understanding of the organization's characteristics, business operations, and potential channels where information may leak. Vigorously implement all regulations related to protecting and maintaining the organization's confidentiality, adopt all project confidentiality maintenance measures, strengthen the organization's investigative capacity to detect information leaks, and use the double scoring mechanism in performance management to lower the rate of information leakage.
 - G. Analyze government information leaks, focusing on the reasons behind and the concealed channels through which the leakages occur. Also conduct confidentiality checks on national and personal privacy issues important to the people and news media.
 - H. Strengthen the coordination and communication mechanisms between the information bureaus and government employee ethics units; construct a comprehensive internal auditing mechanism for information security, information usage and information confidentiality protection; and review implementation mistakes in government ethics supervisory team meetings, information security meetings, or in work reports.
 - I. Combine the organization's work review mechanisms and regularly perform security maintenance inspection on entrance guard, security guard, firefighting, water and electricity, vehicle, goods and cashier; devise an organizational security impact index and uncover any potential information security dangers; and construct an organizational disaster and risk factors database that will assist the government manage its information security.
- (10) Review security maintenance, solidify organization security
- A. In an era where news media reporting is happening in real time, adjust the manner in which the government employee ethics units inform security risks by enhancing the following aspects:
 - (a) The content is correct, which increases the credibility of the security risk.



- (b) Risk management is carried out, which enhances the organizations' execution capability.
- (c) Be in control of follow-up actions, and assist organizations with their tasks.
- B. Regularly conduct professional training of government ethics personnel, increase their "sensitivity" toward security risks, thoroughly analyze risk factors that may have an impact on the organization's security, closely monitor the situation, report to organization heads (upper level government ethics units), and assist the organizations with their tasks.
- C. Set up an early-warning security mechanism, regularly conduct evaluation of the public organization's overall security environment in order to uncover possible latent risks and dangers ahead of time, and devise a concrete organizational security impact index for future reference.
- D. Strengthen the government organization's comprehensive security by joining forces with common citizens and residents in the community. Using organization security maintenance measures as the "starting point," connect the community with the local patrol and surveillance system to form a "line" defense, and then combine these with military intelligence, police forces, and investigation units to construct a comprehensive security protection system. Thus, organizational security is also maintained when governments promote friendly relations among neighbors.
- E. Continue to promote the "Complete guidelines for Government Employee Ethics units to assist and process petitions (resistance) cases." Reinforce the capacity to conduct data analysis, and take proper steps to increase the efficiency and quality of government in accordance to public views and demands.
- F. All government employee ethics units should collect all the pleading and petition (resisting) cases that were already filed with the organization, and input such data into the Government Ethics Information Management System database. A national pleading and petition database that is open to inquiry by all government employee ethics personnel would strengthen the organizational horizontal connections and increase the organizations' capability to handle emergencies and related cases.
- G. Assist the principal government employee ethics units in producing a comprehensive annual report based on implementation results, public opinions, and administrative views, and one that can be used as reference material to draft future policies.

3. Corruption Elimination Work

- (1) Strengthen the capacity to uncover leads, combat major criminal cases
- A. Integrate the substantive examinations of public servants' property declarations, and conduct thorough investigation on those who have obtained an abnormal increase in property.
- B. Combine and integrate the analytical reports of an organization's ethical and integrity status, focusing primarily on its structure and level of societal significance. Relying on the principle of management by focus (exception), investigate all individuals with potential conduct and disciplinary concerns by carefully drawing up inspection plans and by selecting proper personnel to serve on these cross-departmental investigative teams. Highlighting the collective spirit, encourage investigate team members to handle all cases with the utmost professionalism, showcasing the government's determination and will to combat corruption.
- C. Target the 19 types of businesses that are easily prone to corruption abuse, such as grand construction projects, large-sum purchases, business registration, city planning, finance, vehicle supervision, taxation, customs, policing, justice, correction, construction management, land administration, environmental protection, medicine, education, firefighting, funeral and burial services, and sandstone management. Direct government employee ethics units all levels to dig up and uncover all organizational and structural grand corruption leads and criminal activities. Supply all information obtained to the prosecution and investigative units for further processing, as a way to deter black gold activities.
- D. Combine organizations' administrative plans and list the following activities as core business tasks for the investigative arm of government employee ethics units: large budget expenses, significant purchases, applications for permits, businesses related to public-private partnerships, comprehensive development zones for industrial and business, authorized government funding or grants for groups or individuals, fine or punishment imposed by governmental organizations, and approval or dismissal of disciplinary actions related to citizens' rights and interests. In addition, adopt the principle of managing by focus (exception) in the organizations and concentrate all human resources into the above core tasks, in order to effectively put an end to abuses and violations of the law on the one hand, and increase public trust in the government, on the other hand.
- E. Strengthen the investigative capacity of "Special Task Forces for Government Integrity," by providing them with a) bigger budgets to purchase evidence collection equipment and machines, and b) special training on evidence search and management. To demonstrate the government's strong determination in eliminating corruption and rectifying government ethics, properly collect evidence on the criminal and corrupt activities committed by senior public officials level 10 and above (including department heads, vice department heads and other civil servants who occupy sensitive positions), and corruption cases which have been identified as "significant."



- F. Strengthen the government employee ethics units' horizontal communication, and integrate limited resources to set up the "Government Integrity Mobile Investigation Teams" from the Northern, Central and Southern regions, as well as from the county and city governments. Use the dynamism and mobility of the investigative units to increase evidence collection efficiency in handling significant corruption and unlawful cases.
- G. Cautiously revise plans to discover/uncover leads to corruption and illegal activities, control and monitor their processing speeds, and review the follow-up procedures in order to close the cases as soon as possible.

(2) Implement advance case processing, increase conviction rates

- A. For the purpose of increasing the conviction rates of major corruption cases, focus on the following three tasks: "strengthen the fight against illegal crimes," "enhance administrative efficiency," and "maintain law and order." When following case leads, maximize the horizontal communication and data exchange between the regional Government Integrity work communication center and the prosecutor's offices. To improve the prosecutors' investigative efficiency and quality, as well as their capacity to prosecute based on facts, establish a joint investigative task force with the team of prosecutors, and assign the government ethics personnel the job of gathering related evidence and assisting the prosecution during the investigation.
- B. To prevent the causes of corruption from spreading further, systematically implement preventive "project investigations" on the more common forms of corruption or squander of public funds. Moreover, learning from the experiences and work methods of successful project investigations, promote or copy such practices in all of the government employee ethics units in the country, which will strengthen the collection of criminal evidence and reduce the burden on the prosecution. Carrying out these project investigations also assists heads of organizations in taking preventive measures and avoiding the reoccurrence of similar abuses. The objective is that by implementing the principle of "Prevention-Investigation-Re-prevention," public servants and their work environments are protected, factors that cause corruption cannot continue to corrode, a high quality public affairs environment can be built from its roots, and civil servants' dignity and value can be restored.

(3) Integrate regional communications, bring about multiplier effect

- A. Establish "Regional Government Employee Ethics Work Communication Centers" in the Ministry of Justice's prosecutor's offices (19 in total) to effectively integrate the communication between the prosecutorial and government ethics systems. Given the unique local characteristics and job specifications, these regional communication centers allow for a division of labor and experience-sharing between the two offices. In specific corruption cases, through the professional counseling platform provided by the

government ethics system, both the prosecutor's and government employee ethics offices can discuss the most important tasks together, pool their resources and collective fighting will, improve the quality of their fact-gathering methods, and strengthen the evidence's capacity to assert truth.

- B. Through the horizontal communication mechanisms located in the regional communication centers, the government employee ethics units control the processing progress of cases transferred for corruption and have the capacity to timely provide necessary assistance to the prosecutors. For the non- or deferred prosecution cases, conduct a review of administrative responsibilities in real time. Ask the prosecutors to provide related legal counseling so that public servants are encouraged to take on responsibilities. Additionally, to create a even better civil service system, supply government organizations with information related to anti-corruption activities, expand the work domain of government integrity affairs, integrate effectively the capacities of all government employee ethics units in the country, and give mutual assistance to all units as to achieve a multiplier effect.

(4) Implement administrative anti-corruption, rectify discipline and behavior in organizations

- A. Review and amend the essential administrative anti-corruption principles and the related coordination measures currently operating in the government. To meet societal expectations, establish high level monitoring mechanisms to investigate the staff's administrative anti-corruption responsibilities in real time.
- B. To give ample warning, caution staff, correct internal organizational behavior, and prevent illegal activities from occurring, plan to disclose the nature and contents of punitive cases related to administrative responsibility in all organizations.

(5) Set up reporting channels in all quarters, reward corruption whistleblowing

- A. Continue administering and operating the anti-corruption whistleblower hotline. To encourage more people to call the whistleblower hotline (02-2316-7586) when witnessing any corrupt and illegal activities, adopt a centralized approach when promoting the hotline in various outlets, including TVs, radios, newspapers, fliers, bill boards, buses and the internet.
- B. Study the operating procedures or mechanisms for processing case reports, and review the existing reward structure for reporting on corruption and other crimes. Strengthen and complete the system that protects the identity of crime informants, so as to encourage government employees and the general public to step forward to report on any illegal activities.

(6) Enact law related to authority (duty) and enforcement; explain assets whose origin is not clear

- A. When conducting an administrative or criminal investigation inside a governmental organization, it often will involve individuals, affairs, and materials from outside the



organization. In response to the complexity and scope of investigations, the "Government employee ethics authority and enforcement Act" should be passed, which will legalize the investigative powers of government employee ethics personnel and increase their independence and accountability. Additionally, through the establishment of open laws and system, the correct understanding and trust of the employees and department heads may be obtained.

- B. Use as reference the legislative examples of "Illicit enrichment" from Article 20 of the United Nations Convention against Corruption, Great Britain's Prevention of Corruption Act, Singapore's Prevention of Corruption Act, Hong Kong's Prevention of Bribery Ordinance, and Malaysia's Anti-corruption Act. Revise and update the Anti-Corruption Statute to include as a punishable offense the "Crime for the inability to explain the origin of property assets by public servants," meaning that when public servants have obtained an increase in their property assets over a certain ratio but are then unable to unwilling to provide a reasonable explanation about the origin of the property, a penalty will be imposed upon them and the property will be confiscated.
- C. Use as reference Article 52 of the United Nations Convention Against Corruption, which discusses the "prevention and detection of transfers of proceeds of crime." Apply enhanced scrutiny on the accounts opened by individuals who have held or are currently holding important public positions, their family members, other persons who have very close relationships with the officials, or their proxies.

4. Organizational Growth

(1) Carefully formulate national policy, solidify construction of government integrity

- A. Magnify the importance of corruption to separation of powers and human rights issues, and strengthen public service's spiritual position in the Constitution. Use constitutional values as a goal that a government ruled by the people and those in public administration ought to pursue, as a guiding principle to implement government ethics, and as a tool to rally public support. Amend and add a Government Integrity or Ethics clause into the Constitution and give Government Employee Ethics units the esteem and proper resources to effective implement ethics in government. Furthermore, values associated with government integrity must also be added to human rights laws as to demonstrate the government's determination in protecting democracy and human rights.
- B. Learn from other Asian countries that had established special Government Integrity units in succession to demonstrate their determination to remove corruption and elevate the moral quality of their societies. At the same time, responding to society's high expectations on the need to establish a clean and competent government, indeed review the problematic areas that exist in the current system. Using Article 6 and Article 36 of the United Nations

Convention against Corruption as reference, study and discuss the possibility of creating an independent government integrity agency that not only enhances the country's capacity to effectively prevent and strike back against corruption, but also increases the country's international competitiveness.

- C. Coordinate with national policy guidelines to bring into fruition the "Clean Government Champaign." Following foreign practices of guaranteeing through the Constitution the funds for education, science and culture, the government should secure and allocate a certain percentage of its total budget to improve government ethics. The government should also launch legislative activities and measures related to government integrity across the nation, which effectively combine the strengths of a national integrity system, raise public awareness and social values, commit to the construction of national integrity infrastructures, and attack corruption from all directions and aspects.

(2) Strengthen organizational laws, enhance the functions of government integrity

- A. To meet the integrity needs of governments, conduct research on issues such as the role, functions, responsibilities, and performance benchmarks of government employee ethics offices in the hope to build more complete organizations that will promote clean and competent politics around the country. Furthermore, to combine theory with practice, map out the issue areas related to government integrity so that graduate students and Government Employee Ethics staff members can use as research or training topics, respectively.
- B. Strive to ensure that a clearly defined percentage of government employee ethics posts are created in all organizations according to the Central Government Personnel Act. Moreover, in government employee ethics units where the personnel are unreasonably distributed, assist to solve the problems of insufficient funds and manpower. In the new government organizations, help set up the government employee ethics units. Make the necessary adjustments to correct government employee ethics units that have an unbalanced organizational structure.
- C. In coordinating with the government reform movement, comprehensively review the structural and staffing problems arising from the establishment, continuous existence, and termination of government employee ethics units. Also study and deliberate the possibly to amend related laws and measures in due time as a way to relieve the impacts created.
- D. Consider training or grooming senior government ethics administrators with multiple experiences and qualifications. While taking into consideration the talent exchange between the central and local governments, study the possibility of a personnel promotion and selection system that is flexible. Also integrate the various organizational systems in the region, and encourage individuals to join local government ethics units that handle businesses that are easily vulnerable to corruption or those that have a heavy workload. Those who have obtained many years of experiences and also who excelled at their jobs



will be placed on the priority list to be promoted to senior government employee ethics unit chiefs.

- E. Strive to expand the number of recruits. Attract individuals who are interested in improving government ethics from various fields as a way to timely solve the staff shortage problem in the government employee ethics units. Properly manage the outside hiring process. Encourage public servants in related fields to insert themselves into government's efforts to improve employee ethics, thus creating a plural government ethics culture, making personnel exchanges within government employee ethics units livelier, and helping the organizational cultures in these units grow.

(3) Study the performance evaluation mechanism, encourage performance growth

- A. Implement "management by objectives" in all work related to Government Employee Ethics, and conduct timely review of the key performance evaluations. Encourage business innovation and performance, and set fair and clear annual performance target values to guide all organizational work.
- B. Adjust work categories and core grading criteria of all government ethics affairs according to the different stage requirements. Encourage government employee ethics units to work diligently toward finishing each stage of their mission. And following the directions handed down by the Ministry of Justice, execute these tasks by fully displaying the value of team work and demonstrating the performance and worth of government employee ethics units.
- C. Investigate the work performance of government employee ethics units at all levels. Assess whether the results are objective to serve as base information data for year-end performance evaluation and personnel promotion considerations. Through a mechanism that rewards and punishes fairly, the comprehensive effects of the performance evaluation system can be increased.

(4) Promote organizational training, enrich knowledge and learning

- A. Adjust the content of the annual personnel training program to reflect the five core values of government employee ethics personnel: professionalism, enthusiasm, responsibility, caring, and impartiality. Set as organizational objective the training of future government ethics officers, and provide specific training and instruction to personnel in different functions and at different levels.
- B. Advance the learning atmosphere within the government employee ethics units. Define organizational learning projects, construct effective and plural learning mechanisms, and create an environment where government employee ethics personnel obtain valuable knowledge and experience from doing their jobs, thus promoting organizational change and growth.
- C. Conduct seminars and training courses on business affairs related to government employee

ethics or integrity. Set as organizational objective the training of future government ethics officers, and provide specific training and instruction to personnel in different functions and at different levels so that they become experts in their jobs or fields.

- D. Establish an Industry-Government-Academia exchange mechanism to foster systems thinking at the broadest levels, and to increase professional knowledge and quality of work through educational training and absorption of the latest concepts and technologies.
 - E. Encourage government employee ethics staff members to acquire expertise in different academic fields or disciplines, and to obtain certificates and licenses through various examinations (government purchase, information security, English language proficiency). Send selected personnel overseas to observe and study the government integrity system of other countries and establish an exchange relationship with those countries' integrity or anti-corruption units. Form the "Policy and Strategy Planning Team" to collect and study the anti-corruption strategies launched in other countries and developed by international organizations. Direct government employee ethics personnel toward innovation by fostering a macro perspective.
 - F. Increase the software and hardware facilities at the "Government Employee Ethics Personnel training center." Focus on the government's developmental needs to bring integrity and honesty to the administration, and make plans to expand by phases every year. In addition to develop talented government employee ethics staff members, acknowledge the vital policy importance of lifelong learning by offering the center as the site where citizens, other public servants, and anti-corruption non-governmental organizations can learn about government ethics and integrity. The goal is to build a collaborative partnership with the civil society, and to further connect with the international anti-corruption organizations.
 - G. Develop civil examinations for the category of government employee ethics. Adjust the exam and its classification to attract or recruit individuals with different talents and expertise for the purpose of creating a clean and honest government in the nation.
 - H. Coordinate with the basic training program found at the national public servants training center. Research and study about the need to adjust the training content and schedule of officers in government employee ethics units under the Ministry of Justice, including adding courses in politics, economics, sociology, finance, law, and other classes related to anti-corruption, in an attempt to broaden the perspectives of government ethics personnel.
- (5) Collect historical data on government employee ethics, complete the information on government integrity
- A. To pass on and preserve work experiences acquired in government employee ethics units, construct and install a "Government Integrity Historical Museum" in the Ministry of Justice's government employee ethics personnel training center. The museum will serve as an introductory guide to help all sectors of the society to understand the past, present and



future of government's efforts to implement ethics in government. The museum will also expand the visibility of government integrity, allowing it to become a universal value and deepen the awareness of the civil society.

- B. Construct a content-rich and diverse government integrity historical database. Set the digitalization of historical records as one of the objectives, before turning it into a historical data center for government ethics where citizens may use for research purposes.
- C. Make Taiwan's government integrity historical database open and accessible to all domestic and foreign individuals so that they understand the importance of government integrity. Share the country's experience in reforming government ethics with the world, and by making government employee ethics works international, create a new horizons for government integrity.
- D. Continue publishing the "Government Integrity Annual Report" to demonstrate the government's determination to correct public ethics and deliver on its promise of a clean and competent administration. Review the effectiveness and performance of government's efforts to promote and implement integrity in the public sector.
- E. Draft the guidelines for a "National Integrity Policy." Put the construction of national integrity infrastructures at the national development level. Use these guidelines to map out future prospects for National Integrity, which in turn can be used as a blueprint or set of instructions to guide the mid and long term national integrity policies.



Government Employee Ethics

Chapter 6



Conclusions



In the globalization era, corruption has become a truly global issue. Corruption numbers and indicators, regularly published by several international organizations, have created pressure and put dents on countries' image and reputation, and even their political and economic development. Taiwan is no exception. The confidence crisis brought forth by corruption is also the biggest challenge faced by governments at all levels.

Considering the high interest that government integrity has generated, the government must reinforce all its anti-corruption measures to achieve a clean administration and obtain governance legitimacy. However, the fight against corruption is both long and arduous, and how a government can meet the demand for integrity in all of its administrative processes is the most important question and issue during the writing of this white paper.

The Ministry of Justice believes that the work to restore integrity to government demands a systematic effort so it requires a strategy that is comprehensive. "Promoting what is beneficial is better than preventing abuse," "prevention is more important than investigation and punishment," "using service to replace interference," and "collegiality permeates throughout the whole process" are the basic guiding principles that government employee ethics personnel rely on during the implementation process. Under the premise that these principles will remain unchanged, the strategies defined in this White Paper have combined various administrative policies, will be continuously and timely reviewed in the future, and will be simultaneously promoted along with construction of national infrastructures.

To meet high public expectations, the Government Employee Ethics units must uphold their duties and responsibilities, search and broaden their perspectives, and strengthen their core professional capacity. The Ministry of Justice has produced this "Government Employee Ethics White Paper" to clarify the operating concepts and the strategic visions behind the government's effort to create a clean and honest administration, as well as for the purpose so that government employee ethics units around the country would have identical administrative objectives and policy directions. The White Paper is also an effort by the Ministry to expand government ethics beyond its niche, to promote the clean government movement, and to assist in the great cause of restoring integrity to government for the next hundred years.

Name of the book: Government Employee Ethics White Paper

Publishing Organization: Ministry of Justice

Publisher: Ms. Ching-feng Wang

Material Editor: Department of Government Employee Ethics, Ministry of Justice

Editing Team:

Convener: Chiu-Yuan Chang

Chief Editor: Chao-Chi Yu

Deputy Editors in Chief: Wei-sung Wang; Hao-Yin Hsieh; Te-Wei Chen;
Hsiang-Chen Hsu; Kuo-Pin Yu

Editors: Ming-Che Yeh; Chun-Lei Feng; Fan-Hui Chen; Shih-Tung Shu

Reviewers: Transparency International-Chinese Taipei

Executive Editors: Chao-Min Wang; Liu-Shan Lin; Chia-Chin Hsu;
Ching-Sung Kao; Chao-Li Pai ; Pei-Shao Lin

Artistic Design: one&seven advertising Co., Ltd.

Address: No. 235, Sec. 1, Guiyang St., Zhongzheng Dist., Taipei City

Phone: Representative Number(02)2314-6871

Fax: (02)2388-8271

Order of Edition: First Edition

Printer:

Publication Date: November, 2009

This book is also published on the website of Department of Government Employee Ethics, Ministry of Justice. The web address is: <http://www.ethics.moj.gov.tw>.

GPN: 1009803452

ISBN: 978-986-02-0877-1