### OXFORD INTERNATIONAL ARBITRATION SERIES

# CORRUPTION IN INTERNATIONAL INVESTIVENT ARBITRATION

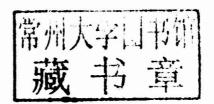
ALOYSIUS P. LLAMZON



# CORRUPTION IN INTERNATIONAL INVESTMENT ARBITRATION

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#### OXFORD INTERNATIONAL ARBITRATION SERIES

## Series Editor: Loukas Mistelis Professor of Transnational Commercial Law and Arbitration Queen Mary, University of London

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The aim of this series is to publish works of quality and originality on specific issues in international commercial and investment arbitration. The series aims to provide a forum for the exploration of important emerging issues and those issues not adequately dealt with in leading works. It should be of interest to both practitioners and scholarly lawyers.

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#### SERIES EDITOR'S PREFACE

This series of monographs is dedicated to specific issues in international arbitration law and practice, and gives authors the opportunity and the challenge of a more in-depth treatment than is possible in leading generalist works. It also provides an international forum for the profound exploration of important practical and theoretical matters and will further the development of arbitration as a self-luminous academic discipline and major international legal practice area.

This tenth book in this series addresses a significant topic of major practical importance and also one that has various pervasive theoretical and comparative law ramifications, namely transnational corruption in investment arbitration. The author has completed a doctoral thesis on the same topic at Yale University and converted his thesis to a book and we are delighted to include it in the series.

The mere allegation or suspicion of (transnational) corruption invariably makes lawyers and arbitrators alike quite uncomfortable, to say the least. While legal professionals are trained to deal with illegal and criminal activities and their legal consequences in a domestic context, arbitrators in international investment or commercial cases only rarely confront clear cases of corruption. Reported cases go back to the 1960s with the often-cited award in ICC case 1110 (1963) where the sole arbitrator Judge Lagergren refused to assume jurisdiction in a case with an alleged bribery. Since then, things have changed quite a bit and in both commercial and investment cases. Cases such as *World Duty Free v. Kenya* (2006) or *Metal-Tech v. Kazakhstan* (2013) indicate some 'coming of age' and that arbitrators can take a measured and calm approach to issues of corruption.

Oftentimes corruption is associated with an undisputed illegality with clear consequences and sanctions of criminal and administrative law and also with civil law consequences; for example bribes paid to government officials to secure public contracts. Increasingly, however, transnational corruption belongs to a grey area of no clear condemnation in a given legal system: facilitation of major contracts through government officials or their relatives, 'favours' or gifts made to ease access to some major procurement processes, sometimes excessive corporate hospitality are some of these examples where corruption may not be clearly illegal, at least in some legal systems but it would raise eyebrows and concerns to all lawyers confronted with the facts. Furthermore, not all arbitrators would subscribe to the same code as to what is a corrupt practice and what is not. The OECD and other international formulating agencies have worked towards adoption of international instruments of international acceptance dealing with bribery and corruption from a regulatory perspective.

The privacy and occasional confidentiality linked to arbitration proceedings have made arbitration a forum where parties may refer their disputes in order to avoid the critical public eye where certain practices may belong to the 'grey area' or qualify as corrupt ones. In the realm of investment arbitration, of course, the public interest and the quest for transparency are quite significant. As a result arbitration lawyers and arbitrators are becoming well aware of corruption and its consequences on proceedings before them.

Against this background, this topical book has two inter-related objectives: (a) to study the phenomenon of corruption in international investment and its relationship with investment arbitration, and the associated growing movement in international law to prevent and criminalize such conduct; and (b) to develop a framework for arbitral decision-making when issues of corruption arise in investment arbitration proceedings. In the process this book undertakes what arguably is the first comprehensive analysis of all investment arbitration cases (both treaty and contract-based) where corruption was raised as an issue and/or dealt with by the tribunal in some noteworthy manner. As a corollary it also explores the history and modern manifestations of transnational corruption, and provides a typology of corrupt practices in foreign investment.

The book is organized in three distinct parts: Part I explores the phenomenon of corruption in foreign investment and the various international efforts to control transnational corruption. Chapter 2 on the Arbitrating Transnational Corruption provides a working definition of transnational corruption, including practices tantamount to corruption and categories by which corruption can be identified. In this regard two polar ideological-political positions are identified. The chapter also takes a historical perspective on transnational corruption from the formation of complex human societies, to colonialism and the first expressions of modern transnational corruption, up until the more recent continued adherence to the relativism of morality and ethics. Chapter 3 classifies the many modalities of transnational corruption in two broader categories - transactional and variance bribery (the governmental action purchased); and political and economic risk (the risk sought to be abated). Chapter 4 addresses the International Efforts to Combat Corruption in Foreign Investment. The attention is first focused on state activities and then on the OECD Anti-Bribery Convention and the various regional instruments inspired by that treaty, culminating in the UN Convention Against Corruption. Efforts by multinational corporations, intergovernmental organisations, and NGOs to formulate norms and codes of conduct to guide their foreign investment relationships are also considered. The chapter ends with a measured and realistic assessment of the strengths and vagaries of the current regime of international anti-corruption law.

Part II is dedicated to the trends in arbitral jurisprudence concerning corruption. Chapter 5 sets out The Scope of the Inquiry: Treaty vs. Contract 'Investment Arbitration' and also discusses how investment arbitration differs from international *commercial* arbitration. Chapter 6 is a thorough discussion of the relevant cases, in particular, decisions and awards in 20 cases identified as significant for the study of corruption in international investment arbitration. Chapter 7 presents Emergent Trends and identifies the prevalent nine trends arising from the 20 cases discussed in Chapter 6.

Finally, Part III seeks to integrate the findings in Parts I and II of the book and is more prescriptive in character. Chapter 8 highlights the apparent inability of anti-corruption norms to affect outcomes in investment arbitration. In this respect the chapter also reflects on the possible reasons behind most arbitrators' lack of engagement with corruption issues. Chapter 9 discusses the difficulties inherent in proving corruption, including in deciding the proper standard of proof and who bears the burden of proof. Chapter 10 then consolidates the discussion of arbitral decision-making on corruption through the lens of State responsibility. The work then concludes with Chapter 11 which discusses the competing policy goals that vie for supremacy in every decision investment arbitrators make concerning corruption. The policies that are central to international investment arbitration—investor protection, good governance, and economic development—are all considered under the prism

of international anti-corruption norms, leading to the proposal of an alternate typology for transnational corruption that may better assist arbitrators in the resolution of difficult corruption-related issues.

In this highly important topic the author offers his readership a thorough research, unparalleled analytical skills, moderation and realism, and lucid writing which combined facilitate insights, measured critique, new findings, useful and constructive proposals, and a very reader-friendly text, taking an important subject and presenting it in an appealing fashion for both academics and practitioners. The book provides very useful guidance to lawyers and arbitrators alike and can provide the basis of a renewed and more profound discussion of transnational corruption in investment arbitration. It can also generate more interest in some normative action to combat corruption.

I am delighted to introduce this book, the tenth one in the Oxford International Arbitration Series, which originates from an extensive academic research but is also systematized to allow for practical impact. I am confident it will be used by academics and practitioners alike and belongs to all good arbitration and international law libraries. It certainly makes a real contribution to the discussion of transnational corruption in international investment arbitration and can provide a useful tool to arbitrators and arbitration lawyers.

Loukas Mistelis Livadeia/Amman 25 April 2014

#### FOREWORD

Fostering national development is one of the twin goals of international investment law. Foreign capital, technology, and enterprise are, of course, indispensable for development, but meaningful and self-sustaining national development is neither achieved nor measured simply in terms of increases in physical infrastructure and GDP. A critical ingredient for self-sustained development in any state is good governance based on the rule of law as an integral part of its political ecology. Good governance is a critical component of economic opportunity, because those about to sink capital, technology, and enterprise in pursuit of profit must rely upon it in their business planning. For these reasons, bribery of officials and the consequent corruption of national legal systems is a significant issue for international investment law, that part of international law designed to facilitate foreign direct investment to accelerate the economic development of recipient states. The elimination of corruption is a central policy-goal that has been confirmed in lofty, if yet general terms, in major multilateral conventions as Dr Llamzon demonstrates in this brilliant book.

Everyone condemns bribery and corruption. No one argues that the practices are beneficial or even value neutral. The challenge in this area of law has never been securing an international consensus that money-honest government is good and that the corruption of public officials is bad. The problem has been devising a method to implement that consensus in the detailed investment transactions that take place in a world in which many states have weak or corrupt legal systems and even in states in which bribery of public officials is, for all intents and purposes, the coin of the realm.

Responsibility for implementing the international policy has fallen to investment tribunals operating under bilateral and multilateral investment treaties. Their very varied decisions (and non-decisions), brilliantly dissected here by Dr Llamzon, show just how difficult a task it is.

The challenge for investment tribunals faced with cases in which bribery or corruption has been alleged is usually presented as evidentiary: determining whether bribery occurred. Actually, the real task often begins with that factual determination, for at that point, far thornier questions come to the fore and even though they may not be expressed but merely hover in the background, they may influence decision. These types of questions cover a wide range for example, what was the purpose of the payment-whether to 'grease' a transaction that was otherwise lawful or to secure the waiver of an important law or regulation that should have been applied or to create an entirely fictional transaction whose only economic function is to mulct the State while the partners in corruption, investor and official, share the spoils? Was the bribe 'offensive' or 'defensive', i.e., was it paid to initiate the investment or was it paid once the investment had been sunk and if the latter, was it paid to protect the investment from what would have been an unlawful interference by the official soliciting the bribe? Was the bribe solicited by an official or eagerly pressed by the investor? What was the degree of volition or coercion of the briber? Was the official soliciting the bribe acting on his or her own behalf, or was it a case in which the official was 'robbing for the Crown', as an official in one instance explained apologetically to his victim, in Horacio Verbitzky's

celebrated exposé?¹ Whether or not bribery occurred, was the investment otherwise *bona fide* and was it of real benefit to the host state? If so should that factor play a role in determining the lawfulness of the investment as well as in assessing the damages to which the investor might be entitled?

Although, *in limine*, one may ask whether these questions should even be posed. As a constitutive matter, should the international policy guiding investment tribunals be one of zero tolerance? If it is, the only question for the tribunal confronting allegations of bribery is whether it occurred. If it has, none of the other, post-factual questions would even be admissible. The apparent moral clarity and simple ability to implement such a constitutive principle generates its own problems: it punishes only one party while rewarding the other in a bilateral transaction in which both parties are *in pari delicto*; in so doing it may actually incentivize official demands for bribes.

Dr Llamzon tackles these difficult questions, in terms of international and national law, morality and professional ethics. His analysis of every published case involves a detailed treatment of the facts and arguments of the parties and not simply quotation of a sentence in the award. As a result of this painstaking methodology, he is able to reconstruct for his readers how the tribunals actually grappled with the issues. The end-product is a most accurate description of decision trends along with searching appraisals of them in terms of policies which can contribute to accomplishing the goals of international investment law and world public order. Dr Llamzon's cautious introduction of the law of State responsibility as a corrective for the asymmetric tendency in decision trends is brilliant. Overall, this book will prove indispensable to scholars, international legislators, international arbitrators, and counsel who argue before them.

It will continue to be indispensable, for the problems Dr Llamzon treats bode to stay with us. Even if all the governments of the world were suddenly to become effective constitutional democracies, corruption would not disappear. Recall Gibbon's observation of the later Roman Empire: 'Corruption, the most infallible symptom of constitutional liberty, was successfully practised: honours, gifts, and immunities were offered and accepted as the price of an episcopal vote" Indeed, it is especially in effective constitutional democracies that corruption seems inescapable or, as Gibbon puts it, 'infallible' precisely because, in such social arrangements, each person is free to cultivate identities and to be subject to multiple loyalty systems. What we call'corruption' is the product of two competing loyalties, one of which must be betrayed, in a specific case, in order to serve the other and rare is the loyalty system that directs its subjects simply to yield to another. To be sure, Jesus of Nazareth, in one notable exception, enjoined his followers to 'render unto Caesar the things which are Caesar's and unto God the things that are God's'. Alas, even this seemingly unequivocal conflicts rule can require case-by-case interpretation.

W. Michael Reisman Yale Law School July 3, 2014

<sup>&</sup>lt;sup>1</sup> Horacio Verbitsky, Robo para la corona: los frutos prohibidos del árbol de la corrupción, Planeta, 1991.

<sup>&</sup>lt;sup>2</sup> 3 Gibbon, Decline and Fall of the Roman Empire 385.

<sup>&</sup>lt;sup>3</sup> Matthew 22: 20-22.

#### ACKNOWLEDGEMENTS

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My current and former colleagues at the Permanent Court of Arbitration in The Hague, at the Ateneo de Manila University School of School, at *Skadden, Arps, Slate, Meagher & Flom* in Hong Kong, at *Romulo Mabanta Buenaventura Sayoc & de los Angeles* in Manila, as well as my professors and fellow students at Yale Law School and the Ateneo have had an inestimable impact upon this work. Many members of the academy, bench, and bar met in connection with my work at the PCA have helped clarify aspects of the topic and educated me, *in situ*, on the nature of arbitration itself—Professor Francisco Orrego Vicuña, Professor Pierre-Marie Dupuy, Judge Stephen Schwebel, and Professor Jan Paulsson bear special mention in this regard.

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I am also grateful to the editors and staff of Oxford University Press. The Editorial Board of the International Arbitration Series has been very supportive of this work. Rachel Holt, Matthew Humphrys, Vicky Pittman, and Caroline Quinnell have all played key roles in editing the work into its current shape.

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