



# REGIONAL ANTI-CORRUPTION INITIATIVE

Annex 4  
to RAI Strategic Document

## **Work Plan 2016 – 2017**



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# REGIONAL ANTI-CORRUPTION INITIATIVE

## I. Background

Since its establishment, the Regional Anti-corruption Initiative (RAI) acts as a regional process through which governments of the region combine their efforts to help curb corruption in South Eastern Europe (SEE). It intends to give an impetus to the fight against corruption in South Eastern Europe by building upon existing actions through better co-ordination of all efforts and by relying on high-level political commitment. With the understanding of the European perspective of the region's future, RAI seeks to foster closer integrative links and common European values in regard of good governance.

From the organisation's establishment, RAI member countries agreed that priority measures to fight corruption include<sup>1</sup>:

1. Taking effective measures on the basis of existing relevant international instruments;
2. Promoting good governance and reliable public administration;
3. Strengthening legislation and promoting the rule of law;
4. Promoting transparency and integrity in business operations;
5. Promoting an active civil society and raising public awareness.

Priorities were agreed without prejudice to existing international commitments, taking into account the Declaration on 10 joint measures to Curb Corruption in South Eastern Europe (signed in May 2005, in Brussels, by the ministers of justice), and also the obligations taken over by signing the Memorandum of Understanding concerning Cooperation in Fighting Corruption through the South Eastern European Anti-Corruption Initiative at the South-East European Cooperation Process (SEEC) Meeting in Zagreb on April 2007.

In May 2014, Ministries of Justice and Home Affairs of the South East European Cooperation Process Participating States further stressed the commitment to make best use of the Regional Anti-corruption Initiative and to allocate adequate resources for implementing efficient preventive mechanisms and programs, as well as proactive measures to enhance institutional transparency and good governance<sup>2</sup>.

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<sup>1</sup> The Regional Anti-corruption Initiative Strategic Document, "Commitments".

<sup>2</sup> Joint Declaration of the Ministries of Justice and Home Affairs of the SEEC Participating States, May 29, 2014, Bucharest, Romania.



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Further on, as a Dimension Coordinator for Anti-Corruption Dimension of South East Europe 2020 Strategy<sup>3</sup> (SEE 2020 Strategy), RAI is also committed to the objectives identified under the SEE 2020 Strategy. Although the Strategy is dedicated to six economies in the region (Albania, Bosnia and Herzegovina, Republic of Macedonia, Montenegro, Kosovo\* and Serbia), the other RAI members (Bulgaria, Croatia, Moldova and Romania) will also be involved.

RAI will keep abreast of all its planned activities the Central Anti-corruption Bureau of Poland, which became an observer to RAI in May 2015<sup>4</sup>, thus strengthening collaboration and ensuring the best use of possible avenues of cooperation between the institutions. RAI will also continue inviting Kosovo\* to its programmatic events, in line with the discussions during the 16<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> Meetings of the Steering Group and Decisions taken at its 20<sup>th</sup> Meeting in Zagreb.

In addition to the stated priorities, RAI has to dedicate efforts to ensure that its undertaken activities are not overlapping with other anti-corruption endeavours in the region and will do its best in order to avoid fragmentation.

Pursuant to the provisions of the Work Plan 2014 – 2015, RAI Secretariat assessed the implementation of the previous agenda and identified organisation's strengths and weaknesses, which were taken into account during the drafting process of the new Work Plan. The inventory of commitments and actions revealed lessons that are incorporated. The Work Plan is prepared with the understanding that the implementation of actions is a shared responsibility between the Secretariat, RAI member countries and partners.

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<sup>3</sup> At its 17th Meeting in Zagreb (July 12, 2013), RAI Steering Group decided to fully support RAI Secretariat's involvement in South East Europe 2020 Strategy implementation, endorsed at the Conference of the South East Europe Investment Committee in Sarajevo (November 21, 2013), by the Ministers representing Western Balkans economies.

\* This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

<sup>4</sup> Conclusions and Decisions of the 20th RAI Steering Group Meeting; May 20, 2015, Zagreb, Croatia.



## II. RAI strategic direction and objectives

RAI's strategic direction and national anti-corruption agendas are mutually influenced and inter-related since there is an understanding that corruption needs to be addressed from both perspectives, regionally and locally.

The overall objective of the Work Plan for 2016 – 2017 is to formulate coordinated regional measures that seek to reduce corruption and support the implementation of international instruments on anti-corruption. All the actions presented in the text below and in the Log-frame (Annex) complement the targets set in the SEE 2020 Strategy. It is therefore understood that the RAI objectives are also objectives of the SEE 2020 Strategy that is a regional compilation of national agendas.

The in-depth analysis of the previous Work Plan implementation also led to the review of the objectives and further prioritization of actions, considering available human and financial resources as well as available capacities of the member states and partners. The evaluation essentially revealed that the wide range of targets led to considerably high number of activities undertaken during 2014 – 2015. Lessons learned led the Secretariat towards setting tangible and measurable operational targets for the two-year period ahead. This translated into certain objectives remaining high on the organisation's agenda while others were rephrased and some were discontinued.

Annexed Log-frame provides an overview of the three objectives set for the next two years, whilst the subsequent paragraphs provide insight into status of all objectives.

These are the three strategic objectives that organisation commits to:

**Strategic Objective 1:** TRANSPARENT RULES - move away from discretion to rule-based political and administrative decision making by conducting risk assessment, by adopting public, simple and enduring rules.

RAI remains focused on its efforts towards two corruption preventive measures: anti-corruption assessment of laws (corruption proofing) and corruption risk assessment in public administration.

The targets set up for the previous Work Plan 2014 -2015 were achieved<sup>5</sup>. In order to proceed with tangible results on the ground at national levels, further action is required and planned. Technical assistance to countries interested in having these preventive measures in place has to be delivered by RAI.

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<sup>5</sup> For more information please see Evaluation Report for Work Plan 2014 – 2015.



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**Strategic Objective 2: PUBLIC AWARENESS** - researches, whistleblowers, media and other agencies should be actively supported and their findings considered and given ample publicity.

RAI continues its strong commitment to this Objective. There are several different avenues that the organisation will pursue in the next two years. Actions elaborated in the annexed Log-frame present the continuation of achieved results in the previous two years.

RAI will continue its cooperation with Southeast Europe Leadership for Development and Integrity (SELDI)<sup>6</sup>, an anti-corruption and good governance coalition by civil society organizations in SEE. The objective of this cooperation is to contribute to a dynamic civil society in the region, capable of participating in public debate and influencing policy and decision-making process in the area of anti-corruption and good governance<sup>7</sup>. Secretariat will also actively seek new partnerships to expand its network and influence.

During next two years RAI will be involved in raising awareness of protection of whistleblowers, in strengthening public institutions' capacities to protect those who blow the whistle, and in supporting NGOs that work in the field of whistleblower advocacy, following the regional Research on Whistleblower Protection<sup>8</sup> commissioned by RAI in 2015.

Another important element of the objective is raising awareness of corruption and anti-corruption via RAI Website. In the previous period, Secretariat underwent an in-depth restructuring of the website with the objective to make it more user-friendly and to provide more relevant information to the visitors. The Website, as well as social media, is used to communicate relevant news from the region, and also to raise awareness about different events, publications, surveys organized by RAI and/or its partners. To ensure relevance and timeliness of information, the Secretariat utilizes part of Interns' time, as well as other staff, into maintenance and updating.

Additionally, there are other activities that Secretariat is considering implementing in the next two years, but identified potential projects are in development stage therefore no commitment can be made.

**Strategic Objective 3: CONFLICT OF INTEREST & ASSET DISCLOSURE** - enhanced cooperation between specialized agencies for verification of assets declarations and conflict of interest not only for sharing the experience, but also for exchanging the information.

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<sup>6</sup> Decisions and Conclusions of the 17<sup>th</sup> RAI Steering Group Meeting, Zagreb, July 12, 2013.

<sup>7</sup> See SELDI Strategy and Action Agenda for Good Governance and Anti-corruption in SEE.

<sup>8</sup> [http://rai-see.org/wp-content/uploads/2015/07/Whistleblower\\_Protection\\_in\\_SEE.pdf](http://rai-see.org/wp-content/uploads/2015/07/Whistleblower_Protection_in_SEE.pdf).



## REGIONAL ANTI-CORRUPTION INITIATIVE

Regional Anti-corruption Initiative is committed to strengthening regional cooperation on data exchange in asset disclosure and conflict of interest and also to enhancing the exchange of best practices and lessons learned. What remains to be a risk with this objective are other efforts and initiatives happening in the region. RAI will mitigate this risk by ensuring strong cooperation with stakeholders in the same field in order to avoid overlapping and building upon results achieved so far, and also to create synergies.

In this context, RAI is also committed to organizing meetings of the regional network for asset disclosure and conflict of interest. The integrity experts network will play an important role in achieving the strategic objective.

Summer School for Junior Anti-Corruption Practitioners is an ongoing activity of RAI for number of years. Summer School can serve as a testing ground, as well as a sounding board for the projects it will be implementing under this objective. Summer School has an added value for Regional Anti-Corruption Initiative in a sense that it acts as an outreach effort for the organization. It helps the Secretariat tap into the new national resources in justice sector and it also helps build stronger relationships with the justice sector institutions. It is important for RAI to stay connected to public servants at all levels and not only at the senior level.

The three strategic objectives represent an ambitious mission for the two years ahead. They are results oriented and entail series of interlinked activities across the region, building on the work conducted so far. Although there are three distinct Strategic Objectives that RAI commits to deliver results on, there are also **other objectives** RAI will not miss the opportunities to work on. However, bearing in mind the limited capacity of the Secretariat, as well as the insufficient financial resources that could be utilized to target more goals, no commitments can be made in terms of delivery of results. These objectives are addressed in the following paragraphs and are not elaborated in the Log-frame.

*Money Laundering and Recovery of Crime Related Proceeds:* Secretariat was not able to take this objective further in the past two years due to lack of capacity and priorities in other areas. Nevertheless, RAI's intentions for the next two years are to research and pursue a potential project in this area, but no specific objective is assigned.

*Effective Monitoring of National Anti-corruption Strategies:* RAI delivered results against this objective in the previous period with the Methodology on Monitoring and Evaluation of the Implementation of National Anti-corruption Strategies and Action Plan<sup>9</sup>. There is an intention to take the report forward, but it cannot represent an objective since it is a continuous process depending on the lasting period of each National Anti-corruption Strategy.

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<sup>9</sup> [http://rai-see.org/wp-content/uploads/2015/05/Methodology\\_on\\_Monitoring\\_2015.pdf](http://rai-see.org/wp-content/uploads/2015/05/Methodology_on_Monitoring_2015.pdf)



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*Competitive Procedures (Public Procurement):* Although this Objective is no longer presented with the tangible outcomes, RAI will not discontinue pursuing potential projects in this field. Continued cooperation with UNDP Istanbul Regional Hub is foreseen in development of joint interventions in the field of public procurement and/or other related areas. Also, RAI will actively seek other partners with established expertise in this field to partner with, including from its member countries.

*Revision and Control:* As with the competitive procedures objective, lack of expertise and low capacity of the Secretariat resulted in underachieving on this Target when implementing the previous Work Plan. Secretariat will continue to analyze possibilities where it can get involved as well as build its own capacities in this field.

Finally, in the course of evaluating the previous two years, Secretariat also considered a number of **internal capacity issues**. The key question being what can and should Secretariat do internally to strengthen its capacities? The Evaluation Report for Work Plan 2014-2015 elaborates in more details on this point, but following are some key items that were recognized and will be addressed in the next two years.

RAI does not have a Communication Strategy. Since RAI is actively engaged in the process of consolidating cooperation with the current RAI partners and also of building new partnerships with other interested stakeholders, it was determined that the organisation would benefit from such document because it would help focus attention as well as resources currently utilized in this field. Therefore, in the next Work Plan period, Secretariat will devise a Communication Strategy that would be subject to approval of the Steering Group.

There is a need for capacity building in project management. All Secretariat staff will benefit from periodical workshops in process planning and project cycle. Workshops will be held internally. This will enhance the understanding and working knowledge of project management cycle. This is particularly valuable since RAI is transitioning from contributions based organisation to projects based organisation.

It is important for RAI to devise and adopt a gender equality policy. It has been recognized that RAI as an organisation was gender neutral. In the following two years Secretariat will undergo gender equality training and explore if its activities are in fact gender neutral or not. Based on the analysis, Secretariat will develop an adequate gender equality policy that would be subject to approval of the Steering Group.





## III. Monitoring and Evaluation

In order to ensure adequate implementation of the Work Plan activities, a monitoring mechanism has to be put in place.

Monitoring of the activities implementation to achieve the SEE 2020 Strategy goals will be carried out according to the mechanism described in details in Chapter 4.2 *Governance and monitoring* in the SEE 2020 Strategy. In this regard, the function of RAI as the dimension coordinator for *Governance for Growth* Pillar of the SEE 2020 Strategy is to help coordinate the implementation of the Anti-corruption Dimension and to provide a regional platform for policy peer reviews and monitoring of progress<sup>10</sup>. Senior Representatives, or persons appointed by them, will serve as focal points for accumulating information on measuring the qualitative and quantitative indicators, as well as the impact/outcome of Strategy's implementation.

Monitoring of the activities for RAI specific targets implementation will be carried out in the framework of the RAI Steering Group. As RAI Chairperson oversees the enforcement of the decisions taken by the Steering Group<sup>11</sup>, s/he will play the pivotal role in monitoring of the implementation of RAI specific objectives. The Chairperson is entitled to give strategic guidance to the RAI Secretariat in order to ensure the achievement of the Work Plan's objectives<sup>12</sup>.

At the end of Work Plan period, before the next Work Plan is drafted, RAI Secretariat will analyze the data on activities' implementation during 2016 – 2017 for assessing the strengths and weaknesses to be taken into account for the next Work Plan in order to improve the effectiveness of the strategic planning. The evaluation will be carried out on the basis of Annual Progress Reports that should be presented by the Senior Representatives of each of the RAI member countries. Findings of the evaluation will be reflected in a report prepared by the Secretariat and adopted by the Steering Group. Evaluation inputs from RAI member countries and partners will be collected and analyzed. The report will serve as a base-line study, describing the situation against which progress will be assessed and comparisons will be made. The next RAI Work Plan must be drawn up taking into account the findings of the report.

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<sup>10</sup> Chapter 4.2 of the South East Europe 2020 Strategy – Jobs and Prosperity in a European Perspective, adopted by Ministers representing the Western Balkans economies, Sarajevo, November 21, 2013.

<sup>11</sup> RAI Strategic Document, Annex 2 *Terms of Reference for the Chairman, Mission and goal description*.

<sup>12</sup> RAI Strategic Document, Annex 2 *Terms of Reference for the Chairman, Role and responsibilities (5)*.



# REGIONAL ANTI-CORRUPTION INITIATIVE

## Annex – LOG-FRAME

Strategic Objective 1: TRANSPARENT RULES - move away from discretion to rule-based political and administrative decision making by conducting risk assessment, by adopting public, simple and enduring rules					
Objectives	Results	Activities	Partners	Estimated Budget	Time
1.1. Corruption Risk Assessment in Public Administration - at least three beneficiary countries strengthened their capacities on corruption risk assessment	<ul style="list-style-type: none"> <li>- National methodologies on corruption risk assessment are developed</li> <li>- Legal proposals are prepared for introducing the concept of corruption risk assessment in the national legislative framework and/or administrative practice</li> <li>- Government officials trained on national methodologies on risk assessment</li> </ul>	<ul style="list-style-type: none"> <li>- Translating Corruption Risk Assessment Methodology to national languages</li> <li>- Identifying individual countries needs and present ideas</li> <li>- Provide report with options for establishing Corruption Risk Assessment</li> <li>- Countries developing national methodology based on Regional Methodology</li> <li>- National Methodologies introduced to legislation</li> <li>- Training for respective government officials delivered</li> </ul>	UNODC RCC Relevant national public institutions	€120.000	Entire period 2016-2017
1.2. Anti-corruption Assessment of Legislation - at least three beneficiary countries strengthened their capacities on anti-corruption assessment of legislation	<ul style="list-style-type: none"> <li>- National methodologies on anti-corruption assessment of legislation are developed</li> <li>- Legal proposals are prepared for introducing the concept of anti-corruption assessment of legislation in the national legislative framework and/or administrative practice</li> <li>- Government officials trained on national methodologies on anti-corruption assessment of legislation</li> </ul>	<ul style="list-style-type: none"> <li>- Translating Anti-corruption Assessment of Legislation Methodology to national languages</li> <li>- Identifying individual countries needs and present ideas</li> <li>- Provide report with options for establishing anti-corruption assessment of legislation</li> <li>- Countries developing national methodology based on Regional Methodology</li> <li>- National Methodologies introduced to legislation</li> <li>- Training for respective government officials delivered</li> </ul>	Relevant national public institutions	€120.000	Entire period 2016-2017



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<b>Strategic Objective 2: PUBLIC AWARENESS</b> - researches, whistleblowers, media and other agencies should be actively supported and their findings considered and given ample publicity					
Objectives	Results	Activities	Partners	Estimated Budget	Time
2.1. Capacity of relevant public institutions about protection of whistleblowers increased	Raising awareness about needed legal solutions Sharing best practices and lessons learned in the region	Capacity Building events: workshops, conferences, regional meetings etc.	RCC Relevant national public institutions	TBD	
2.2. Whistleblowers Protection Improved through enhanced advocacy capacity of CSOs	Supporting the joint work of like-minded NGOs	Provide support to Alliance forming Providing Research support and ample public visibility	RCC NGOs working on whistleblower protection	TBD	



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**Strategic Objective 3: CONFLICT OF INTEREST & ASSET DISCLOSURE** - enhanced cooperation between specialized agencies for verification of assets declarations and conflict of interest not only for sharing the experience, but also for exchanging the information

Objectives	Results	Activities	Partners	Estimated Budget	Time
a. Enhancing regional cooperation on data exchange - a regional cooperation on data exchange in asset disclosure and conflict of interest is outlined	<ul style="list-style-type: none"><li>- Technical needs established</li><li>- Draft instrument produced and discussed</li></ul>	<ul style="list-style-type: none"><li>- Organizing one political level meeting</li><li>- Organizing two rounds of discussions of oversight bodies</li></ul>	UNODC RCC Relevant national public institutions	€190.000	Entire Period 2016-2017
b. Capacities of the oversight bodies are enhanced	<ul style="list-style-type: none"><li>- meetings of integrity experts network convened</li><li>- Young professionals in oversight bodies are educated / trained in new techniques</li></ul>	<ul style="list-style-type: none"><li>- Meetings of integrity experts network organized regularly</li><li>- At least one Summer School Edition is organized on asset disclosure and conflict of interest</li></ul>	ReSPA RCC	€130.000	Entire Period 2016-2017