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# MID-TERM EVALUATION:
# ANTI CORRUPTION FOR
# PEACEFUL & INCLUSIVE SOCIETIES
# (ACPIS)
# GLOBAL PROGRAMME

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## ACRONYMS USED

AC - Anti-Corruption

ACA - Anti-Corruption Agency

ACC – Anti-Corruption Commission

ACPIS – Anti-Corruption for Peaceful and Inclusive Societies

ACRC – Republic of Korea Anti-Corruption and Civil Rights Commission

BPPS - Bureau for Policy and Programme Support

CO – Country Office (UNDP)

CoP - Community of Practice

CoSP - Conference of States Parties

CSO - Civil Society Organisation

DFAT - Department of Foreign Affairs and Trade (Australia)

GAIN - Global Anti-Corruption Initiative

IACC - International Anti-Corruption Conference

INGO – International Non-Governmental Organisation

M&E - Monitoring and Evaluation

MTE - Mid Term Evaluation

NGO – Non-Governmental Organisation

OECD - Organisation for Economic Cooperation and Development

PACDE – Global Programme on Anti-Corruption for Development Effectiveness

QAI – Quality at Implementation Report (DFAT)

RBx - Regional Bureaux

RC - Regional Centre

Sida – Swedish International Development Cooperation Agency

SDG – Sustainable Development Goal

TI - Transparency International

ToR - Terms of Reference

UN - United Nations

UNCAC - United Nations Convention Against Corruption

UNDP - United Nations Development Programme

UNODC - United Nations Office on Drugs and Crime

UNSSC – United Nations System Staff College

## EXECUTIVE SUMMARY

ACPIS follows the implementation of UNDP's Global Programme on Anti-Corruption for Development Effectiveness (PACDE)and UNDP's Global Anti-Corruption Initiative (GAIN), both of which were successful in providing seed funding to Country Offices for anti-corruption pilot initiatives whilst enabling outreach and constructing partnerships with the regional and global anti-corruption communities of practice. Since the inception of ACPIS in 2016 and at the mid-point of programme implementation, the remaining two years will determine the scope and reach of a potential follow-on programme from second half of 2020.

Although significant progress has been made in fighting the global scourge of corruption in recent years, corruption continues to harm national development processes and undermine democracy and the rule of law, contributing to the culture of impunity and violence. Recognizing the detrimental impact of corruption on sustainable development, nearly all countries have ratified or acceded to the UN Convention against Corruption (UNCAC). With 186 states parties as of 26 June 2018, UNCAC has been influential in enabling states parties to adopt national legal instruments to combat corruption, including anti-corruption laws and strategies, and the establishment of anti-corruption institutions.

Moreover, the adoption of the 2030 Agenda for Sustainable Development by 193 Member States on 25 September 2015 was a major breakthrough for the anti-corruption movement because it capitalizes on the importance of promoting transparency, accountability and anti-corruption, and makes an explicit link between corruption, peace and just and inclusive societies.

With the above-mentioned background, the multi-year support of the Department of Foreign Affairs and Trade (DFAT), Australia to UNDP's anti-corruption work has been very important to promote the transparency, accountability and integrity agendas at the global, regional and country levels. In 2012-2016 DFAT Australia supported UNDP's Global Anti-corruption Initiative (GAIN) to implement anti-corruption initiatives in close collaboration with UNODC and a joint UNDP-UNODC anti-corruption project for the Pacific. The top 5 achievements of Australia's support to UNDP's work for 2012-2016 are as follows: 1) Anti-corruption is now considered an integral part of national development plans and strategies; 2) The participation of civil society and other major actors in the implementation of UNCAC has been enhanced; 3) The role of Anti-Corruption Agencies as an important entry point to initiate anti-corruption reforms has been strengthened; 4) Gender and youth empowerment was promoted as part of anti-corruption strategies; and 5) The use of ICTs and new technologies has facilitated people's ability to hold authorities to account in the fight against corruption.[1]

With primary funding from DFAT and additional seed funding from the Government of Liechtenstein and UNDP, the third phase of UNDP's anti-corruption global programme has seen continued success in the fight against corruption at all levels of government and society. As evidenced in this report, however, ACPIS has both benefitted from the success of predecessor

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[1] Excerpted in part from the UNDP TOR for this consultancy.

AC programmes and been limited due to the narrower focus on the Indo-Pacific region[2] in comparison to PACDE and GAIN.

ACPIS has a total budget of AUD 6,550,665 over four years from 2016 to 2020. The project aims to integrate anti-corruption solutions in service delivery such as health, education, water, construction, etc., strengthen institutional capacity of integrity institutions to prevent corruption, promote knowledge and advocacy to support anti-corruption efforts.

More specifically, the ACPIS programme aims to contribute to strengthening the national capacities and integrate anti-corruption measures into national development processes and to enhance integrity in service delivery. The project contributes to the implementation of Sustainable Development Goals (SDGs), in particular Goal 16 (Targets 16.5 and 16.6) on "Building Peaceful and Inclusive Societies" and the links between these targets and other SDGs.[3]

On the country level, there is specific evidence of pilot project (ACPIS's country level projects) success and inclusion.  For example, in Papua New Guinea, the second phase of the GAIN provided seed funding of $50,000 USD over two years (2015-16) to develop an SMS-based system for reporting anonymous complaints against possible cases of corruption known as Phones Against Corruption (P@C).  After competitive selection process with a series of interviews and presentations ACPIS agreed to fund the new P@C Project for $200,000 USD over two years (2018-19). The project was launched in April 2018 and is expected to continue until December 2019.  In the Philippines, *Development Live* (DevLIVE) was funded in the amount of $200,000 from ACPIS for 2017-2018, and 53% of all citizens trained to date on the use of DevLIVE are women.  In Thailand, ACPIS awarded a $200,000 USD project to the UNDP Thailand Country Office to focus on development integrity amongst youth with regard to combatting corruption. The project, implemented in 2017 and 2018, including an anti-corruption game, and 30% of all anti-corruption game players were women and girls.  And in Bhutan, Youth Integrity Clubs have expanded to include young people, community groups and the government through the Ministry of Education—all united in an effort to instill principles of accountability, transparency and integrity in community and public life.

ACPIS, through its global advocacy and awareness activities widely shared globally its lessons learned and good practices at the International Anti-Corruption Conference[4] by bringing to the table the anti-corruption activities of Papua New Guinea and the Philippine's country level anti-corruption activities.  Likewise, a conference of the state parties to UNCAC, OECD governance meetings, and APEC meetings were additional opportunities for ACPIS to contribute at a global level to relevant and recent developments in the anti-corruption community of practice.  That said, given Australia's focus in the Asia-Pacific region as its priority region, there are a number

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[2] Please note that DFAT uses the terminology "Indo-Pacific" in their policy documents ,while UNDP uses "Asia Pacific" to refer to the same region.

[3] SDG 16:  https://sustainabledevelopment.un.org/sdg16 and SDGs and AC:  http://www.anti-corruption.org/themes/anti-corruption-in-sdgs-2/

[4] IACC Copenhagen, Denmark (2018):  https://iaccseries.org/

of areas where ACPIS has fallen short of its predecessor programmes (PACDE and GAIN), and these areas are noted in detail later in this report.

With a focus primarily on Asia-Pacific/Indo-Pacific, ACPIS has nonetheless managed to leverage technology and the global anti-corruption agenda through on-line AC courses and by incorporating anti-corruption (AC) as part of the SDGs and SDG 16.  The DFAT-funded programme has also been successful in engaging other donors—particularly in securing grant funds for a regional business integrity project.

ACPIS has promoted innovation in addressing anti-corruption and has maintained that innovative focus in line with prior global AC programmes.  In particular, ACPIS was able to promote innovation both in terms of the use of technology and in new thinking in the field of anti-corruption development. These two aspects of their work can be seen through the examples of technology and innovation and innovative thinking in AC practice as noted later in this report.

UNDP's global "footprint" for anti-corruption has also been impacted by the funding for the ACPIS Programme. There are regional anti-corruption technical advisors in three regional hubs – Bangkok Regional Hub (Asia-Pacific), Istanbul Regional hub (Eastern Europe & Central Asia) and Amman Regional hub (Arab States). However, there are no regional advisors in Addis Ababa Regional hub (Africa) and Panama Regional Hub (Latin America & the Caribbean). This, in turn, has limited the work of the Programme in regions lacking regional advisers.

Some work of the Programme still has a global focus, including knowledge management, advocacy and partnerships with global anti-corruption advocates, such as Transparency International (TI), the Anti-Corruption Resource Centre (U4) and the UN Office on Drugs and Crime (UNODC).  Global engagement in anti-corruption community of practice, likewise, has been maintained on an ad hoc basis through informal communication, blog posts, and news briefs coordinated by the ACPIS Singapore office and through ACPIS planning of and participation in periodic regional and international anti-corruption conferences and workshops.

Overall, UNDP has an added-value that no other organisation can provide with regard to anti-corruption work. It has developed a critical position in the global anti-corruption architecture that has enabled it to mainstream anti-corruption work in development and to build partnerships that allow for a broad and unique network.

Work of the Programme has focused on the following:

> **Output 1:**
> - Pilot projects in six countries (Bhutan; Indonesia; Myanmar; Thailand; Philippines; Papua New Guinea)
> - Country Corruption Risk Assessments in six pilot countries
> - Technical advice and knowledge sharing with country-level beneficiaries

**Output 2:**
- Integrating national development plans (NDPs) with the SDGs and anti-corruption principles (Pakistan; Bhutan)
- Support to development of National AC Strategies (Angola; Botswana; Myanmar; Bhutan; Indonesia)
- Technical assistance for national anti-corruption agencies (ACAs) (Sri Lanka; Uzbekistan; Tunisia; Palestine; Jordan)
- Sharing knowledge and building partnerships with Singapore & South Korean ACAs

**Output 3:**
- Maintain http://www.anti-corruption.org/
- Engage and collaborate with global anti-corruption actors
- Promote new approaches to anti-corruption, such as use of ICT and focus on integrity
- Develop and maintain online courses
- Produce flagship knowledge products (Corruption Surveys Manual; Guide on Corruption Free Local Government)
- Sponsor and conduct regional and global conferences on anti-corruption

As noted in the Findings and Analysis, most of these outputs are deemed *achieved, on-track* for completion, or at least *partially on track* for completion by 2020.

**Key Recommendations**

➢ **Establish and maintain a global anti-corruption architecture – both within UNDP and for the broader anti-corruption community.**

There is a need for sufficient funding and staff to ensure UNDP has global, regional and, where demand is strong, national anti-corruption technical services. The Programme should be designed to allow for multiple donors to fund different regional and national priorities, but the focus of the Programme must remain global. For the global anti-corruption community, ACPIS must have the resources to build and maintain partnerships with a broader network of actors—both within the UN system and externally with relevant anti-corruption actors and organisations.

➢ **ACPIS must maintain an active Community of Practice (CoP) within UNDP for its anti-corruption actors.**

A key aspect of a global programme is to be a knowledge broker within UNDP. This should include many diverse tools and not only rely on in-person interactions between staff, but it must be robust and allow for routine engagement. While donors also encourage UNDP to maintain a vibrant community of practice for sharing knowledge and lessons learned, UNDP should also invest in maintaining a vibrant global anti-

corruption community of practice with the global anti-corruption programme serving as the coordinator of such CoP.

➢ **Where pilot/country level projects develop new and innovative ideas and approaches to fighting corruption, there needs to be transition planning to ensure these ideas are institutionalized and replicated.**

This is the second round of pilot projects for UNDP Global Anti-Corruption Programme. Many of the projects in this round showed success, but are not yet institutionalised or complete. UNDP and donors must develop a plan for how these project outputs can be formalized within national structures and, where possible, replicated.

➢ **Beyond this phase of UNDP Global Programme, consideration should be given to the following as priority areas for the next phase of the work:**
   o Continue to develop the concept of **integrity promotion** as a means of fighting corruption (including more piloting and one or more key research studies to build the academic basis for such an approach)
   o Focus on **integration of anti-corruption measures into SDG implementation**
   o Expand **social accountability** work, including promotion of already piloted ideas and incubating new ideas
   o Focus on **technology and innovation** as one of the emerging issues on anti-corruption (e.g., there are good lessons learned from the Philippines and PNG on technology).
   o Ensure **sufficient human resources** – globally and regionally – to provide timely and demand-driven support to national partners

## INTRODUCTION

> "Corruption is abuse of entrusted power for private gain. It undermines economic development and state security. It takes place at the highest levels of society – as grand corruption. Or you can witness it between officials and citizens in hospitals and schools – as petty corruption. The consequences are both financial and societal – linked to human rights, inequality, conflict, and more. Read about the conditions that facilitate corruption, and general implications for development programming. Anti-corruption efforts should strengthen mutually-reinforcing systems that include a range of actors, institutions, laws and policies."
>
> Source: U4, https://www.u4.no/topics/anti-corruption-basics

During the past 15 years, the fight against corruption has become a key consideration in the delivery of development assistance to promote economic and social well-being. From the adoption of the United Nations Convention against Corruption (UNCAC)[5] in 2003 to the recognition of the importance of addressing corruption as part of the 2030 Agenda and the Sustainable Development Goals (SDGs) in 2015, the development community has moved towards the recognition that corruption is a deterrent to human development, social, economic and environmental sustainability, and can also be a significant contributing factor in political instability.

The United Nations Development Programme (UNDP) has been working to establish anti-corruption systems at the national level for decades. This work was aided in 2008 with the first global anti-corruption programme (*Programme on Anti-Corruption for Development Effectiveness* (PACDE)) and continued with the second such programme (*Global Anti-Corruption Initiative* (GAIN)) which ran from 2012-16. The third iteration of the global programme is the *Anti-Corruption for Peaceful and Inclusive Societies* (ACPIS), which runs from 2016 to 2020.

## BACKGROUND

When ACPIS was launched in 2016, the Programme was almost exclusively funded by the Australian Department of Foreign Affairs & Trade (DFAT), with a small amount of supplemental funding from the Government of Liechtenstein and funding from UNDP. In 2018, ACPIS also received USD 8 million from the Government of Uzbekistan to implement a country level project in Uzbekistan. Although most of the activities under this cost-sharing agreement are

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[5] UNCAC: https://www.unodc.org/unodc/en/treaties/CAC/ and SDG 16 on bribery and anti-corruption: http://www.anti-corruption.org/themes/anti-corruption-in-sdgs-2/

implemented at the county level, USD 1 million is allocated for the policy and programme support, south-south exchange, global knowledge sharing and advocacy. Since 2018, 25% of salary allotment for the two ACPIS staff in Singapore is also covered by the Uzbek funding.

Under previous phases of the global AC programme, DFAT funding was more than double the level in support of ACPIS, and also had a global focus. Under ACPIS, DFAT has pivoted its work to focus on the Indo-Pacific Region over the prior (and broader) global engagement programmes. This has resulted in ACPIS being primarily focused on support in Asia and the Pacific Region.

ACPIS has the following objectives and outputs:

| Objective | Output |
|---|---|
| **Objective 1: Integrate anti-corruption solutions in service delivery sectors, in partnership with youth, women and private sector.** | Output 1.1: Anti-corruption solutions integrated in service delivery systems (such as in health, education, water and infrastructure, justice and security) to mitigate corruption risks. |
| | Output 1.2: Social accountability mechanisms to monitor services and provide oversight promoted and strengthened (such as civic engagement, youth and women empowerment, and the private sector participation). |
| **Objective 2: Strengthen state/institutional capacity to implement UNCAC, in particular with regard to the prevention of corruption.** | Output 2.1: UNCAC and anti-corruption integrated in national development processes, including the mainstreaming of SDGs at national and sub-national levels, to prevent and tackle corruption. |
| | Output 2.2: Measures to prevent corruption are put in place by anti-corruption institutions. |
| **Objective 3: Promote knowledge and advocacy to support anti-corruption efforts, including a better understanding of the link between violent extremism and corruption.** | Output 3.1: Advocacy is promoted at national and sub-national levels to reinforce anti-corruption efforts. |
| | Output 3.2: Knowledge on anti-corruption is produced and shared globally, including through south-south and triangular cooperation. |

Unlike the previous two global anti-corruption programmes, **ACPIS' primary focus is on the Asia-Pacific region** with targeted support to regional and country-level initiatives. However, ACPIS maintains a global focus with regard to knowledge sharing, quality assurance and bespoke research and analysis. It has also continued to work in partnership with other global organisations, such as the United Nations Office on Drugs and Crime (UNODC), Transparency International (TI); the Anti-Corruption Resource Centre (U4); and Swedish International Development Cooperation Agency (Sida) and GIZ.

As part of the monitoring and evaluation of the programme, an independent evaluation was commissioned to be conducted by a two-person team through *Deveaux International Governance Consultants* (DIG), Inc.[6] The MTE considered what has (and has not) been working effectively with regard to the delivery on the outputs and objectives noted above. This Mid-term Evaluation (MTE) identifies lessons learned and best practices to date and points to any

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[6] http://www.deveauxconsultants.com/

challenges that may need to be addressed in the final two years of the programme as well as in developing a project for the next phase of partnership with DFAT from 2020.

More specifically and in accordance with the Terms of Reference for this MTE, the following objectives were met:

- To **document progress and results** against the theory of change and results framework (impact, outcomes and outputs) and assess whether the activities and outputs delivered to date have been effectively implemented and how such have, or are likely to, contribute to outcomes and impact during the remaining 2 years of ACPIS;
- To **review the design and effectiveness of the project**, e.g. whether activities, outputs, outcomes, objectives and performance indicators are sufficiently aligned to enable an assessment of project effectiveness;
- To **review the project modality**, in terms of current project structure of processes between the implementing partners, as well as the implementation of each country supported project and the project's existing capacity according to DFAT's Quality in Implementation (QAI) criteria and expectations.
- To **review what worked and what did not** and document good practices and lessons learned.[7]
- To **provide recommendations** on how ACPIS could strengthen its results by better aligning its priorities and strengthening partnership as envisioned by both UNDP and DFAT.
- To suggest a few key areas of UNDP programming for its future anti-corruption programmes/projects given UNDP's experiences, expertise, networks and partnerships.

## MID-TERM EVALUATION METHODOLOGY

This MTE considers OECD/DAC criteria throughout, incorporating an analysis of relevance, effectiveness, efficiency, impact, and sustainability at all levels of programme activity (global, regional, country level) and in terms of programme inputs and outcomes.[8]

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[7] ACPIS Mid-term Evaluation ToR (p. 3)

[8] OECD/DAC criteria in brief:
http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

In addition, the ACPIS review includes reference to the most recent UNDP Evaluation Guidelines[9], and utilizes the evaluation process, key questions for consideration under each evaluation criterion, and ongoing focus on evaluation quality assurance standards.[10]

The evaluators conducted concurrent interviews via Skype (remotely) and in person during the field mission portion of the MTE.  Countries engaged for the latter are:  Singapore (ACPIS office), Thailand, Papua New Guinea, and the Philippines.  Global, regional, country level and implementing partners were interviewed according to OECD/DAC and DFAT evaluation criteria as enumerated in the Inception Report for this evaluation.[11]

Three key variables were identified at the inception phase of the evaluation in January 2019:

**Timing:** The mid-term evaluation was conducted from January through February 2019.  Skype interviews were conducted from mid-January through mid-February while the Team Leader conducted numerous in-person interviews from a base in Singapore with engagement at the country level in Thailand, PNG, and the Philippines.  Prior to submission of the draft Final Report, the evaluators drafted and submitted a summary assessment with findings prior to the ACPIS Board Meeting (February 26).

**Stakeholders Engaged:** The evaluators engaged upwards of 100 stakeholders (both internal and external) as was possible and as provided by ACPIS Singapore during the evaluation timeframe.  While it is possible that several additional stakeholders and country level participants might have been engaged during the evaluation period, a limited number (i.e. - 10) were unavailable or non-responsive during the remote and field mission interview period.

**Approach:** The work of the two-person team will be broken down into three stages:

- *Desk Review* – With the assistance of the ACPIS programme team, the evaluators gathered numerous documents in soft copy from the Singapore office or through direct on-line access to UNDP, donor and partner web sites.  The review of these documents was applied to the analytical framework for the MTE, which includes indicators and evidence gathering (where possible) during the interview phase of the evaluation.  A partial list of relevant documents is listed as an annex to this report, along with some of the Interweb links referenced by interlocutors and as a consequence of follow-up after interviews took place.

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[9] UNDP Evaluation Guidelines (January 2019):  http://www.undp.org/evaluation

[10] *See:  UNDP Evaluation Guidelines,* Evaluation Process (Key questions for each criterion - Section 4 - Annex 2 - pp. 37-38) and Quality Assurance Standards (Section 6 - pp. 7-11),

[11] The Analytical Framework used in this evaluation is included as an annex to this report.

- *Evidence Gathering* – Based on the initial desk review, the evaluators proceeded with data collection and evidence gathering to apply where possible to indicators enumerated in the ACPIS project document and upon which the findings and analysis of this report are based. Interviews in person or remotely are a primary basis for the findings of this report, and included stakeholders at the global, regional and country levels.

- *Analysis, Findings & Reporting* – Once the evidence gathering stage was completed, the evaluators applied the evidence and data to indicators listed in the analytical framework. This stage began after the remote interviews and field mission and concurrent with the ACPIS Board Meeting. This draft Final Report is the result of that effort.

## Tools

Specific data collection tools and methods were used to gather information and evidence for this evaluation:

- **Document review:** During the Desk Review and Evidence Gathering stages of the review, the ET collected relevant documents to provide background knowledge and to identify specific data that contributed to the analysis and findings for the evaluation.

- **Key informant interviews/semi-structured interviews:** The ET engaged relevant stakeholders for semi-structured interviews. Where possible, the interviews were conducted in person during the two-week field mission, but the use of distance technology (Skype and other VOIP) were also be used. Each interview took approximately 1 hour to conduct and included a series of questions that were forwarded prior to engaging interlocutors from the ACPIS Singapore office as part of an interview request email. Likewise, field mission assessment was prepared in advance by the Singapore office and resulted in the availability of three UNDP country offices participating along with local implementation partners. All interviewees are listed in **Annex 2** of this report.

- **Focus Group Discussions:** During the field mission some focus groups were held to allow for a more organised discussion amongst related stakeholders. For example, in the Philippines a focus group was held to hear from local implementers with regard to the DevLIVE mobile application. Also, in Papua New Guinea a focus group was held with internal auditors for a number of government departments.

## LIMITATIONS OF THE REVIEW

Overall, approximately 100 stakeholders were consulted during the mid-term review process (the details are available in the annex). Out of 6 ACPIS's country level projects, the team leader of this MRT conducted field visit to 3 counties (50% of the sample of the country level projects) and stakeholders from Vietnam, Bhutan, and Indonesia country level projects were consulted via Skype. The MTR team believes that the field visits and the number of stakeholders consulted were an adequate cross-section and sample in support of the findings of this report. However, the MTR team also observed the following limitations:

- Despite repeated attempts to follow-up with all potential interviewees initially contacted in January by the ACPIS Singapore office, 10 respondents were either unresponsive or unavailable during the interview phase of the review.
- Likewise, three country offices were unavailable during the data collection. The Team Leader was able to engage numerous interlocutors during that field mission in PNG, Thailand, and the Philippines. He also engaged and interviewed the ACPIS staff in the Singapore office within that timeframe.
- The sampling of interviewees and documents represents a cross-section of the work accomplished by ACPIS during the first half of programme implementation. This also limited the scope of the assessment given that there are still nearly two years remaining prior to programme completion and at this time, the scope and programmatic components of a potential follow-on programme are to be determined.

## FINDINGS AND ANALYSIS

In conducting the MTE, the evaluation team relied on specific criteria upon which to measure if the programme was achieving results at the mid-point in its implementation. The criteria used for the MTE were defined in the ToR for the review. These criteria included the five standard development evaluation criteria: relevance; efficiency; effectiveness; impact; and sustainability.[12] In addition, the evaluation team added other criteria that they considered relevant to this review – gender & inclusivity and partnerships. The definition or parameters for each criterion are defined under each sub-section below.

## RELEVANCE

Relevance is the criterion by which a programme or project is measured against a programme baseline, and in accordance with project design and formulation. This includes alignment with UNDP, donor and beneficiary strategic priorities. It also includes the context analysis that was conducted prior to the formulation of the programme and how the programme reflects such analysis. Finally, it also includes the specific design of the programme and how its activities and outputs reflect the specific work required to address the challenges listed in the context analysis.

*Strategic Alignment*

A key aspect in formulating a programme such as ACPIS is to ensure it reflects the strategic priorities of the main stakeholders in the delivery of the programme – the beneficiaries, the implementer and donors. It is also important to measure the work of ACPIS against current global development priorities.

With regard to UNDP's strategic priorities, **ACPIS was originally formulated and launched under one global Strategic Plan (2014-17) and is now being implemented under another (2018-21)**. Therefore, it is important to look at both Strategic Plans to determine of the programme is well aligned with UNDP's development priorities.

The UNDP Strategic Plan (2014-17)[13] noted key outcomes that relate to governance and anti-corruption. Outcome 2 states:

> **Outcome 2:** Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance

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[12] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm,

[13] http://www.undp.org/content/dam/undp/library/corporate/UNDP_strategic-plan_14-17_v9_web.pdf

Output 2.2 specifically relates to anti-corruption and its indicative targets are closely aligned with ACPIS' work[14]:

>  **Output 2.2**: Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders

>>  **Indicator 2.2.1**: Number of countries with **public access to information** on **contracting and revenues** related to extractive industries and use of natural resources

>>  **Indicator 2.2.2**: Number of **proposals adopted** to **mitigate sector-specific corruption risks** (e.g. extractive industries, and public procurement in the health and other sectors)

The UNDP Strategic Plan (2018-21), though adopted after the start of ACPIS, is still well-linked to the project's work. Outcome 1 of the Plan states:

>  **Outcome 1:** Advance poverty eradication in all its forms and dimensions

Output 1.2.3 deals specifically with the role of fighting corruption to address the outcome:

>  **Output 1.2.3:** Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures to maximize availability of resources for poverty eradication.[15]

DFAT strategic priorities include a shift towards greater investment in anti-corruption support. Its support to ACPIS is but one component in a broader investment in the Indo-Pacific region to address corruption, including funding for UNODC, the joint UNDP-UNODC project in the Pacific Region and funding for the World Bank, TI and others. By funding UNDP, DFAT is able to ensure funding is able to reach national and local efforts, given UNDP's extensive global architecture. DFAT has pivoted towards the Indo-Pacific region, which reaches from the east coast of Africa to the Pacific Island Countries. **ACPIS was designed specifically to reflect this geographic priority.**

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[14] UNDP Strategic Plan Results Framework:
https://www.google.ca/url?sa=t&rct=j&q=&esrc=s&source=web&cd=4&ved=2ahUKEwjTncbzldXgAhXrmIsKHf_ID4YQFjADegQIBxAC&url=http%3A%2F%2Fwww.undp.org%2Fcontent%2Fdam%2Fundp%2Flibrary%2Fcorporate%2FExecutive%2520Board%2F2014%2FAnnual-session%2FEnglish%2FEB%2520UNDP%2520Integrated%2520Results%2520and%2520Resources%2520Framework%25202014-17%2520-%2520May%252023%2520final.doc&usg=AOvVaw1o13BteYk5w9TWqs8AhCy8

[15] UNDP Strategic Plan 2018-21 RRF:
https://www.google.ca/url?sa=t&rct=j&q=&esrc=s&source=web&cd=4&ved=2ahUKEwjIjqDDltXgAhXvlIsKHflZCBwQFjADegQICBAC&url=https%3A%2F%2Fwww.undp.org%2Fcontent%2Fdam%2Fundp%2Flibrary%2Fcorporate%2FExecutive%2520Board%2F2017%2FSpecial-session%2Fdp2017-38_Annex%25201_IRRF-Final%2520Draft.docx&usg=AOvVaw1oD117YxxM4zKgUH4aYoOT

The fight against corruption was recognised as a global development priority in 2015 when the SDGs were adopted. All UN Member States endorsed the 17 SDGs and committed to their implementation and achievement as part of Agenda 2030. For the first time there is a global development goal that reflects the need for effective governance systems as part of the development agenda and to eliminate a critical barrier to development. SDG16 states:

> **SDG16:** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

The Goal includes specific targets and indicators related to anti-corruption:

> **Target 16.5:** *Substantially reduce corruption and bribery in all their forms*
>
> **Target 16.6:** *Develop effective, accountable and transparent institutions at all levels[16]*

ACPIS was designed to reflect these targets and to ensure their implementation at the national and local levels.

Finally, with regard to alignment, the programme is well-aligned with the national priorities where it has worked with UNDP COs in support such priorities. This can be seen in the process by which pilot projects were formulated and implemented and in demand-driven support for key national anti-corruption institutions and actors.[17]

For example, **in the Philippines**, the government had recently moved towards decentralization of the implementation of infrastructure projects, leaving the Department of Interior and Local Government (DILG) with the role of monitoring their implementation. In addition, in 2016 the government had issued a directive that citizen participation in government decision-making should be enhanced. Based on these two priorities for the government, UNDP supported the creation of a mobile app – DevLIVE – with DILG to empower citizens to monitor and report on the delivery of infrastructure projects in their communities.


### *Context*

Considering the context in which ACPIS was formulated, the programme reflected current thinking on the impact of corruption on development, noting the loss of up to 5% of global GDP due to corruption. ACPIS also built on the final evaluation of the second phase of the global programme – GAIN – and addressed many of the concerns raised in that review.

ACPIS also was designed to address three key variables in addressing corruption. First, it considers the need to integrate anti-corruption measures and approaches into development work broadly, through sectoral engagement and in the delivery of the 17 SDGs. This can best be seen in how the pilot projects were focused on key sectoral development issues, including education. In

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[16] SDG-16 Targets: https://www.un.org/sustainabledevelopment/peace-justice/

[17] Each of these points will be explored in more detail under the efficiency and effectiveness criteria.

**Thailand**, the development of compulsory anti-corruption education for teachers in training will have a long-term impact on corruption in the education sector.

Second, the programme also utilized ACPIS to provide technical inputs to national anti-corruption strategies in a number of countries (e.g. – Bhutan ). For the latter, the programme worked with countries, such as Pakistan, in integrating anti-corruption objectives and principles into the national development planning process.

Third, ACPIS has supported the development of **social accountability measures**, thus enabling citizens to be more active in monitoring government expenditures and projects, which, in turn, should result in more transparency and less corruption. The **Papua New Guinea** (PNG) Phones Against Corruption (P@C) project was actively encouraging citizens to use SMS to identify potential corruption issues, thus supporting the government's own establishment of public finance management (PFM) internal systems.

### *Design*

To some extent the programme continued the work started under GAIN to allow for national pilot projects that were allocated through a competitive selection process amongst UNDP COs. This has proven to be effective in ensuring the funds are allocated to COs with projects that are well aligned with government priorities and based on considerable analysis. The P@C project is a good example of where the UNDP CO developed a detailed situation analysis and worked with the Government of PNG from the start of the formulation to ensure the project was meeting the needs of national beneficiaries. It can also be seen in where projects were not allocated funding. In **Vietnam**, where the CO proposed work on social accountability, the lack of support from the government ensured that the project was not a good fit for the current political system in that country.

The programme was also designed to allow for a more inclusive approach to fighting corruption. A focus on youth is evident in much of the work of the project, including the national pilot projects (e.g. – Bhutan school clubs) and in the research on the linkages between corruption and the prevention violent extremism (PVE).

The programme design also has promoted innovation and thought leadership. As a global programme, a key role should be to identify, incubate and nurture new approaches and ideas for anti-corruption work. For example, with regard to thought leadership, ACPIS has initiated a new approach to addressing anti-corruption through integrity development. Working with sectors (i.e. – education; health) and key stakeholder groups (students; private sector), ACPIS is developing a potentially new line of anti-corruption development work that considers the need

for long-term cultural changes if anti-corruption is to be successful and does not hit a "development wall".[18]

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**Bhutan school clubs are established and expanding to citizens and local government issues**

In 2016, the Bhutan CO began working with schools to establish **Integrity Clubs** to engage young people on anti-corruption education and awareness given that 50% of Bhutan's population is under 24. The ACPIS-affiliated project was intended to teach the principles of integrity, honesty, and public accountability and began as a four school pilot under ACPIS and has expanded to include ten school-based Integrity Clubs since 2016. The pilot project has expanded into the wider community to highlight the ill effects of corruption on Bhutan society and is evidence of the impact of ACPIS with a multiplier effect from awareness in schools to community-based action. Recently, the project has obtained the support of the Ministry of Education, and a **private sector AC initiative focused on businesses** began under ACPIS in 2016 and is ongoing. The Bhutan CO is also working with the government to help raise awareness and then change behavior once there is sufficient buy-in to promote integrity and clean business practice in Bhutan.

Source: interview with Bhutan CO for the 2019 ACPIS MTE

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However, there are **some issues of concern** with regard to the design of the programme.

First, due to Australia's specific focus on the Indo-Pacific region, almost all regional and country level activities of ACPIS focused on the Asia-Pacific region. As a result, the global UNDP anti-corruption architecture that was built during the first two phases of the programme could not be maintained. UNDP could have invested internally or other donors could have funded activities in other regions, but the focus on the Indo-Pacific region had directly or indirectly come at the cost of ensuring that regional technical advisory services were being maintained in Africa and Latin America and the Caribbean. However, due to UNDP's regional project in the Arab Region (Anti-Corruption and Integrity in the Arab Countries (ACIAC) regional project) and ACPIS support received from Uzbekistan and Liechtenstein, anti-corruption policy and programme support services have been maintained in Asia-Pacific, the Arab Region and Eastern Europe and Central Asia.

Second, ACPIS predecessors (PACDE and GAIN) were very active in terms of maintaining a vibrant global Community of Practice (CoP) on anti-corruption with dedicated resources from the donor for this activity. Given that DFAT's funding for ACPIS was exclusively earmarked for the Indo-Pacific region (not for the global coverage) and BPPS restructuring of 2015 also discouraged the CoP architecture due to the new cost-cutting measures for global events, travel, etc., ACPIS was

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[18] For a more detailed review of this issue see: https://scielo.conicyt.cl/scielo.php?script=sci_arttext&pid=S0719-04332012000200005

not designed to provide sufficient support to a UNDP CoP to allow for all UNDP staff working in a thematic area to engage in sharing knowledge, experience and information through different means, thus allowing for innovative and new approaches to be shared routinely amongst staff at the global, regional and national levels. Some methods of such sharing have been maintained, but others have been given limited or no resources to allow for knowledge sharing.

Third, although many of ACPIS's country level projects have ensured sustainability (e.g., Ministry of Education in Thailand is integrating integrity in school curriculum; the projects in PNG, Thailand, the Philippines have also ensured buy-in from the government counterparts), there is an identified need to up-scale innovative ideas incubated by the programme through the national pilot projects to national and global levels. This is the second phase of the global programme in which such projects were supported. Many now have developed to the point of being fully functioning anti-corruption systems. Yet, there is no consideration of transition planning and how the incubated outputs of these pilot projects can be Institutionalised in the countries in which they were developed or replicated in other countries. Either the next phase of ACPIS could focus on up-scaling these good practices in a bigger scale or in other countries, or the bilateral donors could partner with UNDP and the government to sustain the momentum by building on these good practices.

Fourth, the programme was designed to reflect DFAT's priorities, but not to allow for other donors to provide funding for other regions or outputs that were beyond the scope of DFAT's priorities. The programme could have been designed as a true global programme with global reach that allowed for a basket fund to allocate resources from multiple donors. But this was not done during the design stage.

Finally, the PVE study showed that it was a one-off activity, without clear linkages with the outputs and objectives of ACPIS, though this research was intended to contribute to the global knowledge on emerging issues by bringing the peace and development agendas together (e.g., contribution to SDG 16). While the other components and outputs of ACPIS seem to be well designed and based on good context analysis, the PVE Study seems to have been a "late addition" that was never fully thought out or designed to ensure it fit within the broader anti-corruption thought leadership for which UNDP's global programme has built a strong reputation.

## EFFICIENCY

In considering efficiency as a development evaluation criterion, the evaluation team considered some specific measures. This starts with the cost-effectiveness of the programme in which two variables are considered – the quality of the inputs and the cost of delivering those inputs. It also includes whether or not the programme outputs were achieved. In considering these factors, it

is important to also consider if the <u>resources allocated</u> overall for the programme were sufficient and if they changed from previous phases of the global programme.

**Cost-Effectiveness**

In considering the cost-effectiveness of ACPIS, it is necessary to consider the type and quality of the inputs of the programme.

<u>Inputs</u>**:** As UNDP's anti-corruption global programme has developed in the past ten years the type of inputs it provides have also developed. Prior phases of the global programme had more of a focus on knowledge sharing through static events (i.e. – trainings; seminars). During this phase such work is limited and focused only where a part of a broader technical assistance plan for specific beneficiaries, and also limited in potential sustainability as a result.

During this phase, the work of ACPIS has become very much what one expects from a mature global programme, with a focus on the needs of beneficiaries and aligned with their priorities. Such inputs include:

- *Knowledge Broker*: ACPIS has built a network of technical experts from which it can draw upon in linking such expertise with national partners and beneficiaries in a timely manner;
- *Technical Experts*: ACPIS has provided technical assistance on a timely basis and when demand in present;
- *Incubator*: ACPIS has used its resources to nurture new and innovative approaches to anti-corruption that have allowed for ideas to be developed into potential anti-corruption systems;
- *Facilitator*: The programme has used its timely interventions to promote with partners' and beneficiaries' new approaches to fighting corruption. Facilitation can also be seen in how small amounts of funding have enabled beneficiaries to leverage further resources to build anti-corruption systems
- *Thought Leader*: ACPIS continues the work from GAIN where UNDP was investing in cutting-edge ideas and approaches to anti-corruption development, providing the space and time to develop such ideas and to test and try them in applied circumstances; and
- *Knowledge Manager*: The programme has invested resources in new online courses that are available for all anti-corruption activists and practitioners to build their knowledge.

Based on the interviews conducted for this MTE, the beneficiaries expressed significant appreciation for the work of ACPIS through these inputs. The inputs were perceived as being of high quality.

As an example of knowledge brokering, in Thailand, the Office of the General Comptroller was seeking to develop a database and dashboard to allow for the monitoring of procurement projects after the adoption of the new *Public Procurement Act* in 2016. ACPIS supported the UNDP Thailand CO to find the right technical expertise to support the office and its team in developing the tool.

A second example can be seen in the work of the programme in facilitation. When the opportunity arose to work with the Government of Uzbekistan on new anti-corruption planning, ACPIS shared knowledge in a timely manner that allowed for a more robust plan than might otherwise have been developed.

Cost: The second variable in determining cost-effectiveness is to determine the cost of delivering the inputs. There are two aspects to this variable. First, did the resources allocated result in quality inputs. Second, were there sufficient resources to allow for quality inputs.

With regard to the resources allocated, ACPIS has been allocated $6.8 million USD over the four-year life of the programme. This includes approximately $5 million USD from DFAT and around $1 million USD from UNDP. UNDP's contribution covers the cost of the one professional staff (a P4 Regional Advisor in Bangkok Regional Hub) for the programme. Leaving DFAT's funds to pay for the programming costs and two professional staff (P5 Policy Advisor and P4 Programme Manager (75% by DFAT and 25% by Uzbekistan from mid-2018 after the US$8 million project was launched in Uzbekistan under ACPIS)).[19] A knowledge and research consultant is paid from the resources of the Principality of Liechtenstein and in August 2018 a Sida-funded JPO (P2) joined ACPIS.

**Programme Cost per Year (USD)[20]**

| Year | Programming | Operations | Total |
|---|---|---|---|
| 2016 | $400,475.96 | $ 105,818.11 | $ 506,294.07 |
| 2017 | $1,343,714.73 | $ 127,500.57 | $1,471,215.30 |
| 2018 | $1,182,546 | $213,243.78 | $1,395,790 |
| 2019[21] | $900,000 | $120,000 | $1,020,000 |
| 2020[22] | $450,000 | $74,000 | $524,000 (6 months, Jan-July 2020) |

Contribution received in 2016 - $2,525,034

Contribution received in 2018 - $1,285,478

Contribution to be received in 2019 - $1,107,029

TOTAL CONTRIBUTION FROM DFAT (2016-2020): **$4,917,541**

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[19] An additional $300,000 USD has been contributed by the Government of Liechtenstein over three years.

[20] As extracted from the UNDP Atlas system-generated mid-term financial reports, and as of March 5, 2019.

[21] Anticipated funding for 2019

[22] Anticipated funding for 2020

Overall the programme operated on average with approximately $1.3 million USD per year. With this limited funding it provided technical advisory services to the UNDP global architecture, funding six pilot projects at $200,000 USD per project and delivered on most of its anticipated outputs and activities.

Key to its success in delivering the programme with limited funding are three key factors:

- **Productive Staff:** With two professional staff working in Singapore, the programme has been able to respond to significant demands from UNDP COs and national partners and beneficiaries;
- **Partnerships:** By building partnerships with global and regional anti-corruption advocates, such as the Republic of Korea's ACA (ACRC), the programme has been able to leverage greater technical expertise and support for beneficiaries; and
- **National Fund Leveraging:** many of the pilot projects used the $200,000 contribution from ACPIS to leverage significant other funding from other sources, including government cost-sharing. A good example of this is the P@C project in PNG where the initial funding has been leveraged into other funds, including $300,000 USD over the next five years from the Government of PNG and $125,000 USD for winning an award from the Rule of Law and Anti-Corruption Centre.[23]

Therefore, overall, the ACPIS **programme has shown itself to be cost-effective**, having delivered significant and substantive inputs that have been valued by beneficiaries and doing so with a relatively limited annual budget.

**Outputs**

| Output | Status |
|---|---|
| Output 1.1: Anti-corruption solutions integrated in service delivery systems (such as in health, education, water and infrastructure, justice and security) to mitigate corruption risks. | Achieved |
| Output 1.2: Social accountability mechanisms to monitor services and provide oversight promoted and strengthened (such as civic engagement, youth and women empowerment, and the private sector participation). | Achieved |
| Output 2.1: UNCAC and anti-corruption integrated in national development processes, including the mainstreaming of SDGs at national and sub-national levels, to prevent and tackle corruption. | Partially On Track |
| Output 2.2: Measures to prevent corruption are put in place by anti-corruption institutions. | On Track |
| Output 3.1: Advocacy is promoted at national and sub-national levels to reinforce anti-corruption efforts. | On Track |
| Output 3.2: Knowledge on anti-corruption is produced and shared globally, including through south-south and triangular cooperation. | Partially On Track |

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[23] For details on the award please see: http://www.rolacc.qa/global-anti-corruption-heroes-celebrated-at-international-ace-awards/

From the table above it can be seen that ACPIS is on track with regard to most of its outputs and has already achieved some outputs. Outputs 1.1 and 1.2 were achieved through the funding of the national pilot projects and the development of innovative approaches to addressing sectoral corruption and social accountability. As noted elsewhere in this MTE, a key question remains how the results of these pilot projects will be transitioned to long-term impact, but based on the expectations as listed in the programme document, the work has been achieved. Moreover, in at least four countries (e.g., Bhutan, PNG, Thailand and Myanmar), the government has also invested its resources to ensure the sustainability of ACPIS' country level projects.

For Outputs 2.1. ACPIS has engaged national partners in supporting their work in integrating anti-corruption measures into national planning processes and the mainstreaming of SDGs. The challenge has been in the role of ACPIS in implementation of the UN Convention against Corruption (UNCAC), which is primarily the mandate of UNODC and has not been a priority of ACPIS during the past three years.

Output 2.2 is on track for achievement given the support to national ACAs on a demand-driven basis and the partnership with UNDP's Seoul Policy Center and the Republic of Korea's ACA (ACRC) to conduct bilateral follow up support to some of these ACAs.

Output 3.1 is on track for achievement with support trough UNDP COs allowing for partnerships to be built with key CSOs. A good example of this is from the Philippines where the Philippine Centre for Investigative Journalism[24] has become a strong national partner in anti-corruption advocacy and where local and regional CSOs have been capacitated to engage in monitoring procurement and infrastructure projects.

Output 3.2 has shown some success in the development of online knowledge products and the publishing of knowledge tools, including the *Corruption Measurement Manual, Good Practices in Public Sector Excellence to Prevent Corruption*, and the *Guide to Corruption Free Local Governments*. But other aspects of this work, such as the PVE Study, have not been achieved to date.[25]

## EFFECTIVENESS

In evaluating effectiveness, the evaluation team considered the extent to which the programme has achieved its objectives. In particular, this includes determining if the objectives have been achieved or are on track to be achieved. It also means considering the major factors that will determine if the objectives will be achieved (or not). Given that this is a mid-term review, expectations are more limited and should consider if the programme is on track.

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[24] http://pcij.org

[25] Though the PVE Study was not published given the political sensitivities observed by DFAT and UNDP regarding publishing the country case studies, there is a plan to publish the study as an issue paper.

The following table provides a simple summary of the status of the objectives of the programme:

| Objective | Status |
|---|---|
| **Objective 1: Integrate anti-corruption solutions in service delivery sectors, in partnership with youth, women and private sector.** | Achieved |
| **Objective 2: Strengthen state/institutional capacity to implement UNCAC, in particular with regard to the prevention of corruption.** | On Track |
| **Objective 3: Promote knowledge and advocacy to support anti-corruption efforts, including a better understanding of the link between violent extremism and corruption.** | Partially On Track |

Considering each objective in some detail, we can see the evidence upon which these conclusions are reached:

**Objective 1:** This objective focuses on integrating of anti-corruption approaches and ideas into public service delivery in specific sectors. This is to be achieved with a specific focus on youth, women and the private sector.

Even as we consider the programme at the mid-point, it is clear that it has achieved this objective. The in-person evaluation of the three pilot projects in PNG, the Philippines and Thailand[26], plus the interviews with interlocutors in Bhutan and Indonesia have provided significant evidence as to how the objective has been achieved:

> **Philippines:** ACPIS provided technical assistance, funding and knowledge brokering to the UNDP CO in the Philippines as it partnered with CSOs and DILG to create DevLIVE – a mobile app that allows citizens to monitor local **infrastructure** project construction in their communities. DevLIVE was also used to monitor the delivery and installation of ICT

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[26] case studies of each of the three in-person evaluations can be found in Annex 5 to this Report

equipment in more than 3,000 remote schools. In doing this, women comprised 53% of the citizens trained in using the app.

**THE PHILIPPINES and *Development LIVE* - *Achieving SDGs in Infrastructure through Local Integrity, Innovation & Citizen Empowerment***

The 1991 Local Government Code of the Philippines decentralized fiscal and administrative responsibilities from the national to local governments. However, many national government agencies continued to implement local projects directly, distorting the lines of accountability and responsibility. In recent years, the Department of the Interior and Local Government (DILG) has initiated a shift to more genuine decentralization, and local government units (LGUs) are now provided the funding directly from the Department of Budget and Management, and are tasked with implementing infrastructure projects. DILG now has a monitoring role to ensure the projects are built as defined.  A new, more citizen-centred approach to government accountability has been one result, and in 2017, **UNDP Philippines engaged DILG and civil society to discuss the development of a mobile app** to allow citizens to directly report on citizen monitoring of local infrastructure projects.

As part of its funding of country-level pilot projects and based on a competitive selection process, **ACPIS provided funding to the UNDP Philippines Country Office to develop the app and build the partnerships required to make it operable.**  By ensuring their delivery, the Government of the Philippines was making a concerted effort to provide the facilities that would create more resilient communities, which, in turn, should lead to citizens that are healthier, better educated and able to maintain formal employment. All of this is directly related to the implementation of **Agenda 2030** and the **Sustainable Development Goals** (SDGs).

The ability to ensure accountability within the infrastructure system is critical to citizen confidence in their government, which can result in less violent conflict. Overall, it will reduce corruption and enhance the credibility of government systems.  The project was funded in the amount of $200,000 from ACPIS for 2017-2018.   In addition to working with DILG, the project built the app to work with the Department of Education (DepEd) though the UNDP K-12 Project to monitor the delivery of ICT equipment to 3,684 remote primary schools.  The project has conducted piloting of the app in 58 municipalities (out of a total of 1,300+ municipalities in the country). It has trained almost 1,000 citizens on the use of the app through ten training workshops. By the end of 2018 more than 7,000 reports had been filed on the platform.  Civil society engaged in this project has included the Philippines Centre for Investigative Journalism and regional and local CSOs, such as the Concerned Citizens of Abra for Good Governance. It is through these networks that the project has been able to find local monitors, who have either been trained directly or through a system of Training the Trainer.

**Thailand:** Working with the Thailand National Anti-Corruption Commission and experts from Valaya Alongkorn Rajabhat University, the UNDP CO, with critical support from ACPIS, developed the anti-corruption curriculum for **post-secondary schools**. The original focus of the piloting of the curriculum was for the Rajabhat Network of Universities, which focus on training for primary and secondary school teachers and local government functionaires. This curriculum has since been made compulsory for all post-secondary students in Thailand. ACPIS also supported the development of a smartphone app/game that focuses on anti-corruption education.

**Papua New Guinea:** UNDP PNG had developed Phones Against Corruption (P@C) during the GAIN phase of the programme, but it was limited to the Department of Finance. With the adoption of an amended *Public Finance Management Act* in 2016, internal auditing divisions became mandatory in all government departments and provincial administrations. P@C was expanded under ACPIS to include 29 departments and 14 provinces, allowing civil servants to use SMS to file complaints anonymously about potential incidents of corruption. It is slowly being rolled out to the general public as well.

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**Indonesia:**  Supporting Prevention and Elimination of Corruption in Indonesia (SPEC)

Indonesia has continued its efforts to prevent and eliminate corruption and to build effective institutions to ensure transparent governance and achieve the Sustainable Development Goals (SDGs).  In 2017, Indonesia updated its national strategy on corruption prevention and eradication, which would be legislated in the form of a Presidential Regulation (PerPres). Under the current arrangement, a committee has been established, which consists of the key agencies including the Executive Office of the President (KSP), the Anti-Corruption Commission (KPK), and the National Development Planning Agency (*Bappenas*) as the chair leading anti-corruption initiatives with support from a secretariat at Bappenas. This project entitled **Supporting Prevention and Elimination of Corruption in Indonesia** (SPEC) aims to support the Government of Indonesia (GOI) with the implementation of the National Anti-Corruption Strategy.

SPEC involves social media and public information campaigns.  AC is center stage for transparency and accountability and this is of great import to government, the private sector and the public at large.  The Indonesia ACC was established in 2002, and the agenda is a broad one as the AC Commission is outside the basic governance of the state.  It is important to Indonesian social and political development for the Commission to exist and to raise public awareness.  SPEC is an entry point for accomplishing this public awareness through social media (Instagram, Facebook, etc.), and a bloggers' network works toward prevention of corruption in citizens' daily lives.   SPEC is projected to reach at least **15,000,000** Indonesians with information or media coverage on the anticorruption programme which will be fine-tuned during SPEC implementation.

Source:  interview with Indonesia CO and excerpt from *ACPIS mid-term report on Indonesia*

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*Factors for Success*: The competitive selection process for pilot projects has ensured that UNDP COs submitted proposals that have been based on national partner priorities, a sound context analysis and an anti-corruption risk assessment. By focusing on innovative approaches and ideas, ACPIS is giving seed funding to potential "game changers" and is funding work that would otherwise not be incubated.

**Objective 2:** For the objective of strengthening state institutions' capacity related to anti-corruption, ACPIS has shown some advancement. Direct capacity building support has been provided to ACAs in **Bhutan, Myanmar,  Uzbekistan and Sri Lanka**.

The programme has also provided timely technical advice in the drafting of national anti-corruption strategies in **Angola, Bhutan, Botswana, Myanmar and Indonesia**.

However, the work of the programme has been limited by resources being allocated primarily in the Indo-Pacific region. This has limited the resources that would have allowed for more interactions with ACAs and planning departments of governments in other regions.

*Factors for Success*: Timely delivery of technical expertise by ACPIS professional staff has allowed for critical support to national partners. Focusing on those countries that are demanding support has ensured a strong chance of good results from any intervention. The building of partnerships, especially with the Republic of Korea ACA has allowed for bilateral follow up support beyond the direct work of ACPIS.

**Objective 3:** Overall, ACPIS, especially considering the resources allocated, has been able to advance the objective of knowledge management and transfer. The programme has continued to maintain anti-corruption.org. It has developed new online courses in conjunction with the UN Staff College.

As was noted during the GAIN Final Evaluation, the global programme continues to be a thought leader for new and innovative approaches for anti-corruption measures. The development of new knowledge products and their testing in select countries has provided UNDP and the broader anti-corruption community with new tools.

However, as noted elsewhere in this report, more needs to be done to ensure it takes the lead in sharing knowledge amongst UNDP staff working in the field of anti-corruption and within the broader global community for anti-corruption activists. This implies that both donors and the UNDP management should invest to maintain an active global anti-corruption programme, which should serve effectively as a knowledge broker.

Moreover, the decision to not publish the PVE Study is a lesson in knowledge management and the need to ensure any investment in resources is based on a solid methodology and stakeholder buy-in from the beginning.

## Papua New Guinea: Phones Against Corruption Project

Papua New Guinea has slowly developed since the establishment of its independence in 1975. It is an extremely heterogeneous society with hundreds of separate ethnic groups and languages. In 2009 the Parliament of Papua New Guinea approved the Vision 2050 development document that noted, among other things, the impact of corruption. The document went on to propose key interventions, including "Effective Leadership &Good Governance" and "Performance and Accountability" as part of the long-term plan.  A good example of measures implemented to promote transparency and accountability is the adoption of amendments to the *Public Finance Management Act* in 2016. The amendments required all government departments/agencies and provincial administrations (departments) to establish and maintain an Internal Audit Division (IAD) to monitoring spending and budget implementation.   In addition, the Department of Finance (DoF) has a role in monitoring each department's internal auditing systems.  DoF benefited from the assignment of a Secretary to the Department in 2014 who was reform-minded. This resulted in a flurry of new, innovative approaches to address corruption within the DoF, including a proposal from **UNDPs Provincial Capacity Building Programme** (PCAB). The second phase of the UNDP Global Anti-Corruption Programme (GAIN) provided seed funding of $50,000 USD over two years (2015-16) to develop an SMS-based system for staff of DoF to file anonymous complaints against possible cases of corruption known as **Phones Against Corruption** (P@C). During the initial pilot phase there were impressive results:

- A total of over 30,000 SMS texts were received (each question considered a text)
- A total of 557 valid complaints in the form of SMSs were received.
- Of these 234 complaints were found to be devoid of any financial corruption.
- Of the 323 valid complaints, 131 were related to other departments.
- Of the 192 cases that related to DoF, 77 cases were identified for investigation.
- Of the 77, cases it has completed investigation of 17 cases.
- Of the 17 cases, 5 cases are in Courts and 2 convictions recorded

As the Global Anti-Corruption Programme entered its third phase (ACPIS), a **key output of the project remained the funding of pilot projects** through a call for proposals which was issued in 2016 for Asia-Pacific Country Offices. The UNDP CO in Papua New Guinea submitted a proposal for the extension of P@C to cover a broader group of Government of Papua New Guinea (GoPNG) departments. After a series of interviews and presentations ACPIS agreed to fund the new P@C Project for $200,000 USD over two years (2018-19). The project was launched in April 2018 and is expected to continue until December 2019.

The P@C Project has a number of elements beyond what was part of the initial pilot, including:
- Beyond the $200,000 from ACPIS, P@C has leveraged significant funding from PCAB and the GoPNG has committed One Million Kina per year over the next 5 years by way of 'Public Investment Program (PIP) funding to support the Public Sector Audit Committee (PSAP) program and transparency through audit committee meetings.
- The P@C program was nominated by "Wantok Niuspepa", a media stakeholder in 2018, for the International Anti-Corruption Excellence Awards under 'innovation category' instituted by Rule of Law and Anti-Corruption Centre (ROLACC), Doha-Qatar. The award also comes with a cash grant of USD 125,000.
- The project has built partnerships with a number of key organizations, including the Ombudsman Commission, **Transparency International Papua New Guinea**, GoPNG Internal Revenue Commission, University of Papua New Guinea, GoPNG Public Service Commission, GoPNG Customs, GoPNG Electoral Commission, and others.

(ACPIS MID-TERM EVALUATION March 2019)

*Factors for Success*: The programme has invested its limited resources in online knowledge materials that are cost-effective and allow for access by stakeholders globally. The thought leader role has bene possible due to having key professional staff within ACPIS to build networks that ensure new ideas are discussed, developed and applied.

## SUSTAINABILITY

When considering the sustainability criterion, the evaluation team must look at whether or not the results or benefits of the programme will last beyond the interventions and resources of the programme. This will include two levels of sustainability – within UNDP and at the national level.

**UNDP Level**

There are positives and negatives with regard to sustainability within the UNDP global architecture.

On the positive side, ACPIS has achieved an important milestone. It has supported the integration of anti-corruption principles and solutions into the broader development agenda for UNDP. It is telling that a good portion of the work supported by ACPIS was not directly related to anti-corruption development, but as a component of other development projects. For example, in the Philippines, the support for the creation of DevLIVE has been fully integrated into an education project where ICT equipment was provided to remote schools.

On the negative side, the dismantling of the global anti-corruption architecture and regional focus of ACPIS due to Australia's focus on the Indo-Pacific region have prevented UNDP from providing the guidance and quality assurance that many COs across the world need to ensure their work in the area of anti-corruption is based on best practices and innovative approaches. The lack of regional anti-corruption technical advisers in Africa and Latin America has left a major gap in UNDP ability to support national partners globally.

**National Level**

With regard to national level sustainability of ACPIS's interventions, the programme has made good progress in developing new tools for fighting corruption. However, many of these tools require more time to be institutionalised. The work of funding pilot projects during phases two and three of the global programme has resulted in solutions and tools that are "nearing the finish line," but are not quite ready for systemic implementation. Further investment in resources (human & financial) are likely required. This also makes the strong case for donor partners to continue investing resources to ensure the institutionalisation and sustainability of anti-corruption efforts, particularly at the national level.

The good news is that many of the pilot projects have been built on significant ownership from national governments (and, to a lesser extent, CSOs). This has allowed for cost-sharing in many cases. However, UNDP's role as a patron and incubator for the projects cannot abruptly end.

(ACPIS MID-TERM EVALUATION March 2019)

In addition, DFAT has invested significant funds into developing these innovative tools and solutions in the past six years. It does not make sense that it would now "orphan" these ideas. There needs to be a transition plan that ensures DFAT, UNDP and other potential donors are working to get these solutions to the tipping point towards success by up-scaling these successes on a larger scale.

## IMPACT

In considering impact as an evaluation criterion, the evaluation team must determine if there have been concrete, institutionalized achievements beyond the scope of the work of ACPIS, as a result of ACPIS interventions (e.g. – new legislation; new institutions; new relationships)?

Impact-level results are usually limited at the mid-term point, but ACPIS has been key in leveraging projects, funding and relationships that can be impactful in the future. Having pivoted its work towards upstream engagement with national partners, through more advanced partnerships (i.e. – knowledge brokering; technical advice; facilitation), ACPIS has set the foundation for impactful work in the future.

However, there is one impact already identified during the first half of the programme. Its support in the **development of tertiary school anti-corruption curriculum in Thailand** has already resulted in it being made compulsory in post-secondary schools in the country.[27]

## GENDER EQUALITY & INCLUSIVITY

Gender equality and inclusivity is not one of the five OECD-DAC standard evaluation criteria, yet given one of the main objectives of the global programme is inclusivity, it makes sense to include it as a criterion. In addition, in many development evaluations it has become a "sixth criterion". In considering these criteria, the evaluation team will measure the efforts made to (I) target interventions for women and other marginalised groups; and (ii) mainstream women and marginalised groups into all activities and outputs.

**Gender**

With regard to gender, there were no pilot projects that specifically targeted women's participation in the programme. However, ACPIS did produce knowledge materials that focused on gender equality and its role in fighting corruption. This can be seen in the the gender module that is part of the new online course that has been developed with the UN Staff College. It is also seen in the *Anti-Corruption and Women's Empowerment* online course maintained on anti-corruption.org. Other knowledge products also included specific components related to gender equality. Moreover, while selecting the country level projects, ACPIS included gender equality

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[27] See: http://thailand.prd.go.th/ewt_news.php?nid=6760&filename=index

and inclusivity as one of the criteria in the Expression of Interest. Similarly, the ACPIS management made it mandatory for the country level projects to report data on results disaggregated by gender in their bi-annual and annual result reports.

With regard to mainstreaming of gender equality, we can see from the pilot projects that efforts were made to ensure women were a significant portion of the beneficiaries of the work of the projects. For example, in the Philippines, 53% of the citizens trained to date to use the DevLIVE mobile app have been women. In Thailand, the training of trainer programme that was used to develop instructors for training on delivery of the anti-corruption curriculum included 50% women trainees.

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**ACPIS Support for Women's Empowerment**

In 2018, UNDP's ACPIS project **implemented 6 country-level projects in the Asia-Pacific region**, aimed at mitigating corruption risks in service delivery sectors, strengthening social accountability mechanisms to monitor services and promote oversight, and building the capacity of anti-corruption institutions to prevent corruption. These countries are: **Bhutan**, **Indonesia**, **Myanmar**, **Papua New Guinea**, **the Philippines** and **Thailand**. In reporting on the results achieved in 2018, ACPIS required these country projects to report on specific gender impacts and gender inclusivity, including providing information on number of citizens (women, youth) who have gained knowledge in monitoring public services (with disaggregated gender and disability data) and improvement in the provision of public services (as assessed by relevant men, women and stakeholder groups).

In the Philippines, approximately **980 citizens (53% women)** and **200 government officials** have been orientated on the use of DevLIVE.   In Myanmar, In February 2018, high-level consultations for the Code of Ethics were held, where **50% of participants were women**.   At the 2018 IACC, UNDP emphasized the engagement and equal representation of women speakers in all events coordinated. In the 3 workshops UNDP coordinated, **9 of 20 panelists (45%) were women**.   In Thailand in June 2018, **36 lecturers (44% female**) from 20 Rajabhat universities participated in the 'Training of Trainers' workshop and exchanged knowledge for implementing the AC curriculum.

UNDP BRH manages the AP-INTACT on-line community of practice. This is a virtual community of practice to improve information exchange and knowledge sharing among anti-corruption practitioners and experts from the Asia-Pacific region and beyond. In 2018, the number of AP-INTACT members reached **almost 900 from 60 countries** from the Asia-Pacific region and beyond, with **45% women members.**

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**Youth**

ACPIS's work in the past years has had a significant focus on youth empowerment and integrity. Youth were the direct target of the pilot project in Thailand to develop the post-secondary anti-corruption curriculum, along with the mobile game app. In the Philippines, the DevLIVE project

developed specific marketing plans to promote the mobile app amongst social media influencers in order to encourage its use by youth. In Bhutan, a key focus of the project was secondary school anti-corruption clubs.

Also in the Philippines, the programme funded the use of DevLIVE to work with the UNDP COs K-12 Education Project to monitor the delivery of school ICT equipment in remote parts of the country.

**Marginalised Groups**

In PNG, the pilot project worked with the only national *Pigen* newspaper to advertise the P@C for citizens that are living in more remote parts of the country and do not have access to English media. In the Philippines the programme supported the engagement of citizens living in remote areas to monitor the completion of infrastructure and ICT projects in their communities.

## PARTNERSHIPS

Another key criterion is to measure how well the global programme used networks and built partnerships to deliver results.

To some extent, ACPIS has developed solid partnerships with key AC actors, including TI (global and in some countries). It's partnership with TI is long-lasting and mutually beneficial, with both UNDP and TI being "two sides of the coin" for anti-corruption advocacy. Each relies on the other to have different entry points and for them to collaborate on their strategies. At the country level, this partnership can be seen in PNG, where Transparency International Papua New Guinea has promoted P@C through its Advocacy and Legal Advice Center.[28] In turn, P@C has learned from previous anti-corruption interventions from TI PNG to recognise the need to roll out P@C in stages to avoid overloading government internal audit divisions.

The partnership with UNDP's Seoul Policy Center and the Republic of Korea's ACRC has shown the ability for ACPIS to "open the door" in engaging national ACAs and for the ACRC to provide further support afterwards and for the UNDPs Seoul Policy Centre for Global Development

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[28] https://www.transparencypng.org.pg/programs/advocacy-legal-advice-center/

Partnership[29] to act as an "anti-corruption clearing house" to collect and disseminate anti-corruption best practices.[30]

However, the lack of a footprint globally and lack of resources adequate to establish and maintain a global scope for the programme overall limited partnerships. In GAIN (2nd Phase of the Global Anti-Corruption Programme) there were more global iNGOs engaged.[31] However, with limited resources allocated to ACPIS, these partnerships could not be maintained. The reduced footprint of ACPIS also meant that possible partnerships that may have been developed in other regions were not possible.

## INNOVATION

In addition to the other criteria analysed above, it is important to also consider how ACPIS promoted innovation with regard to its approach to addressing anti-corruption. To a great extent the work of ACPIS, as with the previous phases of the global programme, has been focused on promoting innovation. Indeed, it could be argued that innovation is one the core objectives of a UNDP global programme.

In particular, ACPIS was able to promote innovation both in terms of the use of technology and in new thinking in the field of anti-corruption development. These two aspects of their work can be seen through two concrete examples:

- **Technology & Innovation:** ACPIS funded pilot projects that were focused on the use of technology to promote social accountability. In the Philippines this was the DevLIVE mobile app. In PNG it was Phones Against Corruption. In both cases the projects were successful in establishing new forms of accountability through new technology.

- **Innovative Thinking:** This can be seen in ACPIS's work in promoting integrity as a core means of establishing anti-corruption systems in a country. As noted elsewhere in this report, ACPIS has led the global thinking on this approach and has piloted it in certain countries, such as Bhutan, where support was provided to sectoral integrity development (i.e. – youth; private sector).

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[29] http://www.undp.org/content/seoul_policy_center/en/home.html

[30] For example, please see "Delegation from Iraq Commission of Integrity meets Korean experts to share Korea's anti-corruption policy tools": http://www.undp.org/content/seoul_policy_center/en/home/presscenter/articles/2018/Korean-anti-corruption-policy-tools-shared-with-Iraq.html

[31] These included Integrity Action, the Water Integrity network and the Huairou Commission

**THAILAND** Improving Culture of Integrity in Thailand through Strengthened Integrity Education of the Youth

Thailand is a middle income country that has struggled to combat corruption. Since 1995 its ranking in the **Transparency International Corruption Perception Index** has dropped from a rank of 34th least corrupt country in the world in 1995 to more recent measurements that place it near 100th out of 175 countries.  However, in recent years efforts have been made by the Government of Thailand (Got) to establish systems that will build a less corrupt society. In 2017 a new *Public Procurement Act* was passed by the Parliament of Thailand which now requires a more open procurement process.

In May 2018 the Cabinet of Ministers adopted a **resolution mandating that anti-corruption courses will be compulsory for all levels of education and for law enforcement, military personnel and civil servants.**  Also in 2018, the Parliament adopted amendments to the *Organic Act to Counter Corruption* to strengthen the powers of the National Anti-Corruption Commission (NACC). This follows other amendments to enhance the original 1999 law in 2015.

In 2015 **UNDP's Country Office** (CO) in Thailand initiated support to key government and independent institution to support their progress as they address corruption. In GAIN Phase II, the CO provided technical support to the Comptroller-General's Office of Thailand from 2015-17 as it developed the *Public Procurement Act*. This relationship has continued with country-level support from a regional project – ***Creating a Fair Business Environment to Promote Sustainable Development and Growth in ASEAN*** - to address business integrity in Southeast Asia implemented by UNDPs Regional Centre in Bangkok.

In 2017, after a competitive call for proposals, ACPIS awarded a $200,000 USD project to the UNDP Thailand CO to focus on development integrity amongst youth with regard to combatting corruption. The project, implemented in 2017 and 2018, included provisions to improve awareness and integrity among young people regarding corruption through new tertiary anti-corruption education curriculum and strengthening of the Thai Youth Anti-Corruption network while highlighting and enhancing AC awareness through an existing anti-corruption mobile app and funded its retooling as a simple game that could be targeted at youth to learn about corruption through "gamification" of anti-corruption awareness in November 2018.

## LESSONS LEARNED

Given the findings of this MTE based on the seven criteria noted above, the evaluation team notes the following lessons that can be ascertained from the work of ACPIS:

- The design of the global programme around one donor's priorities has not always allowed for the optimization of results. It has limited the footprint of the programme and made it a *de facto* regional programme. It has prevented a "basket fund" approach that would enable other donors to fund different regional outputs.

- ACPIS's results have been focused primarily on the Asia-Pacific region with no emphasis on UNDP's anti-corruption capacity in the other regions (e.g. - Africa; Latin America and the Caribbean). The lack of regional advisers in all UNDP regional hubs, however, has limited the programme's ability to provide services and share knowledge globally.

- ACPIS has developed many good and innovative approaches to anti-corruption, but limited focus on sharing this knowledge within UNDP architecture and the broader anti-corruption community. No Community of Practice (virtual or otherwise) has been a concern within UNDP circles, particularly since the 2015 restructuring of UNDP's policy bureau. However, UNDP has recently been in the process of revitalizing the CoPs. A lesson learned from this MTE is that UNDP and donor partners should invest more resources to maintain a vibrant global anti-corruption community for sharing knowledge and lessons learned.

- In addition to a DFAT, UNDP and UNODC annual Steering Committee Meeting, UNODC and UNDP need to develop formal and informal routine opportunities to share information and activities so they can be aware of each other's work and maximize impact in instances where evident implementation synergies exist. UNDP and UNODC, who are currently revising the 2008 MoU, should resume their annual MoU meetings, which have been useful in strengthening partnerships, resolving conflicts, and jointly implementing activities at the global, regional and country levels. Joint programming globally is not feasible, but without such formal linkages, routine information sharing becomes vital.

- A UNDP global programme requires adequate **funding and human resources** to ensure a global footprint. Resource mobilizing must be a priority for any such programme to ensure there are sufficient professional staff and a minimum amount of funding to enable a global footprint. Although a donor partner could align its priorities by focusing on a particular region, country or thematic area, there needs to be a global footprint (a global anti-corruption programme) to maximize the impact of pooled funding by leveraging the global knowledge network and effectively serving as a global knowledge broker.

- **Pilot work** at country level is results-oriented and even impactful, but what happens once a pilot is completed? Good ideas cannot be "orphaned" and DFAT and other donors need to work with local missions to ensure there is funding to see such projects "to the finish line" and to ensure institutional memory so that such pilot projects can be replicated through the lifetime of a given AC programme and beyond.

- ACPIS as a UNDP Global Programme should have as a priority, where they do not already exist, the establishment of funding for regional architecture to provide anti-corruption support (Regional Technical Advisers; Regional Programmes).

- ACPIS continues to be a thought leader that is developing new approaches to fighting corruption and testing them in the field.

- ACPIS has transitioned to more "upstream" services which enable UNDP to provide highly valued support to national partners and beneficiaries. This includes technical advice, knowledge brokering, facilitation, thought leadership and knowledge development.

## UNDP POSITION IN GLOBAL ANTI-CORRUPTION WORK

Given the work of UNDP and, in particular, its global programme on anti-corruption, over the past 12 years, we can now see the value and position of UNDP in its work in support of anti-corruption development.

There are other global organisations that work in this field – TI and UNODC are the most well-known of these – and so it is important to consider what the added value of UNDP is in this field. From this MTE (and previous evaluations conducted) it is clear that UNDP does provide an added value. Some of the key values of the work of UNDP include:

**Thought Leadership:** UNDP, through ACPIS, is developing knowledge products and testing new methodologies for work in the anti-corruption field that is cutting-edge – work that is not being done by others (or cannot be done).

**Mainstreaming Anti-Corruption in Development:** Given UNDP's broad global network and leadership role in development, its global programme has been able to engage this network to demonstrate that anti-corruption work can and is integral to development. Its work is not just about compliance with a convention or accountability, but is focused on the broader landscape required for successful anti-corruption work.

**Innovation:** ACPIS and its previous global programme phases have invested in new ideas and new technology to promote social accountability, create spaces for government to engage citizens and allow governments to be more transparent in their work.

**Upstream Support to Partners:** ACPIS is providing upstream support to national partners. This includes knowledge brokering, facilitation, knowledge sharing, thought leadership and high-level technical advice. These services are much appreciated by national partners.

**Partnership Management:** In some ways, UNDP is uniquely placed to be the nexus through which global anti-corruption work and collaboration occurs. From its broad global network to its relationships it has built with key partners, ACPIS is facilitating a network of experts and implementers that otherwise may not exist.

## CONCLUSION & RECOMMENDATIONS

## CONCLUSION

Overall, the ACPIS programme is fulfilling (as a whole or at least in part) its four-year mandate in terms of continuing the work begun by the two prior anti-corruption global programmes (PACDE and GAIN). The current anti-corruption programme has continued in the third phase to fulfill a **key output of the project through funding of pilot projects at the country office level,** through a call for proposals which was issued in 2016 for Asia-Pacific Country Offices. There are examples of CO success through such projects as indicated in this report.

The regional presence is strong in Asia as evidenced by the Bangkok and Korea AC coordination and regional technical assistance centres. Offices in Amman and Istanbul have played an important role in providing a consistent anti-corruption message and community of practice delivery in coordination with the ACPIS Singapore office. As noted in this report, however, there is a need to expand back into Africa and LAC regions to elevate the programme to a truly global endeavor whilst ensuring that UNDP remains at the forefront of the *global* anti-corruption community of practice.

Likewise, reliance on a single primary donor with an understandable desire to focus resources on the countries geographically proximate and politically important to that donor's foreign assistance priorities has resulted in a recognized global anti-corruption programme becoming something more limited in scope and practice since 2016. With two years remaining to identify and engage possible additional donors, a successor to ACPIS as a 4th phase of UNDP's anti-corruption development strategy might re-engage on a truly global scale with adequate human and financial resources.

Indeed, the programme has evidenced meaningful progress in particular at the country level through pilot projects highlighted in this report and recorded in CO mid-term reports submitted. The ACPIS Singapore office has arranged and implemented several conferences, workshops, on-line courses, and web-based platforms for information exchange and best practice sharing. Work with Transparency International, U4, the Korea's ACRC, and numerous local and international NGOs has enhanced the practical and likely sustainable anti-corruption activity begun prior to ACPIS's launch in 2016 and continued through this mid-term evaluation period.

Given the work accomplished under ACPIS and its predecessor AC programmes, **the value-added of UNDP's anti-corruption programme is evident**. While other organisations (TI and UNODC for example) work in the AC field, it is important to consider what the added value of UNDP is in this field. From this MTE (and previous evaluations conducted) it is clear that UNDP does provide an added value—particularly in thought leadership and mainstreaming anti-corruption in development.

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Additionally, UNDP is noted for innovation through investment in new technology to promote social accountability and citizen-responsive governance. ACPIS is also providing upstream support to national partners, including knowledge brokering, facilitation, knowledge sharing, thought leadership and high-level technical advice. It is the finding of this evaluation that these services are much appreciated by national partners.

In some ways, UNDP is uniquely placed to be the nexus through which global anti-corruption work and collaboration occur. From its broad global network to relationships built with key partners, ACPIS is facilitating a network of experts and implementers that otherwise may not exist and from evidence gathered during this mid-term programme review, UNDP is contributing in a meaningful and impactful way towards sustainable anti-corruption practice.

There is, however, room for improvement, programme enhancement, and a broader more global engagement from 2020 and in the interest of ensuring that UNDP remains a cutting-edge leader and technical assistance provider at all levels of engagement in the AC community of practice worldwide.

## RECOMMENDATIONS

➢ **Establish and maintain a global anti-corruption architecture – both within UNDP and for the broader anti-corruption community.**
There is a need for sufficient funding and staff to ensure UNDP has global, regional and, where demand is strong, national anti-corruption technical services. The Programme should be designed to allow for multiple donors to fund different regional and national priorities, but the focus of the Programme must remain global. For the global anti-corruption community, ACPIS must have the resources to build and maintain partnerships with a broader network of actors—both within the UN system and externally with relevant anti-corruption actors and organisations.

➢ **ACPIS must maintain an active Community of Practice within UNDP for its anti-corruption actors.**
A key aspect of a global programme is to be a knowledge broker within UNDP. This should include many diverse tools and not only rely on in-person interactions between staff, but it must be robust and allow for routine engagement.

➢ **Where pilot projects develop new and innovative ideas and approaches to fighting corruption, there needs to be transition planning to ensure these ideas are institutionalised and replicated.**
This is the second round of pilot projects for UNDP Global Anti-Corruption Programme. Many of the projects in this round showed success, but are not yet Institutionalised or

complete. UNDP and donors must develop a plan for how these project outputs can formalized within national structures and, where possible, replicated.

- ➢ **Beyond this phase of UNDP Global Programme, consideration should be given to the following as priority areas for the next phase of the work:**

  - o Continue to develop the concept of **integrity promotion** as a means of fighting corruption (including more piloting and one or more key research studies to build the academic basis for such an approach)
  - o Focus on **integration of anti-corruption measures into SDG implementation**
  - o Expand **social accountability** work, including promotion of already piloted ideas and incubating new ideas
  - o Focus on **technology and innovation** as one of the emerging issues on anti-corruption (e.g., there are good lessons learned from the Philippines and PNG on technology).
  - o Ensure **sufficient human resources** – globally and regionally – to provide timely and demand-driven support to national partners

- ➢ **UNDPs Anti-Corruption Work Needs Stronger Global Coordination:**
  ACPIS and UNDP's Bureau for Policy and Programme Support need to take stock of knowledge which has been created and put it in practice worldwide. A repository and database of all anti-corruption skills available within UNDP would benefit all within the agency's anti-corruption practice.

- ➢ **Increase Global Programme Staffing to Ensure Ability to Lead UNDP on Anti-Corruption:**
  The global programme office should have more staff and individuals who manage individual aspects of UNDP's global anti-corruption practice. The current contingent of staff are highly productive, but more staff is required to ensure the needs of a global architecture are being met.

- ➢ **Build on Anti-Corruption Integration into UNDP's Development Agenda:**
  ACPIS has shown the path to mainstreaming anti-corruption measures into all development projects and SDG objectives and targets, but now there must be a plan for replicating this work throughout UNDP's projects and programming.

**International Consultant to Conduct Mid-term Review of UNDP's global project "Anti-Corruption for Peaceful and Inclusive Societies" (ACPIS)**

## Background

Despite the significant progress that has been made in fighting the global scourge of corruption in recent years, corruption continues to harm national development processes and undermine democracy and the rule of law, contributing to the culture of impunity and violence. Recognizing the detrimental impact of corruption on sustainable development, nearly all countries have ratified or acceded to the UN Convention against Corruption (UNCAC). With 186 states parties as of 26 June 2018, UNCAC has been influential in enabling states parties to adopt national legal instruments to combat corruption, including anti-corruption laws and strategies, and the establishment of anti-corruption institutions.

The multi-year support of the Department of Foreign Affairs and Trade (DFAT), Australia to UNDP's anti-corruption work has been very important to promote transparency, accountability and integrity agenda at the global, regional and country levels. In 2012-2016 DFAT Australia supported UNDP's Global Anti-corruption Initiative (GAIN) to implement anti-corruption initiatives in close collaboration with UNODC and a joint UNDP-UNODC anti-corruption project for the Pacific. The top 5 achievements of Australia's support to UNDP's work for 2012-2016 are as follows: 1) Anti-corruption is now considered an integral part of national development plans and strategies; 2) The participation of civil society and other major actors in the implementation of UNCAC has been enhanced; 3) The role of Anti-Corruption Agencies as an important entry point to initiate anti-corruption reforms has been strengthened; 4) Gender and youth empowerment was promoted as part of anti-corruption strategies; and 5) The use of ICTs and new technologies has facilitated people's ability to hold authorities to account in the fight against corruption.

Successful implementation of Phase 1 resulted in renewed DFAT-UNDP-UNODC partnership for 2016-2020 with UNDP's new Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) global project with a total budget of AUD 6,550,665. The project aims to integrate anti-corruption solutions in service delivery such as health, education, water, construction, etc., strengthen institutional capacity of integrity institutions to prevent corruption, promote knowledge and advocacy to support anti-corruption efforts.

More specifically, The ACPIS project aims to contribute to strengthening the national capacities and integrate anti-corruption measures into national development processes and to enhance integrity in service delivery. The project contributes to the implementation of Sustainable Development Goals

(SDGs), in particular Goal 16 (Targets 16.5 and 16.6) on "Building Peaceful and Inclusive Societies" and the links between these targets and other SDGs.

The overall expected outcome of the APIS project is:

**"Anti-corruption institutions, systems and mechanisms are better integrated to support partner countries to prevent and tackle corruption."**

With the related objectives and outputs as follows:

**Objective 1:** Integrate anti-corruption solutions in service delivery sectors, in partnership with youth, women and private sector.

- Output 1.1: Anti-Corruption solutions integrated in service delivery systems (such as in health, education, water and infrastructure, justice and security) to mitigate corruption risks.
- Output 1.2: Social accountability mechanisms to monitor services and provide oversight promoted and strengthened (such as civic engagement, engagement and participation of youth and grassroots women, private sector participation).

**Objective 2:** Strengthen state/institutional capacity to implement UNCAC, in particular with regard to the prevention of corruption.

- Output 2.1: UNCAC and anti-corruption integrated in national development processes, including the mainstreaming of SDGs at national and sub-national levels, to prevent and tackle corruption.
- Output 2.2: Measures to prevent corruption are put in place by anti-corruption institutions.

**Objective 3:** Promote knowledge and advocacy to support anti-corruptions efforts, including a better understanding of the link between violent extremism and corruption.

- Output 3.1: Advocacy is promoted at national and sub-national levels to reinforce anti-corruption efforts.
- Output 3.2: Knowledge on anti-corruption id produced and shared globally, including south-south and triangular cooperation.

### Purpose of Review

Against this background, during the mid-point of ACPIS's implementation an independent mid-term review is envisioned to be undertaken as per the project document. The goal of the mid-term review is to

assess the overall progress of the ACPIS project and inform the project management, project implementation team and its partners on how to improve ACPIS performance (in terms of its activities, process and results) going forward.  Thus, the review shall document intermediate results, lessons learned and provide recommendations for strengthening the projects overall performance.

**More specifically, the objectives of this mid-term review are three-fold:**

- To document progress and results against the theory of change and results framework (impact, outcomes and outputs) and assess whether the activities and outputs delivered to date have been effectively implemented and how such have, or are likely to, contribute to outcomes and impact;
- To review the design and effectiveness of the project, e.g. whether activities, outputs, outcomes, objectives and performance indicators are sufficiently aligned to enable an assessment of project effectiveness;
- To review the modality, in terms of current project structure of processes between the implementing partners, as well as the implementation of each country supported project and the project's existing capacity according to DFAT's Quality in Implementation (QAI) criteria and expectations.
- To review what worked and what did not and document good practices and lessons learned.
- To provide recommendations on how ACPIS could strengthen its results by better aligning its priorities and strengthening partnership as envisioned by both UNDP and DFAT

## Duties and Responsibilities
### Key Evaluation Questions

The review will take into account criteria such as **relevance, effectiveness, efficiency, monitoring and evaluation, sustainability, gender equality, and impact** to review the mid-term results and progress of the project.

- *Relevance:* The mid-term review will assess the degree to which the project takes into account the local context and development problems. It will also review the extent to which the project design is logical and coherent, and it will assess the link between activities and expected results, and between results and objectives to be achieved.
- *Effectiveness:* The mid-term review will assess the extent to which the Project's objectives have been achieved to date, compared to the overall project purpose. In evaluating effectiveness, it is useful to consider: I) if the planning activities were consistent with the overall objectives and

project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.

- *Efficiency:* Using a range of cost analysis approaches, from the elaborate cost-effectiveness and cost-benefit analysis, to cost-efficiency analysis, to a quick cost comparison, the evaluation will assess how well did the project produce the products and services it committed itself to deliver; how do costs affect the sustainability of the results;

- *Impact:* The mid-term review will assess any credible evidence and the main impact effectively achieved by the Project in the context of reference.

- *Sustainability:* The mid-term review will assess the project capacity to produce and to reproduce benefits over time. In evaluating the project sustainability, it is useful to consider to what extent intervention benefits will continue even after the project is concluded and the principal factors influencing the achievement or non-achievement of the project sustainability.

- *Monitoring & Evaluation:* The mid-term review will assess the robustness of the M & E system and whether it is generating credible information that is being used for management decision making, learning and accountability. Moreover, it should asses how M & E can be further strengthened in the current project and possible future anti-corruption related projects.

- *Gender equality:* The midterm review will assess to what extent the project is making a difference to gender equality and empowering women and girls, as well as promoting women's participation throughout project activities and how gender equality can be further included in the project design and implementation.

Moreover, the review will try to answer the following questions:

**Outcomes and impact:**

- What are the key mid-term results and significant progress achieved against the results and resource framework of the project?
- How relevant is the project to the target groups' and beneficiaries' needs and priorities? (Gender dimension to be taken into account);
- What are the findings, conclusions and recommendations to ensure that the project will achieve its goal and objectives upon its completion and what practical steps should be undertaken to ensure its sustainability? Is the project delivery according to the QAI criteria of DFAT?
- Project's contribution to UNDP's Strategic Plan (2018-2021) and overall global anti-corruption discourse. What are the recommendations to improve the delivery and results of this project to contribute to implementation of UNDP's Strategic Plan (e.g., improving policy and programme

  delivery architecture and processes, resource mobilization, strengthening synergies with UNDP's governance priorities, etc.)?

- What are the lessons learned and areas for improving results, impact, approaches and processes, particularly addressing the integration of anti-corruption in 2030 Sustainable Development Agenda?

**Project Design**

- How clear is the intervention logic (i.e. the theory of change) and how effective is the logical and results framework?
- How effective are the current indicators for the purpose of tracking impact and output results?
- What are the emerging anti-corruption needs and priorities of partner countries, and is the project in a position to effectively help address such priorities?

**Modality, Partnerships and Cooperation**

- How effective are the organizational structures and operations, as well as policy mandates, between the implementing partners? E.g. the global anti-corruption team in Singapore, regional hubs, country offices and other UN agencies (i.e. UNODC)?
- To what extent have partnerships been established/supported with governments and non-state actors?
- To what extent has there been coordination amongst relevant UNDP teams, offices and hubs and between UNDP, UNODC and other development initiatives?
- What are the advantages and disadvantages to the current approach?
- What are UNDP's strengths and comparative advantages vis-à-vis UNODC and other partners?

**Methodology:**

Based on UNDP's polices and guidelines on M&E and the standard global practices on reviewing projects/programmes, the independent consultant will discuss and design the methodology to conduct the mid-term review with support from the ACPIS team. The review process will entail a combination of desk review of all relevant project documents and knowledge products; interviews (Via Skype or phone) with

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UNDP key staff, senior management, regional focal points on anti-corruption, selected Country Offices, partner organizations, civil society organizations or beneficiaries of country level projects; and a quick online survey to review UNDP's policy and programme support through this project around the world.

**Deliverables and reporting:**

The consultant will be responsible for the following deliverables:

- Mid-term inception report—an inception report should be prepared by the consultant before going into the full-fledged data collection exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. (submission by 8 November 2018);
- First draft evaluation report which should be reviewed and approved by ACPIS team members and interviewed staff. (submission by 15 December 2018);
- Final evaluation report, incorporating all the comments and inputs made to the previous drafts. (submission by 31 January 2018).

The consultant will work closely with the ACPIS programme team and under direct supervision of the Global Anti-Corruption Programme Advisor and in close coordination with the ACPIS programme manager. The ACPIS team will provide all the necessary documents and facilitate the work of the consultant.

**Time frame:**

The consultancy will start on 1 November 2018 and the final product should be 31 January 2019.

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**UNDP Global**

| | |
|---|---|
| Mr. Patrick Kneelers | Governance Director UNDP (NY) |
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## ANNEX 3: LIST OF DOCUMENTS CONSULTED

2018 Annual Report of UNDP's ACPIS project supported by the Department of Foreign Affairs and Trade (DFAT) of Australia (Submitted on 08 February 2018)

2018 UNDP ACPIS Project Report to DFAT Results by objectives

ACPIS Mid-term Programmatic and Financial Reports:  Bhutan, Indonesia, Myanmar.

ACPIS Workplans:  2017, 2018, 2019

Agenda: *Understanding the links between corruption and violent extremism* (6 November 2017)

Anti-Corruption for Peaceful and Inclusive Societies (ACPI) in the Asia-Pacific Region: Phase 2 DFAT supported project under UNDP Global Anti-corruption Initiative (GAIN): ANNEX 3: Results and Resource Framework for 1 July 2016 to 30 June 2020

Anti-Corruption in Subnational Levels in the Philippines: *Developing a Framework for Localization through the Lens of UNCAC and SDG 16* (UNDP: Version 2: 23 July 2018, with *Annex A: Blueprint for an Integrity Index for Local Government)*

Bhutan_ACPIS full proposal (v. 10.02.2017 (003))

Business Integrity Initiative in Bhutan Workshop on Anti-Corruption in the context of the 2030 Agenda fro Sustainable Development (8-9 November 2018, Thimphu, Bhutan)

*Concept Note for the ANTI-CORRUPTION BILL 2017 and the Structure of the SIICAC* (Solomon Island Independent Commission Against Commission) by Euywhan Kim, Senior  Advisor Anti-corruption, UNDP

Conference of the States Parties to the United Nations Convention Against Corruption, 7th session (Vienna, Austria, 6-10 November 2017):  Understanding the links between corruption and violent extremism

Corruption and Anti-corruption in the context of Bhutan:  Overall trends, challenges & opportunities

*Does Technology Against Corruption Always Lead to Benefit? The Potential Risks and Challenges of the Blockchain Technology* by Kibum Kim, Consultant at KPMG, Seoul, Korea and

(ACPIS MID-TERM EVALUATION March 2019)

Taewon Kang, Ph.D Candidate at Seoul National University, Seoul, Korea (presented at the OECD global anti-corruption and integrity Forum/2017)

ECIS AC Summit Report:  5th Open Government Partnership (OGP) Global Summit (Tbilisi, Georgia)

*Effectiveness of ACAs in the Fight Against Corruption Progress Achieved and Lessoned Learned* (Bhutan, 07 November 2018 Special session, 28 November 2017, New York Item 2 of the provisional agenda)

Empirical Research to Identify Linkages between Corruption and Violent Extremism in the Asia-Pacific Region: Planning Workshop Agenda (*August 22-23, 2017 Manila, Philippines)*

Evaluation of UNDP Contribution to Anti-Corruption and Addressing Drivers of Corruption (PDF)

Effectiveness of preventive measures in fighting corruption International Conference "Anti-corruption Reforms in Uzbekistan – achievements and priorities, 13-14 December 2018

Expression of Interest for the UNDP PACDE grant:  *Building Water Integrity by Mitigating Corruption in Water Governance Through Participatory Public Finance*

*Feasible and Practical Approaches for successful anticorruption policies.*  Keynote speech given by Euywhan Kim, Senior Anticorruption Advisor, UNDP and Former Director General, Bureau of Corruption, Korea

GAIN Mid-term Review (October 2015)

GAIN Final Evaluation (March 2017)

Glimpses of Integrity Club in Yadi Central School (Bhutan) PowerPoint presentation and Comprehensive Report of Integrity Club Yadi CS 2018

Grant Arrangement Between DFAT and UNODC for Joint Action Towards Global Regime Against Corruption (2016-2020) and UNPRAC.

Highlights of Major Achievements in 2018: UNDP Global Project: Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) in the Asia-Pacific Region

Indonesia_SPEC Proposal_revised (Final Oct 2017)

Integrating Anti-corruption into the UN programming process 18-19 September 2018, Islamabad, Pakistan (Conference agenda) and Mission Report Summary Islamabad 17 – 19 September 2018

*Introducing ICT into the public sector and enhancing transparency* by Euywhan Kim, Senior Advisor Anticorruption in UNDP and former Director General of Anticorruption Bureau, Korea's anticorruption commission

(ACPIS MID-TERM EVALUATION March 2019)

Key Publications on Anti-Corruption (Interweb hot-link soft copy document provided by UNDP ACPIS office, Singapore).

Launch of "UNDP's Anti-Corruption for Peaceful and Inclusive Societies in the Asia-Pacific Region" (ACPIS) Project Agenda, *March 7, 2017*

Mission Report on The 18th International Anti-Corruption Conference (IACC), Copenhagen, Denmark, 22 to 24 October 2018,

Myanmar_Integrity and Anti-Corruption to improve public trust in state institutions (v.BRH_V8b)

Organigram:  UNDP's Anti-Corruption Policy and Programme support capacity

Philippines_ACPIS Submission for DEVELOPMENT LIVE

Philippines_Development LIVE AWP (2017 – 2018)

PNG_*Phones against Corruption*_Final Submission (Dec 2017, final)

Report on "Development LIVE: Achieving SDGs in Infrastructure through Local Integrity, Innovation & Citizen Empowerment." (The Philippines, May 2017-July 2018) and Development LIVE WorkPlan 2018 as of July 2018.

Report on "Improving Culture of Integrity in Thailand through Strengthened Integrity Education of the Youth." (Thailand, 1 January to 30 June 2018)

Report on "Phones Against Corruption." (PNG, 1 January 2018 to 30 June 2018)

Scaling up the UN response to Corruption: UN commitments made at the London Anti-Corruption Summit (May 2016)

Sectoral Initiative of UNDP's Global Programme on Anti-corruption for Development Effectiveness (PACDE):  Phase 1, year 1 Annual Programmatic and Financial Report

*Strategic Approaches for Anticorruption:  Practical and Feasible Strategies by* Euywhan Kim, Senior Anticorruption Advisor, UNDP, Former Direct General, Bureau of Corruption, Korea

UNDP BPPS Mission Report Summary:  ACPIS Annual Programmatic and Financial Report/Bhutan (19 November 2018)

UNDP's Global Anti-Corruption Initiative (GAIN) Report on activities supported by the Principality of Liechtenstein in 2016: *Mainstreaming Anti-Corruption into National Development Strategies and Processes*

(ACPIS MID-TERM EVALUATION March 2019)

UNDP's Global Anti-Corruption Initiative (GAIN) Concept Note Submitted to the Principality of Liechtenstein *Mainstreaming Anti-Corruption into National Development Strategies and Processes*

UNDP Philippines:  PIPOL KONEK (project title)

UNDP Philippines/PACDE:  *The Sector Approach to Anti-Corruption: The Philippine Water Experience Transparency, Accountability and Voices against Corruption* (Bangkok, 12-13 June 2014  PowerPoint presentation)

UNDP Strategic Plan, 2018-2021

UNDP Thailand_ACPIS proposal

United Nations Development Programme: Project Document Project Title: Anti-Corruption for Peaceful and Inclusive Societies (ACPIS) in the Asia-Pacific Region (Phase 2 DFAT supported project under the UNDP Global Anti-Corruption Initiative -GAIN)

*What were key structural reforms in terms of sequencing and ensuring the full effective functioning of its anti-corruption institutions through the Korea's experiences*.  Euywhan Kim, Senior Anticorruption Advisor, UNDP, Former Direct General, Bureau of Corruption, Korea

**Internet links**

Anti-Corruption Day, December 9:  http://www.un.org/en/events/anticorruptionday/

Anti-Corruption.org:  http://www.anti-corruption.org/

Blockchain and AC:  https://www.ibm.com/blockchain and 2017 OECD Global Forum on Anti-Corruption & Integrity Forum:  http://www.oecd.org/cleangovbiz/Integrity-Forum-2017-Kim-Kang-blockchain-technology.pdf

Corruption and global GDP:  https://www.un.org/press/en/2018/sc13493.doc.htm

DFAT/Indo Pacific region: https://dfat.gov.au/geo/pacific/development-assistance/Pages/development-assistance-in-the-pacific.aspx

Fair Business Practice in ASEAN:  http://www.asia-pacific.undp.org/content/rbap/en/home/ourwork/democratic-governance-and-peacebuilding/responsive-and-accountable-institutions/promoting-a-fair-business-environment-in-asean.html

GAB/Global Anti-Corruption blog:  https://globalanticorruptionblog.com/

(ACPIS MID-TERM EVALUATION March 2019)

Liechtenstein and AC: https://gettingthedealthrough.com/area/2/jurisdiction/43/anti-corruption-regulation-liechtenstein/

OECD and AC: : https://www.oecd.org/corruption/acn/ and https://www.financialsectorcommission.org/

Patrick Keuleers on AC: http://www.undp.org/content/undp/en/home/blog/2017/fighting-corruption-for-global-peace--development-and-security.html

SIDA: https://www.sida.se/English/

Transparency International:
https://www.transparency.org/news/feature/asia_pacific_makes_little_to_no_progress_on_anti_corruption and
https://www.transparency.org/news/feature/corruption_in_asia_pacific_what_20000_people_told_us

UNDP Asia-Pacific and AC: http://www.asia-pacific.undp.org/content/rbap/en/home/ourwork/democratic-governance-and-peacebuilding/responsive-and-accountable-institutions/anti-corruption.html

UNDP Evaluation Guidelines (January 2019): http://www.undp.org/evaluation

UNODC AC in SE Asia: https://www.unodc.org/southeastasiaandpacific/en/what-we-do/anti-corruption/topics/07-joint-action-plan.html

UN Pacific Region Anti-Corruption Project Fiji-based:
http://www.pacific.undp.org/content/pacific/en/home/operations/projects/effectivegovernance/Reg_UNPRAC.html

UNSSC: https://www.unssc.org/search?s=anti+corruption

## ANNEX 4: ANALYTICAL FRAMEWORK ANSWERS

| Evaluation Criteria | Key Questions | Answers to Key Questions |
|---|---|---|
| 1. Relevance | 1.1 Has the programme been designed based on an accurate analysis of the political and institutional contexts in which it will be operating? | Mostly. The country level work and support to ACAs is sound and results-oriented. The donor-oriented focus of the programme (PVE; Indo-Pacific) has prevented greater results. |
| | 1.2 Is the project designed to align with UNDP and DFAT strategic documents (Strategic Plans/Frameworks; Country Documents; SDGs)? | Yes. UNDP SP includes need to address & integrate AC into other areas of work. DFAT priorities are reflected in design and UNDP considers AC to be a human development issue as reflected in SDGs in general and SDG 16 in particular. |
| | 1.3 What tools have been identified for the delivery of outputs and are they the correct tools to achieve results? | Tech. Asst. – Good<br><br>Pilot Projects – Good<br><br>Knowledge Products – Depends on Topic<br><br>AC Risk Assessments – Not Done except in part by partner TI<br><br>NACC Support – Good<br><br>Knowledge Mgt. – Good<br><br>Innovation Investment – Very Good |
| | 1.4 To what extent are the objectives of the programme valid for ensuring that partner countries have systems, institutions and civil engagement mechanisms to better manage and deliver public resources and services? | Pilot project funding has shown promise for new and innovative ideas for civil engagement and social accountability and could be expanded given increased and project-specific funding from 2020. |
| | 1.5 Are the activities and outputs of the programme consistent with the overall | Yes, with the exception of UNCAC work (Output 2.1) and PVE paper |

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| | goal and the attainment of the programme's stated objectives? | |
| | 1.6 Are the activities and outputs of the programme consistent with the intended impacts and effects? | Same as Above |
| 2. Efficiency | 2.1 Were project activities delivered in a cost-efficient manner? | Yes. Pilot projects used small funding and leveraged for government cost-sharing and other funds. Use of anti-corruption.org and online courses is cost-effective.  Informal internal AC network established in ACPIS Singapore office a positive. |
| | 2.2 What was the quality of the inputs of the project? | TA – Good<br><br>Pilot Projects – Very Good<br><br>Knowledge Mgt. – Good<br><br>Knowledge Products - Mixed |
| | 2.3 What were the costs associated with the inputs of the project? | PVE Paper too expensive for what was finally delivered. Pilot projects were very good value for money. |
| | 2.4 Were outputs achieved on time and within budget? | See additional chart in main report. Short answer – most on track |
| | 2.5 Was the programme implemented in the most efficient way compared to alternatives? | Generally, yes. But some outputs were not efficient. |
| | 2.6 Were project budgets sufficient to meet stated objectives and outputs? | No. Lack of funding has impacted:<br><br>• Relationships with iNGOs<br>• Foot print of Programme |
| 3. Effectiveness | 3.1 Is the programme on track to achieve its objectives? | Generally, yes. It has promoted innovation and integration of AC |

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| | | into governance and service delivery and in support of country level initiatives |
| | 3.2 What results can be articulated that provide evidence that the programme is on the right track for achieving its objectives? | • Pilot Project results<br>• Global Learning Tools<br>• Partnerships with TI & Korean ACRC |
| | 3.3 What factors have affected the capacity of the programme to achieve its objectives (either positive or negative)? | • Limited funding to allow for more global reach<br>• PVE Paper was never a good fit and never published |
| | 3.4 Were major factors such as national ownership, capacity development, effective aid management and south-south cooperation present to maximize the achievement or non-achievement of the objectives? | • Excellent use of South-South Cooperation (Korea; Singapore interactions with other countries)<br>• Ownership for pilot projects was very strong, including cost-sharing and at least short-term impact<br>• Less about capacity development and more about creating systems that demand capacity development |
| 4. Impact | 4.1 What concrete change has occurred as a result of the programme? | • Mid-term should have limited impacts<br>• But Thailand curriculum approval is an impact |
| | 4.2 What real difference has the activity made to the beneficiaries? | Added-value is in providing timely TA and knowledge when beneficiaries are at the point of wanting such support. Country-level piloting is based on matching demand from governments. |
| | 4.3 Have the knowledge sharing tools developed through the programme been widely utilized? | • Still in development stage<br>• LG Toolkit has been piloted<br>• Online courses are new and still in development<br>• PVE Paper not published due to concerns with sensitivities |
| | 4.4 Has interregional knowledge sharing at the country office level significantly contributed to the corporate results framework? | * Limited inter-regional (and intra-regional) knowledge sharing to date and challenge in global coordination beyond occasional |

| | | conferences and e-newsletter and blog/Interweb posts.<br>• One exception may be the partnership with Korean ACRC and their support to ACAs elsewhere |
|---|---|---|
| 5. Sustainability | 5.1 Are there indications that the work of the programme will result in permanent or lasting changes to the work of beneficiaries beyond the life of the project? | Yes.<br><br>• Pilot projects have had some results that will last, due to timely support of government and CSOs demands.<br>• ACA support, where provided, has been results-oriented |
| | 5.2 What were the major factors that influenced the achievement or non-achievement of sustainability of the programme? | • Pilot funding is in 2nd phase, yet will require more time and funding to see them through. Promising results to date but more work needed<br>• Limited resources and reliance on one major donor limited scale and scope of work |
| | 5.3 To what extent are programme modalities designed to facilitate the continuation of the project after donor funding ceases? Is this design work being done? | • In some pilot funded projects the work will continue with funding from other sources<br>• Online tools will be present into the future<br>• Limited scale or footprint of work that had been done under GAIN & PACDE means having to rebuild networks and partnerships |
| 6. Innovation | 6.1 How has the programme included innovative approaches to achieve results? | • Focus on integrity is cutting-edge<br>• Integration of AC work into service delivery and other governance programmes is cutting-edge |
| | 6.2 How has the project used new technologies to achieve results? | • Social Accountability ICT tools in Thailand, Philippines & PNG<br>• Use of online tools to share and promote knowledge globally |
| | 6.3 How has the programme engaged with the new actors such as the private sector and youth to achieve its results? | • Focus on youth in Bhutan (TBC) and Thailand pilot projects<br>• Private sector engagement in Bhutan (TBC) |

| 7. Gender Equality | 7.1 What percentage of beneficiaries of the programme were women? | • Data available from individual country office reports, though no consolidated numbers yet maintained (as of March 2019) |
|---|---|---|
| | 7.2 What did the programme do to ensure women's perspectives were incorporated into its work with beneficiaries? | • Women were key actors in many CSOs & CBOs engaged at country level<br>• Gender & AC Course on anticorruption.org |
| | 7.3 How did the project ensure its activities were designed to promote the participation of women? | • Targeted projects outputs & activities (courses)<br>• Mainstreamed women's participation at some country-level activities |
| 8. Partnerships & Cooperation | 8.1 Did the programme develop and maintain partnerships to achieve results? | Yes<br><br>• TI partnership<br>• Korean ACRC partnership<br>• National and local level partnerships established<br>• Others seen during GAIN not present due to limited resources |
| | 8.2 What was the added value of the programme to the work of partners? | • At national level<br>   o Knowledge Broker<br>   o Incubator<br>   o Technical/Policy Adviser<br>   o Influencer<br>   o Facilitator<br>• Global Partners<br>• TI local chapters worked in tandem with participating COs and local NGOs |
| | 8.3 What was the added value of partners to the work of the programme? | • The reach of the programme at national and local levels was greatly expanded by partnerships<br>• Relationship with TI and other partners in PNG has allowed for greater promotion of tools developed |

## ANNEX 5: PILOT PROJECT CASE STUDIES

**CASE STUDY: THE PHILIPPINES**

**Development LIVE: Achieving SDGs in Infrastructure through Local Integrity, Innovation & Citizen Empowerment**

*Background*

The 1991 Local Government Code of the Philippines decentralized fiscal and administrative responsibilities from the national to local governments. However, many national government agencies continue to implement local projects directly, distorting the lines of accountability and responsibility. In recent years, the Department of the Interior and Local Government (DILG) has initiated a shift to more genuine decentralization, and local government units (LGUs) are now provided the funding directly from the Department of Budget and Management, and are tasked with implementing infrastructure projects. DILG now has a monitoring role to ensure the projects are build as defined.

In addition, even though it has been legally required for more than 25 years, efforts to foster citizen participation in government decision-making have been inconsistent. However, in 2017 an executive order was approved to create the cabinet cluster on participatory governance to ensure that the national and local governments are identifying ways in which citizens can be further engaged in government processes.

As a result of these two shifts in GoP thinking, conditions have been laid for a new, more citizen-centred approach to government accountability. It was also in 2017 that UNDP Philippines engaged DILG and civil society to discuss the development of a mobile app to allow citizens to report on their monitoring of local infrastructure projects.

As part of its funding of country-level pilot projects and based on a competitive selection process, ACPIS provided funding to the UNDP Country Office to develop the app and build the partnerships required to see it to functionality. In its proposal, the UNDP CO noted the link between the delivery of infrastructure projects at the local level, especially in areas that are remote, such as evacuation centres, daycares and seniors' centres. By ensuring their delivery, GoPh was making a concerted effort to provide the facilities that would create more resilient communities, which, in turn, should lead to citizens that are healthier, better educated and able to maintain formal employment. All of this is directly related to the implementation of Agenda 2030 and the Sustainable Development Goals (SDGs).

The ability to ensure accountability within the infrastructure system is critical to citizen confidence in their government, which can result in less violent conflict. Overall, it will reduce corruption and enhance the credibility of government systems.

The project was funded in the amount of $200,000 from ACPIS for 2017-2018.[32] In addition, the project would work in collaboration with other UNDP projects and cost-sharing from GoPh to leverage further funding for the app. In addition to working with DILG, the project would build the app to work with the Department of Education (DepEd) though the UNDP K-12 Project to monitor the delivery of IT equipment to 3,684 remote primary schools.

The App was developed in a collaborative manner with GoPh departments and civil society being directly and fully engaged from the design stage. By the end of 2018 the app was functioning and allowing reporting. The project has conducted piloting of the app in 58 municipalities (out of a total of 1,300+ municipalities in the country). It has trained almost 1,000 citizens on the use of the app through ten training workshops. By the end of 2018 more than 7,000 reports had been filed on the platform.

However, the work is not yet complete and is still in its testing phase. Originally the app was to be a one-stop platform for LGU reports on project progress and citizen monitoring. However, in September 2018 DILG adjusted its commitment and required that LGU project reports remain in their own internal system, known as *Subayabyan,* and DevLIVE would be just for reporting from citizens. This has caused a delay in the full functionality of DevLIVE as adjustments have had to be made to the platform.

The last "piece of the puzzle" is how DILG will ensure timely and substantive responses when citizens flag a concern with a project in their reporting. This "feedback loop" is still in the design stage and should be completed by April 2019.

Civil society engaged in this project has included the Philippines Centre for Investigative Journalism and regional and local CSOs, such as the Concerned Citizens of Abra for Good Governance. It is through these networks that the project has been able to find local monitors, who have either been trained directly or through a system of Training the Trainer.

*Findings*

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[32] By January 2019 not all funds had been expended, so a no-cost extension as granted for 2019 to the CO.

(ACPIS MID-TERM EVALUATION March 2019)

The following are the main findings from the evaluation of the project:

<u>Relevance</u>

The project is well designed, with a clear and concise Results Framework that is realistic and achievable. The focus on two components – design of the app and building partnerships – has allowed for parallel development as the project progressed. The proposed work is well-aligned with GoPh priorities given its recent commitment to decentralization and citizen engagement. It is also well-aligned with UNDP priorities in the Philippines. The UNDP Philippine Country Programme Document (2012-16) (which was in place when the project as approved) notes in its *Good Governance and Peace* Outcome an indicator related to:

> "Percentage of local government units having adopted gender-sensitive and rights-based development <u>policies, plans and budgets incorporating integrity measures and local mechanisms for broad citizen participation</u>, in governance processes" (Emphasis Added)

<u>Efficiency</u>

The project has leveraged $200,000 into a much larger project with funding from GoP and other UNDP projects. It has established new networks of government and civil society actors while also engaging ones that are already built, to ensure the cost-effective delivery of its outputs. All of the three outputs of the project are currently on track for achievement.

<u>Effectiveness</u>

Though not yet fully functional, given the need for a feedback loop where GoP will respond to citizen monitoring reports, the project has built a functional mobile app that is able to allow reporting both online and offline. From attestations heard it is user-friendly and effective. Both DILG and DepEd see the value in the app and web platform as a means of monitoring projects, in addition to other monitoring routines.

<u>Impact</u>

It is too soon to measure the impact from DevLIVE. However, the upside of the potential for the app is significant. There have been calls from within GoP to upscale the app for other uses from mega projects to other DILG and other GoPh infrastructure projects. DILG also wants to roll out the app in all 1,300 municipalities in the Philippines by the end of 2019.

<u>Sustainability</u>

The project has been built to be sustainable, with DILG cost-sharing and ownership of the platform. CSOs that have used it are also keen to see it fully implemented to ensure it can be used by their networks to full advantage. The challenge in the Philippines is having a tool such

as DevLIVE cross-over to the next GoP Administration, as many such previous tools and projects have been jettisoned by the next government. There is a need to ensure it is Institutionalised in the next couple of years through committed government budget allocation, legislation or executive order to protect it for the long-term.

SDG Implementation

On a number of fronts, the project is focused on SDG implementation, particularly as it relates to SDG-16 (Peace, Justice & Strong Institutions):

- **Gender:** 53% of all citizens trained to date on the use of DevLIVE are women
- **Inclusivity:**
    - Testing to date has included many remote LGUs and schools, where indigenous communities are more prevalent
    - Special efforts have been made to market the app to youth through partnering with social influencers in the country with an engagement of 100,000
- **Peace & Security:** Piloting has taken place in parts of the country with security concerns. LGUs in these areas are determined to be "Conflict Manageable and Development Ready" and the use of DevLIVE should form a part of a broader system to bring development to these areas and, in turn, reduce incentives for conflict.
- **Anti-Corruption:** The project mainstreams anti-corruption measures into UNDP projects and government programmes, ensuring an integration of anti-corruption measures throughout the design and implementation of both.

*Lessons Learned & Recommendations*

Overall the project has been a success and has shown the value of the UNDP architecture. A global programme has seed funding to incubate new, innovative approaches to anti-corruption and through a competitive process UNDP COs, with national and local partners, are able to identify key interventions and build the day-to-day relationships that are critical to ensuring a successful project and the identification of innovative new approaches to accountability between governments (national and local) and their citizens.

| Lessons Learned | Recommendation |
|---|---|
| Success for a social accountability tool requires ownership from beneficiaries from the start. | UNDP must continue to build and manage its relationships with GoPh and CSOs to ensure the final product is effective and responsive to citizen concerns. |
| | UNDP and DILG must ensure that the Feedback Loop designed for DevLIVE requires |

|  | government officials to respond to citizen reports in a timely and substantive manner. |
|---|---|
| Introducing disruptive technology is as much about cultural change and managing relationships as about building technology. | UNDP must work with DILG to market the use of DevLIVE amongst officials as good for department and not a threat. |
| Development of final, full functioning mobile app takes longer than anticipated, given the ned for consensus and partner ownership. | Roll out of DevLIVE needs to be done right, even if it is slower than expected. UNDP and DILG must ensure it is fully functioning and all bugs have been addressed through ever-expanding piloting, before massive expansion to all municipalities or new project monitoring areas. |
|  | UNDP must stay engaged in the project with its partners until DevLIVE is fully functioning. |
|  | UNDP should seek medium-term funding to ensure completion of the the project. |
|  | UNDP and DILG must devise a plan for institutionalisation of DevLIVE into GoP systems in the coming years. |

**Case Study: Papua New Guinea Phones Against Corruption Project**

*Background*

Papua New Guinea has slowly developed since the establishment of its independence in 1975. It is an extremely heterogeneous society with hundreds of separate ethnic groups and languages. Yet is has continued to progress with its GDP increasing on average of 7% over the past decade.[33]In 2009 the Parliament of Papua New Guinea approved the Vision 2050 development document that noted, among other things, the impact of corruption. The document went on to propose key interventions, including "Effective Leadership &Good Governance" and "Performance and Accountability" as part of the long-term plan.

In more recent years it has made strides in creating stable governments through a Constitutional amendment in 2013 that limits no-confidence motions in Parliament and this has reduced changes in government. This, in turn, has resulted in government officials being able to conduct longer-term planning and implementing systems and structures that benefit development further.

A good example of this adjustment in favour of planning and systems is the adoption of amendments to the *Public Finance Management Act* in 2016. The amendments required all government departments/agencies and provincial administrations (departments) to establish and maintain an Internal Audit Division (IAD) to monitoring spending and budget implementation and an Audit Committee that meets quarterly to oversee the IADs work. In addition, the Department of Finance (DoF) has a role in monitoring each departments internal auditing systems.

DoF benefited from the assignment of a Secretary to the Department in 2014 who was reform-minded. This resulted in a flurry of new, innovative approaches to address corruption within the DoF, including a proposal from UNDPs Provincial Capacity Building Programme (PCAB). The second phase of the UNDP Global Anti-Corruption Programme (GAIN) provided seed funding of $50,000 USD over two years (2015-16) to develop an SMS-based system for staff of DoF to file anonymous complaints against possible cases of corruption known as Phones Against Corruption (P@C). During the initial pilot phase there were impressive results:

- A total of over 30,000 SMS texts were received (each question considered a text)
- A total of 557 valid complaints in the form of SMSs were received.
- Of these 234 complaints were found to be devoid of any financial corruption.
- Of the 323 valid complaints, 131 were related to other departments.
- Of the 192 cases that related to DoF, 77 cases were identified for investigation.
- Of the 77, cases it has completed investigation of 17 cases.
- Of the 17 cases, 5 cases are in Courts and 2 convictions recorded

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[33]https://tradingeconomics.com/papua-new-guinea/gdp-growth-annual

As the Global Anti-Corruption Programme entered its third phase (ACPIS), a key output of the project remained the funding of pilot projects through a call for proposals which was issued in 2016 for Asia-Pacific Country Offices. The UNDP CO in Papua New Guinea submitted a proposal for the extension of P@C to cover a broader group of Government of Papua New Guinea (GoPNG) departments. After a series of interviews and presentations ACPIS agreed to fund the new P@C Project for $200,000 USD over two years (2018-19). The project was launched in April 2018 and is expected to continue until December 2019.

The P@C Project has a number of elements beyond what was part of the initial pilot, including:
- It is a stand-alone project and not directly part of PCAB
- An International Technical Adviser (ITA) was part of the project's implementation, who is embedded in the DoF IAD.
- The project will work within the PFM systems established by GoPNG and will ensure complaints received from the SMS system will be handed over to the departmental IADs.
- Beyond the $200,000 from ACPIS, P@C has leveraged significant funding from PCAB and the GoPNG (DoF in-kind resources; PSAP and PIP funding). GoPNG has committed One Million Kina per year over the next 5 years by way of 'Public Investment Program (PIP) funding to support the Public Sector Audit Committee (PSAP) program to continue to support holding of the Audit Committee Meetings as mandatorily required under the Public Finance Management Act. The Audit Committee Meetings serve to enhance the effectiveness of the program offering a monitoring mechanism.
- The P@C program was nominated by "Wantok Niuspepa", a media stakeholder in 2018, for the International Anti-Corruption Excellence Awards under 'innovation category' instituted by Rule of Law and Anti-Corruption Centre (ROLACC), Doha-Qatar. P@C was one of the two winners in the category of a total of eight winners for 2018. The awards function was held in Kuala Lumpur on December 07, 2018. The award also comes with a cash grant of USD 125,000 that DoF can use to support the roll-out agencies to make the program more effective.
- The project has built partnerships with a number of key organizations, including the Ombudsman Commission, Transparency International Papua New Guinea, GoPNG Internal Revenue Commission, University of Papua New Guinea, GoPNG Public Service Commission, GoPNG Customs, and GoPNG Electoral Commission.

P@C is coming to the end of its first year of implementation. To date, one round of reports to departments has been issued in January 2019 (the roll out of the system to the departments only started in May 2018). Promotional material has been distributed to all 43 departments engaged.

In addition, as a result of an inquiry from a weekly national Tok Pigin newspaper – *Won Tok Niuspepa* – the project has also advertised for free its services on the front page of the newspaper since July 2018, allowing for some public complaints as well as civil service complainants.

(ACPIS MID-TERM EVALUATION March 2019)

### *Findings*

The following are the main findings from the evaluation of the project:

### Relevance

The project was well designed and the Results Framework was realistic and achievable. The focus on three components – expansion of the coverage of the system, capacity building of departmental IADs and building partnerships – has allowed for development as the project progressed. The proposed work is well-aligned with GoPNG priorities given its commitment to fighting corruption in its Vision 2050 and the invigoration of the public finance management system. It is also well-aligned with UNDP priorities in the Papua New Guinea. The United Nations Development Assistance Framework (2018-22)[34] notes three key outcomes, including:

> Outcome 1: By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.

### Efficiency

The project has leveraged $200,000 into a much larger project with funding from GoPNG and other UNDP projects. It has established new partnerships with government and civil society actors while also engaging ones that are already built, to ensure the cost-effective delivery of its outputs. All of the three outputs (P@C Roll Out; Support to IAD staff; Partnership Building) of the project are currently on track for achievement. In addition, the contracting of an ITA who works within the DoF has been an integral part of the success to date of the project, allowing for the building of a trusted relationship between the ITA and DoF staff and, in turn, greater ownership by DoF of the project.

### Effectiveness

Given that it has been less than a year since the project was launched, it may be too soon to measure results. However, some observations can be made at this stage. The system is functioning and is available and promoted for civil servants to use within their departments. The public has some awareness of the system as well.

A first round of reports from the system have been distributed to the departments. Yet it is too soon to know the impact of the extra work generated by the system for the staff in the IADs, especially given the limited resources under which they operate. There is also a need for an effective feedback loop, not an easy task when the complaints are anonymous. One idea is to have a reference number sent to the complainant who can follow up on how the complaint was handled.

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[34] http://www.pg.undp.org/content/dam/papua_new_guinea/docs/povred/PNG%20CPD%20-%20PNG%20CO.pdf

**Impact**

It is too soon to measure an impact from the P@C Project. However, the upside of the system has significant potential. However, it will need to be integrated into a broader anti-corruption system in Papua New Guinea, something that is still not defined until new legislation related to an Independent Commission on Anti-Corruption (ICAC) is passed and how that relates to existing anti-corruption institutions is clarified.

**Sustainability**

Given the integration into GoPNG systems, there is a good chance the P@C will be sustainable. Civil society is aware of and referring citizens to use the system. GoPNG has invested resources to ensure it is effective. However, the roll out must be well managed. Recent examples from similar systems in the country showed that too quick a roll out can result in the government systems being overwhelmed with complaints and creating an unsurmountable backlog that quickly results in citizen dissatisfaction. Therefore, for sustainability, the project must focus on building capacity of IADs to manage the inflow of complaints with limited public input, before moving to a more robust and far reaching system.

**SDG Implementation**

On a number of fronts, the project is focused on SDG implementation, particularly as it relates to SDG-16 (Peace, Justice & Strong Institutions):

- **Gender:** Specific efforts have been made to encourage women to engage in the use of the system and to promote awareness of corruption in the country. Yet there are major hurdles to overcome, given similar systems in the country are dominated by complainants who are male, older, educated and urban dwellers.
- **Inclusivity:**
    - Youth have been targeted with specific awareness activities, bit targeted efforts are require going forward.
- **Peace & Security:** Ensuring the system is SMS-based ensures that 90% of the country, geographically speaking, have access to the complaints process, ensuring more marginalised communities can also access the system. In the absence of legislation offering whistle blower protection, the anonymity offered by the program greatly helps in making the complaints feel safe to report.
- **Anti-Corruption:** The project mainstreams anti-corruption measures into UNDP projects and government programmes, ensuring an integration of anti-corruption measures throughout the design and implementation of both.

(ACPIS MID-TERM EVALUATION March 2019)

***Lessons Learned & Recommendations***

Overall the project has, to date, been a success and has shown the value of the UNDP architecture. A global programme has seed funding to incubate new innovative approaches to anti-corruption and through a competitive process UNDP COs, with national and local partners, are able to identify key interventions and build the day-to-day relationships that are critical to ensuring a successful project and the identification of innovative new approaches to accountability between governments (national and local) and their citizens.

| Lessons Learned | Recommendation |
|---|---|
| Success for a social accountability tool requires ownership from beneficiaries from the start. It also requires understanding of the local context for stakeholder acceptance of the tool. The anonymity offered by the program hence has helped this program success in the PNG context of Wantok relationships. | UNDP must continue to build and manage its partnerships with GoPNG and civil society to ensure the final product is effective and responsive to citizen concerns. |
| | UNDP and DoF must ensure that a reference number is provided to allow citizens to follow up on their reports. |
| Development of final, full functioning SMS system takes longer than anticipated, given the need for consensus and partner ownership. | Roll out of P@C needs to be done right, even if it is slower than expected. UNDP and DoF must ensure there are fully functioning and capacitated departmental IADs in place to manage complaints in a timely manner. |
| | UNDP should seek medium-term funding to ensure completion of the project to the point of public roll out to complement GoPNG commitment in the form of PIP PSAP funding in addition to IADs resources at agencies. |
| Public education about corruption is in its infancy in Papua New Guinea and requires significantly more investment. | Partner with other organisations (Ombudsman Commission; TI PNG) to promote broad civic education on corruption and its impact. |
| | Consider developing a school curriculum to educate youth on corruption and social accountability. |

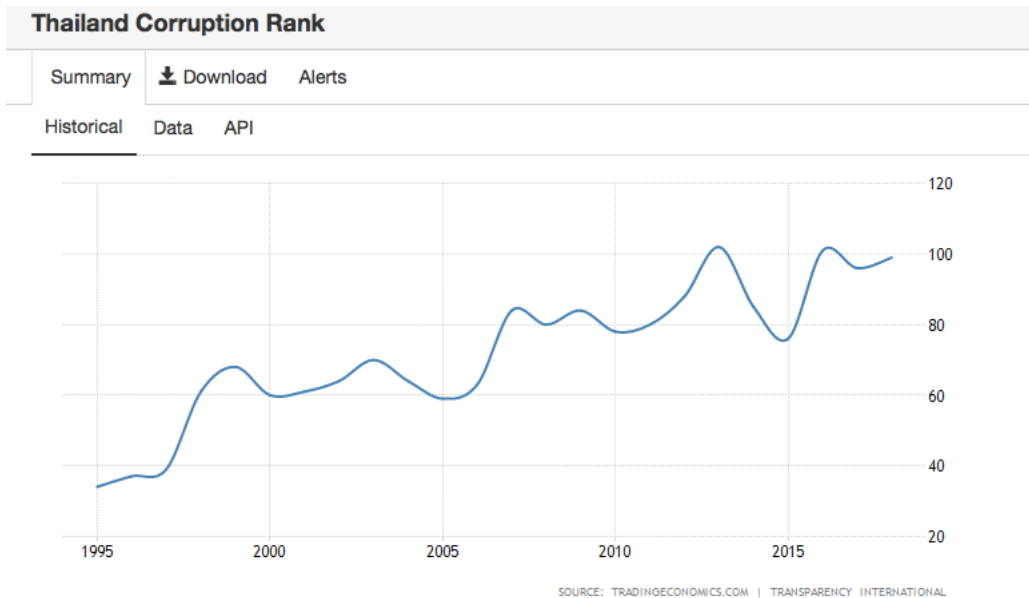|  | Ensure more targeted awareness raising for women and youth |
|---|---|
|  | Translate all promotional materials and advertisements into Tok Pigin. |
| P@C must be well integrated into the broader anti-corruption systems in Papua New Guinea. | ICAC development will need to ensure current systems and organisations are well-integrated. UNDP must monitor and facilitate the development of the system and how P@C will fit within it. |

## CASE STUDY: THAILAND

## Improving Culture of Integrity in Thailand through Strengthened Integrity Education of the Youth

*Background*

Thailand is a middle income country that has struggled to combat corruption. Since 1995 its ranking in the Transparency International Corruption Perception Index has dropped from a rank of 34th least corrupt country in the world in 1995 to more recent measurements that place it near 100th out of 175 countries.



**Thailand Corruption Rank**

Summary    ⬇ Download    Alerts

Historical   Data   API

SOURCE: TRADINGECONOMICS.COM | TRANSPARENCY INTERNATIONAL

(ACPIS MID-TERM EVALUATION March 2019)

However, in recent years efforts have been made by the Government of Thailand (Got) to establish systems that will build a less corrupt society. In 2017 a new *Public Procurement Act*[35] was passed by the Parliament of Thailand which now requires a more open procurement process.

In May 2018 the Cabinet of Ministers adopted a resolution mandating that anti-corruption courses will be compulsory for all levels of education (primary; secondary; tertiary) and for law enforcement, military personnel and civil servants.[36]

Also in 2018 the Parliament adopted amendments to the *Organic Act to Counter Corruption* to strengthen the powers of the National Anti-Corruption Commission (NACC). This follows other amendments to enhance the original 1999 law in 2015.[37]

In 2015 UNDP's Country Office (CO) in Thailand initiated support to key government and independent institution to support their progress as they address corruption. In particular, with support from the UNDP Global Programme on Anti-Corruption, Phase II (GAIN), the CO provided technical support to the Comptroller-General's Office of Thailand from 2015-17 as it developed the *Public Procurement Act*. This relationship has continued with country-level support from a regional project – *Creating a Fair Business Environment to Promote Sustainable Development and Growth in ASEAN* - to address business integrity in Southeast Asia implemented by UNDPs Regional Centre in Bangkok.[38]

In 2017, after a competitive call for proposals, ACPIS awarded a $200,000 USD project to the UNDP Thailand CO to focus on development integrity amongst youth with regard to combatting corruption. The project, implemented in 2017 and 2018, included the following Objective and Outputs:

**Objective:**

Improve the attitude of youth against corruption in Thailand through institutionalizing integrity curriculum into the education system of Thailand and building capacity of the Thai youth anti-corruption network to raise public awareness.

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http://www.krisdika.go.th/wps/wcm/connect/5f0dbe804631d36f88e1cf8451d188e4/PUBLIC+PROCUREMENT+AND+SUPPLIES+ADMINISTRATION+ACT%2C+B.E.+2560+%282017%29.pdf?MOD=AJPERES&CACHEID=5f0dbe804631d36f88e1cf8451d188e4

36 http://thailand.prd.go.th/ewt_news.php?nid=6760&filename=index

37 https://www.tilleke.com/resources/thailand-passes-new-anti-corruption-law

38 http://www.asia-pacific.undp.org/content/rbap/en/home/presscenter/pressreleases/2018/creating-a-fair-business-environment-to-promote-sustainable-deve.html

**Output 1:**

Integrity curriculum developed and provided to university students across Thailand

**Output 2:**

The Thai Youth Anti-Corruption network strengthened and expanded

UNDP Thailand has a Country Programme Document (2017-21) (CPD)[39] that identifies the the agreed upon development priorities between the UN agency and GoT. One of those priori ties is:

**Output 1.1: Output 1: Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders**

The project - *Improving Culture of Integrity in Thailand through Strengthened Integrity Education of the Youth* – provided support to the NACC as it developed its anti-corruption curriculum, especially as it related to tertiary education. Technical assistance was provided to the NACC sub-committee that was tasked with developing the curriculum. Once approved by the NACC it was piloted at Rajipat schools (i.e. – technical post-secondary schools) which focus on the education of future primary and secondary school teachers and local government officials. UNDP also provided support to its national partners to monitor and evaluate the pilot. The pilot also included a Training of Trainer (ToT) for lecturers at the Rajipat schools prior to their teaching the curriculum to students from July-October 2018.

In addition, UNDP Thailand was able to identify an existing anti-corruption mobile app and funded its retooling as a simple game that could be targeted at youth to learn about corruption through the game. This "gamification" of anti-corruption awareness was launched in November 2018.

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https://www.google.ca/url?sa=t&rct=j&q=&esrc=s&source=web&cd=5&ved=2ahUKEwj6k8fu7avgAhUHqo8KHSzcD5UQFjAEegQ IBBAC&url=https%3A%2F%2Ferc.undp.org%2Fevaluation%2Fmanagementresponses%2Fkeyaction%2Fdocuments%2Fdownload %2F270&usg=AOvVaw3pn9hjM1aAdAkA4VjMkCFQ

*Findings*

Based on the information provided above, the following are the main findings from the evaluation of the project:

Relevance

The project is well designed, with a clear and concise Results Framework that is realistic and achievable. The focus on two components – design of the curriculum and support for civil society development– should allow for parallel development as the project progressed. The proposed work is well-aligned with GoT priorities given its recent commitment to open procurement, compulsory anti-corruption education and a strengthened NACC. It is also well-aligned with UNDP priorities in Thailand. The UNDP Thailand CPD (2017-21) (which was in place when the project as approved) notes anti-corruption and enhanced institutions as a priority for development assistance. The work of the project also is focused on SDG-16 implementation, particularly as it relates to anti-corruption and accountability.

Efficiency

The project has leveraged $200,000 that has been added to an already progressing GoT project to develop anti-corruption curriculum. It has established new partnerships with government while extending and deepening the ones it had already existed. It has achieved the first output of the project.

Unfortunately, the second output was not achieved. The UNDP CO wanted to work with a civil society organisation to build a network of student anti-corruption clubs. Extensive efforts were made to engage students in the hopes of starting clubs. However, the efforts were not successful.

Effectiveness

The project was able to achieve results. The curriculum was developed and approved by the NACC. A piloting of the curriculum with Rajipat schools was accomplished. ToT was provided to lecturers prior to the pilot being implemented. A game educating youth on anti-corruption was developed and launched.

Impact

Even though the project only lasted two years (2017-18) it was able to be part of an impactful venture. The Cabinet Resolution of May, 2018 institutionalised the compulsory application of the curriculum developed.

Sustainability

The GoT has had ownership of the work of the project since the beginning. It has invested its own resources and has been a full partner in the development of the curriculum. The adoption of the Cabinet Resolution is the culmination of a process that has nearly guaranteed the curriculum has been Institutionalised.

Unfortunately, the same cannot be said for the development of youth anti-corruption clubs.

SDG Implementation

On a number of fronts, the project is focused on SDG implementation, particularly as it relates to SDG-16 (Peace, Justice & Strong Institutions):

- **Gender:**
  - 30% of all game players were women and girls
  - 50% of the lecturers trained through ToT during the pilot programme for the curriculum were women
- **Inclusivity:** All the work of the project was focused on youth.
- **Anti-Corruption:** The project mainstreamed anti-corruption measures into the work of the Government. Anti-Corruption education has been embedded in to the training of teachers and local civil servants, allowing for SDG-16 accountability measures to be integrated into other SDG development targets.

*Lessons Learned & Recommendations*

| Lessons Learned | Recommendation |
|---|---|
| Success for a integrity tools requires ownership from beneficiaries from the start. | UNDP must continue to build and manage its relationships with GoT to ensure the final product is effective and responsive to anti-corruption drivers. |
| Development of fully operational curriculum takes longer than anticipated, given the need for roll out. | More time is required to invest in curriculum roll out to all tertiary schools in Thailand. This should include lecturer training and how the anti-corruption game can integrated into the curriculum. |

| | |
|---|---|
| | Ongoing M&E should be maintained until curriculum is fully implemented at tertiary schools and is operating effectively. |
| | UNDP should seek medium-term funding to ensure completion of the the project. |
| Lack of civil society engagement will result in less impact from work with GoT. | In addition to mandatory curriculum, work needs to be done to support civil society clubs and student engagement outside of class |

*Key Role(s) for UNDP*

In a middle income country, it can sometimes be challenging for development institutions to define a clear role for their work. Based on feedback from stakeholders engaged in the project, the following key roles were identified and appreciated by stakeholders:

| | |
|---|---|
| **Network Broker** | Able to link national stakeholders together as well as with international networks and actors |
| **Knowledge Broker** | Identifying sources of knowledge and best practices and linking such sources with beneficiaries |
| **Technical Adviser** | Provision of technical advice in a timely manner |
| **Policy Advocate** | Provision of policy advice and advocacy based on international standards and best practices |
| **Facilitator** | Ability to encourage cooperation, dialogue and opportunities for learning |

| Incubator | Identifying innovative approaches and supporting them during early stages of development |
|---|---|
| Gravitas | Using the status of the United Nations to lend credibility to beneficiary decisions that have had UNDP support |
| Neutral Partner | No hidden agenda by UNDP, which allows for a trusted relationship with beneficiaries |