United Nations Development Programme Country: Bosnia and Herzegovina **Project Document**

Project Title:	Strengthening Parliamentarian and key institutions Mandate Corruption in BiH - Interim Phas	ed with Fighting			
UNDAF/CPD Outcome:	By 2019, targeted legislation, allocations and inclusive social pare strengthened to proactive vulnerable.				
Expected Output(s):	Governance of anticorruption is i improved; Anticorruption tools selected institutions in BiH are affirmed, Audit reports are ef parliamentarian and prosecutorial	and practices in e introduced and fectively used in			
	Brief Description				
fight corruption in BiH, while foll In practice, the project goal will be tackle corruption and strength project is designed as a capace and capacity development associated responsibility to institute anticorruption legislation. In ord across various institutions, the profession for each institution, as well as measures to most effectively contains the project of the project of the project institution.	This project is an interim response to the demand to strengthen key institutions mandated to fight corruption in BiH, while following up on the results and successes of the project phase 1. In practice, the project goal will be to enhance capacities of the institutions in BiH to govern and tackle corruption and strengthen the Parliamentary Commission's oversight function. The project is designed as a capacity development intervention offering tailored advice, trainings and capacity development assistance to partner institutions. Each institution in BiH has a responsibility to institute anticorruption tools and mechanisms, as stipulated in the respective anticorruption legislation. In order to most effectively implement and mainstream such actions across various institutions, the project will conduct evidence-based assessment contextualized for each institution. The assessment will allow for determining the current capacities in each partner institution, as well as define the most critical capacity gaps, and identify concrete measures to most effectively combat corruption. In addition to these assessments, there will be a robust and tailored training and technical assistance for each institution, based on the findings of the assessments.				
	Total resources required:	123.962 USD			
Strategic Plan Output:	Total allocated resources:				
Atlas Project ID: 00093061	Regular Other:				
Start Date: 01 Octobe	or 2015 Donor:	123.962 USD			
End Date: 01 July 20	Donor: Government:				
PAC Meeting Date:	Pipeline:				
<u> </u>	Unfunded: In-kind Contributions				
Agreed by (Parliamentary Assem	bly of Bosnia and Herzegovina):	Date:			
Agreed by (Royal Norwegian Eml	bassy in Sarajevo):	Date:			
	, ,				
Agreed by (UNDP):	Date:				

I. DEVELOPMENT CHALLENGE

Corruption robs citizens of their own resources, fundamental rights and identities as members of a free and equal society. It undermines the rule of law and rots public confidence in democracy. The project, therefore, promotes core values relevant for any anticorruption agenda, such as integrity, accountability and transparency, collaboration and diversity. It will provide support to the parliamentarians to strengthen their scrutinising function and help them actively and visibly carry out their democratic roles in an ethical behaviour. The project will contribute to the implementation and monitoring of the Anticorruption Strategy of BiH, as well as to further strengthening of the institutional and procedural capacity of the Anticorruption Agency. The project also entails close collaboration with prosecutors, auditors, public procurement personnel and several other institutions that will be selected in the initial stage of the project implementation. This will be a particularly important pre-condition for the overall effective implementation of the Law and the establishment of the special Department for investigation of corruption and reported cases within the Prosecutors.

II. STRATEGY

Corruption in Bosnia and Herzegovina is widespread, represents a sensitive issue and hinders country's capacity to ensure democratic governance, harming primarily its electoral process, rule of law capacity and bureaucratic efficiency, whilst creating ineffective institutions. As a horizontal issue it touches numerous fields and requires widespread engagement primarily focusing on people's mind-sets, integrity and moral values, but also efficient and simple mechanisms leading to concrete, tangible results. Moreover, a specific burden to tackling corruption in BiH is its complex administrative structure comprising of several layers of government (state, entity, cantonal, municipal), frequently paralyzed by the decision-makers, inadequate physical infrastructure and professional capacities. All these aspects are detectable and cause obstacles to implementation of more effective anti-corruption policies.

The European Commission (EC) has sharpened its focus on the fight against corruption in the enlargement countries in recent years and it will continue to give high priority to the monitoring of anti-corruption policies, with an emphasis on results and sustainability, from the early stages of accession preparations to the very end of the process as it was the case throughout Croatia's accession process.

Given current situation, BiH is not able to respond in an effective and systematic manner to such requirements. Though small steps are being made they are far from adequate and consistent. An example is the recently setup Anti-Corruption Agency which is a prevention and coordination body non-comparable to similarly named agencies in the region. For those reasons tackling corruption in BiH does not necessarily involve creating new structures, replicating various international models, but rather strengthening the existing institutional capacities be it by developing their professional abilities, internal communication, decision-making, adjudication channels and making them more cost-effective and responsive whilst at the same time sustainable.

UNDP, through its Regional Centre and numerous Country Offices in the region implements anticorruption activities in cooperation with national institutions and local NGOs. The range of activities and projects vary from those supporting the development of legal framework to those tackling corruption in sectors or through innovation and citizens' engagement. A series of initiatives are being implemented to strengthen institutional accountability, transparency and integrity. Thus, UNDP BiH aside from having a strong tradition of promoting political consensus, especially in politically sensitive issues such as transitional justice and war crimes processing in BiH, as well as its traditional focus on supporting efficient, responsive, transparent and accountable public administrations has an extensive recourse to wide ranging expertise in the field of anti-corruption. With that in mind, Project "Strengthening Capacities and Key Institutions mandated with fighting Corruption in BiH" (SCAC BiH), interim phase, will concentrate on streamlining anti-corruption UNDP's activities in BiH, strengthening capacities of AC Agency, parliamentarian capacities to review audit reports and detect various kinds of mismanagement and where applicable identify corruptive practices.

III. RESULTS AND PARTNERSHIPS

Expected Results

The project has three distinct outputs:

- 1. Governance of anticorruption initiatives in BiH is improved;
- 2. Anticorruption tools and practices in selected institutions in BiH are introduced and affirmed;
- 3. Audit reports are effectively used in parliamentarian and prosecutorial practices.

Partnerships

The Parliament of BiH has a function of overseeing the work of the APIK in implementation of their daily duties. In addition, the Parliament of BiH is involved in the audit reports and oversight of the financial revenues and expenditures of government institutions. The project will work on building capacities of the Parliamentarians to implement its duties in this area. The work with the Parliament will be based on a two-fold approach - on one side, fostering collaboration between the Parliament and other institutions mandated with anticorruption and on the other - facilitating cooperation between the Parliament and GOPAC. Apart from the legislative power, the project will work with key institutions responsible for governing anticorruption initiatives and implementation of the newly-adopted Anticorruption Strategy of Bosnia and Herzegovina, whose strategic outlook stipulates clear goals of the country for the next five years. The progress in the area will, among other aspects, depend on the success in implementation of the Strategy. To that end, the Project will support the Agency in its efforts to implement and monitor realisation of the Strategy.

Stakeholder Engagement

Each institution in BiH has a responsibility to institute anticorruption tools and mechanisms, as stipulated in the respective anticorruption legislation. In order to most effectively implement and mainstream such actions across various institutions, the project will conduct evidence-based assessment contextualized for each institution. The assessment will allow for determining the current capacities in each partner institution, as well as define the most critical capacity gaps, and identify concrete measures to most effectively combat corruption. In addition to these assessments, there will be a robust and tailored training and technical assistance for each institution, based on the findings of the assessments.

The project will focus on the triangular cooperation between the Parliament, the Supreme Audit Institution and prosecutors from the angle of their respective mandates. In the previous project phase, the audit report utilization in criminal investigations was assessed and clear recommendations were set out. This project will follow up on that work and scale the intervention up to further increase awareness of the prosecutors on the use of audit reports in prosecutorial practices. The role of the parliamentary oversight mechanism will be underlined as the audit reports are also being reviewed by the respective parliamentary committees.

The project will target relevant institutions in Bosnia and Herzegovina, most notably – the Parliament of BiH and APIK. Those two institutions are critical in implementation and overseeing the progress of the Anticorruption Strategy of BiH. The project will further collaborate with the Public Procurement Agency of BiH, the Public Review Board, the Prosecutor Offices, the Supreme Audit Institution, as well as several additional institutions that are selected based on the consultations with local partners and the activities defined in the Anticorruption Strategy. The focus

of this intervention will be extended to state-level law enforcement agencies such as Directorate for coordination of police bodies, Border police BiH and SIPA.

The role of academia and civil society organizations will be underlined and the project will act as a centripetal force bringing different actors around the table to discuss the issue of corruption and the best ways to combat it

Sustainability and Scaling Up

APIK and the Parliament are accountable for the implementation of the new Anti-Corruption Strategy - APIK through the governance of anti-corruption activities and the Parliament - through democratic oversight of the whole process. The project paves the way and creates setting in which carefully designed activities produce more visible results. Strengthening capacities of two aforementioned institutions is in line with the prepared capacity assessment of the APIK and in line with the international practices of GOPAC. Equally important is the project's anticorruption governance model that serves as a tool to significantly improve effectiveness of the comprehensive fight against corruption and cooperation with stakeholders.

The project will focus its activities on improvement of anticorruption governance and participation of different institutions within their respective mandates in the governance model. The project will extend its support to the BiH Parliament, APIK, as well as the Supreme Audit Institutions, Procurement Agency and Procurement Review Board, Prosecutors, state-level law enforcement agencies, academia, non-governmental sector. Given the rolling principle of the project, the activities will further expand to newly selected partner institutions based on predefined criteria and selection process. Those institutions will remain to be those at the state level, spreading the project's design and benefits accross the state-level government.

This project will provide technological solutions to the partner institutions, such as corruption reporting software and hardware and simillar technological solutions that would ensure fully sustianablity and longevity of newly increased capacities.

IV. PROJECT AND RISK MANAGEMENT

Risk Management

The risks associated with this project may be grouped in three distinct areas, namely: political, budgetary and operational.

Political risks are as follows:

- Lack of political will to implement Anticorruption Strategy;
- State-level orientation of the project may be seen as a bias approach vis-à-vis other actors in anticorruption arena;
- The partner institution will not be willing to institute new tools promoted within the project;
- Lack of will for inter-institutional cooperation in the field of anticorruption.

Budgetary risks:

• The limited budget of the project will not address all the demands of the local partners;

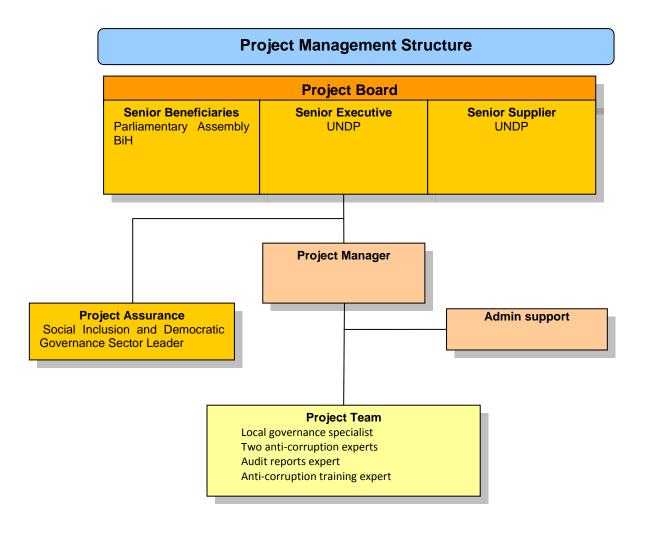
Operational risks:

• Expertise and the labour market in this field is limited and may require extended timeframes for recruitment of the project team;

 The limited duration of the project may not be in synchronization with the local partners plans.

Project Management

In line with standard practice, the *Strengthening Parliamentarian Capacities and and key institutions Mandated with Fighting Corruption in BiH - Interim Phase* Project will be operationally guided, with the support and the oversight of the Project Board, by a project manager. The Sector Coordinator is responsible for the operational monitoring of the implementation of project on behalf of UNDP, while the daily implementation is the competence of the project manager, who is responsible for the daily management, in accordance with the required corporate standards and within the approved time and cost framework.



V. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the UNDAF/Country Programme Results and Resource Framework:

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable Output(s) from 2014-17 Strategic Plan:

Project title and ID: Strengthening Parliamentarian Capacities and Key Institutions Mandated with Fighting Corruption in BiH - Interim Phase-0001981

OUTPUTS AND TOC	OUTPUT INDICATORS ¹	ACTIVITIES, RISKS AND ASSUMPTIONS	ROLE OF PARTNERS	INPUTS
Output 1 Governance of anticorruption initiatives in BiH is improved.	Indicator 1.1: Number of effective Anti-Corruption Strategy oversight mechanisms established and functional Baseline: such oversight mechanisms are non-existent (2015). Target: 1 effective Anti-Corruption Strategy	Activity 1. Fostering cooperation among key institutions mandated to tackle corruption	APIK and Parliamentary Commission	Specify the nature and total costs of the inputs needed to produce each output. Can also include inputs
	oversight mechanism comprising both the legislative (Parliamentary Committee) and the executive (the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina) is formally established and functional by the end of 2015.	Activity 1a. Organize three (3) Anticorruption Strategy oversight meetings with representatives of APIK and PC representatives		provided in kind that are key to achieving the output. Monitoring Costs:
	Indicator 1.2: Number of Strategy oversight meetings organized annually with joint participation of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina and the relevant Parliamentary Committee.			

¹ It is recommended that projects use output indicators from the Strategic Plan, as relevant, in addition to project-specific results indicators

Baseline: No such meetings were held after the establishment of the new relevant Parliamentary Committee in 2015. Target: At least 2 Strategy oversight meetings/annually by the end of 2016.		
Indicator 1.3: Number of effective cross-institutional coordination mechanisms in the area of anti-corruption led by the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina established and functional. Baseline: Such a coordination mechanism is	Activity 1b. Organize three (3) round-table sessions for representatives of APIK, prosecutors' offices and relevant law enforcement agencies	
non-existent. Target: 1 effective coordination mechanism comprising representatives from state, entity and cantonal government levels is initiated by the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, and brings together at least 5 relevant institutions by the end of 2015. Reference: Capacity Assessment Report of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, point 4.1 – Assessment Findings and Recommendations for Specific Functions.	Activity 1c. Hold three (3) Anticorruption Strategy monitoring sessions with representatives of APIK and entity/ cantonal anti-corruption bodies	
Indicator 1.4: Number of cross-institutional coordination meetings (led by the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina and engaging other relevant law-enforcement institutions) organised.		
Baseline: Such coordination meetings are sporadic, while engagement of all relevant institutions is weak. Target: At least 3 coordination meetings by		

the end of 2016.		
Indicator 1.5: Level of capacity and specific expertise of employees of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina.	Activity 2. Strengthen capacities of APIK to adopt evidence-based decisions and to conduct relevant anticorruption assessments.	
Baseline: Insufficient capacity of staff. Reference: Capacity Assessment Report of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, point 3.2.3.		
Target: Increased capacity of staff to perform specific subject-area assignments by the end of 2016.		
Indicator 1.6: Number of staff from the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina trained and able to conduct corruption-related capacity and risks assessments in any institution		
Baseline: Employees of the Agency did not receive any specialised training on relevant subject-matters. Reference: Capacity Assessment Report of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, points 3.2.3 and 3.2.10.		
Target: At least 50 % of the Agency staff increased their capacity to perform assignments related to corruption-related capacity and risks assessments by the end of 2016.		
Indicator 1.7: Number of specialised training programmes in the area of anti-corruption designed and delivered to target groups from the Agency.		

Baseline: none. Reference: Capacity Assessment Report of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, points 3.2.3 and 3.2.10. Target: At least 2 specialised training programmes, each comprising a 3 5-day thematic modules are designed and delivered to the target groups by the end of 2016. Indicator 1.8: Number of members of the newly-established Parliamentary Committee for the Election and Monitoring of the Work of the Prevention of Corruption Coordination of the Fight Against Corruption having general knowledge in the area of anticorruption. Baseline: the general awareness and knowledge of the newly-set Parliamentary Commission is very limited (2015). Reference: Capacity Assessment Report of the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina, point 3.1.2 and 3.1.6 - General Assessment Findings and Recommendations. Target: All members of the newly-established Parliamentary Committee have basic understanding and knowledge in the area of anti-corruption as a result of 2 thematic trainings held by the end of 2016. Indicator 1.9: Number of regular meetings of the Parliamentary Committee for the Election and Monitoring of the Work of the Prevention of Corruption and Coordination of the Fight Against Corruption held annually (linked to

Output 1).

	Baseline: The Committee had 3 annual			
	meetings in 2014. Since then, no meetings were held.			
	Target: At least 4 meetings held by the end of 2016.			
	Indicator 1.10: Formal membership of the Parliament of Bosnia and Herzegovina in GOPAC	Activity 4. Instituting GOPAC practices and cooperation mechanisms within the BiH Parliament.		
	Baseline: The Parliament of Bosnia and Herzegovina is currently not a member of GOPAC.			
	Target: The Parliament of Bosnia and Herzegovina becomes a member of GOPAC by the end of 2016.			
Output 2 Anticorruption tools and practices in selected institutions in BiH are introduced and affirmed	Indicator 2.1: Level of knowledge and capacities of selected institutions mandated to combat corruption (linked to Output 2). Baseline: Insufficient, particularly for specialised areas. Reference: Capacity	Activity 5. Enhancing capacities of institutions mandated to combat corruption through training and education.	As above.	As above.
(selected institutions: Public Review Board, Public Procurement Agency, Directorate for Coordination of Police Bodies, Border Police BiH, SIPA)	Appraisal Reports of the Public Review Board, Public Procurement Agency of Bosnia and Herzegovina, Directorate for Coordination of Police Bodies of Bosnia and Herzegovina, Border Police of Bosnia and Herzegovina, State Investigation and Protection Agency.	Activity 5a. Organize two-day workshop for employees of selected institutions on Causes of corruption, corruption manifestation and consequences.		Monitoring Costs:
	Target: Level of knowledge and capacities of selected institutions mandated to combat corruption is increased by the end of 2016. Indicator 2.2: Number of specialised training programmes in the area of anti-corruption designed and delivered, and number of	Activity 5b. Organize one-day workshop for employees of selected institutions on Conflict of interest.		
	trainees from selected institutions (linked to Output 2). Baseline: none. Target: At least 4 specialised training	Activity 5c. Hold two-day workshop for selected institutions on Application of preventive anti-corruption measures and tools.		

programmes are designed and delivered to at least 50 employees from selected 5 Activity 5d. Hold two-day workshop for institutions by the end of 2016. selected institution on Corruption reporting. Indicator 2.3: Number of new mechanisms for reporting corruption by citizens, as well as by institution employees set in place and Activity 6. Instituting anticorruption promoted (linked to Output 2). tools and measures in selected Baseline: in the selected 5 institutions such institutions (selected institutions: Public are either inexistent, or non-functional. review board, Public procurement agency, Directorate for coordination of Target: At least 8 new mechanisms (at least 4 for reporting corruption by citizens and at police bodies, Border police BiH, SIPA) least 4 for reporting corruption by institutions' employees) are established within the 5 select relevant institutions and promoted by the end of 2016. Indicator 2.4: Number of corruption signals submitted by citizens or institutions' employees within the selected 5 institutions and addressed (linked to Output 2). Baseline: not available. Target: At least 10 corruption signals submitted by citizens or institutions' employees within the selected 5 institutions are addressed by the end of 2016. Indicator 2.5: Number of procedures to protect whistle-blowers designed and formalised within the selected institutions (linked to Output 2). Baseline: no such procedures exist in present within the selected institutions. Target: At least 4 relevant institutions design and adopt procedures to protect whistleblowers by the end of 2016.

Indicator 2.6: Number of assessments of

	corruption-prone functions within relevant institutions conducted by APIK (linked to Output 2). Baseline: no such assessments were conducted by APIK to date. Target: 5 assessments of corruption-prone functions within the selected 5 institutions conducted jointly with the Agency for Prevention of Corruption and Coordination of the Fight Against Corruption of Bosnia and Herzegovina by the end of 2016.			
Output 3 Audit reports are effectively used in parliamentarian and prosecutorial practices	Indicator 3.1: Number of cases where Prosecutors used Formal Audit Reports to perform their function. Baseline: Very limited, if any. Reference: Interim report, Project Phase I, Guidelines for prosecuting corruption offenses. Target: At least 10 by the end of 2016.	Activity 7. Training sessions for Prosecutors and Investigators on the use of audit reports. Activity 8. Training programmes for auditors on understanding of (anticorruption) criminal legislation	As above.	As above. Monitoring Costs:
	Indicator 3.2: Number of cases when Public Audit employees submitted reports on the commission of a criminal offence. Baseline: Very limited, if any. Reference: Interim report, Project Phase I, Guidelines for prosecuting corruption offenses. Target: At least 10 by the end of 2016. Indicator 3.3: Number of specialised training programmes for Prosecutors and Auditors designed and delivered, and number of trainees from selected institutions. Baseline: none. Target: At least 6 specialised training programmes are designed and delivered to at least 30 employees from relevant institutions by the end of 2016.	Activity 9. Training sessions for parliamentarians (members of Committee on Finance and Budget House of Representatives) on Audit reports and corruption.		

Indicator 3.4: Number of specialised training programmes for future criminal investigators on the use of audit reports designed and delivered, and number of trainees.	Activity 10. Training of future criminal investigators on the use of audit reports.	
Baseline: none. Target: At least 5 specialised training programmes are designed and delivered to at		
least 30 future criminal investigators by the end of 2016.		
Indicator 3.5: Number of members of the Committee on Finance and Budget of the House of Representatives who increase their understanding on audit reports and improve their skills to identify indicators of corruption.		
Baseline: Limited knowledge by all members of the Committee. Reference: Interim report, Project Phase I, Guidelines for prosecuting corruption offenses.		
Target: All members of the Parliamentary Committee increase their understanding on audit reports and can identify indicators of corruption as a result of 3 thematic training sessions delivered by the end of 2016.		

VI. MONITORING AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

- Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level (the report is to be shared with BCPR)
- Annual Project Review. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Terminal Evaluation

The Terminal Evaluation will be conducted at the end of the project. The evaluation will consider achievement of development goals according to parameters of the relevance and responsiveness of the actions, their effectiveness and efficiency, and the impact and sustainability of results, focusing especially upon their contribution to capacity development. The evaluation will also provide recommendations for follow-up activities and develop a draft program.

Closure

In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up.

VII. LEGAL CONTEXT

UNDP BiH as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations safety and security management system.

UNDP BiH agrees to undertake all reasonable efforts to ensure that none of the project funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

VIII. ANNEXES

- 1. Log-frame
- 2. Capacity Assessment: Results of capacity assessments of APIK
- 3. Annual Work Plan (AWP)
- 4. TORs of key positions