

PROJECT DOCUMENT

COVER PAGE

Country: Regional

Expected Outcome(RPD): Public administration integrity and capacity for evidence-based policy development and public service delivery improved.

Indicator (RPD): level of implementation of international legal instruments for fighting corruption.

Expected Output: Selected national anti-corruption practitioners have improved capacity concerning the implementation of the UNCAC and other international legal instruments, tools and new methodologies for corruption prevention, prosecution, and investigation. UNDP country office staff have enhanced capacity to develop effective programmes in the field of anti-corruption. The Anti-Corruption Practitioners Network is an effective instrument for delivering technical assistance and sharing knowledge among anti-corruption practitioners.

Executing Entity : UNDP Bratislava Regional Centre

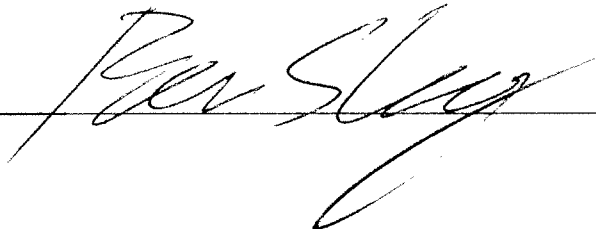
Narrative

The project will build on the existing Anti-Corruption Practitioner Network in order to create a regional mechanism for capacity development of selected anti-corruption agencies. The project will enhance the capacity of selected anti-corruption agencies operating in the Eastern European and the CIS region to fight corruption and implement the provisions of the UN Convention Against Corruption (UNCAC). The scope of the Anti-Corruption Practitioners Network will be expanded through the introduction of new activities reinforcing the capacity development impact of the mechanism. The project will also strengthen the capacity of UNDP Country Offices to develop effective programmes supporting the implementation of the UNCAC and the fight against corruption in general.

Programme Period: 2008-2010
Programme Component: _____
Project Title: Anti-Corruption Practitioners Network Phase 2
Project ID: _____
Project Duration: 3 years
Management Arrangement: _____

Total Budget	<u>430,000 USD</u>
Allocated resources:	<u>250,000 USD</u>
• Government	_____
• Regular	<u>250,000 USD</u>
• Other:	_____
○ Donor	_____
○ Donor	_____
○ Donor	_____
• In kind contributions	_____
Unfunded budget:	<u>180,000 USD</u>

Agreed by (UNDP): _____



I. Situation Analysis

Corruption in the Eastern European and the CIS countries

Corruption in the Eastern European and the CIS countries existed long before the process of transition and is rooted in the functions and structures of the communist system. Some of the characteristics of that system still have a bear on the degree and features of the corruption phenomenon in the countries of the region. One of the key legacies of communism was a “culture of state intervention” in which the state played the dominant role in intermediating economic relations. Bureaucrats operated in an environment in which the state determined suppliers and customers, set prices and wages, provided finance, controlled distribution, and oversaw most aspects of enterprise behavior. The public sector was strictly controlled by the communist party through mixture of incentives and repression. One key incentive derived from the system of appointing individuals to key positions in government and the economy. These appointees, known as the *nomenklatura*, had special privileges and, as a consequence of their positions, unique access to goods and services in short supply. This inherently generated an underground economy and a system in which patronage, nepotism and decision-making through non-transparent channels of personal influence became part of the public sector and of its relations with the citizens.

With the fall of the Soviet Union and the beginning of the transition toward democracy and market economy, the largely non-monetary corruption developed under the former regime became pervasive and acquired a large economic dimension. The connections and privileges previously developed were utilized by powerful interest to influence policymaking for private gains and by the elites to maintain their power. The establishment of corrupt practices was also encouraged by the fact that most of the controlling structures of the communist system were formally dismantled, although in many countries they have come to play new roles. New institutions of accountability have been slow to emerge. The administrative, legal, economic, social protection systems of the old regimes collapsed before the development of new ones adapted to democratic and market-oriented societies. The combination of unclear property rights, weak and inconsistent legal frameworks and lack of controls, in combination with the persistence of the culture of state intervention, facilitated the emergence of corruption as one of the key governance problems of the region. In some countries, reforms have stalled and corruption has become entrenched, while others – in particular new EU member states – can by and large claim to have successfully finalized their transition, though they still face challenges in terms of state capacity to effectively root out corruption.

While the relation between Corruption and economic growth is still subject to discussion, there is unanimous agreement among the development experts and practitioners on the fact that corruption destabilizes governance institutions, impacts negatively on the capacity of the governments to provide public services and undermines the rule of law. Entrenched corruption in sectors like education, health and social services has particularly disastrous consequences for disadvantaged groups, and undermines the development potential of whole countries in the long term. In many of the countries of the region, youth often become familiar with corruption in schools and universities. When this happens, a central role of the education sector - namely the imparting of ethical values and behaviour - becomes impossible, which results in corruption becoming the norm at all levels of society.

Another element often under-estimated is the impact of corruption on women: the higher costs for accessing health and education reflect negatively on the capacity of many women to carry out their

domestic and caring role; moreover, women in CIS countries are hugely under represented in political institutions or as part of powerful vested interest groups, and as a consequence they have limited capacity to influence policy-making either through the institutionalized or informal systems of power; finally in cases of trafficking of human beings, violence against women, and sexual discrimination, corruption within law enforcement agencies has a severe impact on women victimized by such crimes.

Ultimately corruption in the region obstructs the realization of social justice and seriously undermines the possibility of achieving the Millennium Development Goals (MDGs).

In this context, international legal instruments like the United Nations Convention against Corruption (UNCAC) and the Council of Europe's and OECD's conventions constitute a crucial opportunity to promote the design and implementation of serious anti-corruption measures in the countries of the region. These instruments provide a comprehensive framework for the development of anti-corruption activities which constitutes a good base for effective reforms; but the most important element of the conventions resides in the introduction of the international dimension in addressing corruption. In many countries of the region, national elites and economic interests still find in the corruption of the system an ally for maintaining their power, and therefore the implementation of anti-corruption measures is often limited to window-dressing, or used merely as a weapon against political opponents. In such cases, the international legal instruments and the related standards and monitoring mechanisms constitute an important leverage for encouraging real reforms.

UNDP BRC among other international actors:

Supporting the introduction of anti-corruption measures and the development of effective integrity systems requires: a serious assessment of the phenomenon of corruption and of its causes; the design and implementation of reforms in the various branches of the administrative system; the development of effective anti-corruption legislation and of the means to enforce it; raising the awareness of the civil society on the issue and reinforce the demand for a corruption-free public service. During the last ten years, several international actors and development agencies¹ have initiated different types of programmes and activities in these areas. Given the large number of anti-corruption activities in the region and the very complexity of the fight against corruption, it is fundamental to develop cooperation with other relevant international actors in order to avoid duplication and exploit the synergies among different programmes.

Organizations particularly active in the field of anti-corruption in the region are OECD, with the Anti Corruption Network and the Istanbul Action Plan; and the Council of Europe with the GRECO programme. During the last two years UNDP BRC, in cooperation with UNODC, analyzed these and other programmes active in the region and came to the conclusion that there was a shortage of technical assistance for supporting national anti-corruption institutions in the region, especially when compared to the resources made available for reviews and monitoring. The above mentioned initiatives produce detailed analysis of the legal and institutional shortcomings to be addressed and promote anti-corruption reforms through recommendations and the facilitation of peer reviews. They provide policy guidance for anti-corruption reforms and help creating the political momentum to implement them, but

¹ The principal ones are: OECD, Council of Europe, OSCE, UNODC, World Bank, ABAceeli, Transparency International, and a number of bilateral donors who have made anti-corruption a priority for their development assistance.

what is missing is an instrument delivering the necessary technical assistance. As a result many countries are under a heavy political pressure for reforms, but do not have at their disposal an instrument allowing them to access long-term, coordinated and targeted technical assistance necessary to build their capacity to fight corruption.

In view of these considerations, UNDP BRC and UNODC undertook to promote the development of an anti-corruption regional mechanism that builds on the results achieved by initiatives as those mentioned and complement them with the necessary capacity development activities at the practitioners' level. Discussion is on going with the OECD and the Council of Europe for the establishment of official partnerships that would allow better coordination and enhance the overall impact of these activities.

For developing such a mechanism, UNDP BRC started in 2005 its cooperation with UNODC. The latter is the custodian of the UNCAC and has the expertise necessary to provide specialized technical assistance to countries on the implementation of the Convention. UNDP's major asset on the other hand, is constituted by the network of Country Offices operating in the region, which are in direct contact with the national agencies and can support the implementation of the project both from the substantive, as well as operational point of view. UNDP and UNODC successfully used their synergies and complementary strengths during the start up phase of the regional activities in the field of anti-corruption².

The Anti-Corruption Practitioners Network (ACPN)

Joint UNDP BRC – UNODC activities started with a regional Forum for Anti-Corruption Agencies in Vienna³ (December 2005), which allowed the identification of institutional partners and of practitioners willing to cooperate for the development of the regional anti-corruption mechanism. At the Forum, operational practitioners from Eastern European and CIS countries proposed the development of a Network for enhancing the cooperation between the agencies. The Network was established during 2006, and a website (<http://anticorruption.undp.sk>) was also developed for supporting the network activities. This instrument was subsequently expanded and the cooperation with the practitioners was reinforced through sustained interaction and consultations, and through the organization of three sub-regional workshops⁴.

The Anti Corruption Practitioners Network (ACPN) is currently supporting the sharing of information, technical advice and the development of an effective system of mutual legal assistance among the AC agencies in the region. The Network is composed of practitioners working in national anti-corruption agencies in Eastern Europe and the CIS, and is meant to support them in their daily operational work; the Network's features have been developed through a consultative, demand-driven process. Principal Network's activities are the:

² UNODC advisors contributed to the organization of the anti-corruption sub-regional workshops in Bucharest and Skopje in November 2006 and in Almaty in May 2007 and provided substantive inputs for the formulation of the various activities. For the implementation of the new project UNDP BRC will continue working in cooperation with UNODC.

³ <http://europeandcis.undp.org/governance/parac/show/17E46625-F203-1EE9-B3B5154A6EA40E30>

⁴ These sub-regional workshops to promote the ACPN, collect feedback from practitioners and validate with them key features of the website were held in Bucharest (November 2006, for New Member States of the EU), Skopje (November 2006, for Western Balkan countries), and Almaty (May 2007, for Central Asia, Western CIS and the Caucasus). More information at http://europeandcis.undp.org/?menu=p_subpractice&SubPracticeID=302

- facilitation of knowledge sharing among the agencies to address specific requests for technical assistance and to update the members about best practices and technical means for fighting corruption;
- maintenance of a database containing information on the AC institutional and legal frameworks in place in the countries of the region;
- organization of workshops for supporting the establishment of forms of cooperation among the practitioners and promoting their active participation to the network-facilitated exchanges.

The work done until now in the framework of the ACPN highlighted the presence of entrenched corruption in many countries of the region limiting the capacity of the states to deliver basic services particularly to the poor and disadvantaged groups. The ACPN activities also allowed UNDP BRC and UNODC to gather information on the state of affairs among many anti-corruption agencies and to start a process of capacity assessment and identification of the needs to be addressed for their development. At the systemic level, the lack of implementation of the UNCAC and of the other AC international legal treaties appeared as one of the priorities to be addressed for the development of effective integrity systems. On the other hand, the ACPN experience emphasized the presence of well-functioning agencies and expert practitioners in the region that constitute a critical resource of information, practical experience and technical expertise.

II. Strategy

The first Conference of State Parties to the UNCAC⁵, in December 2006, highlighted the need to provide targeted and effective technical assistance for supporting the implementation of the UNCAC. As follow up to the Conference, an International Cooperation Workshop⁶ was organized; during that event it was highlighted that technical assistance for the implementation of the Convention is needed by a large majority of the State Parties. In many State Parties even the institutional framework for the implementation of the basic elements of the convention (binding provisions) is missing.

In recent years, one of the priorities of the governments in the Eastern European and the CIS countries has been the design of anti-corruption strategies and the creation of AC agencies. This process of institutional development, requested by the international community and supported with development aid, has been often very fast, based on the introduction of models implemented in other countries and weakened by the lack of serious assessment of the real institutional needs to fight corruption. As a consequence, many AC agencies of the region are currently struggling with organizational and financial problems (see below in the document the list of problems) and even for their independence and survival. The project aims at addressing some of these problems through a regional mechanism to support institutional capacity strengthening. The project is based on the assumption that even though the levels of corruption and the institutional set-ups in the region are different, there are significant common features, which make that anti-corruption agencies operating in different countries can benefit from the expertise developed in sister agencies in other countries of the region.

⁵ Resolutions 1/6 and 1/4.

⁶ International Cooperation Workshop on Technical Assistance for the Implementation of the UNCAC, held in Montevideo from 30 May to 1 June 2007 pursuant to resolution 1/6 of the Conference of the State Parties to the United Nations Convention Against Corruption.

The case for a regional AC project

The case for a regional project utilizing regional expertise for capacity development is based on three elements:

1) The presence of a well developed and detailed international legal framework that needs to be implemented in almost all the countries of the region (constituted by the conventions against corruption of the UN, OECD, CoE):

International treaties in force in the region promote the development of cooperation among countries and among anti-corruption agencies at the international level as one of the principal means for supporting the implementation of effective anti-corruption measures. The UNCAC supports the establishment of international cooperation at different levels: in relation to the trans-boundary dimension proper to many types of corruption crimes, the Convention promotes the development of operational cooperation among preventive and law enforcement institutions in different countries. This aims at equipping the agencies with appropriate tools for fighting corruption cases involving other countries and recovering the assets illegally acquired through corrupt practices and transferred abroad⁷. In addition, the UNCAC requires the State Parties to help each other with technical assistance and financial support for the implementation of its provisions. Art.60 stipulates that State Parties shall consider affording one another the widest measure of technical assistance, especially for the benefit of developing countries. Art.61 (2) calls upon the State Parties to develop and share with one another and through international and regional organizations statistics, analytical expertise and information with a view to developing common definitions, standards and methodologies (use for the activities) as well as information on best practices to prevent and combat corruption. The Convention recognizes also explicitly the role of international and regional organizations in supporting the activities of technical assistance and facilitating the sharing of information and best practices among the State Parties.

2) The comparable challenges and problems that the countries in the CIS and Eastern European region have to face in fighting corruption:

Corruption in countries in transition presents some common characteristics. As explained before in this document, the legacy of the communist regimes has a significant impact on the way in which corruption emerged as a defining problem in the region. In addition to that, the process of transition following the dismantling of the socialist systems has opened a lot of possibilities for the establishment of corrupt practices, mostly because of the extraordinary redistribution of wealth from the state to the private sector in a context of virtual absence of institutions either within or external to the public sector that could effectively check the abuse of public office during the transition. The process of replacing the controlling structures of the communist system with new institutions of accountability has in fact been very slow and ineffective. These common elements determine the presence of similar challenges for fighting corruption in the countries in transition and support the idea that the anti-corruption expertise developed by these countries is probably the most useful for delivering technical assistance to the institutions in the region.

⁷ Chapter IV (International Cooperation) and Chapter V (Asset Recovery) contain the bulk of these provisions.

3) The fact that some of the countries of the region have already well-established institutions and are relatively more successful in containing the levels of public corruption, while others are still struggling for starting up basic AC functions and institutions.

While corruption presents surprisingly similar features in many of the countries of the region, large differences can be registered analyzing the levels of state capture and administrative corruption as well as the institutional set up for fighting corruption in place in the various countries. This is related to complex historical and geopolitical reasons. Central European countries with a longer history of sovereignty have better administrative systems, more developed civil societies and a stronger tradition of collective action as part of their political processes. Some of these countries adopted variants of socialism during the communist period (i.e., market socialism and labor management), which provided for a smaller role of the state in the economy and greater development of market institutions. Even though many of the reforms implemented during the sixties were lately suppressed, these experiences provided a blueprint for the way in which social movements could have a profound impact on the process of change. During the transition, in the countries with a relatively stronger tradition of democracy, opposition movements that have emerged competed with the old elites for taking the lead of the country and drove reforms for transparency and accountability.

Another important element in the development of integrity systems in Central Europe is the closer contacts with the West and the EU pressure for reforms. The majority of the new EU member states, as a pre-requisite to their accession to the EU, implemented reforms and created institutions for the fight against corruption. Not all the Central European countries are achieving good results and many problems have still to be faced, but the reform process and the development of anti-corruption strategies and institutions constitute a sort of laboratory producing information, expertise and lessons learned that can be critical in supporting the development of anti-corruption agencies in other countries of the region.

Second phase of the ACPN project: developing the capacity of anti-corruption agencies.

The work done until now in the framework of the ACPN has been positively assessed by the members of the Network as a useful instrument for supporting their work in the field of anti-corruption through the sharing of knowledge and technical advice. The membership of the network has been growing constantly since the beginning of the activities (from 54 members in December 2006 to 125 in December 2007) and official partnerships for the participation to the Network's activities have been signed with eight AC agencies in the region. An assessment of the utilization of the ACPN website conducted in September 2007 showed increased usage of the database, and that many documents are being downloaded⁸. Nevertheless, the impact of the ACPN on the capacity of the practitioners and national agencies involved remains limited; the sharing of information and knowledge can support the work of the practitioners, but is not a sufficient input to drive reforms and improve the institutional capacity to fight corruption in the long term.

Therefore, the second phase of the ACPN project aims at upgrading the ACPN to a mechanism able to coordinate the efforts of UNDP BRC, the COs in the region and UNODC to deliver effective targeted

⁸ In February – September 2006 the website received an average of 15 visits per day (the figure has been constantly growing since the publication of the website). An average 10 files per day were downloaded from the database. - see Annex 2.

technical assistance to anti-corruption agencies. The project will build on the work done so far by the ACPN in two main ways:

1) The project will use ACPN's outreach infrastructure – the contacts established with many anti-corruption experts and practitioners from the region and the cooperation already developed with some anti-corruption agencies – to assess the needs for capacity development and identify possible resources for the project activities. A key strength of the project will actually be the utilization of expertise from well-established anti-corruption agencies in the region to deliver training and technical assistance to the targeted agencies. Through the utilization of regional expertise, the project aims at delivering relevant and effective technical assistance and will propose solutions to concrete problems and examples of best practices derived from the experience of practitioners dealing with the fight against corruption on a daily basis.

2) The ACPN activities carried out so far allowed UNDP and UNODC to identify the key constraints for the development of well functioning anti-corruption agencies in the region, which are:

- Lack of trained staff, in particular with reference to:
 - o the UNCAC and other international legal instruments
 - o tools and new methodologies for corruption prevention,
 - o anti-corruption investigative techniques and related human rights issues.
- Lack of budget and of independence in the procedure of budget drafting;
- Inadequate facilities and technical means;
- Low level of salaries;
- Lack of an adequate legislative framework defining powers and functioning of the AC body and providing both for its independence and resources, as well as methods by which it is to be accountable to the public;
- Lack of implementation of ethics codes and of the principles of objectivity, professionalism, impartiality, integrity, honesty and efficiency;
- Scarce communication at the national and international level and inadequate mutual legal assistance;
- Ineffective or scarce cooperation with other national bodies and deficient positioning of the agencies within the existing institutional set-up of the country.

The above issues can be divided in two categories: 1) the ones that can be dealt with through individual capacity development; 2) and the ones requiring a more articulated effort of institutional reform at the national level.

The project will address these challenges through a combination of activities at the regional and national level. UNDP BRC and the UNDP Country Offices (COs) of the region will work together for the implementation of the project activities. This project document covers the regional dimension of the project (preeminent during the first 2 years) that will be facilitated by UNDP BRC, and regional backstopping for a second phase (follow-up) that will be dealt with mainly by the COs and will be designed according to the results of the first phase during 2009. The first (regional) phase of the project will enhance the capacity of individuals in relation to the main problems of the agencies and will result in a follow-up strategy that will contain:

- a detailed analysis of the issues to be addressed;

- the proposal of a series of actions to be taken by the agencies;
- the identification of the type of support that the UNDP CO and other actors (BRC – UNODC – AC agencies) can provide to assist the institution addressing the issues identified.

The (mainly) country-level follow-up phase will support the introduction of organizational reforms for addressing the second category of issues (systemic and institutional problems).

One of the keys for the success of the project will be the selection of target agencies having the capacity and the willingness to introduce tangible reforms; the participants to the training activities should also be able to champion reforms in their agencies and to train other colleagues with the knowledge acquired; as a follow-up of the regional activities, participants will be in fact expected to promote reforms in their agencies in accordance with the action plan developed in the previous phase. UNDP COs, (in coordination with UNDP BRC and with the technical support of the experts involved) will play a fundamental role in supporting the agencies' effort for the implementation of the action plan.

Support to UNDP Country Offices

During the recent regional PAR-AC Community of Practice meeting (October 2007⁹) UNDP staff working in the COs of the region explicitly requested the organization of activities to enhance their knowledge of the UNCAC and their capacity to support reforms and institutional development in the field of anti-corruption.

UNDP offices (of the countries in which the agencies selected for the project operate) will cooperate with BRC in the organization and facilitation of the regional component of the project and will take over the main responsibility (with backstopping from BRC and the experts involved) of implementing the component of institutional capacity development at the national level. Through this involvement, CO staff will be exposed to a significant experience of knowledge sharing and will work together with experts from various AC agencies for the identification of institutional shortcomings and the development of effective capacity development strategies. Through the participation to the project, COs will receive hands-on training on how to address practical problems when implementing concrete reforms in anti-corruption agencies and will thus enhance their capacity to develop effective programmes in the area of anti-corruption.

The project will also enhance the capacity of the national anti-corruption agencies involved to identify structural deficiencies and shortcomings for the implementation of the UNCAC; as a consequence the agencies will be able to demand more effective and targeted support from the UNDP COs and other development partners.

The ACPN will be the catalyst ensuring the capture and dissemination of the best practices identified through the project activities and making sure that all the COs of the region benefit as much as possible from the project activities.

⁹ <http://europeandcis.undp.org/governance/show/3BBC8AEA-F203-1EE9-BCFEE67D932641A3>

Linkage to the Overall Practice Strategy

The project will support the following corporate UNDP key results areas as defined in the Strategic Plan: *Support national partners to implement democratic governance practices grounded in human rights, gender equality and anti-corruption*. The strategic plan identifies the necessity of linking the promotion of responsive governing institutions to the implementation of the UNCAC. The project will respond to this necessity through support to anti-corruption agencies in their efforts of adapting their functions and structure to the requirements of the UNCAC.

The project will also support the key result area *Strengthening accountable and responsive governing institutions* through the promotion of administrative reforms for enhancing accountability and transparency in the anti-corruption agencies.

In line with the Regional Project Document for 2006-2010, project activities will focus on making effective contributions to improving the institutional capacity to confront and reduce public corruption. (Priority area: Improving institutional capacity of governments to prevent, confront and reduce public corruption).

Outcome:

The project will support the regional outcome pursued through BRC's PAR-AC programming: *Public administration integrity and capacity for evidence-based policy development and public service delivery improved*.

More specifically, the project will contribute towards enhancing institutional capacity of selected countries in the region to fight corruption, with particular reference to the necessity of implementing the provision of the UNCAC, and to cooperate among them for the development of anti-corruption initiatives.

As a secondary result, the project is expected to help UNDP better position itself in this region in the field of anti-corruption, in relation to the programmes implemented by other international organizations, thus making a positive impact on donor coordination.

Project output and activities:

Output: Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices

Activities:

1. (2008) Selection, in cooperation with country offices, of 3 to 5 agencies that will participate to the capacity development activities. Identification of the partner agencies that will provide the expertise and other knowledge resources needed.
2. (2008) Capacity assessment:
 - (first phase) Workshop with practitioners from the selected agencies, COs staff involved in the project and external experts to initiate the assessment of the capacity development needs;

- (second phase) Desk review of documentation concerning the selected agencies and field visit to the agencies for the development of effective response strategies, self assessment toolkits and benchmarking systems.
3. (2009) Targeted capacity development activities, including: study tours (practitioners from selected AC agencies visit the more advanced and performing agencies in the region) and staff exchanges.
 4. (2009) Development of a follow up strategy to support the implementation of tangible reforms in the agencies involved in the project and providing guidance to the COs to support the institutional capacity development effort in the long term.
 5. (2010) Technical assistance provided by the UNDP BRC to the COs involved in the project and to the anti-corruption agencies (development of TORs, contacting experts for specific tasks, organization of targeted expert missions).
 6. (2010) Results assessment:
 - Gathering and aggregation of data and documentation of lessons learned about:
 - a) international cooperation developed as a result of the project;
 - b) organizational set up (budget, salaries, technical facilities, staffing - including gender balance) and performance of targeted agencies. Analysis of the data and comparison with baseline information collected at the beginning of the project.
 - Workshop gathering all the participants to the project activities (practitioners, experts, CO staff) in order to present the results of the project, compile and validate lessons learned, and identify needs for subsequent follow up.
 7. (2008-2010) ACPN maintenance:
 - On-going facilitation of the Network, processing of queries and dissemination of information on the project's capacity development activities
 - Updating of the ACPN Website and database with relevant information concerning the anti-corruption measures implemented in the countries of the region.
 - Enlargement of the network through seeking the participation of new experts and practitioners to the Network's activities and contacting relevant agencies for the establishment of official partnerships.

Budget and funding:

The three-year project will have an estimate annual budget of 145,000 USD for 2008, 150,000 for 2009, and 135,000 USD for 2010 - in total 430,000 USD over three years.

The allocation of 120,000 USD from UNDP BRC core resources (regional TRAC) is requested for 2008, and an additional 130,000 USD for 2009-2010. In addition, some of the anti-corruption agencies partners of the ACPN have expressed their interest in contributing to the project with funds and are expected to provide free of charge expertise for the implementation of the project activities.

The project is also part of a broader initiative designed in cooperation with UNODC for which fund-raising activity is on going. Bilateral donors have been contacted and an application will be submitted to the United Nation Democracy Fund (decision expected in April 2008). The eventual success of this fund-raising activity would allow the upscaling of the project's size and scope, adding UNODC-implemented components (specialized training for AC agencies and in-country development practitioners).

Results and Resources Framework

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework: Public administration integrity and capacity for evidence-based policy development and public service delivery improved.</p> <p>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: Level of implementation of international legal instruments for fighting corruption.</p> <p>Applicable MYFF Service Line: SL 2.7: Public Administration Reform and Anti-Corruption</p> <p>Partnership Strategy: The project will be implemented by UNDP BRC in cooperation with COs in participating countries. UNODC will provide technical backstopping. AC agencies partners of the ACPN will facilitate access to expertise to meet technical assistance and capacity development needs of AC agencies targeted for support.</p> <p>Project title and ID (ATLAS Award ID): Capacity Development for Anti-Corruption Agencies in Eastern Europe and the CIS</p>				
INTENDED OUTPUT	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (2008-2010)
<p>Output: Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices.</p> <p>Baselining: Several anti-corruption agencies in the region face capacity gaps for the implementation of the international legal framework. International cooperation among many anti-corruption agencies is weak and not in line with the UNCAC requirements. Some of the anti-corruption agencies in the region are not represented in the ACPN.</p> <p>Indicators: Satisfaction of the participants to the capacity assessment / development activities; Positive assessment of the improved organizational capacity of the agencies involved; Cooperation among the selected agencies and more advanced similar agencies in the region is established. The ACPN is</p>	<p>Targets 2008:</p> <ul style="list-style-type: none"> - Capacity assessment of the selected anti-corruption agencies is concluded; - Response strategies, self assessment toolkits and benchmarking systems are developed; - Experts practitioners that will deliver capacity development activities in 2009 are identified. <p>Targets 2009:</p> <ul style="list-style-type: none"> - relevant regional experiences and best practice are transferred to selected agencies (the regional capacity development component is delivered); - a document (strategy) is developed containing 	<ul style="list-style-type: none"> ▪ Selection of target AC agencies that will participate to the capacity development activities. Identification of the partner agencies that will provide the expertise. ▪ Capacity assessment: (first phase) Workshop with practitioners, CO staff and external experts to initiate the assessment of the capacity development needs; (second phase) Desk review of documentation concerning the selected agencies and field visit for the development of response strategies, self assessment toolkits and benchmarking systems. ▪ Targeted capacity development activities, including study tours (practitioners from selected AC agencies visit the more advanced and performing agencies in the region) and staff exchanges. ▪ Development of a follow up strategy to support the implementation of tangible reforms in the agencies involved in the project and providing guidance to the COs to support the institutional capacity development effort in the long term. ▪ Technical assistance provided by the UNDP BRC to the COs involved in the project and to the anti-corruption agencies (development of TORs, 	<p>UNDP BRC, COs</p> <p>UNDP BRC</p> <p>UNDP BRC, COs</p> <p>UNDP BRC, COs</p>	<p>10,000 USD (project staff)</p> <p>85,000 USD (travel, workshop logistics, consultancy)</p> <p>80,000 USD (travel)</p> <p>20,000 USD (project staff, consultancy)</p>

<p>expanded through the involvement of all the major anti-corruption agencies operating in the countries of the region; The ACPN database is up to date; a pool of qualified expert practitioners for supporting anti-corruption activities in the region is created; Members of the ACPN network assess positively the knowledge sharing activities of the network.</p>	<p>analysis of the main institutional shortcomings and the reforms to be implemented in order to develop the organizational capacity of the agencies.</p> <p>Targets 2010:</p> <ul style="list-style-type: none"> - assistance to COs for in-country capacity development activities with the national agencies provided - results assessment completed - lessons learned compiled and shared through the ACPN 	<p>contacting experts for specific tasks, organization of targeted expert missions).</p> <ul style="list-style-type: none"> ▪ Results assessment: <ul style="list-style-type: none"> - Gathering and aggregation of data and documentation of lessons learned about: (a) international cooperation developed as a result of the project; (b) organizational set up (budget, salaries, technical facilities, staffing - including gender balance) and performance of targeted agencies. Analysis of the data and comparison with baseline information collected at the beginning of the project. - Workshop gathering all the participants to the project activities (practitioners, experts, CO staff) in order to present the results of the project, compile and validate lessons learned, and identify needs for subsequent follow up ▪ ACPN Maintenance: <ul style="list-style-type: none"> - On-going facilitation of the Networks discussions, processing of queries and dissemination of information. - Updating of the ACPN Website and database with relevant information - Enlargement of the network: seeking new members and the establishment of official partnerships. 	<p>UNDP BRC</p> <p>UNDP BRC, COs</p> <p>UNDP BRC, UNODC</p>	<p>30,000 USD (project staff, travel, logistics)</p> <p>55,000 USD (project staff, travel, workshop logistics)</p> <p>150,000 USD (project staff, equipment maintenance, communications)</p>
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Annual Work Plan Year: 2008

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Funding Source	Budget Description Amount
Output: Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices.	1. Selection of target AC agencies that will participate to the capacity development activities. Identification of the partner agencies that will provide the expertise.	X				UNDP BRC, COS	TRAC	(project staff) 10,000 USD
Baseline: Several anti-corruption agencies in the region face capacity gaps for the implementation of the international legal framework. International cooperation among many anti-corruption agencies is weak and not in line with the UNCAC requirements. Some of the anti-corruption agencies in the region are not represented in the ACPN.	2. Capacity assessment: (first phase) Workshop with practitioners, CO staff and external experts to initiate the assessment of the capacity development needs; (second phase) Desk review of documentation concerning the selected agencies and field visit for the development of response strategies, self assessment toolkits and benchmarking systems.		X	X	X	UNDP BRC	TRAC (donor, UNDEF?)	(travel, workshop logistics, consultancy) 85,000 USD
Indicators: Satisfaction of the participants to the capacity assessment / development activities; Positive assessment of the improved organizational capacity of the agencies involved; Cooperation among the selected agencies and more advanced similar agencies in the region is established. The ACPN is expanded through the involvement of all the major anti-corruption agencies operating in the countries of the region; The ACPN database is up to date; a pool of qualified expert practitioners for supporting anti-corruption activities in the region is created.	3. ACPN Maintenance: - On-going facilitation of the Networks discussions, processing of queries and dissemination of information. - Updating of the ACPN Website and database with relevant information - Enlargement of the network: seeking new members and the establishment of official partnerships.					UNDP BRC	TRAC, UNDEF?	(project staff, equipment maintenance, translation communications) 50,000 USD
Targets 2008: - Capacity assessment of the selected anti-corruption agencies is concluded; - Response strategies are developed; - Experts practitioners that will deliver capacity development activities in 2009 are identified.								
TOTAL								145,000 USD

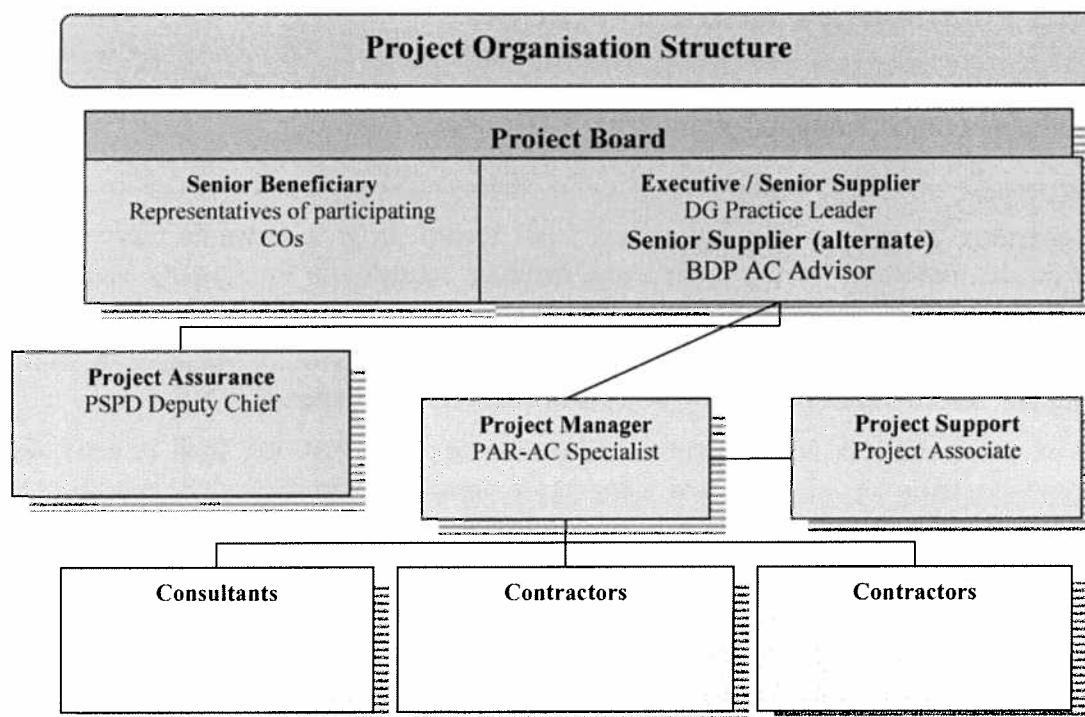
Management Arrangements

The UNDP Bratislava Regional Centre will be responsible for the overall management of the project following UNDP rules and regulation and reporting requirements for project being implemented in the countries of the region.

The implementation team will be composed of UNDP BRC PAR-AC Policy Specialist supported by UNDP BRC Project Staff. They will manage the regional project on a day-to-day basis, liaising and coordinating with participating COs as appropriate.

The project assurance role will belong to UNDP BRC/PSPD Deputy Chief, unless otherwise decided by the Project Board.

The Project Board will be chaired by the DG Practice Leader at UNDP BRC, and will also include representatives of participating COs and the UNDP BDP AC Advisor¹⁰.



Inputs to be provided by the partners

The project will be implemented primarily by the PAR-AC sub-practice of UNDP BRC and by the UNDP offices of the countries in which the selected AC institution operate. The project will also be supported by UNODC and national anti-corruption agencies:

- UNDP BRC will be responsible for the overall management of the project, for the organization of the regional activities of capacity assessment and capacity development (peer review – staff exchanges – study tours – trainings) and for facilitating the ACPN
- UNDP COs will play a key role in all the phases of the project, however their main task will be to ensure that the activities of the project produce a tangible improvement of the capacity of the agencies involved. COs are expected to provide support to the in-country follow-up to regional activities, in particular with regard to organizational capacity development for national AC agencies. The regional project will develop a strategy and tools for self assessment and benchmarking that will be used by the COs during the organizational capacity development phase.

¹⁰ subject to confirmation

- National anti-corruption agencies (among ACPN partners) that will decide to support the project will provide technical expertise for the project activities.
- UNODC will provide technical backstopping for the project.

The partners shall ensure that they are aware of the UNDP standards on gender balance for the participation to the project activities.

Collaborative arrangements with related projects

In the countries in which the Country Offices are already running anti-corruption projects, the way in which the regional activities could contribute to the achievement of the project results at the national level will be studied and coordination will be promoted

Monitoring Framework And Evaluation

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

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.

Annually

- **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.
- **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.

Quality Management for Project Activity Results

OUTPUT : Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices.		
Activity Result 1 (Atlas Activity ID)	Selection of AC agencies	Start Date: 01/02/2008 End Date: 30/04/2008
Purpose	Selection of 3 to 5 agencies that will participate to the capacity development activities and identification of the agencies that will provide expertise for the project activities.	
Description	UNDP COs will be consulted in selecting the target AC agencies, which will then be approached to assess their willingness to participate and to select the individuals best fit to take part in project activities. ACPN partner AC agencies will be consulted regarding the expertise available for supporting targeted agencies.	
Quality Criteria	Quality Method	Date of Assessment
Number of agencies selected	On-line consultations with COs	May 2008
Commitment of the practitioners selected for the training activities to learn and champion reforms in their agencies	Detailed explanation of the project and collection of feedback	May 2008
Capacity of the experts/practitioners that will deliver the training	CV analysis	May 2008

OUTPUT : Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices.		
Activity Result 2 (Atlas Activity ID)	Capacity assessment	Start Date: June 2008 End Date: November 2008
Purpose	Initiate the assessment of the shortcomings of the selected AC agencies. A document containing the needs for capacity development will be drafted for each of the participating agencies. Develop effective response strategies, self assessment toolkits and benchmarking systems.	
Description	(first phase) Organization of a workshop gathering practitioners from the selected agencies, COs staff involved in the project and the selected experts. (second phase) Desk review of documentation concerning the selected agencies and expert's mission to the agencies.	
Quality Criteria	Quality Method	Date of Assessment
Quantity and quality of the inputs provided by the practitioners during the workshop	Analysis of the quality of the inputs in relation to other information available on the agencies (collected through the ACPN)	July 2008
Quality of the draft assessment: The documents produced should contain clear indication of the institutional shortcomings and proposals for following steps for capacity assessment to be taken	Consultation with the UNDP-UNODC colleagues and with the experts members of the ACPN	July 2008
Quality of the inputs provided by the experts (both for the preparation and the facilitation of the workshop)	Feedback from workshop participants.	July 2008
The strategies for capacity development of each of the agencies involved contain: - identification of the shortcomings - clear indications on how to measure the impact of reforms (benchmarking system) - methods for self assessment	Consultation with COs staff, AC practitioners from the region (members of the ACPN) and stakeholders at the country level	November 2008
Satisfaction of the practitioners from the AC agencies involved with the proposed strategies. Endorsement of the strategies by the agencies.	Written feedback on the strategies from the COs and the practitioners will be required.	November 2008

OUTPUT : Selected national anti-corruption agencies have improved capacity for fighting corruption thanks to the regional capacity development activities implemented in the ACPN framework and to effective programmatic support from UNDP country offices.		
Activity Result 3	ACPN Maintenance	Start Date: January 2008

(Atlas Activity ID)		End Date: December 2010
Purpose	<ul style="list-style-type: none"> - network discussions and sharing of knowledge are facilitated - queries from the ACPN members are processed - information relative to the capacity development activities implemented under the project is disseminated through the network - ACPN Website and database are updated with relevant information concerning the anti-corruption measures implemented in the countries of the region. - new experts and practitioners join the Network and agencies establish partnerships with the UNDP BRC for the implementation of the networks' activities 	
Description	<p>UNDP BRC project staff will perform research for the facilitation of the discussion, for replying to substantive queries and in order to update the database.</p> <p>An electronic newsletter will be produced and circulated to network members quarterly. Invitation to join the network and to establish partnership with the BRC will be sent to relevant agencies and practitioners.</p>	
Quality Criteria	Quality Method	Date of Assessment
Number of new members of the network and of new partnerships with AC agencies established.	Recording of membership applications and of partnership agreements	annually
The ACPN database is up to date;	Periodic consultation with the members of the network and UNDP staff working in the countries of the region	Every 6 months
A pool of qualified expert practitioners for supporting anti-corruption activities in the region is created.	Analysis of the inputs of the experts for the various network activities	Every 6 months

Legal Context

This regional Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement (SBAA) between the Governments participating and the United Nations Development Programme.

Annex 1: RISK LOG



Project Title: _____ Award ID: _____ Date: _____

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Agencies selected for the project activities will not have the possibility to implement the reforms that the project will propose.	December 2007	Organizational Political Strategic	The occurrence of the risk would limit dramatically the impact of the project. If the risk occurs for all the Agencies involved, the project will fail to achieve its results P=3 I=5	During the phase of identification of the agencies to be involved in the project UNDP BRC in cooperation with the COs and the experts will assess the political situation and the likelihood that the reforms proposed would be obstructed for political reasons	Dan Dionisie	Francesco Checchi	December 2007	no change
2	Individuals participating in the project activities will not be able to promote reforms within the agencies, or due to staff turnover they will leave the institution	December 2007	Organizational Strategic	The occurrence of the risk would determine the failure of the project for the agencies concerned P=2 I=5	During the selection of the participants the necessity of establishing long term cooperation will be clearly explained to the practitioners. At least two participants per agency will be selected.	Dan Dionisie	Francesco Checchi	December 2007	no change
3	The decreasing value of the dollar will determine a lack of resources for the project activities	December 2007	Financial	The occurrence of the risk will force the downscaling of the activities P=3 I=3	Slight over-budgeting of key activities to ensure a contingency provision	Dan Dionisie	Francesco Checchi	December 2007	no change
4	The experts who will contribute to the project will not be paid as consultants but will participate on the basis of the partnerships established under the ACPN and free of charge. This might limit their interest and commitment, and thus the quality of the inputs provided.	December 2007	Organizational	The occurrence of the risk will impact negatively on the quality of the capacity development services delivered under the project and will increase workload on project staff P=4 I=4	The selected experts will be thoroughly instructed about the requirements for the participation to the project and the quality of the input expected. Agencies providing the expertise for the project will be multi-functional ones with the capacity of appointing different experts for the various activities of the project	Dan Dionisie	Francesco Checchi	December 2007	no change
5	Participation to the ACPN	December	Organizational	The occurrence of the risk	The participation of the	Dan	Francesco	December	no

activities is sporadic and network traffic low	2007		<p>would limit the capacity of the project to create a valuable resource centre for the AC practitioners in the region and would impact negatively on the quality of all the project activities (the ACPN will be used as a source of information and contacts for the organization of the activities)</p> <p>P=3 I=4</p>	<p>Network members to the various activities will be stimulated through keeping them in the loop with useful information, updates and reminders. It is expected that the usefulness of network activities for their daily work will stimulate their engagement.</p>	Dionisie	Checchi	2007	change
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Annex 2: Statistics regarding the ACPN Website

Report generated on Wed Sep 19 17:51:25 2007

Domain Name: Anticorruption

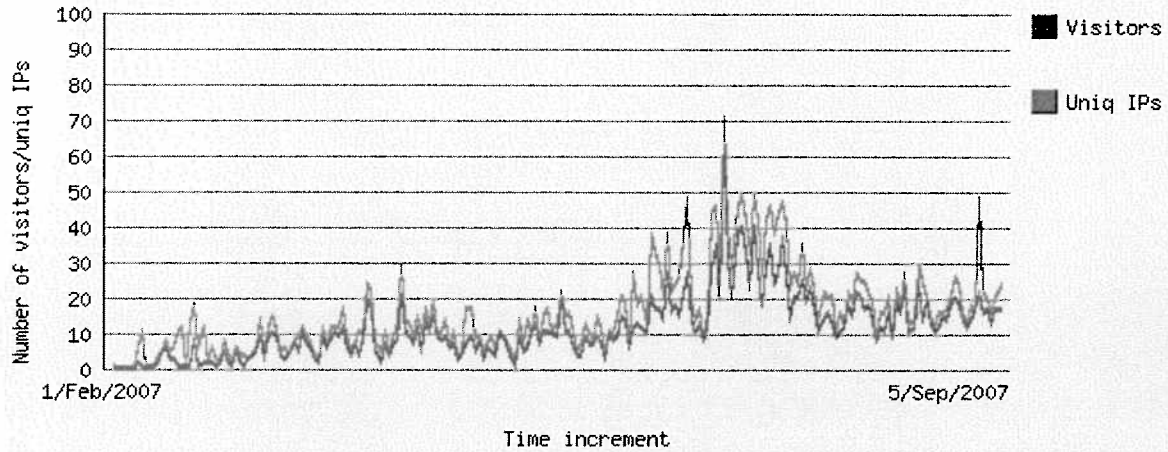
Current Filter: My Filter

Time Period:01/Feb/2007:13:39:19 - 05/Sep/2007:22:36:01 total 217 day(s)

[Download Excel CSV report](#) [Open printable report](#)

General Statistics

Daily visit report



Statistics		
Hits	Total Hits	7539
	Total Cached Hits	1627
	Average Hits Per Day	34
	Average Hits Per Hour	1
	Average Hits Per Visitor	2.2
	Average Data Transferred per Hit	57.9 KB
Visitors	Total Visitors	3498
	Average Visitors Per Day	16
	Average Time Spent	151 Seconds
	Average PageViews per visitor	0.94
	Average Downloads per visitor	0.65
	Average Data Transferred per Visitor	124.8 KB
Uniq IPs	Total Uniq IPs	707
	Visitors Who Visit Once	362
	Visitors Who Visit more than Once	345
PageViews and Downloads	Total PageViews	3275
	Average PageViews Per Day	15
	Total File Downloads	2276
	Average File Downloads Per Day	10
	Total Images	295
	Average Images Per Day	1
	Total failed requests	120
	Total Incomplete File downloads requests	89
	Number of visitors bookmarked your web site	26
	Bandwidth	Total Data Transferred
Average Data Transferred per Day		1.96 MB

