FINAL EVALUATION
TI ASIA PACIFIC
REGIONAL PROGRAMME

FINAL REPORT

deveWORKS
CONTRACT DETAILS
Final Evaluation TI Asia Pacific Regional Programme

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<th>Full Form</th>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<td>ALAC</td>
<td>Advocacy and Legal Advice Centres</td>
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<td>AP</td>
<td>Asia Pacific</td>
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<td>ASEAN</td>
<td>Association of Southeast Asian Nations</td>
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<td>AusAID</td>
<td>Australia Agency for International Development</td>
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<td>CDF</td>
<td>Constituency Development Funds</td>
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<td>CPI</td>
<td>Corruption Perception Index</td>
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<td>DFAT</td>
<td>Australian Department of Foreign Affairs and Trade</td>
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<td>ESCAP</td>
<td>Economic and Social Commission for Asia and the Pacific</td>
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<td>EUR</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>IACC</td>
<td>International Anti-Corruption Conference</td>
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<td>INS</td>
<td>Institutional and Network Strengthening</td>
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<td>KPK</td>
<td>Khyber Pakhtunk</td>
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<td>MAC</td>
<td>Membership Accreditation Committee</td>
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<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<td>MTR</td>
<td>Mid-Term Review</td>
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<td>NAB</td>
<td>National Accountability Bureau</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>NICSA</td>
<td>National Integrity Context and System Analysis</td>
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<td>National Integrity System</td>
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<td>OCAT</td>
<td>Organizational Capacity Assessment</td>
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<td>ODA</td>
<td>Official Development Assistance</td>
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<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
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<td>OGP</td>
<td>Open Government Partnership</td>
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<td>PNG</td>
<td>Papua New Guinea</td>
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<td>RTI</td>
<td>Right to Information</td>
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<td>SAARC</td>
<td>South Asian Association for Regional Cooperation</td>
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<td>Ti</td>
<td>Transparency International</td>
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<td>TI APD</td>
<td>Asia Pacific Department of Transparency International</td>
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<td>TI-S</td>
<td>Transparency International Secretariat</td>
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<td>ToC</td>
<td>Theory of Change</td>
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<td>ToR</td>
<td>Terms of Reference</td>
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<td>UNCAC</td>
<td>United Nations Convention against Corruption</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>WCS</td>
<td>Wildlife Conservation Society</td>
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<td>YIP</td>
<td>Youth Integrity Promotion</td>
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<td>YIS</td>
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Executive Summary

The Asia Pacific Department of Transparency International (TI APD) has assisted twenty-three national chapters in the Asia Pacific (AP) region with capacity and network strengthening activities. The chapters are all independent entities who have committed to the values and objectives of the Transparency International (TI) movement. Each chapter is in charge of, and responsible for, its own anti-corruption strategy and activities. The Australian Department of Foreign Affairs and Trade (DFAT) (before 2014 the Australia Agency for International Development, or AusAID) has supported the work of the TI Asia Pacific Department since 2004 through the funding of, among other things, the regional programme “Towards Effective Leadership and Reforms in the Fight against Corruption”. This regional programme is the subject of this final evaluation. It ran from July 2011 to June 2014 with a total budget of EUR 5.4 million. It aimed to strengthen the capacity of the TI movement in the region to effectively address corruption.

The programme consisted of four components. The main component, which was the foundation of the programme, involved capacity building support for the chapters in the region and support to strengthen regional cooperation and advocacy (INS: Institutional and Network Strengthening). The other three components focused on:

- assisting victims of corruption to redress their grievances and improving anti-corruption policy and practice (ALAC: Advocacy and Legal Advice Centres);
- improving the effectiveness of National Integrity Systems through research-based advocacy efforts (NICSA: National Integrity Context and System Analysis); and
- increasing youth engagement in the fight against corruption and improving youth integrity (YIP: Youth Integrity Promotion).

This evaluation serves both an accountability and learning purpose. The objectives are to evaluate the relevance, effectiveness & impact, efficiency and sustainability of the programme as well as to generate lessons learned and provide recommendations for a future regional programme. The evaluation took place between May and August 2014. It included document analysis and interviews with staff from the TI Secretariat (TI-S), the national chapters, and DFAT. In addition, the evaluation team participated in the 2014 regional programme meeting in Nepal and conducted field research in Nepal, the Philippines, Indonesia, and Papua New Guinea.

Relevance

The programme was well in line with both DFAT’s and TI’s strategies. It addressed key needs in the region to strengthen the TI-movement in the fight against corruption. A key strength of the programme was the flexible approach followed for the capacity building support, which was responsive to chapters’ needs. Chapters considered especially the knowledge exchange opportunities offered under the programme, such as chapter exchanges, workshops and the regional programme meetings, very valuable and relevant for their work. However, the design of the programme showed some weaknesses as the linkages between the overall goal and the four components, as well as the linkages between the components, were not clearly specified, which made the programme too project-driven. The capacity building support was, furthermore, not always sufficiently focused on achieving external change through clear linkages with chapters’ strategic priorities. In addition, the implementation of ALAC, NICSA and YIP components was more focused on specific activities and outputs than on achieving

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1 The Australia Agency for International Development (AusAID) was merged with the Department of Foreign Affairs and Trade as of November 1, 2013.
shared outcomes. Finally, although TI APD undertook various activities to increase chapters’ ownership, overall it remained rather limited.

**Effectiveness and impact**

Clear positive results were achieved with the programme. For example, chapters’ governance and organizational capacities were strengthened, regional cooperation and knowledge exchange increased, youth participation in anti-corruption work increased, and knowledge of national integrity systems was strengthened. If one looks even further back to account for the progress that has been achieved since 2004 – when DFAT’s regional support started – one can witness an increased professionalization of TI chapters in the Asia Pacific region. Compared to the situation in 2004, many chapters in the region have grown in terms of staff size, annual budget, and number of programmes and activities they implement. Some evidence is, furthermore, available suggesting that TI chapters have been able to contribute to strengthened (enforcement of) anti-corruption legislation and policies and increased business integrity. While it is clear that positive results have been achieved with the programme, the degree to which the programme has been able to make a positive contribution to the overall objective of decreasing levels of corruption and improving integrity in the Asia Pacific region can, however, not be determined nor assessed within the scope of this evaluation, due to the fact that the programme has not collected sufficient data at outcome and impact level.

**Efficiency**

The programme significantly benefited from economies of scale and from the access to TI-tools, templates and expertise within the movement, which decreased the costs of capacity building and other activities (e.g. NICSA, ALAC). In addition, efficiency gains were achieved through the sharing of knowledge, best practices and the replication of good practices. TI APD management had, furthermore, a clear eye for economy considerations and proved to be able to flexibly adapt to changing circumstances. Nevertheless, overall, the programme was not implemented in the most efficient way. Staff turnover problems at both the TI Secretariat and the national chapters led to various delays in the implementation of the programme. In addition, management of the programme was quite centralized and involved with relatively too many activities, while a more decentralized management approach focused on ensuring and overseeing the realization of results could have been more efficient. Furthermore, efficiency was negatively affected by the lack of donor harmonization leading to multiple reporting requirements. A key example of this is New Zealand’s Pacific Institutional Strengthening Programme, which supported in the same period the strengthening of chapters’ capacity in the Pacific, without being harmonized with the AP programme. Finally, the monitoring system was insufficient and did not manage well to collect relevant data at outcome and impact level. Nevertheless, it also needs to be acknowledged that TI-S has increasingly paid attention to improving its monitoring and evaluation system, which is promising for the future.

**Sustainability**

The increased capacity of chapters in the region as well as the strengthened network, provide a good basis for TI’s future engagement in the fight against corruption. Nevertheless, several chapters still struggle with internal governance and organizational weaknesses. In addition, a key area of concern is the fact that the growth and professionalization in the region, as well as that of the TI Secretariat, is strongly linked to an increased dependency on donor project funding. Limited donor diversification and access to other sources of income make several chapters, and the Secretariat, very vulnerable to changes in donor priorities. The sustainability of the results achieved with the AP programme and previous support programmes will, therefore, to a large extent depend on the ability of TI AP to secure sufficient (core) funding in the coming years and to diversify its income base.
Lessons learned

Key lessons can be distilled based on this evaluation. At the programme level, the main lessons learned are that the structure of the TI movement, with its independent chapters, and the high level of diversity in the region, require a flexible approach to capacity and institution building, which TI APD proved to be able to offer. However, there is room for improvement by implementing a clearer results-orientation. For the INS component, an important lesson learned is that its overall effectiveness is likely to have been negatively affected by the fact that the support provided was frequently short-term in nature and spread over many different activities without always being closely linked with the external change envisaged. For ALAC, a key lesson learned is that the ALACs proved in practice often not to be very effective in resolving individual complaints, as they lacked the “teeth to bite”. With respect to the NICSA reports and Youth Integrity Surveys an important lesson learned is that these research outputs risk becoming a goal in itself rather than a means to achieve external change.

Recommendations

Several recommendations are proposed to increase the relevance, effectiveness & impact, efficiency and sustainability of a potential future regional programme. First of all, given the important corruption challenges in the region and the results achieved so far, TI APD and DFAT should explore opportunities for a new multi-annual regional programme based on a renewed partnership approach. Secondly, the new regional programme should have a stronger focus on results and strengthened chapter ownership. A future AP programme should be based on a clear intervention logic, linked to TI’s Global Strategy 2015, whereby the (often non-linear) linkages between the activities, outputs, outcomes and impact are specified and clear indicators and targets are formulated. It is, furthermore, advised to follow a more decentralized programme approach, which allows chapters to have a larger influence on the support received. TI APD’s management role would then be more focused on results than on specific activities. This approach would entail strengthened ownership that goes hand in hand with more responsibility, linked to clear monitoring and evaluation frameworks and conditional disbursements. Two concrete options are proposed for consideration, namely a so-called “minimum option” and an “optimal option”. The optimal option has as advantage that it is clearly focused on external change and that it has the potential for realizing good impact. A disadvantage is that it is more expensive.

The minimum option is based on the INS component of the AP programme. It includes both capacity building support for national chapters and support to strengthen regional advocacy and cooperation. Compared with the AP programme, the focus on chapters’ strategic priorities will be increased, by clearly linking the support to external change. It would also involve allocating multi-annual capacity building support based on an open call for proposals. The optimal option is similar to the minimum option with the key difference being that it includes an additional component, namely support to TI’s thematic areas -such as people engagement, business integrity-linked to chapters’ strategic priorities. For each of these areas, specific objectives and clear targets should be formulated. Thematic working groups and/or a regional steering committee can advise TI APD on the identification of the thematic objectives and targets and can oversee the implementation of the thematic support. A key difference between this option and the evaluated AP programme is that where the AP programme included specific components and activities for realizing certain objectives (e.g. ALAC and YIP), the optimal option would focus on achieving shared objectives whereby chapters themselves propose, and are responsible for, appropriate context-specific approaches.
Other recommendations include:

1. **TI APD and DFAT to explore options with donors to improve coordination, alignment, and harmonization**

   Limited donor harmonization has contributed to inefficiencies. TI APD is advised to map present and planned donor support at (sub)regional and national level as input for discussions with donors to explore options to improve donor coordination, alignment and harmonization. DFAT is recommended to actively support TI APD with these efforts. Especially for the Pacific region, where both New Zealand and DFAT have supported chapters with capacity building through regional programmes, it is recommended that TI APD will develop a clear plan, based on in-depth consultations with Pacific chapters, on how to better align and coordinate possible future New Zealand and DFAT support. TI APD and DFAT could, furthermore, explore the possibility to establish a pooled funding mechanism to finance the regional programme and foster donor harmonization. Key advantages of a pooled funding mechanism would be that it can provide greater clarity and transparency about donor funding, prevent multiple reporting requirements, and can increase economies of scale.

2. **TI-S, TI APD, and AP chapters to explore opportunities for resource diversification and alternative sources of income**

   The high dependency on donor funding combined with limited resource diversification poses significant risks for the chapters and TI-S. It is, therefore, advised that TI-S, TI APD and the AP chapters explore opportunities to broaden and diversify the resource base. TI-S could explore the opportunity to raise membership fees from chapters from which its activities can (partly) be financed. TI APD is advised to facilitate chapters with exploring different mechanisms to generate income, by sharing and analyzing good practices, and providing chapters the funds to develop appropriate resource mobilization strategies.

3. **TI-S and TI APD to rethink TI APD’s organizational set-up and job profiles**

   If a future programme will be organized along the lines of one of the recommended options, this will have consequences for the ideal organizational set-up of TI APD. When reflecting on this organizational set-up, it is recommended for TI-S and TI APD to analyse the type of activities that can best be implemented by TI APD and those that can best be outsourced to either other staff from TI-S or external consultants to improve management efficiency. In addition, TI APD could consider how regional presence can be improved upon in order to effectively perform its role as facilitator of regional cooperation and exchange. TI APD could, for example, think about establishing sub-regional contact points at a chapter in each sub-region, which can assist the regional coordinators in Berlin with the sub-regional activities.
1. **Introduction**

This evaluation serves both an *accountability* and *learning* purpose. According to the Terms of Reference (ToR) (see Annex1), the objectives of this evaluation that relate to the accountability purpose are:

- Evaluation of projects and whether objectives and expectations are in line with current and emerging priorities of both Transparency International (TI) and the Australian Department of Foreign Affairs and Trade (DFAT);
- Provision of an objective assessment of the achievements and results, weaknesses and strengths of the programme, as well as an analysis of its performance in terms of progress and process, relevance, sustainability, and the extent to which the programme is contributing to enabling the desired impact; and
- Assessment whether the results achieved are relevant for the target groups and current corruption environment in the programme countries.

The learning part focuses on distilling lessons learned and recommendations that can support the TI Secretariat (TI-S) and the national chapters with improving their interventions and developing strategies for a future Asia Pacific regional programme (AP programme).

1.1 **Evaluation process and methodology**

To implement the evaluation the following steps were undertaken:

- Kick-off meeting in Berlin;
- Document analysis;
- Participation in the regional meeting;
- Questionnaire;
- Inception note;
- Interviews with:
  - TI APD and other TI-S staff;
  - Executive directors and board members AP chapters;
  - DFAT staff (including country representatives);
  - External stakeholders and beneficiaries;
- Field research in Nepal, the Philippines, Indonesia, and Papua New Guinea;
- Exchange with the evaluators of the Mid-Term Review (MTR) of the TI-S Implementation Plan\(^2\);
- Debriefing with TI APD and a webinar with chapters; and
- (Draft) final report.

During the inception phase, scoping interviews with staff from TI APD and DFAT were conducted (see list of persons interviewed, Annex 2), necessary documentation was collected (see list of documents, Annex 3) and case study countries were selected in close consultation with TI APD. Four criteria were taken into account for selecting the case study countries:

- The degree to which chapters had benefited from the individual components of the programme;

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\(^2\) The Implementation Plan was evaluated in 2014 at the same time as the evaluation of the TI AP programme. The evaluation of the Implementation Plan has provided valuable insights and lessons that are complementary to the lessons drawn in this evaluation.
The representativeness of the sample of case study countries in terms of reflecting the diversity of the chapters in the Asia Pacific region;

- The capacity of chapters to facilitate the field research; and

- The extent to which chapters had already been covered by other evaluations (to prevent overlap in the selection of countries).

On the basis of these criteria, Nepal, the Philippines, Indonesia and Papua New Guinea were selected as case study countries.

The inception phase partly overlapped with the field research phase as the evaluation was awarded just prior to the TI Asia Pacific regional meeting in Kathmandu, which took place from 19 to 21 May 2014. This affected the inception phase planning since important data was to be collected during that regional meeting. After the kick-off meeting in Berlin, the evaluation team attended the regional meeting in Nepal, where interviews were conducted with more than 15 executive directors. In addition, a survey was conducted at the end of the meeting, which, unfortunately, proved not to be very successful as the response rate was very low (in total only 9 survey responses were received). The inception phase was finalized just after the regional meeting in Nepal, with the submission of an inception note, which contained the reconstructed intervention logics and the evaluation framework.

The inception phase was followed by field research in the four selected case study countries. Interviews and focus group discussions were conducted with chapter staff, chapter board members, external stakeholders and programme beneficiaries (see Annex 2). In addition, additional documentation and data was collected (see Annex 3). The case study visits focused on exploring the relevance and effectiveness of specific components of the programme and have provided valuable information for the evaluation. Throughout the text of this report, specific findings and lessons learned from these visits are shared.

After the field research a second round of telephone/skype interviews took place with DFAT staff, staff from TI-S and some chapter staff to validate findings and further explore key emerging issues. A debriefing session took place with TI APD, on the 21st of July 2014, and a webinar with national chapters, on the 22nd of July 2014, to share and validate draft findings and discuss possible recommendations.

The evaluation team received all the necessary support and cooperation from TI-S, DFAT and chapter staff. The team is especially very grateful for the kind and professional assistance provided by TI APD and the staff of the field research countries.

1.2 Evaluation challenges

The evaluation of the TI AP programme was confronted with a number of challenges. First of all, no baseline data was collected at the start of the programme. Secondly, most of the data that has been collected by TI APD relates to the output level and not to the outcome or impact level. Thirdly, it is difficult to assess the specific contribution of the TI AP programme to the achieved results as various chapters have benefitted from support from other donors of which the exact details are not known. Finally, the support provided encompassed numerous activities that focused on a wide variety of chapters in a very diverse region. This made it impossible to conduct a detailed assessment of the activities undertaken and the outcomes achieved within the limited time and scope of this evaluation. For all these reasons, the evaluators focused on the “broad picture” and paid particular attention to distilling main findings, lessons learned and recommendations that could inform future programming.
2. The context of the programme

2.1 The Asia Pacific Region

Asia Pacific is a diverse region where a wide spectrum of economic, political, social, cultural and religious sub-groups is present. The countries in the region vary considerably in terms of size, population, economic and human development, and quality of public and corporate governance. While economic growth has been steady and positive for many countries in the region, serious challenges exist, including large-scale poverty (nearly two-thirds of the world's poor still live in this region), rising inequality, gender discrimination and violence, significant demographic shifts, unplanned urbanization, climate change and environmental pressures, and large-scale corruption. More than half of the Asia Pacific countries score lower than 40 points on the Corruption Perception Index (CPI) 2013 (the index scores countries on a scale from 0 (highly corrupt) to 100 (very clean)). Large economic and political powers, such as India and China, and other emerging markets and growing economies in the region, such as Bangladesh, Cambodia, Indonesia, Papua New Guinea, Philippines, Sri Lanka and Vietnam, all score poorly on the CPI.

The following key trends, relevant for anti-corruption work in the region, have taken place in the past five years:

- There is a growing awareness, and a greater sense of urgency, amongst the general public and policy makers of the need to address corruption, although widespread impunity for corruption still persists;
- There is more demand for and better access to government data;
- New technologies allow for increased public engagement by facilitating communication, cooperation, and the monitoring/tracking of public action and developmental outcomes;
- In several countries important legislation has passed, such as on the Right to Information and Whistleblower Protection;
- In various countries, the space for civil society activists is shrinking;
- Sub-regional cooperation is increasing (e.g. establishment of the ASEAN Economic Community4); and
- There are increased efforts from multilateral organizations, development partners and regional bodies to address corruption (e.g. UNCAC, ADB/OECD Anti-Corruption Initiative for Asia and the Pacific, UNDP's Global Anti-Corruption Initiative, Asia-Pacific Economic Cooperation's Anti-Corruption and Transparency Working Group (ACT-NET)).5

2.2 Transparency International

Transparency International is present in the Asia Pacific region to fight corruption6 and promote transparency, accountability and integrity.7 It is represented by 23 national chapters. All chapters are independent entities that

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4 The ASEAN Economic Community is to be realised by 2015 and includes: Brunei Darussalam, Cambodia, Lao PDR, Indonesia, Malaysia, Myanmar, the Philippines, Singapore, Thailand and Viet Nam.
5 Source: Interviews; Brown, A., Miller-Dawkins, M. (2014), Reflections and Discussion: Emerging themes from the Mid-Term Review of the TI-S Implementation Plan for feedback from Chapters and Staff; Survey data received from Brown, A., Miller-Dawkins, M. collected for the MTR of the TI-S Implementation Plan.
6 Corruption is defined by TI as the abuse of entrusted power for private gain (Source: Transparency International (2011), “Strategy 2015: people | institutions | laws | values | network | impact”, p. 6.).
have committed to the values and objectives of the TI movement, while being in charge of, and responsible for, their own anti-corruption strategy and activities.

The chapters in the region vary greatly in terms of size and activities. The largest chapter (Bangladesh), for example, has over 200 staff and a multi-million dollar budget to undertake a wide-range of programmes and projects, while other chapters -especially those in the middle and upper income countries- have no staff at all but only voluntary board members (e.g. Japan, Australia and New Zealand). Some chapters focus mainly on undertaking high-level research and advocacy, while others focus more on people engagement through campaigning and targeted service delivery. Most chapters with paid staff in the region are highly dependent on donor funding. While some chapters have been able to attract core funding from development partners, most are mainly dependent on specific project/programme support.

TI APD has been able to support chapters in the AP region for over a decade now, thanks to the funding received from development agencies like DFAT and the Ministry of Foreign Affairs and Trade of New Zealand. The funding provided by DFAT has covered the majority of TI APD’s work in the region. TI APD’s support includes capacity building activities, facilitating knowledge exchange, fostering regional cooperation and advocacy, and attracting funding for the implementation of (sub)regional programmes. TI APD, furthermore, assists chapters with TI’s accreditation process.

The TI movement has adopted a “National Chapter Accreditation and Individual Member Appointment Policy”, with the aim to protect the integrity, cohesion and reputation of TI, and to strengthen and support the national chapters of the movement. The Board of Directors is responsible for the accreditation process and is assisted by the Membership Accreditation Committee (MAC) and TI-S. TI-S gives advice to the MAC who in turn makes recommendations to the Board on final accreditation, review, suspension or dis-accreditation of chapters. Every three years, accredited national chapters need to pass the accreditation review process, which aims to ensure continuous compliance with TI’s standards. TI APD supports the chapters with this process by advising on, and facilitating, necessary governance improvements.

In the past decade, the TI movement has grown considerably, especially in lower income countries. Chapters have become bigger in terms of staff size, annual budget, and number of activities/projects/programmes they implement. This growth has been mainly financed by donor funding. Next to the growth of the movement, it has also become more professional over the last ten years. Various tools and guidelines have been developed to assist chapters with their strategy, governance and operations. Increased attention has also been paid to implementing a suitable monitoring and evaluation (M&E) system at TI-S and to assist chapters with their M&E.

The budget of TI-S grew from around EUR 5 million in 2001 to just over EUR 22 million in 2012. Despite this considerable growth, the annual budget of TI-S is still fairly small.

The work of national chapters and TI-S is informed by the Global Strategy 2015, which was published in 2011. It formulates TI’s mission as to:

“Stop corruption & promote transparency, accountability & integrity at all levels & across all sectors of society”
In order to achieve this mission, six strategic priorities are defined:

- **People**: increased empowerment of people and partners around the world to take action against corruption;
- **Institutions**: improved implementation of anti-corruption programmes in leading institutions, businesses and the international financial system;
- **Laws**: more effective enforcement of laws and standards around the world and reduced impunity for corrupt acts;
- **Values**: higher levels of integrity demonstrated by organisations and people, especially youth and those in leadership positions around the world;
- **Network**: strengthened TI ability to work together; and
- **Impact**: enhanced TI responsiveness, presence, performance and impact at all levels.\(^8\)

The strategic priorities of the Global Strategy are very broad, which allows room for diversity in the TI movement and space for the individual chapters to focus on those issues that are most relevant to them. The TI Implementation Plan 2015 formulated six key programmes that can contribute to the achievement of the strategic priorities, and which constitute the focus areas of TI-S its work, see figure 1 below.

**Figure 1**

![Diagram showing focus areas](source)


The adoption of the Global Strategy 2015 led to a restructuring of TI-S. Many processes were standardized and centralized, such as the M&E system and human resource processes. This affected TI APD’s operations. For example, when the TI-S M&E framework was introduced, which was linked to the implementation plan, TI APD moved away from using the AP’s programme logframe and started to use this standardized M&E framework instead.

### 2.3 DFAT and TI AP

The cooperation between DFAT and TI in the region dates back to 2004. DFAT has supported both individual TI chapters in the Asia Pacific region as well as the TI APD in their fight against corruption. This cooperation

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\(^8\) Transparency International (2011), "Strategy 2015: people | institutions | laws | values | network | impact".
relationship was formalized in 2009, when a five-year Partnership Framework on Anti-corruption in Asia Pacific was signed by both parties. The overall objectives of this Partnership Framework were to seek:

1. “a strong anti-corruption movement in the Asia Pacific region, including through global and regional anti-corruption initiatives;
2. a strong demand for transparent and accountable government and reduced corruption in the Asia Pacific region; and
3. a reputable source of corruption knowledge and diagnostics in the Asia Pacific region.”

Four potential areas of collaboration were outlined in the Partnership Framework:

1. Building the capacity of civil society against corruption;
2. Developing tools to analyse and monitor corruption;
3. Building citizen and youth participation in anti-corruption; and
4. Tackling corruption in priority sectors.

The TI AP programme “Towards Effective Leadership and Reforms in the Fight against Corruption” formed the implementation of this Partnership Framework. In May 2012, the partnership agreement was broadened to facilitate cooperation at a global scale. This led to the implementation of similar programmes in other regions. These have, however, been discontinued due to changes in DFAT’s policy priorities.

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9 The partnership agreement was succeeded by the 2012 partnership agreement which broadened the cooperation to a global scale.
11 See programme proposal (p.3) “This TIAP Programme Proposal Towards Effective Leadership and Reforms in the Fight against Corruption forms the envisaged implementation of the Partnership Framework, and includes four components that contribute directly to the aims of the Partnership Framework, falling within each of the areas for collaboration outlined above.”
3. The AP Programme

3.1 Introduction

The TI AP programme “Towards Effective Leadership and Reforms in the Fight against Corruption” ran from July 2011 to June 2014 with the aim to arrive at:

“Strong forms of leadership and agency against corruption, contribute to effective implementation of anti-corruption measures by government, business and civil society in the Asia Pacific region.”

TI APD was responsible for the overall organization and management of the programme. It consisted of four components. Each had a specific purpose:

- Institutional and Network Strengthening (INS): to strengthen the operational and advocacy capacity of anti-corruption civil society constituencies in 25 countries in the Asia Pacific;
- Advocacy and Legal Advice Centres (ALAC): to empower the victims and witnesses of corruption to redress their grievances and to achieve systemic change in the anti-corruption policy and practice of public and private actors in the beneficiary countries;
- National Integrity Context and System Analysis (NICSA): to improve the effectiveness of the National Integrity System (NIS) and resulting anti-corruption efforts in the beneficiary countries; and
- Youth Integrity Promotion (YIP): to increase the engagement of youth in the fight against corruption and to provide greater opportunities and incentives for youth to act with integrity in the beneficiary countries.

The INS component was the foundation of the programme. It mainly focused on building chapters’ governance, strategic and organizational capacity and on increasing regional cooperation and advocacy. INS activities that were to be implemented by TI APD include:

- Facilitation of the accreditation process;
- Facilitation of strategic planning exercises & capacity assessments;
- Provision of trainings/workshops;
- Provision of grants;
- Facilitation of national chapter exchanges;
- Organization of regional meetings;
- Development and implementation of a regional advocacy strategy/plan;
- Provision of support to new national contacts/chapters; and
- Provision of technical advice/support to national chapters.

The ALAC component was to be implemented in Nepal, Pakistan, Papua New Guinea, Vanuatu, Fiji, and the Solomon Islands. It entailed providing legal advice and services for victims and witnesses of corruption, building cooperation relationship with anti-corruption institutions and engaging in strategic advocacy. It complemented and

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12 An extension of the programme has been granted for one year.
14 Idem.
built upon the five year “Anti-corruption: Delivering Change” programme that was funded by the UK Department for International Development with the aim to establish ALACs in the above mentioned countries. TI APD was to oversee and manage the implementation of the ALAC component and to provide the ALACs with core funding, small grants and technical assistance/learning exchanges. The ALACs were responsible for the ALAC activities, such as raising public awareness of ALAC services, providing quality corruption-related legal advice to clients, and developing working relationships with key institutions responsible for corruption complaints.

The NICSA was to be implemented in Bangladesh, India\textsuperscript{15}, Maldives, Nepal, Pakistan and Sri Lanka. It included the undertaking of a National Integrity System assessment, which is a global TI tool. TI APD was to oversee the implementation of the component and the beneficiary chapters were responsible for organizing the research and related advocacy-efforts.

YIP was to be implemented in Fiji, Indonesia, Maldives\textsuperscript{16} and South Korea. It included activities like the undertaking of a Youth Integrity Survey (YIS), the implementation of small grants to foster youth’s engagement in anti-corruption work, and the building of partnerships and coalitions with key external stakeholders to mainstream youth integrity and anti-corruption into the national youth agenda. TI APD was to oversee the implementation of this component and to provide core funding to national chapters for implementing YIP, to facilitate workshops/exchanges, and to provide support to the national chapters etc. The national chapters were responsible for actually implementing the YIP, including the undertaking of the YIS.

The planned total budget of the programme was EUR 5,374,144. The pie chart below presents the planned allocation to the four programme components.\textsuperscript{17}

Figure 2

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{pie_chart.png}
\caption{Programme Budget Distribution}
\end{figure}


\textsuperscript{15} While it was originally planned to undertake a NICSA in India, this did not work out in practice and, therefore, India was replaced by Vanuatu.

\textsuperscript{16} While it was originally planned to implement YIP in the Maldives, this idea was dropped as it turned out that the Maldives had insufficient capacity to implement the programme.

3.2 Theory of change

In this section we present the reconstructed Theory of Change (ToC) of the programme with its underlying assumptions. The ToC clearly takes the TI movement as point of departure. The objective is to strengthen the TI movement in the region as this is supposed to contribute to more transparency, accountability and integrity and eventually less corruption. The programme’s main focus is capacity building. Key assumptions underlying the programme are:

- TI has an important role to play in the fight against corruption and to promote transparency, accountability, and integrity in the AP region;
- TI APD is best situated to design and manage the programme and to provide support to the chapters as it can assure coherence with TI’s global strategy and policies and exploit economies of scale;
- INS is the foundation of the programme- it is assumed that through capacity building of individual chapters and the facilitation of regional cooperation and knowledge exchange, chapters’ effectiveness in fighting corruption and promoting integrity will be increased;
- To be responsive to chapters’ specific demands and needs and in line with their independent position within the TI movement, a flexible approach is followed for the capacity building support to the chapters, whereby TI tools such as the strategic planning process/guide and Organizational Capacity Assessment (OCAT) are available for guidance;
- The ALAC, YIP and NICSA components provide specific TI approaches to realize external change;
- NICSA will generate relevant knowledge for the beneficiary chapters, which they will translate into effective strategies to address the identified national integrity system (NIS) weaknesses;
- ALAC will foster people engagement in the fight against corruption and it will improve (the enforcement of) anti-corruption legislation and policies, through the provision of legal advice to victims and witnesses of corruption, raising awareness about people’s rights and building cooperation relationships with key anti-corruption institutions;
- YIP will effectively strengthen youth’s engagement in the fight against corruption and youth integrity, through generating knowledge about youth integrity with the Youth Integrity Survey, which will be translated into effective strategies to promote youth integrity, including the provision of small grants to promote youth’s engagement;
- The replication and implementation of specific programmes and tools (e.g. ALAC, YIP, NICSA) can best be fostered and facilitated (including searching for funding) by TI-S;
- TI APD is primarily responsible for exploring funding opportunities and for donor coordination and harmonization at the regional level, while the individual chapters are responsible for these tasks at the national level; and
- DFAT provides funding to the AP programme based on the partnership agreement, because a strong TI movement in the AP region will contribute to the achievement of its policy objectives, while DFAT also supports individual chapters in specific countries to foster specific country objectives.

The funding proposal for the programme contains an overall logframe in which the overall goal and specific purposes for each component are formulated (see section 3.1). In addition, results are described and indicators are defined for the specific purposes and results. Based on the analysis of the logframe and interviews with TI APD staff the following issues have been identified in relation to the logframe:

- The linkages between the four components and the overall goal are not elaborated;
The linkages among the four components are not clear; there is no clear hierarchy from the overall goal (impact level), to specific purposes (specific impact level), outcome, outputs, and activities. Outputs and outcomes are not clearly distinguished. Some of the identified results cover the outcome level, whilst others are defined at the output level; indicators and targets have been formulated at both purpose and result level, like “minimum 30% increase in the number of chapters assessing their capacity to be, to organise, to achieve, to relate and to adapt and learn as ‘well developed’ by end of project” (INS purpose) and “minimum 10% annual increase of cases closed with successful outcome overall in the project” (ALAC purpose). However, the indicators mentioned in the logframe have hardly been used in practice and no baseline data was collected at the beginning of the programme; and most of the indicators are not SMART\(^{18}\).

In practice, the logframe was only used to a limited extent as the programme was aligned to the global strategy and implementation plan and TI APD focused more on the activity and output level.

Based on the document analysis and interviews we have reconstructed the intervention logics for the four components. In this reconstruction we have 1) explicitly taken into account the strategic and programmatic developments that have taken place over time (e.g. the adoption of TI’s 2015 global strategy) and 2) sought to clearly link the TI AP programme to the specific aims of the TI movement. The reconstructed intervention logics are presented in Annex 4. These have similar shortcomings as the programme logframe, because of the fact that retrospectively missing linkages could not clearly be identified based on the programme.

### 3.3 Financial overview

The planned total budget of the programme, as well as actual expenditures, was around EUR 5.4 million. While the programme experienced serious underspending in the first year (30%), this was compensated over time. INS received most of the support (±57%), followed by YIP (±15%), ALAC (±14%), and NICSA (±12%). No major deviations have arisen concerning planned allocations and actual expenditures per component.

Most of the budget was allocated to direct financial support to chapters\(^19\) (±45%), while ±29% of the budget was allocated to TI APD staff, and ±26% to the category other support, which includes, for example, the organisation of regional meetings. Of the total support that was directly provided to individual chapters, most was received by the Pacific region followed by South Asia, see the pie chart below.\(^20\)

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\(^{18}\) SMART stands for: Specific, Measurable, Achievable, Relevant, and Time-bound.

\(^{19}\) Direct financial support includes all the disbursements that were directly transferred to individual chapters related to INS, NICSA, ALAC and YIP support. For example, it includes the transfer of INS grants to chapters based on their submitted proposals as a response to annual call for proposals. It, furthermore, includes, for example, disbursements to the chapters to implement the ALAC and YIP components.

\(^{20}\) This section is mainly based on financial information received in May 2014. While at that time no full overview could yet be provided concerning all actual expenditures, the breakdown presented here is expected to be quite accurate. Source: Financial information received from TI APD, in May 2014; Transparency International Secretariat (2012), Transparency International Asia Pacific Programme: Towards Effective Leadership and Reforms in the Fight against Corruption: Year 1 Narrative Report, Annex 1; Transparency International’s Asia-Pacific Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption in the Asia Pacific Region: Progress Report, Year Two (July 2012 – June 2013), Annex 1; Interviews.
Five chapters received almost half of total direct support, see figure 4. TI Vanuatu received around EUR 310,000 for INS, NICSA and ALAC support, Indonesia around EUR 240,000 for INS and YIP support, Fiji slightly less than EUR 240,000 for YIP, ALAC, and INS support, and the Philippines around EUR 200,000 for INS support.

Under the INS component, three chapters have received almost 40% of total direct support, namely the Philippines (±20%), Malaysia (±10%), and Cambodia (±10%).\(^{21}\)

\(^{21}\) Source: Based on the financial information received from TI APD, in May 2014.
4. Main findings: Relevance

The programme addressed the need to strengthen TI AP in the fight against corruption and responded well to TI’s and DFAT’s strategic priorities. The capacity building and institutional strengthening support was flexible, which was a key strength of the programme. The programme was, however, too project-driven, included four components that were not logically linked together, and lacked a sufficient results (outcome and impact) focus. Furthermore, chapter ownership of the programme remained rather limited.

4.1 Alignment with TI’s and DFAT’s strategic and policy priorities

The TI AP programme responded well to the evolving strategic and policy priorities of the TI movement and to DFAT’s priorities. In line with the TI APD-DFAT Partnership Framework agreed upon in 2009, as described in section 2.3, TI APD designed a programme that could build the capacity of civil society against corruption, increase the engagement of citizens and youth in anti-corruption work, and foster corruption monitoring and analysis.

Australia was keen to support the TI movement in the region as it aimed, as described in “Australia’s Comprehensive Aid Policy Framework to 2015-2016” and the related “Effective Governance Strategy”, to support more effective governance in the AP region, by strengthening the fight against corruption and building civic engagement to foster their participation in governance processes. In order to reduce fragmentation of aid, enable non-government organizations to undertake their work, and enable Australia to contribute to development efforts on a broader scale, core funding to effective global partners based on a partnership approach was seen as an important instrument. The AP programme based on the Partnership Framework was, therefore, fully in line with the objectives and identified approaches of Australia’s aid framework.

At the TI level, two strategies were important for the AP programme, namely the TI Asia Pacific Regional Strategy 2008-2012 and the TI Global Strategy 2015 (and the related Implementation Plan). The TI AP programme was closely aligned with these.

As indicated in the Theory of Change, the foundation of the programme is the strengthening of the capacity of AP chapters and the network. This is also the key building block for TI AP’s contribution to the strategic priorities of the Global Strategy (see section 2.2). A strengthened TI AP presence significantly contributes to the Impact and Network strategic priorities and should enhance chapters’ capacity to contribute to the achievement of the priorities related to People, Institutions, Laws and Values. In other words, the INS component is supposed to function as a catalyst that fosters the realization of the global strategic priorities. The three other components, ALAC, YIP, and NICSA, are assumed to directly contribute to the achievement of the People, Institutions, Laws and Values priorities, as is illustrated in the figure below.
4.2 Ownership and responsiveness to chapters’ needs & strategic priorities

In line with the Theory of Change, chapters were not involved in the direct management of the AP programme. TI APD took the responsibility for designing and managing the AP programme, with the aim to support the TI movement in the region. Chapters’ overall awareness of the precise nature and features of the AP programme was, in general, limited. Most chapters were familiar with specific components of the programme, like the NICSA and ALAC component, which they perceived as “individual projects”. Several chapter interviewees indicated to perceive the programme as “TI APD’s programme” and not as a jointly owned programme for which both chapters and TI APD bear responsibility.

TI APD undertook various activities to increase chapters’ involvement and ownership. For example, the draft proposal for the TI AP programme was shared with chapters for their feedback, a committee was set up in the first year of the programme to inform the decision-making process concerning the INS call for proposals, chapters were asked for their inputs to inform the agenda of the regional meetings, and during the most recent regional meeting chapters were asked to provide feedback on possible future areas of support. Despite the various attempts, however, it proved difficult for TI APD to increase chapters’ engagement in, and ownership of, the programme. Chapters seemed not always interested or able to actually invest time in activities that could have increased engagement and programme ownership. For example, responses to TI APD’s requests for feedback were often limited. From the chapter side it was, however, noted by several interviewees, that being consulted is not identical to having genuine influence. With respect to the May 2014 regional meeting, for example, one interviewee stated:
"I had hoped that there would be more strategic discussion during the regional meeting, but it felt more as if we had to confirm the choices already made, to tick the box."

Furthermore, no steering group was, for example, established in which chapters were represented to oversee the implementation of the programme. In short, based on the interviews, it has become clear that although various activities were undertaken to increase chapters’ ownership, several chapters perceive their ownership to have been too limited.

To further assess the relevance of the programme from the perspective of the needs of the national chapters, it is helpful to make a distinction between the more internally oriented INS component and the more externally focused ALAC, YIP and NICSA components.

**INS**

TI APD’s approach to strengthen chapters’ capacity was to a large degree demand-driven and flexible to adequately address identified needs. Targeted institutional support was provided to the chapters based on discussions between TI APD and the chapters and chapters’ responses to call for proposals. When a common need amongst the chapters was identified by TI APD, it organized workshops/trainings on topics like financial management, monitoring, evaluation and learning, and media engagement. Ti APD, furthermore, actively promoted - through its discussions with the individual chapters and designing the criteria for the call for proposals - certain activities based on its assessment that these activities would be beneficial for strengthening chapters’ strategic and organizational capacity. Examples are the strategic planning exercise and the Organizational Capacity Assessment (OCAT).

"We have an effective working relationship with TI-S, we get all sorts of support and advise when we request it."

"TI-S is very responsive to our needs."

Furthermore, the results of the TI accreditation process were sometimes used by TI APD as a tool to further promote certain governance and/or organizational changes for which assistance from TI APD could be received.

The activities implemented under the INS component were assessed to be relevant by the chapters. The INS component addressed weaknesses in chapters’ strategic, organizational and human resource capacity and assisted chapters with overcoming governance challenges related to, for example, the lack of a clear division of labour between the chapters’ board and executive staff. Chapters considered especially the knowledge exchange opportunities offered under the programme, such as chapter exchanges, workshops and the regional programme meetings, very valuable and relevant for their work. The regional programme meetings are highly valued by the chapters as these provide opportunities to strengthen relationships with other chapters, share expertise and lessons learned, and explore possible cooperation possibilities. Various interviewees indicated that the quality and relevance of the regional meetings has increased over the last couple of years. Chapters noted that TI APD clearly has responded to their feedback concerning the meetings. Over time, the meetings have become more interactive and more relevant in terms of the topics that are being discussed and the space that is allowed for chapters to exchange knowledge and expertise.

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22 Source: Interview with an executive director of an AP chapter.
23 Source: Interviews with executive directors of AP chapters.
24 Source: Interviews with executive directors and board members of AP chapters.
Although INS addressed chapters’ needs, several chapters indicated that some scope for improvement exists when it comes to ensuring that INS support focuses on the most relevant (type of) activities. These chapters indicated, for example, to prefer more tailored “on the job” training than the general workshops received and more capacity building opportunities for programme/operational staff instead of support targeted at the management level. In addition, some chapters indicated that it would be beneficial if more attention would have been paid to actively supporting chapters with building their fundraising and resource diversification capacity, technical knowledge and expertise of anti-corruption instruments and methods, and monitoring and evaluation capacity.

“We received M&E training, based upon our request. The training was, unfortunately, not enough focused on our own operational needs. We struggle with reporting to different donors and to TI-S, in addition we also have our own information needs. Ideally, we would like to develop an integrated M&E system, but the training did not focus on this (…) The trainers were only here for two days. It would have been better if more long term support was provided, since we really struggle with this issue.”

In addition, some chapters wondered whether the support was always provided to those chapters who needed it the most and on what basis actual allocation decisions were made. This can at least partly be explained by the limited transparency concerning the outcomes of call for proposals. Only for the last call for proposals the results have been shared with all the chapters. Moreover, not all of the support to chapters was provided through open call for proposals and shared with the chapters. Some chapters indicated, therefore, to prefer having more insight into the allocation of the total support provided to the individual chapters and the rationale behind it.

**NICSA, ALAC and YIP**

In line with the Theory of Change, TI APD promoted NICSA, ALAC and YIP based on the assumption that these global TI tools or approaches were relevant to realize the external change envisaged. TI APD facilitated the replication of these initiatives within the movement by securing funding and offering chapters the opportunity to benefit from these. Chapters could, subsequently, decide for themselves whether the offered support would indeed be of any interest to them.

In all countries where the NICSA, ALAC and YIP components were implemented, chapters considered these to have been relevant for their work – albeit to various degrees. The NICSA support addressed chapters’ need to strengthen their insight into the performance of the country’s national integrity system. It allowed chapters to benefit from a globally developed and tested research tool that can provide the chapters with valuable inputs for their advocacy efforts and overall strategy. The ALAC support addressed the needs of those chapters that wanted to directly assist victims of corruption. Chapters received the necessary funding to provide legal assistance to individual victims of corruption and to engage in advocacy efforts. In addition, they could benefit from the global experience that has been gained with the ALACs and received access to the TI ALAC database that allows chapters to systematically store and analyze the complaints received. The YIP component addressed the needs of those chapters that wanted to research youth integrity and foster youth engagement. Chapters could benefit from the specifically designed Youth Integrity Survey methodology and the research output could be used for their advocacy efforts and to inform chapters’ youth integrity promotion strategy. In addition, funding was provided for chapters to work on youth integrity promotion activities.

“We decided to join the NICSA project as we needed to update the old National Integrity Assessment that was done in 2003. While we have undertaken our own diagnostic studies on political parties, local

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25 Source: Interview with an executive director of an AP chapter.
“government etc., the NICSA can provide the full picture and makes it possible to compare results with other countries”

“When TI-S informed us about ALAC, we were initially not interested. Later on, however, we became interested as we received requests from individuals to assist them. ALAC provided the opportunity to do exactly that. The programme was designed from somewhere else, but we tried our best to make it work in our context.”

Despite the fact that the support provided under the components has been relevant for all beneficiary chapters, it may not always have involved the most appropriate approaches to foster chapters’ strategic objectives. The appropriateness of the approaches depends on the specific country context and chapters’ strategy and activities. By offering chapters specific approaches to foster their objectives, with a clear focus on certain activities and outputs, alternative approaches that might have been more relevant for chapters to achieve similar objectives were not explored.

“There is support from the Secretariat for implementing certain programmes and activities, like ALAC, but not for achieving our specific strategy”

The offering of support to individual chapters in the form of specific programmes/tools had another disadvantage. In practice, several of the beneficiary chapters perceived the components to be TI APD’s projects and assumed the role of “implementing agency”. This, in turn, negatively affected chapters’ ownership and the responsibility felt for the implementation of these components. The latter point can be illustrated by the fact that during interviews, for example, some interviewees indicated to have been surprised by the fact that they were informed by TI APD to try to raise funds for the programmes themselves to ensure their sustainability, as the interviewees regarded this to be TI APD’s responsibility as they were “merely the implementers”.

“We implement the ALAC project for the Secretariat (...) it is their show (...) if it would be up to us, we would prefer to focus more on civic education”

“We would like to be seen not only as programme implementer but as part of one big movement”

4.3 Programme’s relevance: fighting corruption & increasing integrity in AP

As described in section 2.1, the Asia Pacific region faces serious economic, political, social and environmental challenges. To address these challenges, effective, efficient and inclusive public governance is required. Large-scale corruption within the region, however, negatively affects governance and hampers sustainable and inclusive development. A growing sense of awareness that the problem of corruption needs to be addressed has risen amongst the public, policy makers, and the international community.

TI AP can play an important role in leading this fight against corruption and improve integrity throughout the region. The overall aim of the programme was to contribute to decreased levels of corruption and increased levels of integrity in the AP region. As described in section 3.2, the Theory of Change underlying the programme did not specify the linkages between the identified activities and outputs and the overall goal.

The INS support was, on the one hand, internally oriented in the sense that it focused on strengthening individual chapters and the AP network. On the other hand, it was also provided with the clear objective to contribute to chapters’ effectiveness in achieving their strategic priorities and fight corruption. Support provided through call for

26 Source: Interviews with executive directors and board members of AP chapters.
27 Source: Interview with an executive director of an AP chapter.
28 Source: Interviews with programme officers of AP chapters.
proposals, for example, was based on chapters’ proposals in which chapters needed to indicate how the support would assist them with achieving their objectives. Nevertheless, overall, the INS support was more internally oriented than externally oriented as the main emphasis was on implementing certain activities and achieving certain outputs, like OCATS and strategic plans, than on strategically linking the support provided to realizing external change. A more outcome/external change oriented INS support could, according to the evaluators, have been more relevant for achieving the overall aim of the programme than the output oriented support provided.

Given the huge variation in the region there is limited scope for regional strategies and standardized programmes. Therefore, the flexibility of the INS component was a clear strength of the programme. However, the approach followed to focus also on three specific components (ALAC, NICSA and YIP), which were not flexible approaches based on identified shared outcomes but which were focused more on specific activities and outputs, was, according to the evaluators, unfortunate. Especially since the components were not backed by any evidence suggesting that these specific approaches do indeed offer the most appropriate solutions for the AP movement to address the identified corruption problems in the region. Instead, a more decentralized approach to these components, as was done with the INS component through calls for proposals, would have been more appropriate to account for the huge diversity in the region and allow chapters to find the optimum approach for fostering shared objectives, taking into account their own strengths, the opportunities faced, and other local context specifics.

“NICSA/NIS is not always the right thing to do, in a lot of cases it is not the best tool especially not in countries with authorities regimes/no established democracies, like Sri Lanka (...) in Sri Lanka it was not the right time to undertake such assessment”\textsuperscript{29}

\textsuperscript{29} Source: Interview with a TI-S staff member.
5. **Main findings: Effectiveness and impact**

The programme achieved clear positive results for each of the specific components. It is, however, not possible, within the scope of this evaluation, to assess to what extent the programme has contributed to more transparency, accountability and integrity, and less corruption. This is due to the limited availability of outcome and impact data.

5.1 **Institutional and Network Strengthening (INS)**

TI ADP implemented a wide-range of activities under the INS component of the TI AP programme. The figure below shows the (theoretical) link between these activities and the envisaged outcomes and impacts, based on the reconstructed intervention logics presented in Annex 4. In this section, we explore the extent to which the envisaged outcomes and impacts have been achieved.

Figure 6

It has become clear, from the interviews and the document analysis, that the support provided under the INS component contributed positively to all the intended results at output and outcome level. It is, however, less clear how large and what the impact of these positive changes has been. Although recently increasing attention has been paid within the TI movement to improving M&E systems, the systems at both TI-S and individual chapters have not yet managed to systematically collect detailed data on key indicators at the various results levels.

**Strengthened governance, strategic planning, organizational and staff capacity**

The support provided under the INS component has strengthened the governance processes and strategic planning, organizational and staff capacity at the chapter level. While no data was collected by TI to measure the extent to which chapters’ capacity has changed, it has, according to various executive directors interviewed and the survey results\(^{30}\), significantly improved since 2011, due to the direct capacity building support received and/or the participation in workshops, regional meetings and other knowledge exchange events.

\(^{30}\) A survey was conducted during the Regional Meeting in Nepal, in May 2014, amongst the chapter representatives. The response rate was very low (only 9 surveys were received). Therefore, the findings of the surveys are not presented separately. The surveys were, however, used as one of the information sources to extract data from.
There is significant variation in the degree to which chapters have benefitted from the support, which is linked to the variation in size (see section 3.3) and type of support received. Most if not all chapters have benefitted from the various workshop/trainings and knowledge exchange activities organized under the INS component. For example, workshops were organized on financial management, monitoring, evaluation and learning, and media engagement; induction courses were organized for new executive directors; and staff from chapters (e.g. from Cambodia, Nepal and Mongolia) participated in exchange visits to learn from other chapters.

Furthermore, several chapters have benefitted from support related to strategic planning and organizational capacity development processes. Financial resources were made available for interested chapters to develop a strategic plan, undertake an Organizational Capacity Assessment (OCAT) and/or develop a capacity development plan. In addition, capacity building support was provided through small grants that helped chapters to target specific weaknesses in their capacity concerning, for example, financial and human resource management. TI APD has, moreover, supported several chapters with the accreditation process by helping them to address governance weaknesses. The support provided included, for example, assisting chapters with (re)designing their governance manuals, extending their membership-base, and financial management. The text box below provides some examples of concrete results achieved with the support.

**Examples of strengthened governance, strategic, organizational and staff capacity achieved:**

Support to the chapter in formation in Cambodia started in 2010 with a strategic planning workshop to gather a group of interested individuals committed to fight corruption and explore the opportunities to establish a national chapter in Cambodia. Support continued in the next couple of years in terms of advice being provided by the TI APD staff, training and exchange opportunities and the provision of a small seed funding grant to pay for, amongst other things, the salaries of executive staff. This support kick-started the development of a professional chapter and TI Cambodia currently has over 30 staff, implements programmes focused on anti-corruption research and advocacy, election monitoring, youth integrity and the development of anti-corruption coalitions. The chapter has, furthermore, been able to raise €2.5 million from several donors, including DFAT and SIDA, to implement its strategy.

**Pakistan:** TI-Pakistan received support to conduct a strategic planning exercise and a capacity assessment. Based on these outputs the chapter made necessary changes in the organisational structure, developed a training programme for the staff, and developed various methods for fundraising. The strategic plan did not only bring focus to their work but has also proven to be useful for their interactions with donors.

In the Philippines, the conditional accreditation by TI's Membership Accreditation Committee (MAC) kick-started a comprehensive support programme whereby TI APD assisted the chapter to develop itself from a voluntary board-driven organization with limited activities into a more professional organization. As part of this process, the governance documents were revised, new board members were attracted, an executive director and support staff was hired, a strategic planning process and Organizational Capacity Assessment (OCAT) was undertaken etc. This support has significantly improved chapter’s strategic and organizational capacity to a level at which it now has a chance to become a viable and relevant anti-corruption NGO in the Philippines.

**TI-Indonesia’s** organisational capacity improved as a consequence of the organisational capacity building support received under the programme, which included the conduct of an organisational audit, the design of standard operation procedures, support to financial management etc.

**TI-Vanuatu** suffered seriously from high staff-turnover and weak management a couple of years ago. Under the TI AP programme it received various types of capacity building support, including support to review its strategic plan and organisational structure, to hire an accountant to improve its financial

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31 A strategic planning exercise was undertaken in Indonesia, Malaysia, Maldives, Nepal, Pakistan, the Philippines, South Korea and Vanuatu. OCATs and/or capacity development plans were developed in e.g. Indonesia, Maldives, Pakistan, Papua New Guinea, South Korea, Taiwan, and Vanuatu. Vietnam. Furthermore, other capacity building support was provided through small grants, such as for the development of an M&E plan in the Maldives, the development of a financial sustainability plan in Papua New Guinea, funding for office equipment for Fiji and Vanuatu, funding for the establishment of a website for the Solomon Islands and Vanuatu, funding to develop anti-corruption initiatives concerning the private sector for Australia and Cambodia etc. (Source: Call for proposals overview 2011-2014; Monitoring reports).
management, and to develop and host a website to increase its visibility. In the last three years the office has managed to grow from 8 to around 20 staff and has improved its capacity to implement programmes and activities aimed at fighting corruption.\[32\]

Based on the interviews and field research conducted, it has become clear that the chapters involved in the strategic planning processes valued especially the process itself very highly as it allowed board members and staff to reflect upon their strategic priorities in a structured manner. The output produced in terms of the actual strategic plan was, according to several chapters, especially useful in interactions with external stakeholders like the donor community. In many cases, however, have the plans, according to the interviewees, not (yet) been effectively used as a strategic management tool. This can partly be explained by the fact that strategic management processes have not yet been well institutionalized in several chapters. In addition, several strategic plans do not sufficiently include a clear prioritization of anti-corruption objectives to focus on, based on a detailed contextual analysis and assessment of the comparative strengths of the chapter.

“For direction the strategic plan is not very helpful as it is very basic”\[33\]

Furthermore, often faced with high donor funding dependency in the form of project/programme support, chapters tend to be very much project driven and output oriented. The plans are, in addition, often seen as outputs of the support and not as the starting point to develop strategically targeted interventions to effectively contribute to the changes aimed at. In other words, while the support provided has been an important first step, it has not yet appeared to be sufficient to ensure strategic considerations and planning processes becoming fully integrated into the day-to-day work of the chapters.

**Strengthened knowledge and expertise on anti-corruption within the TI AP movement**

The knowledge building and experience exchanges amongst chapters during formal events like regional meetings, workshops, and chapter exchanges, but also via more informal contacts that were facilitated through the programme, has contributed to strengthened knowledge and expertise on anti-corruption within the TI AP movement. Furthermore, knowledge and expertise on anti-corruption has increased through the implementation of the ALAC, NICSA and YIP components, which has led to increased knowledge of the nature of corruption complaints in Fiji, Nepal, Pakistan, Papua New Guinea, Solomon Islands, and Vanuatu (ALAC), of national integrity systems in South Asia and Vanuatu (NICSA), and of perceptions and behaviour of integrity amongst youth in Fiji, Indonesia, South Korea, and Sri Lanka (YIP).

An overwhelming majority of the interviewees indicated the knowledge building and exchange opportunities the TI AP programme offers as a key strength of the programme. Especially peer-to-peer learning is viewed to be of great importance for chapters’ work. Nevertheless, many interviewees also indicated that one of the areas that the programme could improve upon is knowledge building, management and exchange. See for more information about the suggested improvements in these areas the sections on relevance and efficiency.

**Strengthened TI’s regional presence, cooperation & advocacy**

The INS support has strengthened TI’s regional presence, cooperation & advocacy. TI increased its presence in the region by actively exploring opportunities to establish new chapters/contacts in the region.

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32 Source: Transparency International Secretariat (2013), Transparency International's Asia-Pacific Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption in the Asia Pacific Region: Progress Report, Year Two (July 2012 – June 2013); Interviews; Field research in the Philippines.

33 Source: Interview with an executive director of an AP country.
Examples of increased TI presence in the region:
In Afghanistan, cooperation relationship with Integrity Watch Afghanistan were strengthened to investigate joint programming and fundraising opportunities, including negotiations with donors on a joint programme to conduct a National Integrity Context and Systems Assessment.

In Bhutan, a contact group was established and funding was secured for the group’s first year of activities that include the development of a strategic plan, recruitment of core staff and opening of an office.

In Timor-Leste, a TI working group was established that will work on the establishment of the organisation and its strategy.\(^{34}\)

The programme also offered various opportunities for chapters to explore opportunities for cooperation, which has resulted in increased cooperation between chapters and the sharing of tools, knowledge and contacts. It has also contributed to the replication of successful chapter activities within the AP region.

Examples of strengthened cooperation in the AP region:
**Business integrity**: A Business Integrity Workshop was organized in Malaysia and attended by 8 national chapters of the AP region\(^{35}\) to exchange knowledge and experiences concerning Business Integrity work and explore opportunities for regional cooperation and advocacy. The Malaysia chapter is a thematic leader in the field of Business Integrity in the region and has assisted, for example, TI-Vietnam and TI-Cambodia with setting up a business integrity programme. It, furthermore, actively supports TI-Philippines and TI-Indonesia with exploring opportunities to focus on this area.

**Youth Integrity Survey (YIS)**: Vietnam designed a methodology for a YIS in 2011 (financed from another source than the TI AP programme) based on the Youth integrity index that was undertaken in South Korea in 2008. This revised methodology was subsequently used for implementing the YIS in Fiji, Indonesia, South Korea, and Sri Lanka under the AP programme.

**Open Government Partnership**: Fourteen chapters\(^{36}\) met in Bali in May 2014 prior to the Open Government Partnership (OGP) Asia Pacific Regional Conference and issued a statement together to call upon governments to live up to the principles of the OGP commitments and ensure meaningful participation of civil society.

**Mining Integrity Network**: TI-Australia launched a global Mining Integrity Network at the 2012 International Anti-Corruption Conference (IACC), which was joined by TI-Papua New Guinea.

TI-Papua New Guinea has shared its knowledge and experience concerning the running of youth democracy camps, the walk against corruption and ALAC with various chapters. This has contributed to the replication of successful activities in other chapters like e.g. the organization of a youth democracy camp in Fiji.\(^{37}\)

Finally, first steps have been taken to strengthen regional advocacy. Contacts have been established at the regional level with regional institutions and a regional advocacy plan is being designed to strengthen targeted regional advocacy in the region (e.g. focused on strengthening anti-corruption authorities).

**Positive results achieved (...) but more focused and longer-term provision of INS support would have been more effective**

While acknowledging the positive results achieved, the INS capacity building support could, according to the evaluators, have been more effective if a more outcome oriented and long-term approach was followed. Capacity

\(^{34}\) Source: Transparency International Secretariat (2013), Transparency International’s Asia-Pacific Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption in the Asia Pacific Region: Progress Report, Year Two (July 2012 – June 2013); Interviews.

\(^{35}\) The following AP chapters participated in the workshop: Australia, Cambodia, Indonesia, Malaysia, Mongolia, New Zealand, Philippines, and Vietnam.

\(^{36}\) TI Indonesia, TI Nepal, TI New Zealand, TI Korea, TI Thailand, TI Cambodia, TI Japan, Toward Transparency Vietnam, TI Malaysia, TI Philippines, TI Papua New Guinea, TI Australia, TI Bangladesh and TI Mongolia.

\(^{37}\) Source: Transparency International Secretariat (2013), Transparency International’s Asia-Pacific Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption in the Asia Pacific Region: Progress Report, Year Two (July 2012 – June 2013); Interviews; Field research in Papua New Guinea.
building is a long-term process that requires focused interventions clearly linked to strategic priorities. The INS support was spread out over many different activities and chapters. Often, the focus was more on achieving specific short-term outputs, like the development of a strategic and/or capacity development plan, the development of a website, or the revision of governance or human resource guidelines than on achieving long-term capacity building objectives linked to specific strategic objectives. The system whereby annual calls for proposals/small grants were used to finance small activities (with a value of often less than EUR 20,000) for a short-term period (often one-year at the maximum), contributed to this short-term and output oriented nature of the support provided.  

**Positive results achieved (...) but many chapters still struggle with internal governance and organizational weaknesses**

From the above, it has become clear that significant results have been achieved in the past three years with the support provided under the INS component. If one looks even further back to account for the progress that has been achieved since 2004, one can witness an increased professionalization of TI chapters in the AP region. This has been facilitated by the capacity building support TI APD could provide due to the funding it received from DFAT since 2004. Compared to the situation in 2004, many chapters in the region have grown in terms of staff size, annual budget, and number of programmes and activities they implement. While around 2004, most chapters in the AP region were small and operated mainly at the board level, many of those small chapters have now developed into professionally run mid-sized chapters. Examples include the chapters in Fiji, Indonesia, Nepal, Papua New Guinea, Sri Lanka and Vanuatu. In addition, new chapters were established, such as those in the Maldives and Cambodia. According to various interviewees, chapters nowadays are more active and visible, their engagement with the media has increased and their voice has become stronger. Cooperation within the region has, furthermore, significantly improved. While before 2004 chapters were often hardly aware of each other’s existence, chapters nowadays actively share knowledge, expertise, tools, contacts and opportunities, especially at the sub-regional level (e.g. in the Pacific, South East Asia and South Asia).

Nevertheless, despite these positive developments, several chapters in the region still struggle with internal governance and organizational weaknesses and many chapters tend to be too much project driven and output oriented. Chapters suffer from governance problems, such as tensions between the board and executive staff level concerning the division of labour, and/or organizational weaknesses like problems with financial management and M&E. Moreover, many chapters face a high staff turnover rate, often due to uncompetitive salaries, which also negatively affects their organisational capacity.

The TI accreditation process has proven to be insufficient to avoid the existence of underperforming chapters. Some chapters in the AP region suffer from serious governance and organizational weaknesses while, given the relative importance of their country (in terms of population size, GDP, size of corruption etc), a much stronger chapter would be preferable. Various interviewees, therefore, expressed their concern about the limited scope of TI’s accreditation process and the fact that the process is insufficient to avoid underperforming chapters and possible reputational risks for the movement.

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38 Source: based on the call for proposals overview 2011-2014 provided by TI APD.
5.2 Advocacy and Legal Advice Centres (ALAC)

The figure below shows the relationship between TI APD’s and ALAC’s activities and the envisaged outcomes and impacts, as described in chapter 3. In this section, we explore the extent to which the envisaged results have been achieved.

Figure 7

In general, the support under the ALAC component has contributed to strengthened access of victims and witnesses of corruption to (legal) advice and referral services. In addition, it has contributed to a greater public awareness of people’s rights and the work of anti-corruption institutions. Furthermore, the knowledge gained through the analysis of the corruption complaints received has, albeit to various degrees, been used to strengthen advocacy to achieve systemic change and to strengthen cooperation relationship between ALACs and key anti-corruption institutions.

**Strengthened access of victims and witnesses of corruption to (legal) advice and referral services (…) but limited results in terms of effectively supporting individual complainants**

Victims and witnesses of corruption have often limited access to free legal advice and referral services in the beneficiary countries. The ALACs address -to some extent- this gap with their services. The five supported ALACs worked on thousands of cases between 2012-2014.39 Several ALACs struggled, however, with effectively reaching out to rural areas, like those in Fiji, Papua New Guinea and the Solomon Islands. In addition, it proved hard to reach out to women and most complainants were, therefore, men.

**Examples of difficulties faced with reaching out to rural areas:**

**Solomon Islands:** “The main challenges we faced since the inception of the ALAC is that not many people of Solomon Islands know about the existence of ALAC. The fact that the centre is located in Honiara makes it difficult for rural dwellers to access our services. Some rural parts do not have mobile coverage and have no access to any form of electronic communication. Even in parts with mobile coverage, the cost of long calls discourages use of ALAC’s service.”40

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39 Source: Based on information received from TI-S that was extracted from the ALAC database. The file did not contain information on complaints and cases from before 2012. In addition, the data is not very reliable as cross-checking it with other data sources (progress reports and data from individual chapters) showed serious deviations. That is why no precise statistics can be provided.

Fiji: “One of the reasons for the MOBILE ALAC activity is to raise awareness and receive complaints from citizens who live at a distance from Suva however the trend has not been as encouraging nor well utilised by the citizens. Despite taking the service to the people there is still a hesitancy or perhaps lack of interest in lodging corruption-related complaints. This is demonstrated by the fact that despite allocating space and hours to attend to citizens who would like to lodge corruption-related complaints none are received.”

Nevertheless, some ALACs were able to reach also the rural and marginalized communities, like Nepal and Pakistan, see the textbox below for a good example from Nepal.

**Good practice: cooperating with local organisations to strengthen outreach**

TI Nepal is one of the chapters that has successfully managed to reach out with the ALAC to rural and marginalized communities. TI Nepal established partnerships with 22 local organisations in 21 out of the 75 districts of Nepal. It introduced ALAC programmes at 12 of these local organisations —and is expanding. These organisations raise awareness amongst the local public about the ALAC and receive and work on complaints. By cooperating with local organisations, TI Nepal has been able to reach rural communities that would otherwise not have been served if the chapter had to rely on its office in Kathmandu only. One of the affiliated organisations is, for example, Paradarshi Nepal (Transparency Nepal) in the Rupandehi district. This organisation promoted ALAC at the district level government, and raised general awareness by placing hoarding boards, distributing posters, stickers and bulletins, and organising meeting with other local organisations like Aama Samuha (Mothers’ clubs). In total, 10 cases have been resolved through their efforts.

No reliable data is available about the number of corruption complaints that have successfully been resolved due to ALACs’ assistance. Many of the ALACs have not monitored the outcome of submitted complaints nor have they systematically used client satisfaction surveys to monitor their effectiveness.

Nevertheless, based on the document analysis and interviews, it has become clear that while some of the ALACs have been able to successfully resolve complaints (see the example below), most ALACs have proven not to be very effective in terms of effectively supporting individual complainants with resolving their complaints.

**Pakistan:** In the past three years, TI Pakistan worked on a total of 1,613 cases. Of these cases, 612 were successfully resolved according to the project completion report.

This is due to the limited scope of the services ALACs provide to the public. Often the support does not go beyond providing basic (legal) advice and helping clients with structuring the complaints and forwarding these to the appropriate public institutions. Whether or not the complaints are actually successfully resolved is in the majority of cases not within the influence sphere of the ALACs, see the examples below.

**Papua New Guinea:** Of all complaints/cases submitted from the beginning of the ALAC project in PNG, only 4% of all complaints/cases have resulted in a (partially) successful outcome, according to ALAC’s own statistics. Furthermore, for 95% of all cases/complaints the current status is unknown. Since client feedback forms are hardly used by ALAC, limited information exists about how its clients value its services. However, various interviewees have confirmed that ALAC runs a considerable reputational risk by not being able to meet clients’ expectations. As one interviewee summarized it “ALAC lacks teeth, it cannot bite.”

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41 Source: Transparency International (Fiji), Australian Agency for International Development – AUSAID, Advocacy & Legal Advice Centres (ALACs), Quarterly/Annual Narrative report, Quarter 2 Year 3.

42 Source: Field research in Nepal.


44 Source: Field research in Papua New Guinea (PNG) and complaints data received from the ALAC in PNG.
Solomon Islands: “Because of the slowness of responses from government officials regarding complaints referred to them, clients often become frustrated that their complaints are not progressing as quickly as they would like.”

Vanuatu: “Our feedback from complainants has been highly praiseworthy of both the staff and their advice and also the fact this service is being funded for them. Complainants have stated that the Public Solicitor’s office in most cases will not take on their complaint files easily and we understand a charge is requested on most occasions. The Ombudsman’s office has not been functioning well over the last 5 years (either without an Ombudsman) or with an Ombudsman but failing to conclude and investigate files submitted for investigation” and “in 2013 the Chairperson tried to engage with the new Ombudsman and the Ombudsman’s office on its assistance with the ALAC files. All ALAC files submitted for investigation by the Ombudsman have still been declined and no responses provided to follow up letters.”

Given the limited effectiveness of ALACs in actually supporting individual complainants with resolving their complaints, many ALACs are, nowadays, increasingly moving away from the focus on supporting individual complainants. Some ALACs have started to explore opportunities to engage in strategic litigation, while other ALACs are now looking into the possibilities to focus more on civic education, advocacy and cooperation with anti-corruption institutions.

**Strengthened awareness, advocacy and cooperation relationships**

The ALACs have used the collected corruption complaints data to strengthen their awareness raising and advocacy efforts. Data about the individual complaints is inserted into a global TI ALAC database, which allows for a systematic analysis of the complaints. This has strengthened ALACs’/chapters’ knowledge of the key sectors/institutions where corruption is encountered by the complainants and has informed ALACs’/ chapters’ awareness raising and advocacy efforts.

The degree to which the ALACs and, more in general, the TI chapters have used the complaints data for advocacy and awareness raising activities effectively varies per country. Some concrete examples are presented in the text box below. In general, the interviewees, however, agree that more scope exists to exploit the opportunities that the ALAC database offers in terms of providing inputs for strategic advocacy and awareness raising activities. This does, however, require more consistent data entry practices and data cleaning. In addition, it was noted by some interviewees that it would be beneficial if the work of ALACs would be more integrated and linked to the overall work of the TI chapter. In some countries, the “ALAC project” operates quite separately from the other work of the chapter, which negatively affects the opportunities for it to inform the chapter’s advocacy and awareness raising work.

**Examples of awareness raising and advocacy efforts:**

**Pakistan:** “When we receive a variety of complaints, we try to group them under certain sectors. We plan out our advocacy ideas based on that evidence. This is exactly how the ‘Say No to Corruption’, ‘How to Write a Complaint’, Property law awareness, ‘Curbing Corruption in the Education Sector (Ghost School awareness)’ and the ‘Right to Information’ campaigns were conceived.”

**Papua New Guinea:** The ALAC found out that many complaints related to land rights. Following a request of the Wildlife Conservation Society to support them with awareness raising activities concerning land rights, ALAC conducted the ‘know your land rights’ campaign in 2013 during which it informed more...
than 1000 people from communities in 4 provincial centres about their land rights, about how illegal logging can be prevented and about the steps to be followed in case of any infringement of their rights. This campaign was, according to a WCS interviewee, highly successful as communities’ lack of knowledge on land right issues and limited access to information is a major factor that impedes effective community engagement against illegal logging.48

Vanuatu: “In October 2012, parts of the main Islands in Vanuatu were illegally leased and issued to employees of the Department of Land. With support of their ALAC the national chapter in Vanuatu launched legal action for injunction which has been lodged into Court and is pending since. However, the chapter also used the legal case for public awareness raising and media campaigns. With the change of government in April 2013, the new Minister for Lands officially requested all staff of the Department who had obtained leases over state land from the former Minister to surrender these, signifying a positive outcome for the ALAC’s campaign.”49

Solomon Islands: “Constituency Development Funds (CDF) are the principal area of complaint brought to TSI ALAC. Citizens have reported cases where there is suspected misappropriation of these funds. (…) In response, TSI ALAC has provided advice to two CDF complainants about the relevant provisions of the criminal law and the process for reporting the matter to the police. (…) ALAC has written to a number of Members of Parliament requesting disclosure of acquittal information. TSI has also met with the Director of Rural Development who has oversight of a significant portion of the CDF money to raise concerns about the lack of information regarding the expenditure of these funds. (…) TSI was invited to present a submission to the Bi-Partisan Committee on the CDF Regulations in November 2013. (…) the TSI submission was informed by the work previously done by ALAC staff in this area. The submissions made a number of recommendations to strengthen the accountability mechanisms outlined in the proposed regulations.”50

Finally, various ALACs have strengthened cooperation relationship with key anti-corruption institutions; see the text box below for two concrete examples.

Papua New Guinea: The ALAC requested a meeting with the Department of Lands & Physical Planning in 2012 in order to discuss how they could cooperate to address the many land rights related complaints they had received. Several meetings followed and based on an exchange of ideas to tackle the problems, it was decided to establish a complaints desk within the department. ALAC staff was subsequently asked to provide technical inputs concerning the organizational set-up of this desk, which according to the interviewees is expected to become operational by 2015. Moreover, the ALAC programme manager participates in the National Anti-Corruption Strategic Task Force technical working committee that focuses on setting up the Independent Commission against Corruption.51

Pakistan: A cooperation relationship was formalized with the National Accountability Bureau and Tax Ombudsman, which should result in a quicker response to ALAC complaints relating to these institutions.52

A more detailed example of the experience with the ALAC programme in one of the beneficiary countries is provided in Annex 5; it concerns the case study country: Papua New Guinea.

48 Source: Field research in Papua New Guinea (PNG).
50 Transparency Solomon Islands, Australian Agency for International Development – AUSAID, Advocacy & Legal Advice Centres (ALACs), Quarterly/Annual Narrative report, Quarter 3 of Year 3, January – March 2014.
51 Source: Field research in Papua New Guinea (PNG).
5.3 National Integrity Context and System Analysis (NICSA)

The figure below shows the relationship between TI APD's activities and the envisaged outcomes and impacts for the NICSA component, as described in chapter 3. In this section, we explore the extent to which the envisaged outcomes have been achieved.

The NICSA component has resulted in strengthened knowledge on national integrity systems in Bangladesh, Maldives, Nepal, Pakistan, Sri Lanka and Vanuatu, through the conduct of NICSA research and the publication of the final reports. In addition, the support has strengthened knowledge on integrity systems at the sub-regional level, as a regional NICSA - Fighting Corruption in South Asia: Building Accountability - was published for South Asia.

Interviewees indicated the NICSA to be useful as it increased both chapters’ and other stakeholders’ knowledge about specific institutions. The process of comparing different institution was, furthermore, assessed as beneficial and led to new insights about the relative strength of the different institutions. In addition, various interviewees indicated that the NICSA provided the chapters with the much needed evidence-base for their advocacy work. As one interviewee stated it:

"It is very important to have the NICSA report. Often TI is ignored by the government who simply states that there is no evidence for the claimed problems, so this can really help TI with being taken more seriously".\(^{53}\)

Furthermore, the NICSA process fostered cooperation relationships with external stakeholders who were involved in the research (through e.g. stakeholder discussions or participation in the advisory group). This has in some instances already contributed to the achievement of significant results. For example, in Pakistan, one of the members of the NICSA advisory group is a sitting member of the National Assembly for a party that is the majority party in the province of Khyber Pakhtunkhwa (KPK). During the NICSA research period, the KPK government was planning to enact the right to information bill. The advisory group member requested TI Pakistan to provide advice on the design of this bill and TI Pakistan’s inputs were for a major part incorporated in the enacted bill.\(^{54}\)

\(^{53}\) Source: Interview with a DFAT staff member.

\(^{54}\) Source: Draft NICSA Project Completion Report, Pakistan (2014).
Moreover, in some countries, the NICSA research process, and especially the stakeholder consultations, provided valuable insight into the question which recommendations can benefit from significant buy-in from key stakeholders and which not. This information can be of great value to chapters for assessing with whom strategic cooperation relationships should be fostered. The stakeholder consultations can provide the scope to explore buy-in and ownership by jointly assessing the evidence and reviewing the extent to which the different actors agree with the proposed recommendations. According to one of the interviewees, they work especially well in non-authoritative environments, as it does require the space to openly discuss key integrity problems identified.

The NICSA component has also strengthened advocacy efforts, but to a lesser extent. Positive examples include the work done by the Vanuatu chapter, which incorporated advocacy efforts already in the research phase. The chapter frequently issued, for example, specific press statements about assessed institutions during the research phase and conducted “street interviews” to complement the research with a more bottom-up approach. The chapter in Pakistan, furthermore, approached the National Accountability Bureau (NAB) - a key anti-corruption agency- to become a partner in disseminating the findings of the report and jointly organized two advocacy meetings on the right to information and the whistle blowing culture. Overall, however, advocacy efforts have yet been limited. This is mainly due to the fact that various countries experienced significant delays with drafting the NICSA report, which pushed-back the planning of the advocacy efforts. Most chapters, like the Maldives, Sri Lanka and Bangladesh, are currently in the process of developing an advocacy plan. At the sub-regional level, TI APD plans to advocate in the coming year for the implementation of the recommendations of the South Asia NICSA, by, among other things, linking it to UNCAC.

Based on the interviews, it has become clear that while the NICSA support has achieved some important results, it could already have been more effective if more attention to advocacy efforts had already been paid by the chapters during the research phase and if the NICSA had been better integrated into the wider work of the chapters. The NICSA exercise is often treated as a specific project and risks to become a goal in itself instead of a means to achieve external change. As one interviewee stated it:

“the issue is that NIS/NICSA is seen as a project, it should be more integrated in the work of chapters and should ideally be an ongoing process (...) often you see just after the publication of a report a big push for the recommendations, but thereafter nothing happens and chapters frequently do not track the actual implementation of recommendations”

The NICSA could have been better integrated with the work of the chapters, according to several interviewees, by, for example, employing it more strategically to inform chapters’ strategic planning process or to monitor progress. While some chapters have used the insights gained from the NICSA research to inform their strategic planning, others have hardly linked both processes. In addition, the NICSA is not used as a monitoring tool by chapters, while it could provide valuable information over time about improvements in the national integrity system, which chapters can link to their achieved results to inform contribution analyses.

56 Source: Interview with a staff member of TI-S.
5.4 Youth Integrity Promotion (YIP)

The figure below shows the relationship between TI APD’s and chapters’ activities and the envisaged outcomes and impacts, as described in chapter 3. In this section, we explore the extent to which the envisaged results have been achieved.

In general, all of the envisaged results have been achieved, albeit to various degrees in the different countries.

**Strengthened knowledge on youth integrity**

In all beneficiary countries, knowledge has been strengthened on youth integrity through the undertaking and publishing of the Youth Integrity Survey. According to the various interviewees, this survey increased chapters’ and key stakeholders’ understanding of youth’s integrity perception and behavior and provided in many countries the first available data on youth integrity. The launches of the survey attracted considerable media attention in various countries. For example in Indonesia, the YIS was covered in 13 newspaper articles and in South-Korea it was mentioned on TV and covered in 11 print and online articles. Based on the national YISs, a regional YIS was published and launched to attract attention to the common integrity problems faced by youth in the AP region. The text box below provides more insight into the value of YIS for one of the case study countries: Indonesia.

**An example of the value of the Youth Integrity Survey: Indonesia**

TI Indonesia conducted two YISs between 2012-2013, one in Jakarta and one in the three rural areas covering Western Indonesia, Eastern Indonesia and East Java: Aceh, Kupang, and Surabaya. In total, around 2500 youth and 1500 adults were interviewed for these YISs. Young volunteers were trained to carry out the interviews. Stakeholder consultations were organized with representatives of government institutions, media, civil society, academia and youth communities. In addition, the surveys were officially launched in the presence of a wide range of stakeholders and attracted considerable media coverage.

The YISs are the first reports in Indonesia that provide insight in youth’s perception and behavioral attitudes towards integrity in Indonesia. According to various representatives of youth organizations interviewed, the YISs provide important data that is being used for public engagement and advocacy initiatives. As one youth organization stated it, the surveys provide a much needed evidence-base for their activities and make their voice stronger. Based on the outcomes of the YISs, and by building on the network of youth volunteers established through the conduct of the research, TI Indonesia is currently exploring whether it can establish youth reporting centres in the three rural areas. The idea is that these centres would allow the youth volunteers to monitor and report on corruption in, for example, schools and their work environment. The objective of the centres is to work on the actual constraints the youth have identified in the YIS that negatively affect their integrity behaviour and empower them to address corruption themselves.58

**Strengthened advocacy**

The YIP component has, according to various interviewees, strengthened chapters’ advocacy efforts, but to a lesser extent than originally envisaged. One explanation for this is the delay encountered in several countries with finalizing the YIS research. In addition, some chapters focused on the YIS as the key output to be produced under the YIP component, instead of seeing it as the starting point based upon which their youth integrity strategy and advocacy efforts could be designed. As one interviewee stated it:

> “YIP is very much focused on YIS, as a product, we need to move on to the advocacy side and to focus more on engagement. We had only one stakeholder workshop for YIS, nothing more.”59

**Increased youth engagement**

The YIP contributed to increased engagement of the youth in the fight against corruption and the promotion of integrity. Hundreds of youth have been engaged with YIP-related activities. For example, youth volunteers worked as enumerators for the YIS and small grants were awarded to youth, based on a call for proposals, to support activities that focused on building youth integrity (e.g. organizing a debate on youth integrity at the university, conducting an awareness raising campaign, using arts to promote youth integrity etc). In addition, some chapters, like in Fiji and Indonesia, organized youth democracy camps to teach high school students about democracy and good governance and build their leadership skills. Moreover, various other activities were undertaken by the chapters to foster youth engagement, including road shows and youth integrity workshops to discuss students’ problems with corruption and their own role in addressing these, the development of youth networks and voluntary groups, youth integrity walks, exhibitions, cartoon competitions etc.60

**Strengthened partnerships to foster youth integrity**

YIP has contributed to strengthened partnerships with key stakeholders to foster youth integrity in the various beneficiary countries. For example, in South Korea the chapter has cooperated with the Gyeonggi Provincial Office of Education to promote integrity among students, by exploring the opportunities to integrate anti-corruption subjects into the curriculum. In Sri Lanka, a training manual on youth integrity was jointly developed with the National Youth Service Council. This council has the biggest network of youth in the country and it will use the manual for the youth training programs it implements across the country. And as final example, in Indonesia, the chapter has worked together with the Ministry of Youth and Sport to train young civil servants on integrity.61

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58 Source: Field research in Indonesia.
59 Source: Interview with a staff member of an AP chapter.
60 Source: Several TI APD and chapters’ progress reports and interviews.
61 Idem.
Positive results achieved (...) but strengthened results-orientation would have been more effective

In terms of assessing the overall effectiveness of YIP, it is clear that while important results have been achieved, the activity/output oriented focus of the programme has negatively affected its overall effectiveness. In several countries many activities were implemented without these being clearly focused on the achievement of key outcomes. To be more concrete, YIS, for example, was in some countries perceived more as an important research output, than as an instrument to achieve external change. While the survey can provide a good starting point to inform youth integrity strategies and follow-up activities, not much evidence is available suggesting effective use has been made of the YIS in the beneficiary countries. Another example is that a chapter implemented the small grants programme, as this was one of the activities to be undertaken as part of the YIP component, while it proved not to be effective in building the capacity of existing youth communities, which should have been the focus of the chapter’s activities according to the interviewee. Furthermore, several chapters reported about the number of youth reached with general awareness raising events (like road shows), without it being clear how these one-off activities can actually contribute to the objective of increased participation of youth in the anti-corruption movement.

5.5 Overall effectiveness and impact of the programme

The TI AP movement has not systematically collected data about its contribution to the envisaged specific impacts:

A. increased people engagement and involvement in the fight against corruption;
B. improved anti-corruption legislation and policies;
C. improved enforcement and implementation of anti-corruption legislation and policies;
D. increased business integrity; and
E. increased youth integrity.

It is, nevertheless, clear from the various interviews and document analysis that positive results have been achieved (see also the information provided in the previous sections), including some impact-related results. For example, several chapters have lobbied and advised on right to information (RTI) bills and whistleblowers’ protection- and some already with success. TI Pakistan, for example, successfully provided advice on the enactment of the RTI bill in the province of Khyber Pakhtunkhwa. In addition, through its lobbying efforts, TI Maldives contributed to the enactment of the Right to Information law that came into effect in July 2014.

Next, chapters have worked with key anti-corruption institutions and other public agencies to improve the enforcement and implementation of anti-corruption legislation and policies. For example, the chapter in PNG has participated in the National Anti-Corruption Strategic Task Force technical working committee, which works on setting up the Independent Commission Against Corruption.

Furthermore, several chapters have fostered business integrity through the implementation of business integrity programmes. In Malaysia, for example, the chapter has supported state owned enterprises with the implementation of a corporate integrity system. Moreover, in several countries youth integrity programmes have been implemented that have fostered integrity amongst youth through activities like the organization of democracy camps (e.g. in Papua New Guinea, Fiji and Indonesia) where youth leadership and integrity was build.

However, while examples are available of specific impacts achieved, overall the available data about the programme’s contribution to the external objectives envisaged is limited and scattered. This in turn is due to, as mentioned before, the weak results-orientation of the programme and the weak M&E systems. Therefore, the degree to which the programme has been able to make a positive contribution to the specific impacts and the overall objective of decreasing levels of corruption and improving integrity in the Asia Pacific region can – within the scope of this evaluation – not be determined nor assessed. Given the length and volume of support provided to the AP region this can be considered as a missed opportunity. TI-S is, however, well aware of this and has been actively working on improving the M&E system.
6. Main findings: Efficiency

The programme benefitted significantly from economies of scale. In addition, TI APD management had a clear eye for economy considerations. However, programme management was too centralized and focused on relatively too many activities, the programme suffered various delays, and a weak M&E system was in place. Therefore, the programme was, overall, not implemented in the most efficient way.

6.1 Mixed results

The analysis of the evaluation criterion “efficiency” shows mixed results. While on the one hand various factors, like TI APD’s focus on ensuring economy, have positively affected programme’s efficiency, on the other hand several issues, like staff turnover problems, have negatively affected efficiency. Overall, the Asia Pacific programme is assessed to have not been implemented in the most efficient way.

Economies of scale

On the positive side, the programme significantly benefited from existing TI tools, templates, and wider knowledge and expertise within the TI movement, which decreased the cost of capacity building and other activities. For example, a strategic planning guide was developed by TI-S in 2011. This guide was used by several chapters in the AP region and assessed as very useful. Other examples include the OCAT, YIS and NICSA/NIS tools, which allowed chapters to implement tested approaches instead of them needing to develop their own instruments. In addition, the use of global tools increased the scope for chapters to exchange knowledge and experience regarding their application. For example, NICSA and YIS beneficiary chapters exchanged their experience with the research processes, which fostered joined learning and positively affected efficiency. Furthermore, the global ALAC database has allowed chapters to systematically store and analyse complaints data, which has contributed to clear economies of scale as otherwise each chapter would have needed to develop its own data management system. Moreover, several interviewees indicated the availability of TI templates for various issues including, for example, funding proposals as very useful and efficient. Other economies of scale were achieved by the programme through, for example, the provision of training sessions at the (sub-)regional level. Next, efficiency gains were achieved through the replication of good practices. For example, in Fiji youth democracy camps were organised based on TI PNG’s experience and businesses integrity activities have been replicated in the AP region based on TI Malaysia’s business integrity work.

Other factors that positively affected efficiency include TI APD’s proven ability to flexibly adjust its approach to changing circumstances and opportunities. This is exemplified, for example, by the fact that after it became clear that the NICSA could not be implemented in India it managed to successfully shift the NICSA support to Vanuatu. In addition, TI APD has clear procedures in place to foster economy and actively aimed to minimize the costs of activities (e.g. travel and accommodation costs).

However, as mentioned above, there are also several factors that have negatively affected the efficiency of the programme. Three main issues were identified. These are that programme management was too centralized and focused on relatively too many activities, that both TI APD and chapters faced staff turnover problems that contributed to various delays in the implementation of the programme, and that the monitoring and evaluation system was insufficient.
Centralized management focused on too many activities

The total budget of less than EUR 5.4 million was dispersed over a wide-range of activities under four different components, which were not closely linked to each other and formed no coherent whole. In practice, the programme was managed as four different projects. The INS component was managed by four regional coordinators, while the three other “projects” were managed by specifically designated programme coordinators. Total TI APD staff costs financed under the programme accounted for 29% of the total budget, which is a considerable share of the budget. These costs, however, do not only include management costs, but also the costs for the actual implementation of capacity building and governance support, like the support provided with the accreditation process and strategic planning. It is, therefore, difficult to assess whether overall staff costs have been relatively high. Questions can, however, be raised about whether the centralized and activity-based management of the programme was the most efficient approach given the inclusion of the wide-range of activities in the programme. A more decentralized management approach with more responsibility being allocated to the chapters, while TI APD management would be more focused on ensuring and overseeing the realisation of results, might have been more efficient. In addition, it is questionable whether it was the most efficient approach for the regional coordinators to implement a variety of very different activities themselves -ranging from networking meetings with donors, facilitation of knowledge sharing, provision of concrete capacity building activities like OCA Ts etc. This because it required wide-ranging expertise and skills, which often cannot be found in one person. Moreover, the implementation of, for example, actual capacity building support activities left less time for the other coordination activities. Many chapters indicated an appreciation of the support received by the regional coordinators, while they also complained about the slow turn-around time of regional coordinators and the fact that it often proved to be difficult to plan activities with TI APD well in advance.

Furthermore, considering the relatively large number of activities implemented, under the INS component, for example, activities included not only the provision of support with the accreditation process, facilitation of workshops and organisation of the regional programme meetings, but also the launching of eight different calls for proposals in a period of three years. These calls for proposals funded in total 30 different activities for a total budget of EUR 357,491. Most of these activities had a duration of less than one year. To have eight different calls for proposals within a period of three years and a total budget of only EUR 357,491 is disadvantageous from an efficiency perspective. After all, every call for proposals is accompanied by a range of management and administrative activities including writing the invitation, deciding on the criteria, assessing the proposals, monitoring the activities etc.

Staff turnover problems

The second main cause of inefficiencies in programme implementation relates to the staff turnover problems experienced at both TI APD and chapter level. TI APD, for example, was not able to fill the temporary position of programme manager and had problems with attracting and retaining a regional coordinator for the Pacific region. Although interim measures were taken to ensure that work continued, it did affect TI APD’s ability to efficiently manage the programme and contributed to serious underspending in year one (30% of the planned budget). In addition, several chapters faced significant staff turnover problems, which negatively affected the implementation of, for example, the ALAC component. Next to staff turnover problems, it appeared, based on the interviews and document analysis, that the staff capacity that in practice was allocated at the chapter level for implementing the YIP, ALAC and NICSA components, was not always sufficient to ensure their timely implementation. Since TI

APD did not make use of conditional disbursements linked to the achievement of specific milestones for the three components, the pressure for chapters to live-up to the agreed deadlines proved in practice to be too limited in several cases.

**Weak M&E system**

The third cause of inefficiencies relates to the M&E system implemented. The proposed logframe in the proposal was in practice hardly used. Most of the programme’s monitoring efforts focused on collecting data at the activity and output level. For the INS, the data collected was mainly inward looking in the sense that limited connection was made between the capacity building efforts and the degree to which these would contribute to increased effectiveness of chapters to achieve their strategic priorities. For example, data was collected – albeit not systematically - about the number of strategic plans and OCATs conducted, the number of workshops provided, small grants distributed etc. The idea described in the proposal to conduct capacity assessments for all chapters, which could provide baseline data for the INS component and which could be repeated by the end of the programme to measure progress, was dropped to better accommodate the actual needs of the chapters. While this was a good decision seen from a relevance perspective, in practice it did mean that no baseline data was collected for the INS component to effectively measure progress over time. For the three components, NICSA, YIP and ALAC, chapters were obliged to submit biannual reports (NICSA and YIP) and quarterly progress reports (ALAC) in which they were asked to provide detailed information about activities, outputs and in some cases also outcomes. The information requested from chapters was often very detailed and specific, see the examples provided below:

**NICSA questions included**: whether the project team (coordinator and researcher) was successfully recruited, on time and following best practice principles, and whether the project team was trained on NICSA methodology and understands project approach and requirements well etc.

**YIP questions included**: # of youth volunteers or members involved in chapter work, # of and name of new stakeholders mobilised and actively contributing to programme purpose and description of any activities undertaken to initiate new partnerships and cooperation with organisations relevant to youth integrity, # of new initiatives/tools are developed and implemented to promote youth integrity and description of these etc.

**ALAC questions included**: % increase in clients that have increased awareness of rights as a result of interaction with ALAC PNG (by client type, corruption area and gender) as recorded in the client feedback forms, % of cases closed with successful outcome (by client type, corruption area and gender) any changes in public or private discourse that may demonstrate awareness of subproject area and/or its recommendations by these actors, # and level of systemic changes in policy and practice enacted to which ALAC PNGs contribute, # and cooperation level of partnerships with public authorities, number of participants at outreach activities etc.

In practice most chapters appeared to be able to mainly report on activities and output level. Limited information has been collected at outcome level, which has negatively affected the programme’s ability to steer towards results and learn and communicate lessons about how the envisaged external change can be realized in practice. It can, furthermore, be questioned whether there was actually a need for TI APD to collect detailed information on activity and output level at a biannual or even quarterly basis. Some chapters indicated that they regarded the reporting requirements to be excessive and that the data to be collected for the progress reports did not always match their own data collection needs. In addition, some chapters indicated that they felt the reporting requirements steered their activities too much. For example, with ALAC it was noted by some interviewees that while it had proven not to be very effective to focus on individual complainants, the requirement to report on % increase in clients steered their work in the direction of supporting individual clients. Another example was given for YIP where a chapter indicated to prefer to focus on building the capacity of youth and did not understand why it should report on # of youth volunteers or members involved in chapter work as that seemed less relevant. The facts that the monitoring system was quite detailed at activity and output level, but did not manage well to collect
relevant data at outcome level, as well as that it was not always well-aligned with chapters’ own data collection needs, made the M&E system insufficient and contributed to inefficiencies. Despite these inefficiencies, it needs, however, also to be acknowledged that TI-S has increasingly been paying attention to improving its monitoring and evaluation system, which is promising for the future.

6.2 Missed opportunities

Weak knowledge management
Furthermore, there have been missed opportunities to increase the efficiency of the programme. First of all, while several interviewees indicated that knowledge exchange was a key strength of the programme and while it has also contributed to the programme’s efficiency (see above), overall, both TI-APD and national chapter staff agreed that the programme had suffered from problems with effective knowledge management within the wider TI movement. Both TI APD staff and national chapters indicated that they frequently had the feeling that they had “to reinvent the wheel” when implementing specific activities, developing products and tools etc. A major problem is that two knowledge sharing platforms exist for the TI movement, which both do not function well according to most interviewees. Moreover, while within the AP region best practices are shared through the various events organised under the programme, limited knowledge exchange takes place, according to the interviewees, about the processes to arrive at these best practices.

Lack of donor harmonization
Secondly, similar support has been provided at the sub-regional and national level by (other) donors, without it being harmonized. This has resulted in multiple reporting requirements at both the national and TI APD level. A key example of this is New Zealand’s Pacific Institutional Strengthening Programme. This programme supported the strengthening of chapters’ capacity in the Pacific from 2011 to June 2014 with a budget of around EUR 1.5 million. It was not harmonized with the AP programme. One of the key recommendations of the 2007 evaluation of “AusAID’s support to Transparency International Asia-Pacific Department’s Institutional Strengthening Program”, was in fact for AusAID to initiate dialogue, related to the AP programme, with other donors in the AP region in order to harmonize and improve the overall effectiveness of overseas development assistance. This has in practice not been done by DFAT. Although DFAT was of the view that TI should lead this dialogue, both DFAT and TI had a shared responsibility to address these inefficiencies.

Limited partnership at the country level
Thirdly, although the AP programme is based on a partnership agreement between DFAT and TI, entailing that both actors will actively work together as partners and explore opportunities for further cooperation, in practice this has not taken place at the country level. DFAT country team interviewees indicated that they perceived the programme to be one between TI APD and DFAT headquarters and that they were more focused on their own bilateral support programmes. In several cases DFAT country teams and the national chapters did not even know

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64 The ToR requests to assess the question how well the programme addressed the recommendations from the 2007 evaluation. Most recommendations have been addressed by the programme. However, the two issues pointed out in the text related to donor harmonization and pro-active cooperation between TI and DFAT have not been addressed by the programme while they were recommended. In addition, it was also recommended that TI APD would develop an internal monitoring system to facilitate reviews of quality and effectiveness. While TI has developed various monitoring systems, these have not yet proven to provide the required information to assess effectiveness well. Furthermore, it was also recommended that TI APD would seek support from a multi-donor group for the development of a pool of ‘unrestricted’ funds to be managed by TI APD and used to promote the sustainability of chapters in the Asia Pacific region. This has also not happened in practice.
each other (well). This is a missed opportunity for both DFAT and TI as closer cooperation relationships at the
country level could have improved the efficient and effective implementation of the programme.
7. **Sustainability**

*The strengthened capacity of the TI AP movement is a good basis for future engagement in the fight against corruption. However, the increased level of dependency on donor project funding is a significant risk.*

The AP programme has contributed, as described in chapter 5, to the strengthened capacity of individual chapters and improved cooperation in the region. This provides a good basis for the future work of the AP chapters. Many chapters in the region, however, have become very dependent on donor funding, which makes them vulnerable to changes in donors’ priorities and budgets. The growth that chapters in the region have experienced over the last decade, as well as the increased professionalization of the TI movement as a whole, can in fact strongly be linked to the increased access of the movement to donor funding. Growth that is based on donor funding bears considerable risks if donor diversification is limited and no other substantial income sources are available. The TI movement has not yet been able to formulate an appropriate strategy to address this problem.

The AP programme supported chapters with their fundraising efforts and the exploration of opportunities for income diversification. For example, regional coordinators have assisted chapters by attending donor meetings, the Secretariat has provided feedback on chapters’ funding proposals on request, examples of income generation and diversification practices have been shared with chapters through exchanges during e.g. the regional meeting, ALAC beneficiaries have received funds and assistance to explore fundraising opportunities for the ALAC programme, and through the INS contestable grants a chapter received, for example, funds to develop a resource mobilizing strategy. Nevertheless, given the interests at stake, various interviewees indicated that more attention needs to be paid to address the sustainability problem. Chapter interviewees indicated, for example, that they would have preferred it if TI APD would have devoted more attention to exploring resource mobilization strategies together with the chapters. While of course the individual chapters are themselves in the end responsible for fundraising and other income generating activities at the national level, several do, in practice, look at the Secretariat for support.

The sustainability of the results achieved with the AP programme depends to a large extent on the degree to which the chapters and the TI Secretariat will be able to sustain their access to financing and diversify their sources of income. A major risk in this perspective is TI APD’s heavy dependence on DFAT funding, for which no appropriate risk-mitigating strategy has yet been formulated.

**Sustainability of the INS support provided to the Philippines?**

As was described in chapter 2, 20% of all the INS support that was directly transferred to chapters was allocated to the Philippines. With this support, the chapter has been able to develop from a voluntary based organization into a more professional organization with an executive director (hired last year) and supporting staff. The support has provided the chapter with the opportunity to become a viable and relevant anti-corruption NGO in the Philippines. Whether or not the chapter will succeed in achieving this depends on its ability to attract funding soon. So far, despite various fundraising efforts, no fundraising successes have yet been realized. As a consequence, the chapter staff is very uncertain about the future prospects for the chapter. Especially, since no indications have been given by the Secretariat that, if necessary, scope exists to further support the chapter after October 2014. Whether or not the support will prove to be sustainable in the Philippines is something that only time can tell. The example does, however, illustrate how vulnerable results achieved can be. When the support started in the Philippines...
funding perspectives for both the chapter and the Secretariat looked brighter than now. This can at least partly explain why after three years of intensive support, the future of the relatively heavy supported chapter is suddenly very insecure.\textsuperscript{65}

Next to the chapters and TI APD, DFAT had based on the partnership agreement and as funder of the programme a shared responsibility to foster the sustainability of the results achieved with the programme. In the 2007 evaluation of “AusAID’s support to Transparency International Asia-Pacific Department’s Institutional Strengthening Program” it was recommended that TI APD would seek support from a multi-donor group for the development of a pool of ‘unrestricted’ funds to be managed by TI APD and used to promote the sustainability of chapters in the Asia Pacific region. This has not happened in practice. In general, it has proven to be increasingly difficult for the Secretariat to attract core funding and/or funding for capacity and institution building support. No concerted effort by DFAT and TI APD has taken place to realize such a fund or alternative mechanism to promote the sustainability of chapters in the Asia Pacific region. This is a missed opportunity as, if successful, it could have decreased the considerable risks TI AP is now exposed to.

\textsuperscript{65} Source: Field research in the Philippines.
8. Lessons learned

Key lessons can be distilled based on this evaluation. At the programme level, key lessons are:

- The structure of the TI movement and the high level of diversity in the region require a flexible approach to capacity and institution building, which TI APD proved to be able to offer;
- The programme could have been more relevant, efficient and effective if it would have had a clearer results-orientation (outcome/impacts) and would not have included weakly linked project components that involved a wide-range of activities;
- Despite TI APD's attempts to engage chapters, several chapters perceived ownership of the programme to be too limited and higher chapter ownership could have increased programme’s relevance and effectiveness; and
- Clear economy, efficiency, and effectiveness opportunities can be exploited through a regional programme. The AP programme allowed for cost-effective replication of good practices and knowledge exchange and made it possible for chapters to effectively benefit from existing TI-Tools and expertise.

The main lessons learned for INS are:

- While capacity building is a long-term process, INS support was frequently short-term in nature and spread over many different activities without always being closely linked with the external change envisaged. This is likely to have negatively affected its overall effectiveness;
- The strategic planning process has been an important first step to foster chapters’ strategic planning capacity, but has not yet been sufficient to ensure strategic management;
- Knowledge building, management and exchange is a key benefit of the TI AP programme, but it is also one of the key areas where scope for improvement exists; and
- The accreditation process can be a useful instrument to strengthen chapters’ capacity, but concerns have been raised that it is insufficient to prevent reputational risk due to underperforming chapters.

The main lessons learned for ALAC are:

- ALACs proved to be often not very effective in fostering the successful closure of individual complaints;
- The ALAC database has huge potential to effectively inform chapters’ strategy and advocacy efforts and more scope exists to exploit these opportunities; and
- In various countries it has proven to be difficult to reach rural areas/marginalized groups. Cooperation with local civil society organizations has proven to be a good strategy for chapters to improve their outreach.

The main lessons learned for NICSA are:

- The NICSA report risks to become a goal in itself rather than a means to achieve external change;
- NICSAs can be of greater value if they are integrated into the wider work of the chapters instead of being treated as a specific project; and
- Advocacy efforts can effectively be integrated into the research phase (e.g. Vanuatu).

The main lessons learned for YIP are:

- The YIS proved to be a useful instrument to increase knowledge about youth’s integrity perception and behavior;
- The YIS risks to become a goal in itself rather than a means to achieve external change; and
- YIP was very much activity/output oriented while a strengthened results-focus could have increased its overall effectiveness.
9. Conclusions

The TI movement in the AP region has become stronger in the past decade, in terms of chapters’ capacity, number and scope of programmes and activities undertaken, visibility, and regional cooperation. The support provided by DFAT -through the regional programmes managed by TI APD- significantly contributed to this achievement.

The TI AP programme addressed key needs in the region to strengthen the TI-movement in the fight against corruption. The institutional and capacity building support was responsive to the needs of the chapters and provided in a flexible way, which was a key strength of the programme. The programme suffered, however, from its project-driven orientation, whereby the four components were not logically linked together, and lacked a sufficient results focus (outcome and impact). Furthermore, despite TI APD’s efforts to increase chapters’ engagement in the programme, ownership of the programme remained rather limited.

Clear positive results were achieved with the programme in terms of, for example, strengthened governance and organizational capacity at the chapter level, increased cooperation and knowledge exchange at the regional level, replication of good practices, raising awareness of people’s rights, fostering youth participation in anti-corruption work, and increasing knowledge of national integrity systems. In addition, some evidence is available suggesting that TI chapters have been able to contribute to strengthened (enforcement of) anti-corruption legislation and policies and increased business integrity. The extent to which all these results have contributed to more transparency, accountability and integrity and less corruption in the region can, however, not be assessed within the scope of this evaluation, due to the weaknesses in the programme design and the M&E systems used.

The AP programme significantly benefited from the access to TI tools and expertise within the movement and from other economies of scale. In addition, TI APD management had a clear eye for economy. Nevertheless, the programme was, overall, not implemented in the most efficient way. Staff turnover problems led to various delays in programme’s implementation and programme management was too centralized and too much focused on a wide-range of activities instead of on key results. In addition, efficiency was negatively affected by the lack of donor harmonization.

The increased capacity of chapters in the region as well as the strengthened network, provide a good basis for TI’s future engagement in the fight against corruption. Nevertheless, several chapters in the region still struggle with internal governance and organizational weaknesses. Underperforming chapters in the region might pose reputational risks for the TI movement as a whole. In addition, a key area of concern is the fact that past growth of the TI AP movement, as well as that of the TI Secretariat, is strongly linked to an increased dependency on donor project/programme funding. Limited donor diversification and access to other sources of income make several chapters, and the Secretariat, very vulnerable to changes in donor priorities. Moreover, it has also contributed to the fact that many chapters tend to be too much project driven and output oriented. The sustainability of the results achieved with the AP programme will depend to a large extent on the ability of the TI movement in the region, including TI APD, to secure sufficient (core) funding in the coming years and to diversify its income base.
10. Recommendations

The evaluators propose the following recommendations at the programme level:

1. TI APD and DFAT to explore opportunities for a new multi-annual regional programme based on a partnership approach; and

2. TI APD and AP chapters to develop a new regional programme with a stronger focus on results and strengthened chapter ownership.

1. A new multi-annual regional programme
The Asia Pacific region faces important challenges. Despite economic growth throughout the region, poverty is still abundant, inequality has risen, and serious climate change and environmental pressures are faced. To address these challenges, effective, efficient and inclusive public governance is required. Large-scale corruption within the region, however, negatively affects governance and hampers inclusive development. A growing sense of urgency has risen amongst the public, policy makers, and the international community that the problem of corruption needs to be addressed.

TI AP can play an important role in leading this fight against corruption and improve integrity throughout the region. The TI movement can build upon a strong brand and several chapters in the region have shown to be able to influence policy makers and implement anti-corruption programmes. The past ten years of DFAT support to the AP TI movement has strengthened and professionalized the movement. Despite these positive results, it has also become clear that several chapters still face significant capacity challenges and difficulties with attracting and diversifying resources. Moreover, while at the (sub-)regional level public cooperation has increased (ASEAN, SAARC etc), TI AP has not yet been able to fully develop its potential at a regional advocacy level.

Given the significant challenges the region faces, the potential capability of TI AP to contribute to these, the positive results achieved with previous regional programmes, the economies of scale that can be achieved with a regional programme, but also the considerable challenges the chapters in the region struggle with, it is recommended to build upon past results and continue with strengthening the TI AP movement in the region through a multi-annual regional programme.

A new partnership agreement between DFAT and TI APD could provide a good basis for continued cooperation and a future regional programme. A future partnership approach should, however, pay more attention to implementing a true partnership in practice, to allow both parties to fully benefit from its potential. It would, for example, need to focus more on the pro-active exploration of opportunities for cooperation at both the regional and national level. Furthermore, it is recommended that DFAT will assume a leadership role with respect to promoting donor harmonization (see for more information recommendation number 3).

2. A programme with a stronger focus on results and strengthened chapter ownership
A new AP programme should build on the strengths of the past programme and address the identified weaknesses. It has become clear from this evaluation that a key strength of the programme was its flexible approach to capacity and institution building. Key weaknesses included its activity/output focus, the short-term nature of various capacity building activities, the weak link between the various components, the spreading of relatively limited resources over many activities, and the insufficient chapter ownership of the programme.
A future AP programme should, first of all, be based on a clear intervention logic, linked to TI’s Global Strategy. The (often non-linear) linkages between the activities, outputs, outcomes and impact should be clearly specified and SMART indicators and targets should be formulated. The collection of baseline-data at the beginning of the programme regarding key indicators is recommended as it can contribute to monitoring progress over time. It is, furthermore, advised that an appropriate M&E system will be developed for the programme in line with TI’s Impact Monitoring Approach, whereby the TI Impact Matrix can be taken as point of departure. Key outcome and impact data will need to be collected at the national chapter level and, therefore, due attention needs to be paid to strengthening M&E systems at the national level. Support similar to that as provided under the current MEL Mentoring Project could be provided to chapters to strengthen their M&E systems. In addition, the use of the TI Impact Matrix can be fostered at the national level to allow for a harmonized approach while still ensuring the M&E systems to be flexible enough for chapters to adjust it to their own needs.

Furthermore, the following two options can be considered for a future programme:

**A) Minimum option:** Support for institutional strengthening national chapters + regional advocacy and cooperation; and

**B) Optimal option:** Support for institutional strengthening national chapters + regional advocacy and cooperation + thematic areas linked to chapters’ strategic priorities.

The **minimum option** is based on the INS component of the AP programme but includes some changes to improve its results focus and strengthen ownership. Main proposed changes are to increase the focus on chapters’ strategic planning processes and allocate multi-annual support based on an open call for proposals. Through the call for proposals, chapters can request capacity building support that is needed for achieving their strategic priority(ies) and for contributing to the envisaged external change. The support is provided based on an agreement in which clear objectives, indicators and targets are set, as well as conditional disbursements linked to agreed milestones. Concerning the regional advocacy and cooperation element, a strong position for the regional coordinators is foreseen whereby the coordinators would continue to function as “linchpin” and strengthen their role as catalyst for increased cooperation and advocacy in the sub-region. Sub-regional working groups could be established that would focus on identifying and implementing sub-regional strategic priorities for cooperation and advocacy. The regional programme meeting would, in addition, continue to be one of the key events under the programme. It is suggested to strengthen its use for providing information to chapters about the implementation of the programme, including the specific allocation of resources, key results achieved, and lessons learned. For a more detailed description of how the minimum option could look like in practice, please see Annex 6.

The **optimal option** is similar to the minimum option with the key difference being that it includes an additional component, namely support to TI’s thematic areas linked to chapters’ strategic priorities. The programme could, for example, include the thematic areas People engagement, Public Sector Integrity, Climate governance, and Business Integrity. For each of these areas, specific objectives and clear targets should be formulated. Through a call for proposals, chapters are invited to submit proposals in which they outline their context-specific proposed approach to contribute to the objectives and targets in line with their own strategic priorities. Multi-annual funding can then be provided based on an agreement in which clear objectives, indicators and targets are set, as well as conditional disbursements linked to agreed milestones. Thematic working groups and/or a regional steering committee can advise TI APD on the identification of the thematic objectives and targets and can oversee the implementation of the thematic support. A key difference with this option compared to the AP programme is that

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66 The Impact Monitoring Approach is currently being developed for the whole TI movement by the Monitoring, Evaluation and Learning (MEL) Unit of the TI Secretariat.
where the AP programme included specific programmes and activities for realizing certain objectives, the optimal option focuses on achieving shared objectives whereby chapters themselves propose, and bear responsibility for the implementation of, the appropriate context-specific approaches and the realization of agreed objectives. These approaches could well include using TI tools or approaches, but may also include very different or adapted approaches that may be deemed more appropriate given the specific local context and chapter’s strategic priorities. For a more detailed description of how this option could look like in practice, please see Annex 6.

Compared to the AP programme, the advantages of both options are that they follow a more decentralized programme implementation approach, whereby chapters have a greater influence on the support provided and TI APD’s management role is more focused on results than on specific activities. Strengthened ownership goes hand in hand here with more responsibility, linked to clear M&E frameworks and conditional disbursements. The establishment of a regional steering group, thematic working groups and sub-regional working groups can, furthermore, contribute to increased ownership. Before establishing these structures it is, however, advised to further explore with the chapters the extent to which they would be interested and able to invest resources to increase their engagement through these steering and working groups. This in order to prevent the situation that structures are established that turn out to be not effective in practice.

Both approaches do, however, require strengthened M&E systems at both chapter and TI APD level and additional support to chapters to ensure their ability to submit proposals of sufficient quality. Compared to the minimum option, the optimal option has as advantage that it is clearly focused on external change, in line with TI’s global strategy, and has the potential for realizing good impact. A disadvantage is that it is more expensive and the management burden will be higher. The key advantage of the minimal approach is that it has a clear focus and will involve less management costs. However, the overall impact of this component will likely to be less due to its more limited scope and the weaker direct link with external change. An alternative option not discussed above is to focus only on thematic support. This is not advisable as the further strengthening of both chapters and the network in the region is key for arriving at a strong and sustainable civil society network that can effectively fight corruption and achieve sustainable outcomes.

Next to the specific recommendations at the programme level, more general recommendations are:

3. **TI APD and DFAT** to explore options with donors to improve coordination, alignment, and harmonization;
4. **TI-S, TI APD, and AP chapters** to explore opportunities for resource diversification and alternative sources of income;
5. **TI APD and TI-S** to rethink TI APD’s organizational set-up and job profiles;
6. **TI-S and TI APD** to improve knowledge management;
7. **TI Movement** to strengthen the accreditation process and explore the possibility of a peer-review mechanism; and
8. **TI-S/TI APD** to think about introducing a talent programme.

### 3. Donor coordination, harmonization and alignment: Pooled funding?

Limited donor coordination and harmonization have contributed to inefficiencies. It is, therefore, recommended that TI APD and DFAT explore options to improve donor coordination, alignment and harmonization. TI APD is, furthermore, advised to map present and planned donor support at (sub)regional and national level as input for the discussions with the donors. Especially for the pacific region, where both New Zealand and DFAT have supported chapters with capacity building through regional programmes, it is advised for TI APD to make a clear plan, based on in-depth consultations with Pacific chapters, on how to better align and coordinate possible future
New Zealand and DFAT support. Finally, TI APD and DFAT could explore the possibility to establish a pooled funding mechanism to finance the regional programme and foster donor harmonization. Ideally, the support provided by donors through pooled funding should not be earmarked. However, if this proves to be difficult to realize in practice, soft-earmarking can be considered. This could provide donors the opportunity to, for example, tie resources to specific thematic areas or to contribute to capacity building support in specific sub-regions. Key advantages of the pooled funding mechanism would be that it can provide greater clarity and transparency about donor funding, prevent multiple reporting requirements, and can increase economies of scale. Given the importance of the institutional and network strengthening component it is advisable that when soft-earmarking is allowed, a fixed minimum percentage needs to be allocated to untied core institutional and network strengthening support.

4. Resource diversification and income generation activities

The high dependency on donor project funding and limited income diversification poses significant risks for the chapters and the Secretariat. It is, therefore, advised that TI-S, TI APD and the AP chapters explore opportunities to broaden and diversify the resource base. For the Secretariat this means continuing with exploring the opportunities to fundraise from the public, attract other donors, and work with foundations. Opportunities could also be explored to raise membership fees from chapters from which the Secretariat can (partly) be financed. Additionally, it could be investigated whether in some cases a fee could be asked from chapters for expertise and services provided (e.g. for assisting chapters with proposal writing or programme management). TI APD is advised to explore the opportunity of pooled funding and to reflect upon opportunities to introduce co-financing mechanisms for the support it provides (e.g. chapters can be asked to finance their participation in the regional meeting based on their financial capacity etc). Furthermore, opportunities to raise funds from the private sector (e.g. multinationals with corporate social responsible programmes) and foundations can be, further, explored. Finally, various chapters are currently exploring different mechanisms to generate income, ranging from setting up a social enterprise in order to sell consultancy services, to fundraising initiatives like organizing public walks against corruption. TI APD could support chapters in this process by sharing good practices, analyzing what works well, in which circumstances and why, and by providing chapters the funds to develop appropriate resource mobilization strategies.

5. TI APD’s organizational set-up and job profiles

If a future programme will be organized along the lines of the recommended options, this will have consequences for the ideal organizational set-up of TI APD. For example, specific programme officers for managing a YIP or ALAC programme would then no longer be necessary, but could be replaced with general programme officers that could focus on programme management and administrative issues. When reflecting on the ideal organizational set-up, it is recommended for TI APD/TI-S to analyse the type of activities that can best be implemented by TI APD and those that can best be outsourced to either other staff from the Secretariat or external consultants. For example, regional coordinators have focused on many different tasks, which required a wide-ranging skill set and might not always have led to an optimal division of labour. Activities like, for example, supporting chapters with their strategic planning and capacity assessments might well be done by capacity building experts. These can be preferred external consultants, but it might also be advantageous to develop this capacity in-house under, for example, the Networks, Chapters and Programmes unit. This might be justified if enough demand for similar capacity building support exists within the movement. It has as key benefit that the strengthened in-house capacity can benefit the whole movement. A similar approach can be thought of related to, for example, M&E support. Internal TI-S capacity outside TI APD can then be “hired” to implement certain capacity building activities.
A final consideration that needs to be taken into account when reflecting upon the ideal organisational set-up is the fact that regional presence is important to effectively perform TI APD’s catalyst role. This can be improved upon by, for example, establishing sub-regional contact points at a chapter in each sub-region. These contact points can be financed by TI APD/TI-S and assist the regional coordinator in Berlin with the sub-regional activities.

6. **Knowledge management**

The two existing TI knowledge platforms do not function well to facilitate effective knowledge management and exchange. It is recommended that TI-S will address this problem and will look into the option to work with one knowledge platform that allows the chapters and the Secretariat to easily search for and share information. TI APD could in the meantime look into the option whether one of the existing platforms can be better utilized by creating online thematic and sub-regional groups, where chapters can upload and share thematic research, developed products/education materials/tools, templates, guidelines etc. Furthermore, it is advised to appoint an administrator per group (e.g. volunteers from the chapters) to foster and facilitate its use.

7. **Strengthen the accreditation process**

Scope exists to improve the accreditation process to strengthen the TI movement. Both interviewees from TI-S and from chapters expressed their concern about the fact that underperforming chapters might pose a reputational risk for the TI movement. Questions were raised by various interviewees whether the (re)accreditation process and criteria are sufficient to protect the strong brand of the movement and foster effective chapters. Therefore, it is advised that the TI Movement will review its accreditation process and analyse the scope for improvement. One of the possible opportunities to explore is the introduction of a peer-review mechanism.

8. **Talent programme**

Many chapters struggle with high staff turnover rates due to uncompetitive salaries and limited career opportunities for chapter staff. One of the opportunities that can alleviate this problem to some extent is the introduction of an international talent programme. Talented young professionals could be offered the opportunity to follow special training courses and work for a couple of months at a different chapter and/or at the Secretariat. In return, the beneficiaries can be asked to sign a contract stipulating that they would need to stay with the movement for a certain period of time. This would allow the movement to systematically build the capacity of talented young professionals, strengthen cooperation relationships between different chapters and the Secretariat, and increase the attractiveness of TI as employer.

Finally, some specific recommendations for the ALAC, YIP and NICSA components are proposed. For all components it is recommended to improve the focus on results. Furthermore, for **ALAC** it is recommended to:

- Integrate the work with the chapters (don’t promote it as an ALAC).
- Move away from the support to individual complainants -unless “you have enough teeth to bite”- and focus instead more on:
  - the collection of data on corruption complaints (nature and extent), its analysis and use for advocacy (national and regional level);
  - stimulating awareness and engagement amongst the public by informing them about their rights and promoting complaints mechanism; and
  - strengthening cooperation relationships with key anti-corruption institutions to support them with their work, build their capacity, and monitor results.
- Work with local civil society organizations to reach out to rural/marginalized areas.
For **YIP** it is recommended to explore the possibilities, where deemed relevant, of building the capacity of youth communities to effectively engage in anti-corruption work and to develop a TI youth membership to structurally engage motivated youth. For **NICSA** it is recommended to integrate it with the work of the chapter and link it, for example, to chapters’ strategic planning and monitoring processes. In addition, it is advised to explore opportunities for conducting "light versions" of the NICSA, focused on, for example, only those pillars a chapter is working on. Finally, a good practice to be recommended is to already include advocacy efforts during the research.
Annexes
Annex 1 – ToR
Final Evaluation of the TI Asia Pacific Regional Programme

1. Introduction

Transparency International (TI) is the global civil society organisation leading the fight against corruption. Through more than 100 chapters worldwide and an international secretariat (TI-S) in Berlin, Germany, TI raises awareness of the damaging effects of corruption and works with partners in government, business and civil society to develop and implement effective measures to tackle them.

TI is represented in the Asia Pacific region by 23 chapter entities at different stages of accreditation within TI’s membership system. The chapters are also at diverse stages of development, ranging from the largest chapters in the TI movement with over 200 staff and a multi-million dollar budget, to chapters consisting purely of a voluntary Board of Directors undertaking awareness-raising and advocacy work but with limited capacity to undertake advocacy programmes.

The TI Asia Pacific (TI AP) Regional Programme

The TI AP Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption, funded by the Australian Department of Foreign Affairs and Trade (DFAT), is a three-year programme that runs from July 2011 to June 2014. The total budget of the programme is over €5.3 million.

The TI AP Regional Programme forms the implementation of the five-year Partnership Framework in Anti-corruption in Asia Pacific (hereafter referred to as the Partnership Framework) signed by the TI Secretariat Asia Pacific Department and DFAT, and feeds into the TI Global Strategy 2015.

2. Programme Structure

The TI AP Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption includes four components:

A. Institutional and Network Strengthening: Building Constituencies and Coalitions for Anti-corruption Reform and Developing Civil Society

B. Advocacy and Legal Advice Centres: Building Citizen Participation in Anti-corruption

C. National Integrity Context and System Analysis: Measuring Anti-corruption Context, Systems and Progress towards Demand for Effective Reform

D. Youth Integrity Promotion: Encouraging and Enabling Youth and Young Leaders to Act with Integrity and Reject Corruption

1 As of 1st November 2013 the Australia Agency for International Development was merged with the Department for Foreign Affairs and Trade.
Each of these components contributes directly to the aims of the Partnership Framework, falling within the areas for collaboration outlined above. In terms of sequencing, they are designed to fit into the broader goals and objectives of the TIAP Strategy 2012 and feed into the implementation of the new TI Strategy 2015.

It is important to note that the Institutional and Network Strengthening component provides the foundation on which each of the other programmes components build, and it therefore plays a central role and forms the largest proportion of the Programme: however, its purpose is to increase capacity to undertake anti-corruption advocacy, as outlined in the other components, and through other TI chapter work.

3. Objectives of the Evaluation

The overall objectives of the evaluation are the following:

- Evaluation of projects and whether objectives and expectations are in line with current and emerging priorities of both TI and DFAT (also for framing lessons learned and recommendations)
- Provide an objective assessment of the achievements and results, weaknesses and strengths of the programme, as well as an analysis of its performance in terms of progress and process, relevance, sustainability, and the extent to which the programme is contributing to enabling the desired impact
- Generate lessons learned and good practices from each of the respective expected objectives of the programme
- Assess whether the results achieved are relevant for the target groups and current corruption environment in the programme countries
- Provide clear and forward looking recommendations that can guide TI Secretariat and National Chapters in refocusing interventions, and in developing strategies for future implementation of the Asia Pacific Regional Programme

4. Key Issues to be addressed

The following questions could be addressed during the evaluation, but are subject to discussion and agreement with TI-S during the period of designing the evaluation approach.

Relevance – Is the implementation of TI AP Regional Programme activities consistent with beneficiaries’ requirements, national needs, regional priorities, and partners’ and donors’ policies?

- How well did the programme relate to governance priorities at national, regional, and global levels? How well did it respond to DFAT priorities? How did it respond to changing priorities?
• To what extent are the goal, purpose, and intended results of the TI AP Regional Programme important for the target group?
• Are the activities and outputs of the TI AP Regional Programme consistent with the programme goals and objectives (coherence of the planned chain of causality)?
• In which ways has the programme supported TI chapters to carry out their anti-corruption objectives?
• How well did the programme address recommendations from the previous (2007) evaluation?

**Outcomes and Impact** - To what extent is the programme contributing to enabling the desired impact as spelled out in the Programme Document? Has the implementation of programme activities so far impacted the anti-corruption environment in the region?

• What was the programme’s overall impact and how does this compare with TI and DFAT’s objectives and expectations, considering the prolonged focus in the region which started in 2004?
• What has been achieved? (case studies which can be appreciated by a non-development audience)
• Did the programme address the intended target group?
• Who were the direct and indirect beneficiaries of the programme?
• How many people have been affected by the different components of the programme?
• What real difference have the activities made so far to the beneficiaries? Please also take into account any gender dimension.

**Effectiveness** – To what extent has the Programme achieved its intended results?

• To what extent have the intended results of the programme been achieved?
• How effective and appropriate was the programme approach?
• What were the major factors influencing the achievement or non-achievement of the intended results?
• To what extent were intended results and the purpose of the programme realistic?
• In hindsight, what could have improved programme effectiveness?

**Efficiency** – How well is the programme providing a cost-effective response to the corruption challenges being addressed? Assess implementation arrangements and managerial structure of the programme.

• How cost-efficient were activities in the programme?
• Are there obvious links between significant expenditures and key programme outputs?
• Was the programme implemented in an economically justifiable way under the given circumstances?
• Have effective management and administration systems been in place?
• How were local partners involved in programme management and how effective was this? What have been the benefits or difficulties with this involvement?
• Were risks properly identified and managed?

**Sustainability** - Potential of the programme to maintain operations, services, and benefits at the end of the DFAT grant

• Which are the components and activities which may require continuing institutional strengthening support for ongoing operation and impact and which are not inherently sustainable?
• To what extent are the activities and benefits of the project likely to continue after the DFAT funding finishes?
• How has/could collaboration, networking and influencing of opinion support sustainability?
• Have sufficient measures been taken to encourage the sustainability of programme activities and benefits during the programme? To what extent have these been successful? What further measures could have been taken?

5. **Methodology**

The evaluator is ultimately responsible for the overall methodological approach and design of the evaluation, which should be adapted to the requirements of the TOR. The evaluation should use a participatory and gender sensitive approach engaging relevant staff at TI-S and national chapter levels, stakeholders and beneficiaries through structured methods. Both quantitative and qualitative data should be utilised in assessing the programme. The exact evaluation methodology should be defined, discussed, and agreed with TI-S during the first days of the evaluation.

6. **Report Structure**

All evaluation outputs are to be submitted in English, in electronic form, in accordance with the deadlines stipulated below. The consultant(s) is responsible for editing and quality control of language. The final report should be presented in a way that directly enables publication. The TI Secretariat retains the sole rights with respect to all distribution, dissemination and publication of the deliverables. The evaluation team is expected to adhere to the DAC Evaluation Quality Standards.

The evaluation report should be written in English, should not exceed 50 pages (excluding annexes) and must include the following sections:

1. Title Page including Programme Identification Details
2. Table of Contents
3. Abbreviations / acronyms page
4. Executive summary (maximum 3 pages)
5. Introduction to the Programme (concept and context, goals and objectives, strategy/approach, activities, target groups, organisational structure)
6. The evaluation methodology
7. Main Findings
8. Conclusions
9. Lessons learned
10. Recommendations (to TI-S, to national chapters, to donor)
11. Annexes
   a. Terms of reference
   b. List of people met
   c. Documents consulted
   d. Detailed statistical data such as updated baseline surveys, etc.
   e. Brief description of the main achievements so far in each country including quantitative data if possible (maximum 2 pages per country)

7. Logistics and Specifications

The evaluation is set to start on 1 May 2014. The expected duration of the evaluation is 36 days.

The evaluator will carry out the following tasks:

| Preparation | Document review  
|            | Developing an understanding of circumstances in which the project was developed as well as TI and DFAT’s current and emerging priorities  
|            | Design of the evaluation approach (inclusive discussion and agreement with TI-S)  
|            | Interviews with relevant staff at TI-S in Berlin | 6 days |

| Implementation | Interviews with relevant staff at TI (TI-S and NCs) and stakeholders  
|                | Fieldwork in a number of countries (at least one per component, and participation in a regional meeting in Nepal in May – final selection of countries will be done following the document review and in coordination with TI-S and national chapter) | 22 days |

| Documentation | Final report, with actionable lessons learned and recommendations to TI-S, national chapter and the donor, Presentation of main findings (8 days) | 8 days |

The expected deliverables and timeline are the following:

<table>
<thead>
<tr>
<th>Design of the evaluation approach</th>
<th>6 May 2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Draft Final Report</td>
<td>10 June 2014</td>
</tr>
<tr>
<td>Final Evaluation Report</td>
<td>20 June 2014</td>
</tr>
</tbody>
</table>
8. Required Skills and Experience

TI is inviting expressions of interest from individual consultants or a team of consultants to carry out the final evaluation of the TI Asia Pacific Regional Programme. The consultant(s) should have:

- Over ten years of relevant experience in designing and facilitating participatory evaluation processes, ideally also of multi-country programmes and engaging a broad range of stakeholders.
- A background/knowledge in the field of good governance and anti-corruption work.
- Demonstrable experience of working with civil society organisations or networks in Asia Pacific.
- Understanding of current and emerging TI & DFAT priorities.
- Be highly motivated and committed to the values of transparency and integrity.
- Spoken and written fluency in English.

Applications (in English) must be sent by email to TIAPconsultancy@transparency.org by 20 April 2014 and contain the following elements:

- Curriculum Vitae with full description of the applicant’s profile and experience. In case of a team, CVs for all involved consultants.
- Approach and proposed data collection methods based on the information provided in these ToR.
- Detailed proposal of how the assignment will be approached, including detailed cost estimate.
- One sample of previous work.
- A detailed budget including all possible costs that may be incurred during the evaluation, including travel and administrative costs.
- VAT Form for tenders.
- Contact details for at least two independent referees with in-depth and proven knowledge of the applicant’s expertise and relevant work experience.

9. Budget

The budget for this evaluation, including expenses, should not exceed €45,000. Please include in your detailed budget the following expenses:

- 2 trips to TI-S in Berlin (flights, hotel accommodation, subsistence, etc). One trip in the beginning of the assignment and one at the end for discussing the draft report.
- Costs of 16 days field work in the region (4 country visits including Nepal in May). This should include all flights, hotel accommodation and other logistical costs on the ground.
**Annex 2 - List of persons interviewed**

1. Kukuh Adi, Program Officer, TI-Indonesia
2. Dato’ Akhbar Satar, President, TI-Malaysia
3. Alfian, MaTA, Aceh, Indonesia
4. Grace Aries, Price Waterhouse Coopers, Philippines
5. Luke Arnold, First Secretary (Justice and Democratic Governance Assistance), Australian Embassy, Indonesia
6. Prativa Aryal, Programme Officer ALAC-DP, Professional Women Support Group, Nepal
7. Christopher Asa, Policy & Governance Officer, Department of Prime Minister and National Executive Council, Papua New Guinea
8. Bahagia, Assistant 2, Aceh Government, Indonesia
9. Jerry Bagita, Operations Manager, TI-PNG
10. Bishnu Bahadur, President, TI-Nepal
11. Janardan Baral, Complainant, Dhankuta, Nepal
12. Vinod Bhattacharai, ALAC-DP Coordinator, TI-Nepal
13. Jaydeep Biswas, Governance Adviser, DFID Nepal
14. Doris Blaeser, Network Services Director, TI-S
15. Kimberly Buka, ALAC Program Manager, TI-PNG
16. Cleo Calimbahin, Executive Director, TI-Philippines
17. Nawin Chaudhari, Complainant, Kailali, Nepal
18. Helen Corrigan, Senior Program Manager, Law & Justice, Australian Embassy, Vanuatu
19. Mr. Jose Cortez and Ms. Nonette Climaco, MBC-Makati Business Club
20. Mathew Damaru, Director, National Fraud & Anti-Corruption Directorate, Papua New Guinea
21. Indra B Dangi, Superintendent of Police, National Vigilance Centre, Nepal
22. Grace Dom, Legal Officer, Wildlife Conservation Society, Papua New Guinea
23. Passang Dorji, Core Member, Transparency Bhutan Group
24. Hazel Duduwega, Climate Governance Integrity program manager, TI-PNG
25. Yakovleva Ekaterina, Focal person for ALAC-DP, European Union
26. Ben Elers Network, Chapters and Programme Director, TI-S
27. Shaun Eillmers, First Secretary Development Cooperation, Australian Embassy, Cambodia
28. Dolores Español, Advisory Council, TI-Philippines
29. Simon Eyork, victim of corruption, Papua New Guinea
30. Pascal Fabie, Group Director Network, Chapters and Programmes, TI-S
31. Fadia, Rumoh Transparansi, Aceh, Indonesia
32. Daniel Fenua, Executive Director, TI-Solomon Islands
33. Rahayu Fujiyanti, Sekolah Anti Korupsi, Aceh, Indonesia
34. Kristian Futol, Assistant Director, Australian Department of Foreign Affairs and Trade
35. Tumburu Gautam, Coordinator ALAC-DP, TI-Nepal
36. Danny George, School Based Civic Education Program (former ALAC Program Manager), TI-PNG
37. Glenda Gloria and Gemma Mendoza, Rappler
38. Samantha Grant, Regional Coordinator, South East Asia, TI APD
39. Christian Guelisch, Pacific Programme Officer, TI APD
40. Niraj Gupta, Complainant, Parsa, Nepal
41. Dedy Haryadi, Deputy Secretary General, TI-Indonesia
42. Head of division of youth development, Ministry of Youth and Sports, Indonesia
43. Finn Heinrich, Research director, TI-S
44. Irene Insandjaja, Acting Senior Program Manager, Law and Justice, Australian Embassy, Indonesia
45. Iskandar, Inspectorate, Aceh Government, Indonesia
46. Simon Jenkins, Consultant, TI-PNG
47. Khagendra Khanal, Complainer, Kathmandu, Nepal
48. Mitra Khanal, Complainer, Chitwan, Nepal
49. Khairurrazi, Teacher Union, Aceh Government, Indonesia
50. Lucinda Kisip, Key Partnerships Coordinator, Strongim Pipol Strongim Nesen, Papua New Guinea
51. Preap Kol, Executive Director, TI-Cambodia
52. Babu Krishna Maharjan, Complainer, Kathmandu, Nepal
53. Arjun Kumar Mishra, Focal person, Hello Sarkar, Office of Prime Minister, Nepal
54. Tur-Od Lakhagvajav, Executive Director, Ti-Mongolia
55. Lekhnath Limbu, Complainer, Dhanusha, Nepal
56. Mark Lovatt, Business Integrity Programme Manager, TI-Malaysia
57. D.B. Magar, Complainer, Kapilwastu, Nepal
58. Mahmudin, Gerak Aceh, Indonesia
59. Nguyen Mai Chi, Senior Program Manager (Governance), Australian Embassy, Vietnam
60. Virgilio Manguarda, President, Board of Trustees, TI-Philippines
61. Prapannya Maskey, Ex-Treasurer, Volunteer Professional Women Support Group, Nepal
62. Andrew Mcdevitt, Programme Coordinator Advocacy and Research, TI-S
63. Patrick Minato, Director, Policy Division Department of Lands, Papua New Guinea
64. Ashutosh Mishra, Executive Director, TI-India
65. Ilham Mohamed, South Asia Consultant, TI APD
66. Kenn Mondiai, Executive Director, Partners With Melanesia, Papua New Guinea
67. Rukshana Nanayakkara, Regional Outreach Manager, TI APD
68. Dina Nath Bhattarai, ALAC and Admin Officer, TI-Nepal
69. Antonio U. Navarro, Treasurer, Board of Trustees, TI-Philippines
70. Raju Nepal, Complainer, Bhaktapur, Nepal
71. M. Nurdin, Adm. Assistant, Aceh Government, Indonesia
72. Lekhanath Ojha, Complainer, Chitwan, Nepal
73. Sharmila Pandit, Programme Officer, Bhrastachar Biruddha Abhiyan, Chitwon, Nepal
74. Srirak Plipat, Regional Director, TI APD
75. Givinda Poharel, Complainer, Bhaktapur, Nepal
76. Kamal Pokharel, Deputy Executive Director, TI-Nepal
77. Yash Raj Lamsal, Database management officer, TI-Nepal
78. Liao Ran, Regional Coordinator East Asia, TI APD
79. Bandhu Ranjan, Public Finance Programme Manager, DFID Nepal
80. S Ranugge, Executive Director, TI-Sri Lanka
81. Saad Rashid, Executive Director, TI-Pakistan
82. Sabita Rayamajhi, Executive Committee Member, Professional Women Support Group, Nepal
83. Afra Ramadhan and colleagues, Pamflet, Indonesia
84. Moti Rijal, Complainer, Nawalparasi, Nepal
85. Amelia Robertson, Senior Policy Officer, Australian Department of Foreign Affairs and Trade
86. Rex Ropie, Policy Officer, Department of Lands, Papua New Guinea
87. Chhay Ros, Senior Program Manager, Australian Embassy, Cambodia
88. Ilham Saenong, Program Director, TI-Indonesia
89. Nikola Sandoval, Regionale Programme Manager, TI APD
90. Phoebe Sangetari, Commissioner, Ombudsman Commission, Papua New Guinea
91. Siddhartha Sapkota, Spokesperson Commission for Investigation of Abuse of Authority, Nepal
92. Larissa Schuurman, Network services Group Integration and Learning Coordinator, TI-S
93. Bijaya Shankar, Complainer, Arghakhanchi, Nepal
94. Babita Sharma, Financial Officer, TI-Nepal
95. Badri Sharma, Complainer, Kathmandu, Nepal
96. Nikita Sharma, Programme Assistant, ALAC-DP, Professional Women Support Group, Nepal
97. Mariyam Shiuna, Executive Director, TI-Maldives
98. Ishwar Shrestha, Complainer, Kathmandu, Nepal
99. Liao Shuxia, Office Manager, TI-China
100. Somaraj Sigdel, Chairperson, Paradarshi Nepal Siddharthanagar, Rupandehi, Nepal
101. Ilham Sinambela, Rumoh Transparansi, Aceh, Indonesia
102. Suzanne Snively, Chair, TI-New Zealand
103. Filomena Sta. Ana, Action for Economic Reforms-AER, Philippines
104. Lawrence Stephens, Chairman, TI-PNG
105. Nirmala Subedi, Vice-president, Professional Women Support Group, Nepal
106. Emily Taule, Executive Director, TI-PNG
107. Monalisa P. Teves, Consultant and former acting Executive Director TI-Philippines
108. Bharat Thapa, General Secretary, TI-Nepal
109. Anna Thayenthal, Programme Coordinator Youth Integrity Promotion Programme, TI APD
110. Dao Thi Nga, Executive Director, Towards Transparency Vietnam
111. Greg Thompson, Executive Director, TI-Australia
112. Maren Thompson, South Asia Programme Coordinator, TI APD
113. Mr. Jean-Pierre Tolentino, Auditor, Board of Trustees, TI-Philippines
114. Lia Toriana, Program Coordinator, TI-Indonesia
115. Apisalome Tudreu, Executive Director, TI-Fiji
116. Lyndsey Wilson-Akers, Executive Director, TI-Vanuatu
117. Daniel Woods, Director, Australian Department of Foreign Affairs and Trade
118. Iftekhar Zaman, Executive Director, TI-Bangladesh
Annex 3 – List of documents

List of references:

- AusAID and Transparency International Asia-Pacific Department (2008), Partnership framework in Anti-Corruption.
- Brown, A., Miller-Dawkins, M. (2014), Reflections and Discussion: Emerging themes from the Mid-Term Review of the TI-S Implementation Plan for feedback from Chapters and Staff.
- Transparency International Asia Pacific, Asia Pacific Regional Strategy 2008-2012
- Transparency International Fiji, Australian Agency for International Development – AUSAID, Advocacy & Legal Advice Centres (ALACs), Quarterly/Annual Narrative report, Quarter 2 Year 3.
- Transparency International Pakistan, Citizens Against Corruption in South Asia, Advocacy & Legal Advice Centres (ALACs), AusAid Annual Report, Year 2 (July 2012 – June 2013)
- Transparency International Pakistan, Citizens Against Corruption in South Asia, Advocacy & Legal Advice Centres (ALACs), AusAid Quarterly Report, October to December 2013, Year 3 Quarter 2.
Other documents consulted include:

- ALAC back to office reports
- ALAC country narrative reports
- ALAC small grant reports
- ALAC workshop reports
- Asia Pacific Regional Advisory Committee on Regional Initiatives minutes
- Evaluation of the Pacific and Institutional Network Strengthening Program (2013)
- Grant Agreement Deed 58895
- INS back to office reports
- INS call for proposals documents
- INS chapter exchange reports
- INS strategic plans and OCATs
- NICSA narrative reports
- NICSA reports
- NICSA workshop and trip reports
- Strategic plans, work plans, governance manuals, ALAC documents, brochures etc. from TI-Indonesia, TI-Nepal, TI-Papua New Guines, and TI-Philippines
- Surveys Final Evaluation TI Asia Pacific Regional Programme: Towards Effective Leadership and Reforms in the Fight against Corruption (2014)
- TI Accreditation Process Roadmap
- TI APD Annual Plans
- TI APD Retreat documents
- TI AP Regional Programme Meeting minutes
- TI Asia Pacific Regional Programme, Promoting Transparency, Accountability and Integrity in the Asia Pacific Region, Activity Logs
- TI Guide to Strategic Planning
- Transparency International and Transparency International Philippines (2012), Partnership For Growth Plan
- YIP back to office reports
- YIP country narrative and financial reports
- Youth Integrity Surveys
- And various other TI manuals, guidelines, templates, reports, etc.
Annex 4 – Reconstructed Intervention Logics
<table>
<thead>
<tr>
<th>Activities</th>
<th>Outcomes</th>
<th>Specific impacts</th>
<th>Overall Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional and Network Strengthening</strong></td>
<td>Strengthened chapters’ governance processes</td>
<td>A. Strengthened TIAP contribution to increased people engagement and involvement in the fight against corruption</td>
<td><strong>Decreased level of corruption in the AP region and increased levels of public &amp; private sector transparency, accountability and integrity</strong></td>
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<td></td>
<td>Strengthened chapters’ strategic planning capacity</td>
<td>B. Strengthened TIAP contribution to improved anti-corruption legislation and policies</td>
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<td></td>
<td>Strengthened chapters’ organisational capacity</td>
<td>C. Strengthened TIAP contribution to improved enforcement and implementation of anti-corruption legislation and policies</td>
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<tr>
<td></td>
<td>New national chapters/contacts established</td>
<td>D. Strengthened TIAP contribution to increased business integrity</td>
<td></td>
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<td></td>
<td>Strengthened TIAP knowledge and expertise on anti-corruption</td>
<td>E. Strengthened TIAP contribution to increased youth integrity</td>
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<td>Strengthened regional cooperation/knowledge sharing</td>
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<td>Strengthened regional advocacy</td>
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<td>New regional programmes/projects established</td>
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<td></td>
<td>Strengthened TIAP awareness/knowledge amongst external &amp; internal stakeholders</td>
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<tr>
<td><strong>Advocacy and Legal Advice Centres</strong></td>
<td>Strengthened ALACs’ strategic planning capacity</td>
<td>A. Strengthened TIAP contribution to increased people engagement and involvement in the fight against corruption</td>
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<td>Strengthened ALACs’ organisational capacity</td>
<td>B. Strengthened TIAP contribution to improved anti-corruption legislation and policies</td>
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<td>Strengthened cooperation/knowledge sharing between ALACs</td>
<td>C. Strengthened TIAP contribution to improved enforcement and implementation of anti-corruption legislation and policies</td>
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<td>Strengthened ALACs’ strategic insight, knowledge and expertise on anti-corruption institutions and the nature of corruption complaints</td>
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<td>Strengthened provision of (legal) advice and referral services to victims and witnesses of corruption</td>
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<td>Strengthened advocacy to achieve systemic change</td>
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<td>Strengthened working relationships with key anti-corruption institutions</td>
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<td>Strengthened awareness of the public concerning anti-corruption legislation, policies and practices.</td>
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<td>Activities</td>
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<td><strong>National Integrity Context &amp; System Analysis</strong></td>
<td>• Financing and monitoring of NICSA research</td>
<td>• Increased level of corruption in the AP region and increased levels of public &amp; private sector transparency, accountability and integrity</td>
<td><strong>B. Strengthened TIAP contribution to improved anti-corruption legislation and policies</strong></td>
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<td>• Provision of technical advice/support to the national chapters implementing the NICSA</td>
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<td><strong>C. Strengthened TIAP contribution to improved enforcement and implementation of anti-corruption legislation and policies</strong></td>
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<td></td>
<td>• Provision of quality assurance of the NICSA research and reports</td>
<td>• Strengthened TIAP knowledge on national integrity systems at the national and regional level</td>
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<td>• Facilitation of trainings/workshops/exchanges on the NICSA methodology, NICSA research, and NICSA Advocacy Planning</td>
<td>• Strengthened TIAP strategies and advocacy efforts at the national and regional level focused on improving national and regional integrity systems</td>
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<td>• Facilitation of National Integrity Workshop</td>
<td>• Strengthened ownership amongst key stakeholders at the national and regional level of the NICSA findings and recommendations to be implemented</td>
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<td>• Facilitation of the development of National Advocacy Plans by the chapters</td>
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<td>• Development of NICSA communication tools</td>
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<td>• Development of a regional NICSA</td>
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<td>• Development and implementation of a regional NICSA advocacy strategy/plan</td>
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<td><strong>Youth Integrity Promotion</strong></td>
<td>• Provision of funding to national chapters for implementing YIP (including YIS)</td>
<td>• Strengthened TIAP knowledge and knowledge sharing on youth integrity at the national and regional level</td>
<td><strong>A. Strengthened TIAP contribution to increased people engagement and involvement in the fight against corruption</strong></td>
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<td>• Development of revised Youth Integrity Survey (YIS) methodology</td>
<td>• Strengthened TIAP strategies and advocacy efforts at the national and regional level focused on improving youth integrity</td>
<td><strong>E. Strengthened TIAP contribution to increased youth integrity</strong></td>
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<td>• Monitoring of YIS research</td>
<td>• Increased participation of youth in the anti-corruption movement at the national and regional level</td>
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<td>• Facilitation of trainings/workshops/exchanges on YIP</td>
<td>• Strengthened partnerships with relevant stakeholders to foster greater integrity amongst youth</td>
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<td>• Provision of technical advice/support to national chapters working on YIP</td>
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<td>• Facilitation of the development of YIP Advocacy Plans by the chapters</td>
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<td>• Development of regional YIS report</td>
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<td>• Development of regional YIP tools</td>
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<td>• Development of Asia Pacific Youth Community</td>
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Annex 5 – A case study of the ALAC project in Papua New Guinea

The ALAC programme was launched in March 2010 in Papua New Guinea (PNG) with the aims to assist victims and witnesses of corruption with free legal advice, strengthen advocacy to achieve systemic change, strengthen working relationships with key anti-corruption institutions, and strengthen awareness of the public concerning anti-corruption legislation, policies and practices. In the period covered by this evaluation (2011-2014), the total budget was around EUR 230,000, which was financed by two donors under three different programmes (see the pie chart below). During this period, the total number of staff fluctuated between 2-3 FTE.

The ALAC in PNG assisted 253 clients between 2011-2014, of which the overwhelming majority was either victim or whistleblower. Over 80% of the clients were male and most came from an urban/semi-urban area. Based on the almost four years of experience with the ALAC, the following key findings and lessons learned can be distilled:

- ALAC has responded to people’s need for better access to information and made a positive contribution to raising people’s awareness of their rights and informing them about existing complaint mechanisms and public anti-corruption institutions;
- ALAC has effectively been used as an instrument for building constructive working relationships with key anti-corruption institutions to achieve systemic change; and
- ALAC has not proven to be very effective in supporting individual victims and witnesses of corruption.

**ALAC’s responsiveness to people’s needs**

ALAC has responded to a clear need of PNG’s citizens by offering them the ability to submit their complaint and receive free (legal) advice. According to TI PNG’s 2013 survey “Papua New Guinean Understandings of Corruption: Insights from a nine-province survey”, which is based on 2010-2011 survey data, 74% of all respondents did not know how to report a case of corruption. Many of the stakeholders interviewed for this evaluation, assessed the opportunity the ALAC offers for victims and witnesses of corruption to report on corruption as one of its key benefits. In a society where impunity is high and access to information is limited, this type of service delivery to the public is a first step to increase their engagement in the fight against corruption.
No data is unfortunately available about the percentage of people in PNG that nowadays know how to report a case of corruption. Nor is it known how many citizens of PNG have become aware of the opportunities ALAC offers. The overall reach of ALAC seems however to have been limited given the fact that ALAC has received 253 clients, while more than 7 million people live in PNG and corruption is endemic. It has, furthermore, become clear, based on the interviews, that ALAC is far better known in Port Moresby than in the rural areas. In fact, the majority of ALAC clients come from urban areas, while the overwhelming majority of the population lives in rural areas.

Despite its limited outreach in rural areas, ALAC did effectively engage in some outreach activities. A key example is the ‘know your land rights’ campaign that ALAC conducted in 2013 based upon a request of the Wildlife Conservation Society (WCS). In cooperation with WCS, ALAC informed more than 1000 people from communities in 4 provincial centers about their land rights, about how illegal logging can be prevented and about the steps to be followed in case of any infringement of their rights. This campaign was, according to a WCS interviewee, highly successful as communities’ lack of knowledge on land right issues and limited access to information is a major factor that impedes effective community engagement against illegal logging.

**ALAC’s working relationships with key anti-corruption institutions**

ALAC has effectively been used as an instrument for building constructive working relationships with key anti-corruption institutions to achieve systemic change. For example, based on an analysis of the complaints data collected, it became clear that many of the received complaints related to land & property. ALAC staff, therefore, requested a meeting with the Department of Lands & Physical Planning in 2012 in order to discuss how they could cooperate to address this issue. According to staff from this department, this constructive offer was highly valued as the department struggled with their reputation of being the most corrupt government department while reducing corruption was one of the priorities of the newly appointed minister. Several meetings followed, and based on an exchange of ideas to tackle the problems, it was decided to establish a complaints desk within the department. ALAC staff was subsequently asked to provide technical inputs concerning the organizational set-up of this desk, which is expected to become operational by 2015.

Another example of building effective cooperation relationships is the fact that the ALAC programme manager was invited to participate in the National Anti-Corruption Strategic Task Force technical working committee. This committee has worked on setting up the Independent Commission against Corruption, which was formally established by constitutional law in 2014. Currently, the technical working committee is working on the drafting of its organic law. The contribution of ALAC to the work of this committee has included providing feedback on anti-corruption legislation and raising awareness amongst the public on the Independent Commission against Corruption.

A final example is the cooperation with the Ombudsman Commission. Again, ALAC took the initiative to explore possible opportunities for cooperation with the Ombudsman Commission. During an interview for this evaluation, the Ombudsman Commission indicated to highly value the work of ALAC in terms of collecting complaints and raising awareness about corruption complaint mechanisms. The Ombudsman Commission faces great difficulties in reaching the rural population and it, therefore, welcomes any initiative that can help them with collecting complaints.

Staff of all the above mentioned government institutions, furthermore, stated during the interviews for this evaluation, to value especially ALAC’s awareness raising activities. This because, while the lack of awareness about corruption complaint mechanisms and anti-corruption institutions amongst the general public is of great
concern to them, they do not have themselves the capacity to effectively engage in the necessary outreach activities.

**ALAC’s support to individual victims and witnesses of corruption**

While ALAC has achieved positive results with its outreach and government engagement activities, ALAC has not proven to be very effective in supporting individual victims and witnesses of corruption. The main problem ALAC faces is that it has too limited powers and human resources to actually help complainants. ALAC only supports complainants with structuring their complaints, providing legal advice and referring them to the appropriate public authorities. It does, however, not investigate or prosecute the complaints. As one interviewee summarized it “ALAC lacks teeth, it cannot bite”. ALAC’s support often ends once the complaint has been submitted to the appropriate institution. The follow-up of these complaints by the government institutions is not systematically monitored, which can (at least partly) be explained by the fact that the government institutions are under no obligation to inform ALAC about the status of the complaints.

The results achieved in terms of cases successfully closed are very limited. Of all complaints/cases submitted from the beginning of the ALAC project in PNG, only 4% of all complaints/cases have resulted in a (partially) successful outcome, according to ALAC’s own statistics. Furthermore, for 95% of all cases/complaints the current status is unknown. Since client feedback forms are hardly used by ALAC, limited information exists about how its clients value its services. However, various interviewees indicated that ALAC runs a considerable reputational risk by not being able to meet clients’ expectations.

**ALAC’s future**

To conclude, after almost four years of experience with running an ALAC, the time has come for TI PNG to seriously reflect on the future of its ALAC. All external stakeholders interviewed, acknowledge the important role ALAC plays in collecting complaints, cooperating with government’s anti-corruption bodies and raising awareness amongst the public concerning their rights, the procedures for submitting corruption complaints and the work and responsibilities of public anti-corruption bodies. It is also widely acknowledged by all key stakeholders that ALAC is not in a very good position to work on individual complaints. Working on individual complaints is very resource intensive and, furthermore, brings serious reputational risks with it as clients may have high expectations while ALAC only has very limited influence on the final result of the complaint case.

It is, therefore, recommended that if TI PNG decides on continuing with the ALAC programme, it should focus its efforts not on working on individual complaints but instead on those activities that are of most value for achieving TI PNG’s strategic priorities. These activities could include awareness raising, collecting complaints, using the complaints data to strategically engage in advocacy initiatives, and strengthening partnerships with government institutions to support them in their anti-corruption initiatives and handling of complaints. More concrete, a future ALAC strategy could include:

- partnering with community based/local organizations to increase ALAC’s outreach activities in the rural areas (as especially in the rural areas citizens lack access to information);
- providing restricted free legal advice during, for example, (a) specific day(s) in the week and visits to rural areas without assuming the responsibility for handling specific complaints;
- engaging in strategically targeted advocacy initiatives, like the “know your rights campaign”, based on analyses of the complaints data collected and by integrating ALAC’s work with TI PNG’s other activities; and
- working with public anti-corruption institutions to build their capacity and monitor their effectiveness.
Annex 6 – Possible features recommended options

In this annex, we present in more detail possible features of the two recommended options. The purpose of this section is not to recommend very specific approaches to the options, but simply to indicate how the options could potentially look like in practice. It is, of course, advised that before deciding on any specific approach to an option a more detailed analysis of the pro’s and con’s is undertaken.

The minimum option includes only the INS component of the evaluated AP programme, whereby some differences are proposed to increase its effectiveness. The strategic planning process can be taken as point of departure. First, if necessary, support can be provided to chapters to assist them with the strengthening of their strategic planning process based upon their requests. In addition, support for capacity assessments can be provided, if necessary, to assist chapters with assessing their capacity in light of the identified strategic priorities. The core part of the support is directed to assist chapters with strengthening their capacity to achieve their strategic priorities. More concretely, TI APD could invite chapters via a call for proposals to submit their capacity building proposals to TI APD in which they clearly state:

1) the strategic objective(s) and related external change they aim to achieve;
2) the identified weakness(es) in their capacity that impede the realization of the objective(s); and
3) the proposed capacity building support that would allow the chapter to overcome the capacity weakness(es).

The proposals can then be assessed by TI APD whereby it potentially also could collect advice from an advisory group in which selected chapters’ executive directors participate and/or capacity building experts from within or outside the movement. TI APD can subsequently decide upon the allocation of these funds to the specific chapters. Clear support programmes can be agreed upon with the beneficiary chapters, which can include multi-annual support and conditional disbursements if deemed beneficial. Monitoring arrangements need to be agreed that should include specific indicators, targets and milestones that focus on monitoring the key results necessary to achieve the strategic priority and contribute to the envisaged external change. The outcome of the call for proposals should be shared with all the AP chapters to ensure a transparent allocation processes.

This “strategic capacity building support” could be complemented with a specific fund that focuses on “core capacity building support”. Support under this fund could be allocated, based on request, to chapters to support them with ensuring they fulfil the (re)accreditation requirements. In addition, it could be considered to include, for example, support for core capacities like the capacity to mobilize resources and to implement a sound M&E system.

With respect to the regional cooperation and advocacy support, TI APD could continue and strengthen its role as catalyst for increased cooperation and advocacy in the region. More specifically, regional coordinators could focus on their role as “linchpin” whereby they would actively facilitate the exchange of knowledge, skills, products, tools and other cooperation opportunities between chapters. This could include identifying best and innovative practices in the region and fostering their replication, as well as assisting chapters with exploring funding and other income generating opportunities at the sub-regional level. Furthermore, with respect to regional advocacy, regional coordinators could facilitate strategic prioritization of advocacy at sub-regional level, strengthen engagement with regional institutions (e.g. ASEAN, SAARC), and facilitate (sub-)regional campaigns. Sub-regional working groups consisting out of executive directors from the region could be established to focus on
sub-regional strategic prioritization and advocacy plans, while being facilitated by the regional coordinator.

Specific funds could be allocated by TI APD to support the implementation of sub-regional advocacy plans, with clearly defined objectives, milestones and conditional disbursements.

Given the success of past regional programme meetings, these are advised to be continued. They could be further used as an opportunity to systematically share information about the implementation of the programme and collect feedback. More specifically, TI APD could provide an annual update about the implementation of the programme during the meeting, which should include specific information about the allocation of resources, key results achieved, and lessons learned. Beneficiary chapters could, furthermore, present an update from their side (focusing on key achievements realized, obstacles faced and lessons learned). In addition, the regional meeting could be used more to share progress with sub-regional advocacy initiatives and discuss regional strategic priorities. Finally, due attention should be continued to be paid to the exchange and analysis of best and innovative practices.

The optimal option is similar to the minimum option with the difference that it includes an additional component, namely support to thematic areas linked to chapters’ strategic priorities. Thematic areas can be identified, based on TI’s global strategy and implementation plan, for which specific support will be provided at the chapter level to realize key strategic priorities within these areas. More concrete, the programme could, for example, include the thematic areas People engagement, Public Sector Integrity, Climate governance, and Business Integrity. Specific objectives and clear targets could be formulated for each of these areas, specifying the external change that is envisaged for the AP region. For example, an objective under the Public Sector Integrity component could be that a specific minimum number of chapters in the region will assume a leadership role in the Right to Information Movement and/or that the chapters are judged by key external stakeholders to have significantly contributed to its development and/or adoption. The formulation of the key strategic objectives and targets within each area can be decided upon by TI APD based on the advice of a regional steering group of elected chapter representatives. The regional steering group could be elected by national chapters during a regional programme meeting to represent their interests. The group could be provided with the mandate to advice and oversee the design and implementation of the programme. An alternative could be to establish specific thematic working groups for each thematic area in which chapter representatives of interested chapters will participate with one elected chapter in the lead. These groups can advise TI APD on the selection of strategic priorities and can assume shared responsibility for the effective implementation of the work under these areas, through peer-review mechanisms and sharing of knowledge, best practices, tools etc. Once the objectives and targets are identified, TI APD can invite the chapters to submit their proposals for funding in which they clearly state and explain:

1) the suggested approach to contribute to the achievement of the specified objectives and targets; and
2) the link between the thematic objectives and their own strategic priorities.

The proposals can then be assessed by TI APD whereby it potentially also could collect advice from the regional steering group or the thematic working groups. TI APD can subsequently decide upon the allocation of these funds to the specific chapters. Clear funding programmes can be agreed upon with the beneficiary chapters, which can include multi-annual support and conditional disbursements if deemed beneficial. Monitoring arrangements need to be agreed that should include specific indicators, targets and milestones that focus on monitoring the key results necessary to achieve chapter’s proposed contribution to the realization of the thematic objectives and targets. The outcome of the call for proposals should be shared with all the AP chapters to ensure a transparent allocation processes.