

# Business Action Against Corruption (BAAC)

Midterm Review

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GTF Number 272

## 1. Programme Identification Details

<b>GTF Number</b>	GTF 272
<b>Short Title of Programme</b>	BAAC
<b>Name of Lead Institution</b>	Commonwealth Business Council
<b>Start date:</b>	08/08/2008
<b>End date:</b>	31/03/2013
<b>Amount of DFID Funding:</b>	£2,798,626
<b>Brief Summary of Programme:</b>	<p>Locations: up to 10 African countries including Botswana, Cameroon, Ghana, DRC, Lesotho, Malawi, Nigeria, South Africa, Tanzania and Zambia</p> <p>The CBC's project is a public-private initiative aimed at tackling corruption and supporting growth and improved services for up to 200 million citizens. Each of the national programmes will set up consultative working structures to implement nationally defined strategies especially improving public services, business climate, and standards of leadership behaviour. It will develop continental governance norms and implementation mechanisms, and strengthen capacity.</p> <p>The key outputs foreseen are (i) 10 joint public-private national anti-corruption programmes; (ii) the development of continental standards in cooperation with regional/continental structures such as SADC and African Peer Review Mechanism and; (iii) capacity building, communication and advocacy using civil society and the media.</p>
<b>List all countries where activities have taken or will take place</b>	Botswana, Cameroon, DRC, Ghana, Lesotho, Malawi, Nigeria, South Africa, Tanzania and Zambia and potentially Senegal, Benin, Mali and Kenya.
<b>List all implementing partners in each country</b>	<p>The African Institute for Corporate Citizenship (AICC): 1st floor, 9 St. David's Place, Park town Johannesburg, South Africa</p> <p>BAAC Malawi :Paul Kagame Road, Amina House, Ground Floor Private Bag 382, Lilongwe, Malawi</p> <p>The Human Rights Trust of Southern African (SAHRIT), 12 Ceres Road, Avondale, Harare, Zimbabwe.</p> <p>The Southern African Forum Against Corruption (SAFAC) c/o The Human Rights Trust of Southern Africa (SAHRIT), 12 Ceres Road, Avondale, Harare, Zimbabwe Contact</p> <p>The Convention on Business Integrity (CBI): 5<sup>th</sup> Floor, SIO Towers, 25 Boyle Street, Onikan, Lagos, Nigeria</p> <p>Business Council for Africa, Les Manguiers, BAT Compound Bastos BP 16558 Yaoundé</p> <p>Ghana Anti-Corruption Coalition: Pig Farm Junction (Main Olusegun Obasanjo Way)PO Box GP 17921, Accra, Ghana</p> <p>Directorate on Corruption and Economic Crime P/Bag 00344, Gaborone, Botswana</p>

	Anti-Corruption Commission, Zambia
<b>Target groups- wider beneficiaries</b>	The scope of BAAC is Pan-African and aims to identify and implement “winnable reforms” in 10 African countries to help support growth and improved services for up to 200 million of the continent’s most vulnerable citizens.
<b>Lead author</b>	Silvia Hidalgo

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### 3. Abbreviations / Acronyms

AICC	African Institute of Corporate Citizenship
APRM	Africa Peer Review Mechanism
BAAC	Business Action Against Corruption
BOCCIM	Botswana Chamber of Industry and Manpower
CASA	Credibility, Attribution, Significance, Affordability
CBC	Commonwealth Business Council
CBI	The Convention on Business Integrity
DCEC	Directorate on Crime and Economic Corruption, Botswana
DFID	Department for International Development, UK
GACC	Ghana Anti-Corruption Coalition
GPAC	Global Programme Against Corruption
GTF	Governance and Transparency Fund
HURIDETSA	Human Rights and Development Trust of Southern Africa
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MoV	Means of verification
MTR	Mid-term Review
NEPAD	New Partnership for Africa's Development
SA	South Africa
SADC	Southern Africa's Development Community
SAFAC	Southern African Forum Against Corruption
SMMEs	Small, Medium and Micro Enterprises
SMEs	Small and Medium Enterprises
SOEs	State-owned Enterprises
UNODC	United Nations Office on Drugs and Crime

#### **4. Executive Summary**

Under the auspices of the Commonwealth Business Council (CBC), Business Action Against Corruption (BAAC) is set out as a pan-African public-private initiative to combat corruption. It is founded on the view that corruption can only be tackled if cooperative alliances are built involving business, government and civil society, and if these are driven by key stakeholders inclusive of Africa's business and government leadership. This report summarises the findings of an independent Midterm Review of the UK Department for International Development (DFID) Governance and Transparency Fund (GTF) funded £2.8m BAAC 5 year programme (2008-2013). The current GTF BAAC programme seeks to tackle corruption in up to 10 African countries and to support growth and improved services for 200m citizens through established national programmes and consultative working structures to implement nationally defined strategies - especially improving public services, business climate, and standards of leadership behaviour. The programme also envisages developing continental governance norms and implementation mechanisms, and strengthening capacity. Its premise is that it be demand driven with political buy-in from governments and business communities.

The MTR aims to inform ongoing work, review progress to date and focus on what can be improved during the remaining funding period. The methodology for the Midterm review is based on the Terms of Reference (ToR) and includes a desk review, key informant interviews, the use of self-assessment questionnaires and field visits to the two countries where the BAAC has made most progress.

The MTR recommends that the programme: Continues with modification.

The review concludes that the establishment of the BAAC programme in Africa is relevant and timely and can be significant in addressing corruption and ultimately contribute to advancing development goals in Africa. The stated objectives remain worthwhile and generally well targeted at the longer-term challenges of corruption and governance in the region. The BAAC's relevance is based on the recognition that the private sector and public-private sector dialogues are key and that public institution-building alone will not be effective in reducing corruption and improving governance and service delivery. At the same time the review finds that there are a number of refinements and improvements that should be made to the delivery of this ambitious programme to help ensure that the programme contributes to its stated objectives. In particular, there is a need to adapt and strengthen the management structure and systems in place to improve communication, information-sharing, capacity and performance across efforts. Increased support and structure, CBC input and strengthened communication was a request expressed by practically all BAAC managers and focal points. The BAAC would gain from a strategic review, annual retreats defining action plans and better web based information sharing and project management systems. A tweaked Monitoring and Evaluation framework based on a collective strategic review needs to be a process that is systematised.

The review also finds that the level of ownership programme is high as activities have been largely demand-driven. Overall progress in countries has varied considerably. There has been substantial progress in Nigeria where efforts are achieving noteworthy traction. There has also been progress in Malawi where the BAAC is now recognised as a central actor in the National Anti-Corruption Strategy. There are cases of new countries like Ghana that are adopting the BAAC and vigorously fighting corruption through multi-sectoral approaches.

Important differences in the level of effectiveness of actions in countries suggest that the BAAC programme would benefit from increased leadership, additional and more proximate support and in

some cases supervision. The replication of the BAAC and its achievements requires additional real-time monitoring of efforts so that countries can use each other's capacity and expertise. The MTR recommends regional management of efforts to increase coordination. The BAAC would benefit from a stronger pan-African identity and a more comprehensive communication strategy that would strengthen its brand, attract more businesses and help advance its efforts both in countries and regionally. The initiative would be stronger if it were to include "ambassadors and visible faces."

The programme is at a stage where it can take stock of its progress and focus on countries and priority areas where it can be most effective. The pace of progress in BAAC countries has been strongly influenced by the capacity of partner organisations and managers/focal points. Beyond officially setting up the BAAC in countries, national strategies need to be devised and constantly pushed forward. Here there is an inherent contradiction between the Programme and its timescales, namely that the Programme is aiming to rally the business community and develop public-private partnerships, systems and capacity, but this is fundamentally a long term activity. As such, the BAAC should be understood as a longer term venture that needs to benefit from solid foundations in this period and at this decisive juncture. Clarifying ways in which BAAC chapters can be established, their work defined nationally and cross functionally can help sharpen the focus. The Programme should consider concentrating its activities at this stage in countries with the capacity and interest to deliver against the programme. Partners that have not proven effective or that have insufficient leadership and capacity can be weaned out and in certain cases focal points retained either independently or strategically placed within different structures.

In general, the BAAC's strategy would benefit from refinement in the light of lessons learned from this stage of the Programme and changes in context (such as the institutional difficulties at the pan-African level and new potential allies and partners). One area of difficulty has been the Benchmarking Anti-corruption Initiative in Africa. Additional attention can be placed on clarifying and 'fleshing out' Programme deliverables and understanding national and regional strategies and how the BAAC can be more than the sum of its parts. The BAAC can define more precisely what it can and should best deliver. This should include further consideration of how, and the extent to which, it can more robustly address and gain impetus tackling corruption issues. There is evidence that expertise gained in Nigeria on carrying out studies and research to develop a baseline against which to programme and track progress adds value and contributes to better governance and anti-corruption for improved service delivery. This increases overarching longer term development focus of the programme.

The Programme has successfully contributed to developing partnerships and capacity building chiefly among the businesses and individuals it has touched. The training workshops held in Malawi have, for example, been particularly beneficial in building the capacity and encouraging strategic thinking on corporate governance and compliance. However, more work and more time are required to deliver the strong and geographically widespread capacity of expertise required for sustained impact and effective devolution.

The review provides observations on and specific suggestions for refinements to the programme and its delivery. These include efficiency considerations and the need to establish the BAAC as a stronger network and further connect with other organizations working in this field and multi-national businesses.

## **5. Introduction to the programme**

The overall goal of the programme is to significantly reduce corruption to support growth, improved

services and attainment of MDGs in Africa. Its purpose is to support strengthened accountability framework and practices including: (a) More capable, accountable and transparent public service (b) improved corporate governance standards in public and private sector (c) improved conditions for doing business.

The BAAC's core approach and principles for engagement<sup>1</sup> include:

- Involvement from the outset of reform elements of the state (political, executive, administrative) within the programme.
- Development of private sector-government joint working structures between government and business to deal specifically with corruption
- Uniting together previously isolated initiatives within Africa and enabling them to create a coherent framework for demand side interventions on corruption.
- maximising African and national ownership

Implementation is based around the following sequencing:

- Using the standing and reputation of CBC and the BAAC partners to obtain high level political endorsement
- generating rapid joint diagnosis of 3-4 priority areas of national concern to the private sector and civil society
- Developing the nationally-led and designed anticorruption strategy. This includes both new organisational arrangements and selection of priority areas of work.

The current Programme aims to establish the BAAC in 10 African countries to tackle corruption and support growth and improved services for 200 million citizens. National programmes include the formation of consultative working structures to implement nationally defined strategies especially improving public services, business climate, and standards of leadership behaviour. The Programme also foresees to develop continental governance norms and implementation mechanisms, and strengthen capacity.

The review covers the design and first phase of the BAAC implementation (2008-2010) and progress in achieving the BAAC's three key outputs:

- (i) the creation of joint public-private national anti-corruption programmes;
- (ii) the development of continental standards in cooperation with regional/continental structures such as SADC and African Peer Review Mechanism and;
- (iii) capacity building, communication and advocacy using civil society and the media.

## 6. Methodology

As per the ToR, the purpose of the MTR is to provide an independent assessment of the progress and performance of the BAAC to date against its targets, especially at the output to purpose level:

- Measure and report on achievements and early signs of change
- Indicate adjustments and changes that need to be made to ensure success

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<sup>1</sup> See BAAC Inception Report GTF 272.

- Analyse the cost effectiveness of the different approaches taken
- Review the programme's risk analysis.

The Terms of Reference outlined the methodology of the MTR builds on a self-evaluation undertaken by the BAAC and process monitoring data. The review included the following a limited desk review of background information and available documents, key informant interviews and field visits in two countries in Sub-Saharan Africa. Malawi and Nigeria were selected by the CBC as countries to be covered in the field visits because the BAAC programme and its activities are more advanced there and more learning can be derived from these cases.

The emphasis of the review criteria in the MTR is to assess what can be improved for the remaining funding period.

## **7. Findings in relation to standard review criteria**

### **7.2 Relevance:**

The prevailing strategic relevance of the programme for the GTF as captured throughout the review is that improved governance in Africa - a critical variable in promoting growth and development - requires increased and better private sector engagement with the public sector and civil society to reach societal goals, including the MDGs. At the national level and local level, the private sector needs to be involved in the process of combating corruption firstly by improving corporate governance and secondly by engaging in a system of mutual accountability and joint target setting.

#### ***7.1.1 Relevance at national and regional levels:***

The overall programme was viewed highly relevant throughout the countries in Sub-Saharan Africa. The concept of Business Action Against Corruption as a platform for public-private sector engagement on anti-corruption is perceived as the major strength of the initiative. BAAC managers in all countries interviewed found that the programme was highly relevant both at national and regional levels. At a national level, public-private partnerships to tackle corruption were regarded as highly relevant based on a wide range of considerations including:

- The private sector is largely perceived as the supplier of corruption and focusing on the private sector is key.
- Corruption is embedded in all sectors of society and efforts need to be mainstreamed and championed across all sectors.
- Businesses can help curb government corruption with further engagement and increased concerted efforts and mutual accountability.
- A sustained dialogue maintained and a framework for collaboration allow for progress over time.
- Past efforts focusing mainly on anti-corruption agency institution building have not proven effective.

The relevance of the BAAC at the national level is best captured in the context of Malawi where the BAAC is the main actor representing the business community in the national strategy. In Nigeria, the Convention on Business Integrity plays a key role in anti- corruption efforts and participates in the

strategic discussions on the national strategy. In other countries like South Africa however, the BAAC reportedly struggled to find its niche with the important number of initiatives and actors working on anti-corruption. At both the regional level and in certain countries like South Africa, key informants interviewed mentioned that the anti-corruption field is fragmented and overlapping that the BAAC can be both a victim of and a contributor to this fragmentation.<sup>2</sup> In the case of the DRC where governance and institutionalized corruption are the main problems hampering the country's economic progress, the BAAC approach is perceived as relevant but insufficient also considering the lack of in-country partner capacity.

In Nigeria, the programme has been engaged in forging a national strategy and approach that tries to ensure that citizens no longer act as spectators but owners of the fight against corruption. The BAAC has been relevant in helping break the collusion and being part of building a system that can effectively act against corruption. Examples of how the BAAC through CBI has related to national priorities include (a): working with Public Complaints Commission/anti-corruption agencies to improve service delivery assessing and increasing their capacity to receive and manage complaints (b) improved corporate governance standards by establishing a code and principles and trying to establish a compliance mechanism system and working with regulators (c) improving conditions for business and attracting investors by having established a minimum standard of accountability in firms to facilitate business transactions.

### *7.1.2 Relevance for business communities in BAAC countries*

The BAAC, based on self-assessment interviews and interviews with members of the business community in Nigeria and Malawi was regarded as highly relevant for businesses. This prevailing view was that the BAAC was a platform for (1) helping companies improve their own corporate governance and increase their profits (2) the business community to work on progress in fighting corruption in government procurement, tendering and service delivery. The BAAC helps the business community partner, develop common strategies and play a lead role in anti-corruption. Both Malawi and Nigeria have considered the range of incentives that lead businesses to become engaged and be part of the fight. These range from incentives that motivate and reward organizational participation, material incentives, to solidarity and purposive incentives.<sup>3</sup> In Malawi, the BAAC would become more relevant for businesses if the initiative were more visible and known. In Nigeria, the CBI helps businesses achieve compliance Evidence of the relevance that the BAAC has for businesses in both Malawi and Nigeria is the number of key companies involved, their level of participation and that companies be willing to pay membership fees. In Botswana, the Corruption and Economic Crime Act (1994) tends to focus more on corruption within the public sector and excludes the private sector. The BAAC is a new strategy that will bring on board the private sector and compel them to actively fight corruption. Hence the BAAC is highly relevant for the business community in Botswana.

### *7.1.3 Relevance of the timing of the BAAC*

The timing of the BAAC was also considered highly relevant in all countries. Anti-corruption efforts were relevant in all current national settings. In Nigeria for CBI the timing of the BAAC was considered to be perfect. Previous research work earned CBI the necessary respect and a place at

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<sup>2</sup> In contrast to the case of Malawi where the BAAC is the organization through AICC representing the business community within the National strategy in South Africa it is Business Unity South Africa (BUSA).

<sup>3</sup> See Apampa, presentation SAP.

the table on national anti-corruption efforts and the BAAC enabled it to access additional resources and use CBC's influence to access new actors and obtain additional resources. CBI is now at a peak at an appropriate time of history to be part of a national strategy. This year can be seen as a tipping point where there is the necessary traction to for example go from 40 members to 200 by the end of the year. It is now driving agendas and influencing the work others.

In Botswana there are currently private companies that are owned by politicians and an escalating trend of allegations of those companies using inside information to win tenders. The timing of the BAAC was considered highly relevant in this context. In Tanzania, Lesotho and Zambia, anti corruption is governmental and there is political will and high level political support for the BAAC is viewed as complementary to government efforts. In Cameroon implementation of the BAAC is perceived as timely as corruption is no longer a taboo and openly discussed and ways explored to fight it from the government and the business community. In South Africa however there was some fatigue especially on the part of the government due to a proliferation of initiatives and the need to prioritise and focus on specific efforts.

In the field the programme related to DFID's country assistance in both Malawi and Nigeria. In Malawi, DFID together with other donors has been providing direct funding to the Anti-Corruption Bureau which roughly relies on donor funding for 40% of its activities. BAAC in Malawi has been important for the ACB becoming one of its partners in the National anti-corruption strategy. In Nigeria, CBI for example participated in the consultations for priority research areas and the Executive Director of CBI was involved in the implementation of the DFID supported COALITIONS FOR CHANGE project that worked towards ensuring that Nigeria's Public Resources are used in a more accountable and effective fashion in the delivery of Pro-Poor Services.

#### *7.1.4 Replicability and country selection for replication*

Replication of the BAAC as a model is embedded in the current GTF BAAC project. The BAAC that for instance was active in Malawi and Nigeria was to be active in a total of up to 10 countries by the end of the project. A priori, as demonstrated by successes in these two very different countries, population, size and economy are not defining factors for replication. While the potential for replication in all Sub-Saharan countries exists, there are however other limits or challenges to replicating the BAAC model under the programmes's current design depending on the context. Private sector engagement in anti-corruption efforts and public-private partnerships are relevant throughout Africa. The relevance of the BAAC approach and its potential replication were apparent in the case of DRC where there were constraints towards replication given the country's context, the absence of a solid established partner in-country and what was described as limited funding and means to start tackling corruption even on the surface. There were questions over the level of commitment in the country to address corruption and whether the BAAC could at all be effective in this context and it was too early for the BAAC to engage.

In supporting the BAAC, CBC has tried to not heavily centrally manage a Programme and has encouraged high levels of ownership and initiative. This approach has been successful in also promoting country-driven responses. Country selection and replication however requires further consideration of the level of leadership and capacity of partners in addition to the role of the partner and its place within the anti-corruption framework. This was mentioned as an issue in the case of

AICC South Africa. In Both Malawi and Nigeria the level of leadership within partner organisations to initiate the BAAC and engage the private sector was high. On the role of partners, in countries like Ghana, the Private Enterprise Foundation (PEF) through UNDP Japanese government funding is implementing a project to strengthen corporate governance in the country and the public sector regulatory framework which includes a code of corporate governance. In Malawi and Nigeria, BAAC partners resemble the PEF and implement these types of projects. The PEF is a member of the Ghana Anti-corruption coalition. In this setting, the BAAC helps strengthen the relationship with the private sector and further engage them in GACC and scale-up business-led programmes. For GACC that directly confronts corruption, and seeks to facilitate anti-corruption activities in Ghana through partnerships of public, private and civil society organizations, the BAAC is very relevant in terms of its multi-sectoral approach. The challenge however of the BAAC approach for the GAAC that engages in strong public advocacy, is the lead role that businesses are intended to play in directing the strategy as it was stated that most businesses only wanted to discuss corruption in the background. Replication in Ghana is therefore taking these differences into account when applying the BAAC.

In Cameroon, implementation is foreseen through the Business Council for Africa (BCA) whose mission is differs from that of other partners implementing the BAAC. BCA is a group of over 350 companies and entrepreneurs with interests in West and/or Southern Africa, and closely linked with the EU. BCA's mission to "assist members to transact business successfully in the sub regions, to the benefit of both members and the countries in which they are active" is less directly related to that of BAAC's members to transact business successfully in the sub regions, to the benefit of both members and the countries in which they are active. BCA is also active in other countries where the BAAC has partnerships.

In other countries –Botswana, Lesotho, Tanzania, Zambia - through HURIDETSA the Malawi BAAC experience is used as a model for replication. BAAC managers found that there was a main challenge in countries when private sector is not organized or organizational structures regrouping businesses have proliferated. In both Zambia and Lesotho, the lack of unity of the business community is a real challenge for the BAAC model. Huridetsa uses the Southern African Forum Against Corruption (SAFAC) as a platform to present the BAAC and invites countries to express their interest in the BAAC. Stated criteria for country selection are: Interest expressed following SAFAC presentation, active private sector bodies in country, a private sector of a considerable size, sustainability and ownership of the BAAC in terms of commitment to providing their own funding for initiative in the long run. Additional factors that are not limited but were to be considered when replicating the BAAC also considering the role of CBC are language and Commonwealth membership.

CBI's experience is that the BAAC is replicable adopting a framework- based approach to be able to reproduce a model that will differ based on an assessment of the context: understanding at what point the country is in terms of products and in what manner it can arrive at a certain scenario for joint target setting and mutual cross-sector anti-corruption monitoring and accountability. The thinking and goals are similar and pillars replicable, but the content changes. A ratings system for example will not be identical but the thinking on what constitutes the positives and negatives will be the same. The overall aim will be to bring about and be part of the joint target setting process in the fight against corruption.

## **7.2 Efficiency and better value for money**

### *7.2.1 Planning and implementation measures*

CBC and countries involved in the BAAC originally requested higher amounts to carry out the programme. When less funding was available activities were maintained as foreseen but with reduced budgets and an amount reserved for new countries. The programme was also affected by the devaluation of the pound.<sup>4</sup> The approach favoured by CBC has been to try to cut down on costs. Management meetings which entail important costs have been kept to a minimum. Through Huridetsa efforts were channeled through one manager covering several countries (Botswana, Lesotho, Tanzania and Zambia) and within a process of engaging countries through SAFAC to achieve economies of scale.

Local partners have been fully involved in managing the programme. The benefits of this decentralized form of management is that programmes and activities are country driven and there is a high level of ownership of efforts undertaken when these are underway. The quality of arrangements has varied considerable across partners with the Convention on Business Integrity being considered as a highly effective partnership. Other arrangements have proven less effective for the following reasons:

- Lack of a previous track record working with CBC or institutional donors
- Diminishing leadership and/or staff turnover
- Lack of diversification/dependency on BAAC funding

Levels of efficiency also varied across countries and depended on the partner organization. Under the current Programme, the BAAC developed from an informal network of resource people linked to specific institutions to a formal programme. In the case of South Africa for example, DFID GTF funding also implied a move of responsibilities from what resource people to institutions which in turn has implications on the delivery of BAAC outputs.

Partners with greater capacity and more established programmes like Nigeria and Malawi were also able to access and leverage other sources of funding and achieve greater efficiency. Efforts have been devoted to designing a common M&E framework but the process has not systematized and there is no timely reporting against this framework. Country chapters were unable to provide information foreseen. It seems that the M&E framework was not institutionalized in BAAC country chapters and ownership beyond the CBC secretariat is too limited. Several indicators also need to be reviewed so that they are both available and more appropriate. While certain partners like CBI in Nigeria have developed a format, see how they start to deliver against planned activities and consider that monthly reporting helps them keep up with processes and focus other have more difficulty reporting and consider that the programme lacks templates and shared processes.

A recurrent theme throughout the review for all concerned has been the absence of information sharing systems and limited communication. Though all BAAC partners are working towards the same goal, partners feel that there is no system for information sharing and that greater CBC involvement is needed to facilitate consensus on and establish common working tools that would help monitor and communicate progress and challenges. This was viewed as especially important considering that the BAAC model in Malawi is being replicated in other countries and lessons learned

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<sup>4</sup> With the devaluation, the Programme also revised its initial target number of countries to be covered from 12 to 10.

as the BAAC progresses in Malawi among others are crucial for the other countries. It was felt that management meetings should preferably take place twice a year as in 2009 and that at least one of these could piggy back on a regional event to curb costs. The sense was that meetings had to be better prepared as strategic reviews and annual planning exercises and at least one last two to two and a half days. The absence of an information sharing system does not help plan in advance or provide for opportunities to take advantage of other regional meetings for the BAAC. Certain communication costs could also be cut down using skype or other means.

The insufficient communication and information-sharing coupled with some staff turnover has also led to a loss of institutional memory. In Malawi and specific efforts like the current ratings system being restarted by the current manager from scratch and adapted from work undertaken by Transparency International. Additional interaction across countries could create room for synergies, some economies of scale and facilitate sharing resources. Although the second phase of the website development was expected to contain an on-line portal and include “a partners only section” the prevailing view is that a different website option is to be pursued considering the lack of quality of the current site and the high risk that following this option entails both in terms of continued partner frustration because the website is not updated, is seen as undermining the programme and the importance of information sharing.

In addition to communication, a key common theme was staffing and remuneration. Lack of personnel, personnel with leadership skills, staff spread too thin across several countries was reported by BAAC managers to have hindered the achievement of results. A main issue was also staff remuneration levels, although the salaries of many persons engaged in the BAAC are not covered by the programme. This is a common challenge in the non-profit sector in Africa. It was however explained in Malawi that because the programme targets the business sector, persons with private sector experience and sufficient leadership skills and seniority need to be engaged in the BAAC making the problem more salient. In certain instances non-profit partners can benefit from staff costs being covered by other donors as in Malawi. In Nigeria there is the aspiration to build an Integrity fund to cover salaries in the organization and movement which is the main issue and need.

### ***7.2.2 Financial management***

One BAAC manager raised concerns over the excessive time spent accessing funds and problematic quarterly disbursement modalities that tend to arrive late. Activities have to be cancelled when there is no financial cushion in the organization as in the case of Huridetsa.

A chief concern was that AICC South Africa relies too heavily on BAAC funding and there have been problems related to the organisation’s current financial situation. In these cases BAAC programme managers have suggested that partner institutions receiving BAAC funds have a separate project account and that and rules and procedures be in place to ensure that funds are used towards the BAAC as for example the BAAC focal point and manager co-signing funding requests. These measures would help properly manage risks. Although the view is that it would be preferable to end partnerships under similar scenarios.

### ***7.2.3 Value for money***

In Malawi the current programme manager was not familiar with the amounts made available through CBC but was responsible for directly handling GTZ funds. Not having an overview of funds

available limits the programme's efficiency and the ability to better programme against available budgets. The Manager has however successfully leveraged funding and support received from other sources. BAAC Malawi has relied on Ethics SA for the training and certification of Ethics officers. In the future Ethics SA plans to carry out a training of trainers in Malawi and other countries so as to develop additional training capacity and cut down on important costs. The process of having at least partially having trainings carried out directly by the BAAC in Malawi could have started before and certain costs reduced. This year Malawian presentations have been integrated into the annual course. Maintaining the partnership with Ethics SA however adds value to the programme.

With additional funding devoted to ongoing efforts in Nigeria and Malawi, initiatives could be carried out in greater depth, processes move faster achieving greater traction and objectives. In Malawi, means would be spent on expanding face-to-face approaches to gain allies and champions and efficiently investing in media outlets to better communicate on the BAAC. Both in Malawi and Kenya one newspaper is on average read by four to five people. In Nigeria it was felt that with increased capacity in-country the Executive Director of CBI would be able to be in Kenya and Ghana among other countries to help push forward the BAAC in those countries.

### **7.3 Effectiveness:**

#### ***7.3.1 Levels of achievement***

An assessment of how far the intended outputs and results were achieved in relation to targets set in the original logical framework has been provided through the BAAC results and process monitoring framework. Based on the achievement rating scale, the MTR considers that objectives have only been partially achieved, benefits and shortcomings finely balanced. Progress has been mainly achieved on the first of three outputs - the creation of joint public-private national anti-corruption programmes- and the review found that the achievement ratings provided in the 2010 annual report were consistent with present programme progress.

In reference to the output of establishing of joint public-private national anti-corruption programmes there is room for better monitoring progress against defined stages in a more comprehensive and fleshed out process. BAAC managers and the overall programme should have a better understanding and view of where the process is along a continuum. There was some concern on the part of some BAAC managers that activities be properly reported as there was room and what was felt was an incentive for "window dressing" under the current system. In Nigeria it was felt that activities carried out are sufficient to realised outputs but that activities are more like a banner, process or a project and not a one off. Sustained efforts were also viewed as key in Malawi. In both countries but especially in Nigeria there was more clarity on the need for linking output to purpose and "putting everything together". In this case CBI is advancing a consumer protection approach to service delivery which it intends to try to track. Based on Nigerian programme's self-assessment it would be racing against time at about 60% output to purpose and about 40% to goal intending to move to 80% by the end of the year and make a big leap.

The second output - Benchmarking Anti-corruption Initiative in Africa - has been an area of difficulty but is soon to gain momentum through a Pan-African Forum on Public-Private Strategies to improve Good Governance in Africa being held in Lesotho in March 2011. The benchmarking initiative had been developed by the BAAC working in conjunction with the African Development Bank (AfDB). An

inaugural Technical Meeting was initially planned for Tunis in late 2009. Although AfDB and APRM officials welcomed this proceeding, the arrangements fell short of the requirements for formal endorsement within the AfDB, a technical process which can take 1 to 2 years. The Government of Lesotho will now host this pan-African meeting in March 2011 and has arranged for African governmental representation and the BAAC the private sector. The AfDB will also participate and has officially recognised the importance of the meeting which is in line with its strategic focus of enhancing private sector growth and competitiveness through improved business environment and reduced corruption. With hindsight the bureaucratic endorsement process may have taken as long as this alternative. Key informants in Africa found that there has been a decline of energy within the NEPAD that failed to get off the ground seriously because of important shortages of both human capital and institutional capacity. Whereas there was success in getting companies to commit to supporting the endeavour, neither African governments nor the NEPAD Secretariat in later years have welcomed increased activity and support. In addition to the ADB, as this is not their core business and there is a real risk that it will not be prioritised, linkages should be sought with the Mo Ibrahim Foundation that is engaged across the continent.

Overall less progress has been made on the third output: Enhanced capacity of civil society, media and oversight bodies to address corruption. In Nigeria progress is being made strengthening the capacity of the Public Complaints Commission and in Malawi the Anti-corruption Bureau sends staff to participate in the Ethics Certification training. BAAC managers still consider this output very important but this has not yet been the focus of their efforts.

### **7.3.2 Main obstacles**

The majority of partners had trouble reporting on and achieving their activities and found that it was too early to assess impact and on occasion even the level of effectiveness. Exceptions to this were again Malawi and Nigeria. In some cases like Ghana, the initiative is still at its early stages. In other countries like South Africa the level of effectiveness has been affected by the capacity of the organization. This has had a detrimental effect on the entire programme considering that AICC South Africa assumed responsibility for establishing and maintaining the BAAC website and has been ineffective.

In Malawi the main obstacle for success of the initiative is considered to be its missing visibility in the public realm. Reliance on the BAAC website for dissemination has also been ineffective. Limitations are to a large degree due to a lack of resources necessary to accompany the initiative's programme work with appropriate public relations actions. In response to this weakness, BAAC Malawi in 2011 plans to produce a radio talk show to disseminate BAAC activities beyond the business sector and focus on engaging with 'champions' when organizing events, thus attracting more attention from high level executives from both the public and the private sector.

## **7.4 Impact**

Overall, the BAAC in countries has been primarily at an initial stage advancing sound corporate governance among businesses through Ethics training, principles and codes and rating systems. It has been striving to engage new businesses in its platform. This process favours economic development by promoting the efficient use of resources and by developing conditions that attract both domestic and foreign investment. More importantly, corporate governance, provides a basis for generating political and social governance.

Early signs of progress towards the BAAC's goal are visible in both Malawi and Nigeria. In Malawi corruption is a publicly discussed issue today while it was when the programme started. Other indications are that the BAAC received recognition from the public sector, namely the Anti-Corruption Bureau in Malawi which nominated the BAAC as its implementing partner for the National Anti-Corruption Strategy. It also increased the number of member companies and its collected membership fees. Companies more openly ask for advice on establishing structures to counter corruption and the Ethics Officer Training receives high appreciation among participants and is highly valued by executives of BAAC's member companies.

In Nigeria, CBI's reports and work are taken seriously by policy makers and policy makers are now engaging with CBI on anti-corruption. There are clear examples of links and signs of change that involve improved services and attainment of MDGs in Nigeria through CBI/BAAC efforts. Initial CBI research work on public perceptions of the anti-corruption agencies has been an important step in both engaging citizens in the fight against corruption and improving the work of anti-corruption agencies. CBI is working closely with the Public Complaints Commission, engaging in capacity building which involves directly focusing on improved service delivery and better managing and handling complaints for instance in the health sector.

In Nigeria the view was that without the BAAC, achievements that have been accomplished within six weeks would have taken a year and a half and that CBI would not have been able to gain sufficient ownership inside government in the same way and engage others. In Malawi, without the BAAC another private sector initiative would have had to eventually have been established through ACB and would have been weaker. Partnering of the private and the public sector in countering corruption would not have started without BAAC's deliberate attempt to include the public sector. The understanding of the various kinds of corrupt practices and the many measures to counter them would not be as advanced.

## **7.5 Sustainability**

Overall the programme design has been conducive to ensuring that the BAAC and its efforts be sustainable. The level of local ownership is considered to be high with the exception of DRC and also Lesotho where the initiative has yet to start, Tanzania where it has lost momentum and South Africa. In both Nigeria and Malawi ownership for the BAAC is high. In Nigeria a pragmatic approach is taken to lobby for the BAAC agenda but in a way that it also fits into the work of other actors and one is able to engage in the work of others. Leadership from 'champions' from the private and the public sector in Nigeria is present and growing. There are key members of CBI owning and championing initiatives. Key businesses (Access bank, a TV station and newspaper...), the UN, key players in government, regulators/PCC, donors are all supporting synergetic processes.

Ownership and involvement of actors in activities and outputs achieved tends to be high. In Nigeria efforts are underway to engage actors at a decentralized level and increase the involvement of citizens. CBI plans to create an anti-corruption movement that empowers individuals to fight against corruption within their communities and engage others in the process.

The BAAC in Malawi requires sustained efforts on the part of an experienced BAAC manager with leadership skills to keep up with programme efforts. Disseminating the initiative's goals at a high level is viewed as crucial and requires resources.

The BAAC programme is fully locally managed. A main concern for CBC is funding. Through a competitive bidding process and a joint CBC/CBI effort, the BAAC in Nigeria will receive an additional \$ 1,314,634 in funding from a Siemens anti-corruption grant and be in a position to maintain its efforts beyond 2013. There are plans to establish an endowment for CBI in the future as a means of rewarding and maintaining staff and securing needed capacity. Lessons may be derived from the Nigerian experience to understand how the BAAC could be more sustainable in addition to consistently seeking additional partnerships at multiple levels.

## **8. Recommendations**

The main recommendations emerging from the MTR are summarised below.

### **Recommended action**

- R1** Plan a two and a half day strategic BAAC retreat and hold annual action reviews and planning sessions.
- R2** Prioritise efforts and resources based on past and expected performance and revised targets. Focus on achieving results and making progress in less countries.
- R3** Review process of engaging in countries and update approach based on learning.
- R4** Consider investing in more solid research to help guide BAAC based on a solid foundation and new data that can help contribute and influence others.
- R5** Wean out partners that lack the capacity to implement the BAAC retaining resource persons where needed and assessing potential for new partners.
- R6** Establish benchmark criteria for partner organisations before engaging in new countries and safeguards. Monitor performance.
- R7** Review M&E framework in accordance with revised strategy, appropriate indicators for the implementation of the BAAC and systematise process
- R8** Improve internal communication and information and knowledge sharing processes through increased contact and web based solutions and improved document sharing and filing systems.
- R9** Maintain strength of African identity of the initiative encouraging stronger Africa based BAAC leadership, identity and regional coordination.
- R10** Increase coordination and cross functional collaboration and knowledge sharing within the programme.

- R11** Invest in additional staff in Nigeria to enable increased coverage from CBI of BAAC country based efforts, more proximate support and shared products like the website.
- R12** Establish a comprehensive communication strategy and plan for the BAAC.
- R13** Establish new partnerships with continental and international likeminded and reinforcing initiatives.
- R15** Develop fundraising plan and designate persons responsible for fundraising and targets
- R16** Review remuneration policies so as to secure experience, leadership skills and capacity

The main recommendation at this important juncture is for a 2 and a half day strategic review of the BAAC be organized and well planned. The session should be facilitated and work towards taking stock of progress, reviewing the BAAC's strategy and defining an annual work plan. Consensus in the field is that two meetings a year are important. At least one could take advantage of regional meetings taking place to reduce costs. The BAAC should continue to hold 2 day annual action reviews and planning sessions thereafter.(R1, R2)

The MTR recommends that the BAAC concentrate on the significant results it can achieve in a several priority countries where there is the necessary partner capacity and leadership to deliver. The current project places too much emphasis on presence and activities in 10 countries as opposed to investing in those countries where it is achieving real traction and progress. The BAAC needs to have the flexibility and leverage of discontinuing activity and partnerships in countries when the conditions are no longer suitable. The MTR found in the field that there were important and genuine doubts over the appropriateness of BAAC engagement in DRC given the context there and the significant resources which would be required to properly roll-out the BAAC there.(R2,R5)

When considering the number of target countries, as the BAAC model is relevant for all African countries and a long-term initiative, it should not a priori exclude countries if both the commitment on the part of new countries and the capacity to deliver exist. New countries however should be able to benefit from proximate support and the resources for the engagement of new countries should be foreseen at both a more central and regional level. An approach to be considered is a BAAC process at different speeds.(R6, R11)

There is a pressing need to improve internal communication and information sharing across the BAAC. A web based solution such as basecamp ([www.basecamp.com](http://www.basecamp.com)) should be immediately taken up to upload key BAAC project documents and resources and initiate shared messaging and a dialogue around the retreat. (R8, R10)

### ***Lessons and recommendations about working with partners***

The CBC has encouraged a light decentralized structure favouring BAAC's African identity. This framework provides autonomy to partners to fully programme their actions based on their assessments. The risk is that the partner not have the sufficient capacity to deliver the BAAC and this

risk could be further contained through increased initial due diligence when choosing partners. (R3, R6)

The current trade-offs to the merits of a flexible decentralized approach can be at present:

- decreased accountability and monitoring,
- less timely responses to donor requirements and insufficient capacity building at local level to receive alternative sources of donor funding,
- less efficiency and decreased communication and information sharing
- decreased coordination
- incentive to “free-riding”
- diminished branding and identity.

The strength of partners and staff determines the success of the BAAC under this model. One interviewee recommended that partner resource persons be employed to implement the BAAC rather than organizations which in his view added a layer of bureaucracy without any additional value. While this option can be considered, in the medium term there are merits to institutionalizing BAAC efforts at different levels (both regional, national and local), and increasing partnerships and levels of ownership. (R5)

On financial management issues, views from the field underlined that BAAC managers should be familiar with available funding, BAAC criteria and have decision-making authority over funds available in country. CBC should also have an overview of all the funding provided and additional real-time budgetary supervision will be needed in this second stage of the project to better align funding with targets and activities. One partner recommendation is that audits include all organizational funds so that this further helps the partner’s capacity and its ability to access additional funding.

### ***Monitoring and evaluation***

M&E needs to be rebuilt into the programme based on a revised strategy and output to purpose statements and a new consensus on appropriate indicators. With a strategic session taking stock of where the project is at present, new baselines can be drawn. Lessons should be elicited on why the M&E has not been taken up in the field to address present shortcomings. Revised indicators should be checked against CASA criteria (Credibility, Attribution, Significance, Affordability) and their value for national institutions that implement the BAAC<sup>5</sup>. The process has to be systematised across the BAAC and managers must strive to report on agreed upon indicators and against progress in real-time. A full comprehension of the value to monitor the BAAC’s performance needs to be achieved in all BAAC chapters through increased frequency and depth of engagement with the BAAC’s M&E advisor. This is required to ensure sufficient ownership in country. (R7)

### ***Lessons on the overall programme design***

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<sup>5</sup> DCEC in Botswana communicated that certain BAAC indicators would add value to DCEC’s own performance assessment system. This is one example how a closer engagement between the BAAC secretariat in London with BAAC chapters would add value to the BAAC M&E.

The programme's design sought to be inclusive of potential African countries that could benefit and be included in the BAAC and was ambitious attempting to cover up to 10 countries. With the benefit of hindsight the programme could have programmed a more gradual and in-depth approach and targeted fewer countries that like Nigeria could exert a pull-factor. (R11)

The BAAC can still focus its resources in those few countries that have achieved traction. By further focusing on Nigeria that is rolling-out anti-corruption efforts at decentralized levels, the programme is targeting over 115 million people (over half of the aspirational target of 200 million people foreseen with the BAAC present in up to 10 countries). (R2)

***Stronger BAAC leadership, identity and regional coordination***

Based on the experience of the programme and implementation, the overall design could have considered how the BAAC can be more than the sum of its individual parts. With stronger linkages between the different outputs, more cross functional collaboration between countries and additional outputs carried to a regional level. The BAAC programme has the strength of functioning as an African initiative as it strives to be country-driven. As the model rests on leadership and involvement of champions, it however could benefit from a real regional platform and greater international identity. This would help strengthen coordination, branding, networking and communication efforts with the understanding that greater support is needed from higher levels. Pan-African level functions for national public private dialogues could be managed by the current Executive Director of CBI in Nigeria and additional support be foreseen for Nigeria for this purpose. The review also found that CBI is a solid organization with the capacity to better manage common outputs such as the BAAC website. Regional level work namely on the development of continental standards could continue to be coordinated by the current BAAC manager in South Africa. (R9, R10, R11)

While efforts at the design stage focused on establishing linkages with initiatives like the UN Global Compact and NEPAD, the BAAC has had to adapt to an evolving context and develop relationships with the African Development Bank. The field of anti-corruption efforts is both fragmented and overlapping and this is not always conducive to partnerships despite the need for increased efforts and effective capacity. Relationships have to be constantly revised to include actors such as the Mo Ibrahim Foundation and the WEF's Partnering Against Corruption Initiative. CEOs that are involved in these initiatives can be important actors nationally in the BAAC. (R12)

Programmes such as the BAAC would profit from comprehensive communication strategies and plans. This would also help better situate the BAAC and attract new sources of funding and partners. (R13)

**Annex 1 - Achievement Rating Scale:**

1 = fully achieved, very few or no shortcomings

2 = largely achieved, despite a few short-comings

3 = only partially achieved, benefits and shortcomings finely balanced

4 = very limited achievement, extensive shortcomings

5 = not achieved

Please complete this template in summary form to provide a uniform assessment of progress against your stated objectives.

Objective Statement	Achievement Rating  MTR	Logframe Indicators	Baseline for Indicators	Progress against the Indicators	Comments on changes including unintended impacts
<p><b>2. Purpose</b></p> <p>2.Support strengthened accountability framework and practices including:</p> <p>2(a) More capable, accountable and transparent public service</p> <p>2(b) improved</p>	<p>3</p>	<p>2.1 Strengthened Corporate governance regimes for public and private sector and improve business climate as expressed by:</p> <p>2.1 (a) - Demonstrable improvements in business regulatory environment in BAAC countries - Quality of public administration in BAAC countries</p> <p>2.1 (b) - Codes of Conduct for specific business sectors in BAAC countries</p> <p>2.1 (c) - Legal enforcement of intellectual property rights: - Improvement of property rights and rule-based government in BAAC countries</p>	<p>See BAAC baseline data matrix</p>	<p><i>See M&amp;E progress data</i></p>	<p>Progress has been made specially in advancing codes (2.1(b))</p>

<p>corporate governance standards in public and private sector</p> <p>2(c) improved conditions for doing business</p>		<ul style="list-style-type: none"> <li>- Increase of foreign and domestic direct investment in BAAC countries</li> <li>- Business environment improving in terms of reliable justice in BAAC countries</li> <li>- Business environment improving in terms of tax policy in BAAC countries</li> </ul>			
<p><b>Outputs</b></p> <p>3. Support Establishment of 10-10 joint private-public national anticorruption programmes with defined strategies</p>	<p>3</p>	<p>3.1 Creation of BAAC structures and work plans</p> <ul style="list-style-type: none"> <li>- Piloting of specific approaches of projects holding governments accountable leading to the identification of replicable models</li> <li>- Replication of at least 3 piloted models/approaches to hold government accountable in other African countries</li> <li>- Leverage of funding for replicated models/approaches 1:1 of initial DFID investment</li> </ul>	<p>See BAAC baseline data matrix</p>	<p>See "activities related to output 3"</p>	<p><i>2 countries added to partnership- Ghana and Tanzania. Lesotho to be added after March 2011 conference</i></p> <p><i>Non- DFID funding leveraged in Malawi, Nigeria, Lesotho. Limits to this are that funding is made available above all for successful ongoing efforts and less for replication purposes</i></p>
<p>4. Recognition of the need for action for benchmarking in corporate governance reforms – the African Peer Review Mechanism (APRM), adoption of Codes of Conduct and Company Rating</p>	<p>4</p>	<p>4.1 Adoption of benchmarking criteria in APRM by 10 countries;</p> <p>4.2 Agreement of Guidelines for Company Ratings System; Company Ratings System applied in BAAC countries; Private sector companies including multinational companies and SMEs participating in Company Ratings System</p> <p>4.3 Agreement of Codes of Conduct Framework at national levels; Codes of Conduct applied and</p>	<p>See BAAC baseline data matrix</p>	<p>See "activities related to output 4"</p>	<p><i>Institutional locus of project moved to joint initiative between project of Lesotho and BAAC.</i></p>

System		compliance reported on in BAAC countries;			
5. Enhanced capacity of civil society, media and oversight bodies to address corruption	4	<p>5.1 Capacity-building via training, advocacy and information as shown by:</p> <ul style="list-style-type: none"> <li>- Cases of corruption being reported in national media (change from 2008 baseline and by relevant countries)</li> </ul> <p>Reporting of national media on corruption cases a) Prosecuted and; b) Charges enforced (all increasing from 2008 baseline in relevant countries)</p> <ul style="list-style-type: none"> <li>- Feedback from participants in training events: 70% satisfaction rate in average; examples of practical application of know-how</li> </ul> <p>5.2 Improved integrity of CSOs and; Improved integrity of the media</p>	See BAAC baseline data matrix	See "activities related to output 5"	See "activities related to output 3"
<p><b>Activities (based on 2010 Annual Report) related to:</b></p> <p>Output 3: Support Establishment of 10-10 joint private-public national anticorruption programmes with</p>	3	<p><b>Nigeria:</b> Independent Public feedback mechanism set up in cooperation with the official ombudsman and Public Complaints Commission</p> <p><b>Malawi:</b> Business Symposium organised in January 2010 which unpacked the National Anti-Corruption Strategy and explained the implications of the strategy. It reinforced the commitment by Malawi's business community to combat corruption.</p> <p><b>Zambia:</b> Launch of Zambia chapter. 2 consultative meetings and the one-on-one meetings with the private and public sector players revealed huge</p>		Malawi moved forward from rank 118 out of 180 countries in the Corruption Perception Index (Transparency International's annual released database)	

<p>defined strategies</p>		<p>interest and positive reception to the BAAC initiative</p> <p><b>Tanzania:</b> 2 consultative meetings held to use the BAAC initiative as an important vehicle in the implementation of Goal 4 of the National Anti-Corruption Strategy and Action Plan (Phase II)</p> <p><b>Botswana:</b> Finalizing the code of conduct dealing with disclosure of interest</p> <p><b>South Africa:</b> Engaged different stakeholders to combat corruption. Convened SA Anti-corruption Business Forum with BUSA.</p> <p><b>Ghana:</b> Organised a workshop to strengthen ownership of strategies to be adopted by participants in tackling corruption</p>			
<p>Output 4: Recognition of the need for action for benchmarking in corporate governance reforms – the African Peer Review Mechanism (APRM), adoption of Codes of Conduct and Company Rating System</p>	<p>4</p>	<p><b>Malawi:</b> Working group formed to develop a ratings framework on corporate anti-corruption efforts</p> <p><b>Nigeria:</b> Irreducible Business Principles identified to improve ethics and transparency in business transactions in Nigeria</p> <p><b>Integrity Rating System:</b> Agreement of Guidelines for Ratings System in Nigeria, Ghana &amp; Senegal</p> <p>CBI ratings/ certifications scheme adopted as model by WBI and included in standards shared with African countries participating in their collective action programmes.</p> <p><b>Botswana:</b> Completed codes of conduct dealing with</p>		<p>Codes of conduct spread from Malawi to Zambia and Tanzania, with two BAAC projects working together; codes of conduct developed in Botswana. Business Principles established in Nigeria.</p>	<p><i>Building on BAAC Malawi's solid progress achieved with Codes of Conduct, the work has been replicated in three new BAAC countries: Botswana, Tanzania and Zambia. The codes of conduct will be used in Lesotho as well.</i></p>

		<p>disclosures of interest in Botswana for both the public and private sector.</p> <p><b>APRM:</b> Developed the concept documents and terms of reference for the project with log frames. The technical meeting scheduled for early 2011.</p>			
<p>Output 5: Enhanced capacity of civil society, media and oversight bodies to address corruption</p>	4	<p><b>Nigeria:</b> Collaboration with the World Bank Institute and the UN Global Compact Local Network in Nigeria</p> <p><b>Nigeria:</b> Set of reporting templates provided to Public Complaints Commission in Nigeria to build capacity and accountability</p> <p><b>Nigeria:</b> Executive briefing sessions by CBI, NESG, IoD towards harmonization of corporate governance codes in the financial services sector being undertaken by SEC and CBN</p> <p><b>Malawi:</b> Ethics Capacity Building Program: 27 officers have been trained and certificated to date.</p> <p><b>Malawi:</b> Monthly newsletter to report on its latest activities</p> <p><b>AICC:</b> <a href="http://www.baacafrika.org">www.baacafrika.org</a> Website Sept 2010.</p> <p><b>DRC:</b> Ethics SA and AICC provided training on good governance, ethics standards and anti corruption</p> <p><b>HURIDETSA:</b> Identification of training content and development of course outline. Needs Assessment exercise to determine training needs of others</p>		<p>Capacity building started in Malawi and Nigeria; Malawi showing particular progress in identifying and training Ethics Officers in its member companies;</p>	

**Annex 2 – Portfolio self-assessment questionnaire**

BAAC Preparation for Mid-Term Review

**Portfolio self-assessment questionnaire**

Name	Position	Organization	Date

**I. Relevance**

**1a. To what extent does the BAAC relate to anti-corruption priorities at national or regional levels?**

(BAAC’s purpose: Support strengthened accountability framework and practices including:

- (a) More capable, accountable and transparent public service
- (b) Improved corporate governance standards in public and private sector
- (c) Improved conditions for doing business)

	Highly relevant	Relevant	Less relevant	Irrelevant
Relevance to national/ regional anti-corruption priorities				

**1b. How does the BAAC related to those priorities?**

Please explain:

**2. To what extent is the design of the BAAC relevant to the needs of the business communities in BAAC countries?**

	Highly relevant	Relevant	Less relevant	Irrelevant
Relevance of design				

Please explain your assessment:

**3. To what extent is the timing of the BAAC relevant to the political context in BAAC countries?**

	Highly relevant	Relevant	Less relevant	Irrelevant
Relevance of timing				

Please explain your assessment:

**4. To what extent does the BAAC model have a potential for replication in other parts of Sub-Saharan Africa?**

Please explain:

**II. Efficiency and better value for money**

**5. What measures have been taken during the planning and implementation phase, including M&E to ensure that resources are efficiently used?**

	Very high	High	Low	Very low
Measure to ensure efficiency				

(please list)				
a)				
b)				
c)				
d)				
...				

**6. To what extent have the outputs been delivered as agreed?**

	Very high	High	Low	Very low
Delivery of outputs (please rate progress of the ones relevant to your country)				
a) Support Establishment of joint private-public national anticorruption programmes with defined strategies				
b) Recognition of the need for action for benchmarking in corporate governance reforms – the African Peer Review Mechanism (APRM), adoption of Codes of Conduct and Company Rating System				

c) Enhanced capacity of civil society, media and oversight bodies to address corruption				
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**7. To what extent could the same results have been achieved for less money or more quickly?**

*Please explain:*

**III. Effectiveness**

**8. To what extent are the successfully achieved activities likely to be sufficient to**

**realise the agreed outputs?**

(BAAC outputs: a) Support Establishment of joint private-public national anticorruption programmes with defined strategies; b) Recognition of the need for action for benchmarking in corporate governance reforms – the African Peer Review Mechanism (APRM), adoption of Codes of Conduct and Company Rating System; c) Enhanced capacity of civil society, media and oversight bodies to address corruption)

	Very high	High	Low	Very low
Sufficiency to achieve outputs (please list your main activities)				
a)				

b)				
c)				
d)				
...				

Recommendations for improvement:

**9. To what extent are early changes in strengthened accountability frameworks and practices in your project country likely to be attributable to the BAAC?**

	Very high	High	Low	Very low
Attribution of change to BAAC				

Please explain your assessment:

#### IV. Impact

##### 10. What are early signs of the BAAC's progress towards achieving its goal?

(BAAC goal: Significantly reduce corruption to support growth, improved services and attainment of MDGs in Africa )

Please explain your assessment:

##### 11. What would have happened in the public and private sector in your country with regards to fighting corruption without the BAAC over the period 2008-2010?

Please explain your assessment:

#### V. Sustainability

##### 12. To what extent is the BAAC making progress in creating local ownership to strengthen accountability frameworks and practices?

	Very high	High	Low	Very low
Progress in local ownership:				

Please explain/Recommendations for improvement:

**13. To what extent does the BAAC receive sufficient leadership and support from relevant partners?**

	Very high	High	Low	Very low
Reception of leadership/support:				

Please explain/Recommendations for improvement:

**14. To what extent are local partners involved in the implementation of the BAAC?**

	Very high	High	Low	Very low
Involvement of local partners:				

Please explain/Recommendations for improvement:



**BAAC self-assessment questionnaire - overview of results to certain issues**

Question No./ Country	Relevance			Extent of delivery of outputs as agreed			9. attribution	sustainability		
	1.Nat'l /Reg'l	2.for businesses	3.timing	6.a	6.b	6.c		12. local ownership	13. leadership and support	14. involvement
<b>Botswana</b>	3	3	3	2	2	1	NR	2	2	3
<b>Cameroon</b>	3	3	3	NR	NR	NR	NR	NR	NR	NR
<b>Ghana</b>	3	NR	3	NR	NR	NR	NR	NR	2	3
<b>Lesotho</b>	3	3	3	1	1	1	NR	1		
<b>Malawi</b>	3	3	2	2	2	1		2	2	2
<b>Nigeria</b>	3	3	3	2	1,5	1	2	2	2	3
<b>South Africa /DRC</b>	3	3	3	2	1	1	1	1	0	1
<b>Tanzania</b>	3	3	3	1	1	1	NR	1		3
<b>Zambia</b>	3	3	3	2	1	1	NR	2	2	3
<b>Average</b>	3	3	3	1.8	1.4	1		1.6	1.7	2.6

average for 7 countries

Highly relevant=3  
 Relevant=2  
 less relevant=1  
 irrelevant =0

very high=3  
 high=2  
 low=1  
 very low=0

### **Annex 3 - Terms of reference for the MTR**

#### **Terms of Reference – REVISED November 15, 2010**

#### **Mid-term Review of Business Action Against Corruption**

#### **DFID Governance and Transparency Fund, Project 272**

##### **1. Background**

The following section summarizes the background of the Business Action Against Corruption project (BAAC), funded by the DFID Governance and Transparency Fund (GTF) and managed by the Commonwealth Business Council (CBC).

###### **a. DFID GTF**

The DFID 2006 White Paper emphasised that good governance is essential for reducing poverty. It also outlined DFID's framework for improving governance and announced a £ 130 m Governance and Transparency Fund (GTF). The purpose of the GTF is to strengthen civil society and the media in order to help citizens hold governments to account.

At the end of a comprehensive selection process, proposals from 38 organisations were recommended for GTF funding. These organisations are currently linked to more 600 local partners in over 100 countries. The GTF is truly unique in terms of its depth and breadth of support for civil society and media organisations.

###### **b. Commonwealth Business Council**

The Commonwealth Business Council (CBC) was formed in 1997 at the Edinburgh, Scotland, Commonwealth Heads of Government Meeting (CHOGM). Its aim is to utilise the global network of the Commonwealth more effectively for the promotion of global trade and investment for shared prosperity.

The CBC provides leadership in increasing international trade and investment flows, creating new business opportunities, promoting good governance and corporate social responsibility, reducing the digital divide and integrating developing countries into the global market. In fulfilling its mission, CBC strives to provide a bridge between the private sector and governments, between emerging markets and developed markets and between small businesses and international private sector.

#### c. The BAAC

The CBC is implementing a £2.8m project funded by DFID's GTF titled "Business Action Against Corruption" (BAAC) over a period of 5 years till 2013.

The BAAC is a public-private initiative aimed at tackling corruption and supporting growth and improved services for 200 million citizens. Each of the national programmes will set up consultative working structures to implement nationally defined strategies especially improving public services, business climate, and standards of leadership behavior. It will develop continental governance norms and implementation mechanisms, and strengthen capacity.

The project is currently being implemented in 10 African countries including Botswana, Cameroon, Democratic Republic of Congo (DRC), Ghana, Lesotho, Malawi, Nigeria, South Africa, Tanzania and Zambia.

## **2. Reasons for the mid-term review**

#### a. Rationale

All GTF funded projects with an implementation period of greater than or equal to 42 months require a mid-term review (MTR), according to GTF reporting guidelines.

#### b. Objectives

The MTR, proportionate to the scale and scope of the BAAC, will assess the performance of the project, in particular the progress made in achieving the objectives. Lessons should be clearly recorded which can then be fed into final phase of BAAC implementation (2011-2013). The review will thus have two components:

- **Accountability:** to stakeholders in Africa, the UK tax-payer, DFID and KPMG, the GTF fund managers
- **Learning:** to draw lessons from the project, and to internalise them in the final phase of the BAAC. Lessons are aimed to help improve future performance by determining the reasons for the success and/or failure, and recommend ways in which the final phase of the BAAC can address these.

### 3. Scope and scale

The review will cover the design and first phase of the BAAC implementation (2008-2010). Progress in achieving the BAAC's three key outputs will be assessed:

(i) the creation of joint public-private national anti-corruption programmes; (ii) the development of continental standards in cooperation with regional/continental structures such as SADC and African Peer Review Mechanism and; (iii) capacity building, communication and advocacy using civil society and the media.

The MTR will follow the formats of the DFID Output-to-Purpose reviews.

The purpose of the MTR is to provide an independent assessment of the progress and performance of the BAAC to date against its targets, especially at the output to purpose level:

- Measure and report on achievements and early signs of change
- Indicate adjustments and changes that need to be made to ensure success
- Analyse the cost effectiveness of the different approaches taken

- Review the programme's risk analysis

#### **4. Review questions and criteria**

Review questions for the MTR are mainly guided by the OECD/DAC evaluation criteria:

##### **a. Relevance**

- How does the BAAC relate to anti-corruption priorities at national or regional levels?
- To what extent is the design of the BAAC relevant to the needs of the business communities in BAAC countries?
- To what extent is the timing of the BAAC relevant to the political context in BAAC countries?
- Does the BAAC model have a potential for replication in other parts of Sub-Saharan Africa?

##### **b. Efficiency and better value for money**

- What measures have been taken during the planning and implementation phase to ensure that resources are efficiently used?
- To what extent have the outputs been delivered as agreed?
- Has value for money been achieved in the implementation of programme activities? Could the same results have been achieved for less money or more quickly?

##### **c. Effectiveness**

- To what extent are the successfully achieved activities likely to be sufficient to realise the agreed outputs?
- To what extent have the agreed objectives/milestones been achieved?
- What are the reasons for the achievement or non-achievement of outputs/milestones? What could be done to make the intervention more effective?
- To what extent are early changes in corporate governance and anticorruption in project countries likely to be attributable to the BAAC?

#### **d. Impact**

- What are early signs of the BAAC's progress towards achieving its goal?
- What would have happened in the business communities' fight against corruption without the BAAC over the period 2008-2010?

#### **e. Sustainability**

- Is the BAAC making progress in creating local ownership for the fight against corruption?
- To what extent are local partners involved in the implementation of the BAAC?
- Is the level of available funding sufficient to deliver the current project?

### **5. Review approach**

#### **a. Methodology**

The MTR will build on a self-evaluation undertaken by the BAAC. Both processes are synchronized and a portfolio self-assessment as well as updated results and process monitoring data will be available for the MTR. The portfolio assessment of all 10 BAAC chapters will be based on a semi-standardized questionnaire.

While the BAAC is currently being implemented in 10 countries in Sub-Saharan Africa, the review will focus on two implementing countries through field visits.

The following review methods are envisaged for the MTR:

- Desk review of background information (for example BAAC logframe, results and progress monitoring, the portfolio assessment to be produced by the self-evaluation, annual reports, reports provided by BAAC chapters)

- Key informant interviews
- Stakeholder meetings with group interviews
- Field visits in two countries in Sub-Saharan Africa (Nigeria and Malawi)

b. Evaluation process

Task	Date	Responsibility	MTR Fee days
Circulation of ToR	5 October 2010	CBC, Management team	
Deadline for applications	16 October 2010		
Review of applications & selection of service provider	12 November 2010	CBC, Management team	
Briefing of consultant	w/b 15 November 2010	CBC, Management team	
Update of results and process monitoring	w/b 22 November 2010	M&E advisor	
Portfolio assessment	w/b 29 November 2010	M&E advisor	
Desk review	w/b 10 January 2011	Consultant	3
Field visits	w/b 17 January 2011	Consultant	7

Debriefing CBC	28 January 2011	Consultant	1
Reporting	w/b 31 January 2011	Consultant	5
MTR Draft report due	7 February 2011	Consultant	
Feedback	11 February 2011	CBC, Management team	
MTR Final report due	15 February 2011	Consultant	1
<b>Total</b>			<b>17</b>

## 6. Deliverables

The following deliverables are expected from the consultant:

- Debriefing presentation to CBC following the field visits (via telephone conference)
- MTR Draft report including two case studies (max 1 page per case study/Nigeria and Malawi)
- MTR Final report (max 20 pages)

## 7. Skills and competences

CBC is looking for consultants with a strong record in conducting evaluations in the area of international development.

The consultant will need respect and credibility within the field, excellent knowledge of monitoring and evaluation in theory and practice, and ideally a good understanding of at least one of the political contexts in which the programme operates. The consultant should have the following skills and competencies:

- Demonstrable experience of producing high-quality, credible evaluations;
- Demonstrable experience of working with/evaluating governance projects;
- Ability to write concise, readable and analytical reports;
- Excellent writing and verbal communication skills in English.

## **8. Tendering process**

Consultants are invited to forward their CV for the BAAC MTR outlining the following information:

- 1-page CV showing the relevant evaluation experience of the consultant, especially in relation to at least one of the following topics: evaluation, governance, private sector or anti-corruption

The tendering process is described in section 5b above. Bids should be e-mailed to Rohit Badhwar (Rohit.badhwar@cbcglobal.org), Commonwealth Business Council at **by 16 October 2010**.

## **9. Further information**

For further information contact Rohit Badhwar at [Rohit.badhwar@cbcglobal.org](mailto:Rohit.badhwar@cbcglobal.org)



## **Interviews in the field**

### **Malawi (25-28 January):**

J. Matthias Seeler, BAAC Programme Manager/DED/AICC

Deon Roussow, CEO Ethics SA

Godfrey, AICC Accounting

Mary Pombeya, Anti Corruption Bureau Malawi

Vanda Phekhani, Tip-offs Anonymous, Deloitte

Liezel Groenewald, Manager Ethics SA

Participants / trainers at Ethics Officer Certification course

### **Nigeria, Abuja and Lagos (29 January – 1 February):**

Soji Apampa, Executive Director CBI

Eteng Otu, National Secretary Public Complaints Commission

Oliver Stope, Senior Project Coordinator UNODC

Participants - Meeting of the core group of the CBI

Oredeji Delano, Oando Plc.

Pattison Boleigha, Group Head, Access Bank

Mojisola E.M. Akpata, Head of Public Policy West Africa, Diageo