# Review of the Transparency International (TI) Pacific Institutional and Network Strengthening Programme (PINSP)

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LITMUS

# Contents

Report prepared by Sally Duckworth and Margot Szamier

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# 1. Executive Summary

## 1.1 Introduction

Transparency International (TI) works to fight corruption globally through the TI Secretariat (TI-S) in Berlin, Germany. Autonomous National Chapters monitor and respond to local anti-corruption priorities and bring together coalitions of civil society and the private sector.

The New Zealand AID Programme has supported TI since 2003. In 2011, New Zealand invested in the Pacific Institutional and Network Strengthening Programme (PINSP). The programme will be funded through to June 2014, with an approximate value of NZ $2.4 million. The Asia Pacific Department (APD) at the TI-S manages PINSP, with some technical assistance provided to the Pacific chapter by TI New Zealand. PINSP is implemented through the four Pacific chapters: TI Papua New Guinea (TIPNG), TI Vanuatu (TV), TI Fiji and TI Solomon Islands (TSI). The purpose of PINSP is to strengthen the sustainability and effectiveness of Pacific chapters in addressing issues of corruption.

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) commissioned an independent review of PINSP in its final year of implementation. The review was undertaken to assess the relevance, effectiveness, efficiency, and sustainability of PINSP; and to assess whether a further phase of New Zealand Aid Programme support is necessary, and if so, scope, focus, scale, resourcing and duration and an appropriate implementation model for the future. The review was undertaken between August and December 2013 by an independent review team. It included a desk review of programme documentation, 79 qualitative interviews, and a quantitative survey of 57 respondents. Interviews were undertaken with regional stakeholders, Pacific chapter staff and board, TI-S and TI New Zealand staff, MFAT in Wellington and at posts, civil society, government and business partners.

## 1.2 Assessing relevance

Corruption in the Pacific is pervasive, and evident in political, private and public spheres. It is prevalent in most development sectors and its impact is greater on poor people, as it diverts resources from essential services and activities aimed at reducing poverty. There is a growing concern that a culture of corruption has become generalised in the Pacific.

PINSP aligns with and contributes to several global, regional and New Zealand Aid Programme development results. PINSP's goal, to support Pacific Chapters' effectiveness in reducing corruption, and its outcomes, makes an important contribution to achievement of a key theme of the Aid Programme, *"Improved Economic Well-being"*. Improving Pacific countries and chapters' ability to reduce corruption directly supports New Zealand's focus on increasing economic returns, access to and provision of services, and improving enabling environments, including economic governance. The programme is also aligned with a second New Zealand Aid Programme theme, *"Improved Governance, Security and Conditions for Peace"*. TI, a globally recognised civil society organisation focuses explicitly on combatting corruption, in both a global and regional capacity, and is therefore relevant to achieving New Zealand's improved governance aims.

An active civil society is essential to effectively combating corruption, but their expertise, resources and institutional capabilities are limited and weak in the Pacific. PINSP is considered to offer a relevant approach toward the goal of strengthening anti-corruption capacity in Pacific chapters by providing investment in core operational costs, expertise and tailored support.

## 1.3 Assessing effectiveness

PINSP is based on a programme framework that identifies and measures progress against three key result areas.

1. Pacific National Chapters have strengthened organisational capacity and staff capability to meet their self-defined strategic objectives.
2. Increased shared knowledge, collaboration between Pacific NCs and other partners.
3. Effective management of the programme and strengthened and sustainable coordination of TI's presence in the region.

A total of 826,767 euros was budgeted and approved to support chapters' operational costs throughout the programme term. This equates to 75% of chapters' planned operating costs. However, during PINSP implementation Chapters have grown significantly so in 2012/13 and 2013/14 Chapters are expected to receive between 60% and 65% of their costs. PINSP support has enabled each of the four chapters to employ and sustain a wider complement of staff, strengthen planning and financial systems and ensure offices and communications were established, leading to more effective implementation of anti-corruption activities. Stakeholders regarded PINSP core support as indispensable to chapters' ability to fulfil their anti-corruption mandate, and attributed it to increased effectiveness in undertaking civic education, awareness raising, media engagement and advocacy. Core support has contributed to greater institutional stability, and there is emerging evidence that this has led to improvements in chapters' reputation and credibility, and ability to attract and retain appropriate and qualified staff, volunteers and Board members and to secure funding from other sources. This support was particularly beneficial for TV, TI Fiji, and TSI, who have weaker capacity.

The capacity assessments and planning processes in the chapters are an effective first step but require substantial ongoing and targeted support to ensure ongoing relevance and application in decision-making. The capacity development assessment process enabled identification of priority areas, but chapter use of plans to guide strategic management and monitor implementation is weak, and in the case of TIPNG has not been formally endorsed.

Strategic plans were developed collaboratively with participation from board, staff and key stakeholders. However, most plans provide limited rationale for proposed anti-corruption activities, and none have a clear, documented intervention logic to show the relationship between inputs, outputs, and strategies leading to outcomes and goals.

While the monitoring and Evaluation (M&E) training and tools provided to three of the chapters are crucial to building chapters' institutional capacity, most stakeholders deemed the MEL workshop alone insufficient in building their M&E capacity. At the time of reporting, chapters have not completed monitoring and evaluation plans.

In most cases chapters awarded contestable grants for staff development, research and new programme development report increased knowledge and skills at an individual staff or Board member level, but these learnings have not translated into institutional strengthening.

Chapter exchanges and sub-regional meetings have proven to be very effective capacity development mechanisms. Chapter staff who participated in exchanges report that the exchanges increased knowledge and skills through joint problem solving and the sharing of tools and resources. Sub-regional meetings offered valuable learning opportunities via dedicated training sessions on strategic planning and proposal writing, and presentations from regional experts.

The delay in appointing the Senior Regional Coordinator, changes in key personnel and their location in Berlin significantly constrained the delivery of outputs in Year 1. APD's performance as a facilitator and catalyst for change has therefore been poor.

## 1.4   Assessing efficiency

The programme had a significant underspend in Year 1 and reallocated this under spend in Year 2. While the financial throughput of the programme caught up significantly through implementing the delayed deliverables (capacity assessments, MEL workshops, contestable funds, and chapter exchanges) in Year 2, the reallocation of funding was not implemented in a managed way. It significantly increased chapters' workloads, resulting in pressure and stress for chapters. Furthermore, APD's expectations for higher than anticipated throughput were not accompanied with a correspondingly higher level of support to chapters.

While the programme appears to be on track to disburse the total budget by 30 June 2014 by reallocating underspend in local support costs to chapter core funding support, there is a risk of further underspend, due to the recent resignation of the Senior Regional Coordinator. While PINSP core support is vital to chapters' ability to fulfil their anti-corruption mandate, it doesn't address wider issues of institutional strengthening that the presence of a person or a technical team in the region would provide.

Value for money was not defined in the PINSP proposal or the grant funding arrangement or letters of variation between MFAT and the TI-S. Therefore, there is no "shared agreement" for what constitutes value for money in the context of PINSP. The Review Team's assessment of value for money for the first two years of the programme took into account the expenditure to deliver PINSP, whether there were effective and efficient use of resources and the outputs and development outcomes achieved. Some elements of the programme (core funding support to chapters and chapter exchanges) offered value for money. However, APD's use of resources to efficiently manage the programme, and contribute to the programme's goals has been poor, and does not represent value for money. Furthermore, the combined TI-S management and local support costs represents 19% of the total budget for Years 1 and 2. This management contribution is significantly higher than the 10% management contribution deemed reasonable for New Zealand AID Programme Partnerships Fund[1].

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[1] Management costs for managing the contract refer to office rent, power, utilities, back end human resources (e.g. accountant, communications) and programme staff time dedicated to planning and progress reporting functions. It excludes resources related to programme delivery. The Review Team acknowledges that the 19% TI-S management and local support costs referred to includes salaries for the Senior Regional Coordinator and the Project Coordination Officer who have also been involved in programme delivery for some of the time.

The core funding support to chapters, the chapter exchanges and the sub regional meetings of the Pacific Advisory Group are delivering value for money. In all these cases the funds are being managed efficiently and delivering outputs and development outcomes. Furthermore, the contestable funding mechanism is providing some value for money, in that the funds are being used efficiently, grants have been made to fill capacity gaps and chapters are gaining knowledge.

However the programme management of the programme by APD represents limited value for money, due to the cost relative to the lack of a stable regional presence which is considered a critical enabler for the programme to achieve its goal. Monitoring and evaluation (M&E) provided also represents limited value for money, given learnings have not been embedded at an institutional level. Furthermore, when compared with the annual PAG meetings, there is limited evidence that the Pacific side meetings at international events are providing value for money.

Consideration needs to be given whether the same results would have been achieved if the programme hadn't been undertaken. In this context, it is highly unlikely that the same outcomes would have been achieved for the smaller chapters (TV, TI Fiji and TSI). However, TIPNG may have been able to receive the same or similar outcomes by utilising their existing resources and supports.

The APD's governance of the programme has been poor. While at a functional level, the APD has reported to MFAT on the operations of the programme in a timely manner, the programme has been less accountable to ensuring the strategic objective of strengthening chapters' capacity to fight corruption in the Pacific was met, and there is a sense of 'competition' from Asian chapters. The APD's programme's governance was poor at mitigating the risks associated with the delays in recruiting the Senior Regional Coordinator and the changes in key personnel. There is a strong preference amongst the chapters for the programme to be managed by TI New Zealand. This chapter recently applied and was accredited (without conditions) to the New Zealand Partnerships for International Development 2013. The accreditation assessment examined a range of aspects including governance, procurement, policies and finance. TI New Zealand's accreditation to the New Zealand Partnerships Fund demonstrates that the organisation has adequate capacity and capability, including financial management, to deliver New Zealand aid projects.

The PAG performed its role of liaising with the programme and assessing funding applications effectively. This group is underutilised and could ably take on a higher governance function. There is a strong preference amongst personnel across the chapters for the governance of the programme to be based in the region, and for TI New Zealand to manage the programme, who are considered to have demonstrated greater alignment with the region's interests.

## 1.5   Assessing sustainability

The formalisation of institutional processes, including capacity assessments and strategic planning, are considered valuable building blocks of sustainability. The technical assistance and capacity building support provided to chapters was considered by some to be at a superficial level, with a lack of focus on ensuring capabilities developed were adequately embedded in institutional systems.

Most chapters require a wider base of development partners and broader portfolio of funding for sustainability. While the programme stabilised core operations, attention and support to improve chapters' ability to engage more effectively with donors, the private sector and other potential opportunities to generate resources was constrained.

While core support offers a necessary and important reprieve from instability, it was not substantially reinforced with technical support to enable all chapters to act strategically or operate sustainably. Among the chapters, evidence of technical inputs on strategic approaches, including advice on programme consolidation, areas for expansion, etc., was mixed. PINSP's delivery of specialist technical expertise, based on a robust understanding of specific country contexts and the TI global network, knowledge and influence, was insufficient to contribute to sustaining programme outcomes.

Distance from the Pacific, and the breaks in a dedicated Coordinator's role due to recruitment and retention problems, resulted in a predominately 'catch-up' and input/output orientation, and limited attention to explicit sustainability strategies.

PINSP funding is the major contributor to TV, TI Fiji and TSI, and the sustainability of outcomes is relatively fragile for most. If support is discontinued or reduced from 1 July 2014, most chapters would cease to operate, or reduce their anti-corruption activities in line with the size of the reduction.

PINSP's support had a strong focus on expenditure and delivering outputs, with less emphasis on sustainably transforming capacity. In all countries, stakeholders reported chapters' challenges in recruiting and retaining the 'right' sort of people, and noted, 'there is no school of anti-corruption'. Stakeholders considered that the programme did not sufficiently support chapters in their ability to navigate this complex space, with consequent risks to sustainability, and reputation.

## 1.6   Conclusions and Recommendations

Supporting Pacific chapters to strengthen their capacity to undertake anti-corruption activities has merit and remains relevant in relation to New Zealand, the four programme countries, and the wider region. Expertise, resources and institutional capabilities in TI Pacific National Chapters are limited, and the PINSP offers a relevant approach to strengthening inclusive anti-corruption capacity. Investment in core operational costs, expertise and tailored support is critically important given the limited options for resource mobilisation, and New Zealand is seen to be a leader in recognising and responding to this.

Despite delayed implementation in Year 1, the programme caught up in Year 2. However, there is a risk of further underspend, due to the recent resignation of the Senior Regional Coordinator.

Improvements in institutional capacity and strengthened networks are beginning through the programme's inputs, and core funding support has enabled chapters to employ and retain staff, to increase knowledge and skills, and to cultivate changes in attitudes and beliefs toward capacity challenges. Despite initial work in key areas, progress towards critical institutional building blocks, including M&E frameworks and systems have been limited.

PINSP has not been efficiently managed overall.  There have been efforts to compensate for delays and deficiencies in the first year of the programme, however, there are critical components inherent in the PINSP design and structure, as well as the APD's management, that require substantive overhaul to ensure future investments provide value for money.  A careful consideration of what is realistic and achievable in the final phase of the current programme in the absence of a coordinator, is important in order to retain the gains to date.

PINSP's provision of core funding has been indispensable to chapters' operations, but the sustainability of outcomes is relatively fragile for most and it has had too little emphasis on sustainably transforming capacity. The work and priorities of the TI national chapters is ambitious, controversial, at times risky, and chapters require specialised technical assistance in navigating this space.  While the programme enabled stable core operations, it was not sufficiently reinforced with technical support to enable all chapters to act strategically, or operate sustainably.

There was limited evidence that the Pacific Advisory Group was coordinated in a way that promoted sustainability.  A robust platform for engaging and determining regionally significant strategic priorities and approaches, remains a top concern for all chapters, and is vital to the sustainability of investments.

The review recommends that:
1. MFAT enter a new phase of support to the four Pacific chapters.  This support would continue to provide for core operational costs and institutional capacity and network strengthening.  However, it will also extend to building technical anti-corruption capacity and contributing to development outcomes, with a revised programme theory of change, logic model, and more robust outcomes and indicators of progress.
2. The programme should be for a maximum of five years to maximise potential for durable outcomes.  The programme would be reviewed after three years and a further two year's funding will be provided should there be evidence of achievement of agreed outcomes.
3. The programme must be designed to continue to build human resource capacity and explore innovative programme delivery models for investments in the development of senior level financial management, research, communications, and resource mobilisation staff.
4. The programme must be designed to support chapters to undertake gender assessments and develop strategies that would respond to gender disparities in anti-corruption, and other New Zealand AID Programme cross cutting issues.
5. The programme must be designed to increase coordination and advocacy among development partners (and donors) working to support anti-corruption and explore ways to strengthen links with other regional anti-corruption mechanisms and programmes in the Pacific.
6. MFAT, the PAG and the implementing agency to agree a suitable sustainability plan for this third (and potentially final) phase of support to ensure a managed exit.
7. The programme must involve governance and decision making structures that are more equitable, relevant and effective, and include MFAT as a key stakeholder.  It is recommended that the programme's governance is undertaken by the PAG (with MFAT representation), with secretariat support provided by the management contractor.

8. MFAT, the PAG and the implementing agency to develop a substantive value for money rubric to establish a shared understanding and improve collective accountability around programme resources. This recommendation includes establishing a management to total funding ratio that is in line with MFAT's expectations of 10% (Refer to footnote on page 3).

9. The implementing agency must ensure that full-time Programme Manager is based in the Pacific region, and determine appropriate mix of skills in management, institutional capacity development, and anti-corruption technical expertise. This critical role must be properly resourced and supported, and there must be contingencies built in to the programme in case of staff turnover. The Programme Manager will be part of a team and will be supported by key roles in finance, logistics and administration.

10. MFAT enters into a grant funding arrangement with a suitably experienced implementing agency who has regional expertise, can provide expert anti-corruption technical support and can offer proximity to the region. Given TI New Zealand's recent accreditation to the New Zealand Partnerships Fund, which demonstrates that the organisation has adequate capacity and capability to deliver a programme of this scale, it is recommended that MFAT enter into non-binding discussions with TI New Zealand on a programme of support to the Pacific chapters. It is also recommended that should MFAT and TI New Zealand enter into a funding arrangement that a clause is built into the funding arrangement agreement that at MFAT's sole discretion they can terminate the agreement during the inception phase should TI New Zealand not demonstrate the capacity or capability to satisfactorily resource (including having a full time Programme Manager) in the role to fulfil the requirements.

# 2.  Background

## 2.1  Context

Countries in Melanesia (Papua New Guinea, Solomon Islands, Vanuatu, and Fiji) face endemic problems of corruption.  Though they generally score well on a number of metrics associated with lower levels of corruption, such as freedom of press and media support for anti-corruption initiatives, they consistently rate in the lower quartile on global anti-corruption indices.

Melanesian countries are among the poorest in the world and corruption negatively and disproportionately impacts on their development – undermining democratic values and institutions, hampering economic growth and impeding the delivery of public services. Corruption exacerbates the challenges and directly impacts on the achievement of crosscutting development challenges, including gender equality, human rights and environmental sustainability.

## 2.2  Transparency International Pacific National Chapters

Transparency International (TI) works to fight corruption globally through TI-S in Berlin, Germany, and over 100 independent chapters across the world.  National chapters monitor and respond to local anti-corruption priorities and bring together coalitions of civil society and the private sector.  In the Pacific, TI is a key partner in efforts to strengthen democratic governance and transparent systems and processes.  Autonomous national chapters (NCs) of TI have been established in Fiji, Papua New Guinea, Solomon Islands, and Vanuatu as well as Australia and New Zealand, and play a lead role in anti-corruption work in the region.  The Melanesian chapters include:

1. **TI Papua New Guinea (TIPNG).**  The chapter was formed in 1996 and is the oldest and largest of the Pacific Island chapters.  TIPNG has grown from 15 to 24 staff in the last three years, excluding consultants and volunteers.  The chapter has an active Board of 15 people and a strong membership base, which form an important base for TIPNG's alternate funding.  TIPNG manages a range of programmes, including the Open Parliament Project, theatre education, school curriculum development, youth democracy training and Corruption Perception Surveys and Voter Expectation Surveys.  TIPNG opened their ALAC in March 2010.  More recently, TIPNG has played a role in the Business Against Corruption Alliance, in collaboration with the Port Moresby Chamber of Commerce and Industry.  TIPNG has also been designated by the Minister for Treasury as the lead civil society organisation coordinating the civil society stakeholder participation in the Extractive Industries Transparency Initiative (EITI) process, and is also on the Technical Working Committee for the Papua New Guinea Independent Commission against Corruption (ICAC).

2. **TI Vanuatu.**  Transparency Vanuatu (TV) was established in 2001. It is an active chapter with 25 corporate members and 15 individual members.  TV has grown from seven to 28 staff and facilitators in the last three years.  TV struggles, to find alternate core funding.  TV has managed large projects and is active in maintaining a regular newspaper and radio spot on transparency and corruption

issues in Vanuatu.  The chapter has placed focus on improving access to information, and their activities include media training and a major civic awareness project.  TV opened their ALAC in April 2009.

3. **TI Fiji.** TI Fiji was established in 1999.  The chapter has a team of approximately 12 staff and has recently undergone an organisational restructure.  TI Fiji is working in a difficult environment and alternate funding options are extremely limited.  TI Fiji opened their ALAC in April 2009, with over 250 people contacting the centre in its first year of operation.  The chapter has focused efforts recently on preparing for the promised elections in 2014.

4. **TI Solomon Islands (TSI)**.  This chapter was established in 2003, and is the newest of the Pacific Island chapters.  TSI has a team of nine staff and volunteers.  The chapter is regularly making submissions to government and is publically communicating through regular newsletters, media comments and public forums.  TSI opened their ALAC at the end of November 2010.

## 2.3   The Pacific Institutional and Network Strengthening Programme

A primary focus of the New Zealand Aid Programme is sustainable economic development in the Pacific, with improved governance, security and conditions for peace a key priority.[2] New Zealand's approaches to achieving its development outcomes include through investments in enablers of growth - democratic and transparent systems and processes, and effective and accountable governments - and through strategic partnerships. Improved governance outcomes in the Pacific contribute to long-term economic development and poverty reduction, and a key approach has been through supporting the anti-corruption work of TI.

The New Zealand Aid Programme has supported TI since 2003.  From 2005-2009, the NZ $1.7 million *Pacific Support Programme,* implemented by TI New Zealand in four Pacific NCs, was aimed at enhancing the ability of NC's to improve governance in their respective countries.

The New Zealand Aid Programme subsequently invested in an additional phase of support, the current *Pacific Institutional and Network Strengthening Programme (PINSP).*  PINSP commenced in 2011 and will be funded through to June 2014, with an approximate value of NZ $2.4 million.  The Asia Pacific Department (APD) at the Transparency International Secretariat in Berlin manages PINSP, with some technical assistance provided by TI New Zealand.   PINSP is implemented through the four Melanesian chapters.

The overall **goal** of PINSP is to:

*Support effective implementation of anti-corruption measures by government, business, and civil society.*

PINSP's **purpose** is to:

*Strengthen the sustainability and effectiveness of Pacific chapters in addressing issues of corruption.*

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[2] New Zealand Aid Programme Sector Priorities

PINSP builds on lessons learned from earlier support to regional anti-corruption initiatives, including its recommendation that the focus on Pacific chapters capacity strengthening be retained.[3]

PINSP identified three **Key Result Areas** in its project design:

1   Pacific chapters have strengthened organisational capacity and staff capability to meet their self-defined strategic objectives.

2   Increased shared knowledge, collaboration between Pacific chapters and other partners.

3   Effective management of the programme and strengthened and sustainable coordination of TI's presence in the region.

## 2.4   Review of PINSP

The New Zealand Aid Programme supports sustainable development to reduce poverty and contribute to a more secure, equitable and prosperous world.  As part of its strategy to measure the impact and focus of its development assistance, the New Zealand Ministry of Foreign Affairs and Trade (MFAT) commissioned a review of PINSP in its final year of implementation.  The review focuses on the period between implementation activity between June 2011 and September 2013.

The review was undertaken to assess the relevance, effectiveness, efficiency, and sustainability of PINSP.  Specific review questions were as follows:

Assessing relevance

- To what extent is PINSP aligned to the mandates, priorities and policies of the New Zealand Aid Programme?
- To what extent is PINSP aligned with the priorities and needs of the four Pacific chapters, the Pacific Island countries and the Pacific Region?
- What other interventions and activities are being implemented to support anti-corruption in the Pacific Region?

Assessing effectiveness

- What progress has been made against each of PINSP's three result areas?
- To what extend do the Pacific chapters reach and engage with the full range of audiences in the countries e.g. politicians, the media, government agencies, businesses, non-government organisations and civil society?
- To what extent has PINSP been effective in addressing cross-cutting issues, such as human rights, gender and environment, within the project and at national level?

Assessing efficiency

- To what extent has PINSP been efficiently managed?
- To what extent has the programme been efficiently governed?  Is the current mechanism for project governance i.e. Pacific Advisory Group working well?
- Have programme resources been used efficiently?
- Overall, is the programme providing value for money?

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[3] Review of Pacific Support Programme implemented by Transparency International New Zealand, May 2009

<u>Assessing sustainability</u>

- What strategies or interventions have been implemented through PINSP that assist in addressing organisational capacity and staff capability?
- How effective have the programme's strategies and interventions been?  What evidence is there for a positive shift in sustainability?
- How sustainable will the programme's outcomes be at the end of the programme term (June 2014)?
- What further support is required to enhance programme sustainability?

The review was also intended to provide analysis and rationale for any future phase of support, and make recommendations on priority areas for further assistance (if any).

## 2.5    Review methodology

The review was undertaken by Litmus between August and December 2013.  A mix of methods and a range of data sources were used to inform the review's objective).

The data sources used to inform the Review include:

- **Desk Review.**  Documentation provided by MFAT, Pacific chapters and TI-S, regional and national partners, and independently sourced by the reviewers, was examined.  A complete list of documents and material reviewed is included in Appendix 1.

- **Stakeholder interviews.**  A total of 79 stakeholders were interviewed individually, in pairs and in small groups.  The list of stakeholders is included as Appendix 2. Stakeholders were purposely selected based on their relevant knowledge and experience, and included regional stakeholders, Pacific chapters' staff and board, TI-S and TI NZ staff, MFAT in Wellington and at posts, civil society, government and business partners  In PNG, Vanuatu and Fiji, discussions were mostly in English.  In Solomon Islands discussions were undertaken mainly in Pijin.  Review tools including a plain language briefing on the PINSP and the review, a consent form with details on how information would be reported and used, plus the review questions, were provided to all participants prior to the interviews.  These tools are included in Appendix 3.

- **Quantitative survey questionnaires**.  A total of 57 surveys were administered mainly in person (via email in some cases) with 23 national stakeholders, 20 NC staff and/or Board members, nine regional stakeholders, and five others, including development partners and external experts.  The survey measured Pacific chapters' institutional and staff capacity, the extent to which Pacific chapters collaborated to reduce corruption, and TI-Secretariat's management of the programme.   The survey was administered in English, and is included in Appendix 3.

## 2.6    Review limitations

The review team is confident that the report accurately represents the views and perceptions of review participants.  The consistency of themes and their support through the quantitative data strengthens and validates the findings presented.

In considering the findings of the review, a number of limitations are acknowledged:

- The stakeholders interviewed were purposely selected to generate the most information and best answer the review objectives.  However, due to time and resource constraints, it was not possible to interview all individuals and organisations with a stake in the programme.
- Some stakeholders were not available during the team's country visits.  In these instances, the review team made attempts to schedule follow-up interviews, but were not always successful.
- Other development partners implemented NGO capacity building activities in Pacific countries during the project period, including some with Pacific chapters.  A systematic assessment of all development partner activities and their outcomes was not within the scope of this review, which limited the ability to attribute intended and unintended outcomes solely to PINSP.

Despite these limitations, the reviewers are confident that the report accurately represents the views of stakeholders who contributed.  This review was independent. MFAT and TI stakeholders were participants in the review but the findings do not necessarily represent their exclusive views.

# 3. Reviewing Relevance

This section addresses the relevance of PINSP.  It assesses:

- The extent that PINSP is aligned to the mandates, priorities and policies of the New Zealand Aid Programme
- The extent that PINSP is aligned with the priorities and needs of the four Pacific chapters, the Pacific Island countries and the Pacific Region.

Corruption in the Pacific is pervasive, and evident in political, private and public spheres.  It is prevalent in most development sectors and its impact is greater on poor people, as it diverts resources from essential services and activities aimed at reducing poverty.  It also increases transaction costs in doing business, inhibiting economic growth, and weakens democratic processes and institutions, which undermines security and deepens vulnerability to crisis and violence.  Corruption has a disproportionate impact on women and exacerbates gender inequality, and it fuels the unsustainable exploitation of natural resources.  There is a growing concern that a culture of corruption has become generalised in the Pacific.

An active civil society is essential to effectively combat corruption and civil society organisations' (CSO) contribution to anti-corruption efforts has increased significantly in a growing number of countries in the region.  CSOs in the Pacific are a critical partner and key stakeholders in anti-corruption work, but their potential is constrained by the lack of a range of resources, skills, and legitimacy.

> *'It's not necessarily the law (that is the problem).  It's the behavior of people in the place.  It doesn't matter whether you introduce laws - people have no problem blatantly doing things. That is the culture here.  We have a terrible public service; it's a breeding ground for the next lot of politicians.  They expect payment to do normal jobs.  You get good private connections and go to parliament, and play with bigger money.  Our country is sinking, there is no doubt.'  (SI stakeholder)*

## 3.1 Relevance and alignment of PINSP to New Zealand policies and priorities

PINSP aligns with and contributes to several global, regional and New Zealand Aid Programme development results.  New Zealand's development assistance focuses on support to sustainable economic development, particularly in the Pacific, with a priority on strategic contributions and tangible outcomes from its investments.

PINSP's goal, to support Pacific chapters' effectiveness in reducing corruption, and its outcomes, makes an important contribution to achievement of a key theme of the Aid Programme, "Improved Economic Well-being".  Improving countries' and Pacific chapters' ability to reduce corruption directly supports New Zealand's focus on increasing economic returns (revenue, income and employment), access to and provision of services, and improving enabling environments, including economic governance.

A key strategy to achieving improved governance is through CSOs, as well as the media and the private sector.  A second key New Zealand Aid Programme theme, "Improved Governance, Security and Conditions for Peace" (safe and secure communities), is centred on strengthening democratic and transparent systems and processes, and promoting effective and accountable government.  Working with and through TI, a globally recognised

CSO focused explicitly on combatting corruption, in both a global and regional capacity, is relevant to achieving New Zealand's improved governance aims.

PINSP is also relevant to the New Zealand Aid Programme theme, "Improved Development Outcomes through Strategic Partnerships with Others". Combatting corruption and improving governance require sustained, specialist support. The provision of this support has risks for donors as funding for CSOs working on anti-corruption can be highly politicised. "Arms' length" funding arrangements to programmes that enhance voice and improve access to information for citizens are a key strategy in helping to deliver New Zealand's development programme outcomes. TI has a strong and reputable brand, and is considered an important actor in engaging with and providing technical leadership to coalitions of civil society and the private sector.

> *'There are huge capacity gaps, and TI is conscious and in tune with these capacity gaps. TI are a very attractive name brand and we all want to throw money at them….In Melanesia, they have gone from a core group of elitists to working with the grassroots and this is the ideal situation to be effective.' (Regional/UN corruption expert)*

> *'TIPNG has really made a mark. It's a recognized institution. Even that people are wanting more of it is recognition of its place.' (PNG stakeholder/governance expert)*

## 3.2  Programme alignment to Pacific chapters, countries and the region's priorities and needs

Expertise, resources and institutional capabilities in Pacific chapters are limited and weak in the Pacific, and PINSP is considered to offer a relevant approach toward the goal of strengthening anti-corruption capacity. Investment in core operational costs, expertise and tailored support is highly important for most countries. Without core funding, the management of anti-corruption initiatives and projects, and coordination of coalitions, would be impossible. Other than PNG, there are very limited options for resource mobilization, particularly for chapter-determined priorities. PINSP's value includes providing a reprieve from high staff turnover and insecure operations, widely considered to constrain any institutional benefits that training or other capacity building inputs might enable. In PNG, alternative income streams and donor support are available for some operations, however, higher-level aspects of management and key functions, including financial management, governance, M&E and resource mobilisation, are still required.

Corruption is endemic in the Pacific and Pacific chapters are serving an important civil society watchdog role. Building broader capabilities among staff and fostering a more professional culture is a valued approach to capacity strengthening. Links to TI-S and to other chapters in and beyond the region are considered important in maintaining a global perspective, enabling the cross-fertilisation of ideas, examples, and networks, providing credibility and contributing to the international TI movement.

As there are limited examples, in any sector in the region, where CSOs are performing effectively as strategic partners with governments, building capacity toward this end is deemed particularly important. National integrity systems in the region are considered weak and spending on governance is primarily focused on government partners, with very few investments in awareness raising, strengthening voice, formulating policy responses, and expanding coalitions among citizens. National partnerships, such as TI-Fiji's collaboration with the Fijian Independent Commission Against Corruption (FICAC), are considered important to building national anti-corruption cultures.

*'We're all swimming in the dark on some things. We need to be able to access things, from various fields of government. Partly that relates to the capacity to network, to have contacts. You need the latest gazettes, to know the latest legislation, to discover who is operating with who.' (PNG stakeholder)*

*'The practice that we leverage off the work that the programme does - if this wasn't in existence they wouldn't have the capacity to engage with us. The programme is an inherent part of us being able to engage with them. We talk to the TI chapters to align our advocacy and we help push issues that they are pushing, where shared issues are aligned. We have been talking to chapters about what they want to do in the social accountability space.' (UN/regional anti-corruption expert)*

The project's strategy of using chapter-determined contestable funding was largely considered an appropriate and flexible mechanism, however, aspects of the administrative requirements of the grant process, as well as TI-S's lack of responsiveness to chapter identified needs for support and mentoring, weakened its usefulness.

Basic knowledge about corruption, as well as mechanisms to combat it for ordinary citizens, are limited in the Pacific. The role of Pacific chapters in contributing to national dialogues on corruption is considered highly relevant. Most accountability institutions do not have the ability to equitably and inclusively voice or represent the priorities/concerns of all citizens. There are examples of policy commitments and interventions designed to foster more inclusive governance and efforts to increase the empowerment of women in the region, but opportunities for civil society to engage in decision-making are still inadequate.

Corruptions Perceptions Index (CPI) ratings continue to be comparatively low for Pacific countries. While demand-side activities that are made up of development approaches that focus on citizens as the ultimate stakeholders for better governance are critical, holistic programming that also embraces supply-side activities (e.g. transparent financial reporting, strengthening Inland Revenue, treasury and Auditor General systems and functions) will be critical in reducing CPI ratings and other relevant indices over the medium-to-long term.

# 4. Reviewing Effectiveness

This section assesses the effectiveness of the PINSP.  It includes an assessment of:

- The extent to which PINSP has achieved its outputs and/or made progress towards achieving intended outcomes.
- Country awareness of the Pacific chapters' anti-corruption work and the spread of chapters' operations across the national integrity system.
- The extent to which PINSP has been effective in addressing cross-cutting issues (human rights, gender and environment) both within the programme, and at national level.

## 4.1    Results framework for PINSP

PINSP is based on a programme framework that identifies and measures progress against three **key result areas.**  The project design was undertaken prior to MFAT's International Development Group (IDG) business rules relating to activity results frameworks coming in to effect.  However, a Results Diagram was agreed between IDG and TI-S during the implementation period (though this needed to be based on the pre-agreed activity design).  Programme documentation does not include an explanation of PINSP's theory of change or a detailed programme logic.  Therefore, the review team developed a Results Framework as a tool to describe and analyse links between PINSP's inputs and outputs, and how they result in short and medium-to-long-term outcomes.  The Results Framework was surfaced and compiled from a review of programme data and validated through stakeholder interviews. Reading from bottom to top, the Results Framework graphic on the following page describes:

***Programme inputs*** (the resources used in the programme)

- Core funding for operations
- Contestable funding
- Technical assistance and facilitation provided by APD and TI-NZ

***Programme outputs*** (products/services resulting from completion of activities)

- Capacity assessments
- Strategic Plans
- Monitoring and Evaluation Plans
- Human resource, financial management and other training
- Research reports
- Programme design documents
- Sub-regional chapter exchange visits.

***Short-term programme outcomes*** (changes at the individual level – ie on chapter staff, board and volunteers)

- Knowledge and skills acquired
- Attitudes and beliefs to capacity challenges changed
- Learning applied to improve capacity.

***Medium-to-long-term programme outcomes*** (changes at the institutional level – ie on chapters)

- Improved management capacity (governance, leadership, management, fundraising, human resource, financial management, communications, community outreach)
- Improved programme quality at Pacific chapter level
- Increased programme scale and reach.

***Programme goal*** - Chapters are effective at reducing corruption.

*Figure 1: Results Framework for the PINSP*
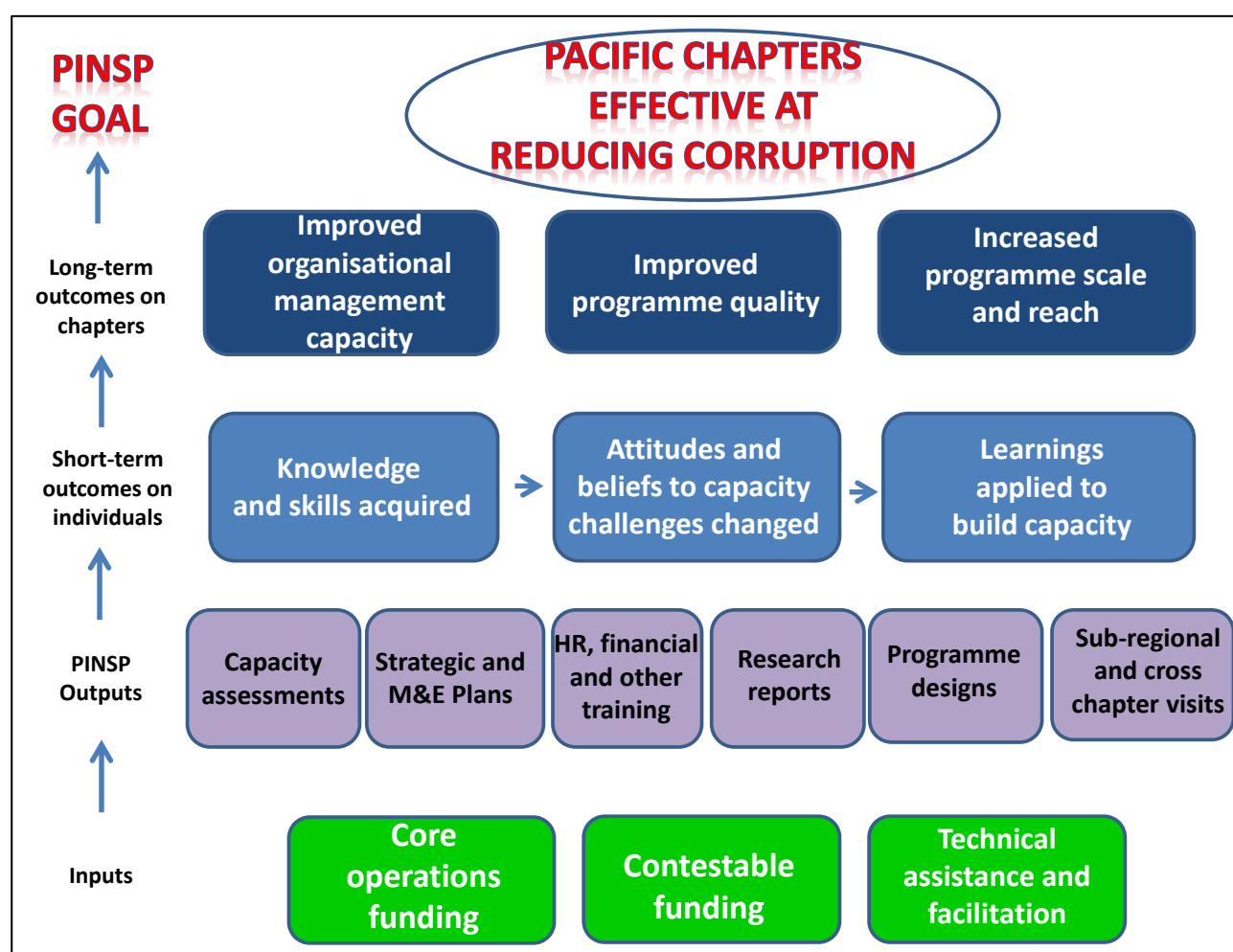


## 4.2   Progress toward achievement of PINSP outputs and outcomes

This section reviews PINSP's effectiveness and the extent the Programme strategies (core funding, contestable grants, and technical assistance) contributed to achievements in institutional capacity *building blocks* (outputs). It details chapters' involvement in PINSP activities during the programme timeframe and where possible, assesses the quality of the

capacity building activities and the short-term and medium-to-long-term outcomes
emerging.

### 1. PINSP contributions to funding core operations

**Activity 1.1** of the programme provides for chapters to be funded up to 75% of planned
actual operational expenses to fulfil their core functions. Expenditure items which may be
considered as core operational expenses are salaries for core staff, office rent and
maintenance, insurance, electricity, telecommunications, computer and internet expenses,
printing, postage and stationery.

A total of 826,767 euros was budgeted and approved to support chapters' planned
operational costs throughout the programme term. However, during PINSP implementation
Chapters have grown significantly so in 2012/13 and 2013/14 Chapters are expected to
receive between 60% and 65% of their costs.

| Chapter | 2011/12 (euros) | 2012/13 (euros) | 2013/14 (euros) | Total (euros) |
|---|---|---|---|---|
| **TIPNG** | 102,107 | 108,000 | 117,750 | 327,857 |
| **TV** | 65,235 | 69,000 | 78,750 | 212,985 |
| **TI Fiji** | 56,726 | 60,000 | 67,500 | 184,226 |
| **TSI** | 31,199 | 33,000 | 37,500 | 101,699 |
| **TOTAL** | 255,267 | 270,000 | 301,500 | **826,767** |

PINSP support enabled each of the four chapters to employ and sustain a wider
complement of staff, strengthen planning and financial systems and ensure offices and
communications were established, leading to more effective implementation of anti-
corruption activities. Stakeholders regarded PINSP core support as indispensable to
chapters' ability to fulfil their anti-corruption mandate, and attributed it to increased
effectiveness in undertaking civic education, awareness raising, media engagement and
advocacy. Core support contributed to greater institutional stability, and there is emerging
evidence that this has led to improvements in chapters' reputation and credibility, and ability
to secure funding from other sources. Stakeholders consider the improved organisational
stability a factor in attracting and retaining appropriate and qualified staff and volunteers,
including board members. This support was particularly beneficial for TV, TI Fiji and TSI,
who have comparatively weaker staff capacity and systems than PNG. The sustainability of
human and institutional resources remains a significant concern for most chapters.

> 'The core funding is giving us the backbone to address the important issues and we are the only
> ones speaking up.' (TV board)

> 'The chapter has faced high turnover - it was stagnant. It didn't have an EO for a long time.
> With this funding, it enabled us to build up. We have nine staff, compared to last year, when we
> only had three. Now we are trying to get the Right people.' (TSI stakeholder)

## 2. *Capacity assessments*

**PINSP Activity 1.2** entails chapters undertaking capacity assessments to define capacity benchmarks based on national chapter's strategic plans and resources. Results of capacity assessments are intended to inform organisational capacity development plans, identifying required technical assistance, mentoring and other support to enable improved capability to reduce corruption in the Pacific.

TI-S developed an Organisational Capacity Assessment Tool (OCAT) to enable chapters to evaluate their institutional capacities. Three Pacific chapters undertook capacity assessments using the tool and translated the results through preparation of capacity development plans. The capacity development assessment process was comprised of a two day workshop facilitated by APD, which TV, TI Fiji and TSI each participated in:

- TV completed a capacity assessment and development plan in February 2013 and updated it in June 2013. The chapter identified six priority areas for institutional strengthening: Executive Office recruitment; Staff manual; Staff training, skills development and fundraising; National Integrity Survey; State and civil society cooperation; Board and staff relations.

- TI Fiji completed a capacity assessment and development plan in December 2012, with seven priority areas identified for strengthening: Governance; Fundraising; Monitoring and Evaluation; Human Resources; Infrastructure; Programme effectiveness; Stakeholder engagement.

- TSI completed a capacity assessment and development plan in May 2013, with seven priority areas: Executive Officer recruitment; Staff policies and procedures; Financial management systems; Staff development, Diversifying funding; Governance; Development of key result areas.

TIPNG, through the support of the Australian funded Strongim Pipol Strongim Nesen (SPSN) Programme, completed an organisational assessment process and capacity plan. TIPNG completed a *Joint Organisational Assessment (JOA)* in May 2012, involving all staff, management and some members of the Board. The process examined and benchmarked TIPNG's organisational capacity across seven dimensions: Organisational identity; Governance; Project management; Networks and partnerships; Financial management; Personnel management; Administration and information management, and resulted in a costed plan.

The capacity assessments and planning processes in the chapters are considered an effective first step but requires substantial ongoing and targeted support to ensure ongoing relevance and application in decision-making. Chapters' engagement in the analytical process, and of implementation of the capacity development plans was weak. Stakeholders in some chapters were not aware of the existence of staff capacity building plans and noted that in practice, personnel development was subject to an ad hoc 'search for courses that are happening'.

> *'There is still a need for more capacity planning. The foundation of the office is based on documents that still need fine-tuning. Under that HR umbrella, the procedures could be strengthened.' (TIPNG stakeholder)*

The capacity development assessment process enabled identification of priority areas, but chapter use of plans to guide strategic management and monitor implementation is weak. In TIPNG, the capacity development plan (developed independently of PINSP) has not been formally endorsed and implementation of priority actions has been slow.

*'We've always had the vision, but (before the core funding), we had a strong board trying to drive something that didn't have an engine.' (TIPNG)*

### 3. Strategic planning and M&E

**PINSP Activity 1.3** supports chapters to develop and implement best practice, results-based, strategic and operational planning, and develop monitoring and evaluation systems to assess effectiveness and inform decision-making, with technical assistance provided by the APD.

Strategic plans

TIPNG, TV and TSI completed the development of strategic plans, and TI Fiji updated its strategic plan.
- TIPNG's strategic plan covers the period 2011-2015, and is now under review
- TV's strategic plan covers the period 2012-2016.
- TI Fiji's strategic plan covers the period 2009-2013. It was revised in February 2013 to include the priority areas identified in the capacity assessment and development planning process.
- TSI's strategic plan covers the period 2012-2015.

Strategic plans were developed collaboratively with participation from board, staff and key stakeholders. TIPNG's planning process was facilitated and the document drafted by local volunteers with planning skills.

TIPNG and TV's strategic plans each include a situational analysis that provides rationale for proposed anti-corruption activities but TI Fiji and TSI's plans lack sufficient contextual details as a basis for planned initiatives. None of the strategic plans include a clear, documented intervention logic to show the relationship between inputs, outputs, and strategies leading to outcomes and goals. There is limited evidence that chapters are using their strategic plans effectively as management tools, or to induct new staff or board members.

Monitoring and evaluation frameworks

TIPNG, TV and TSI each completed Monitoring, Evaluation and Learning (MEL) training (June 2013). TI Fiji's MEL training was postponed to November 2013, due to lack of availability of key personnel. The two-day workshops were coordinated and attended by APD's Senior Regional Coordinator, and facilitated by an externally contracted M&E specialist.

The training was designed to be tailored to the different starting points of each chapter. TIPNG's training built on previous M&E capacity building provided by the Strongim Pipol Strongim Nesen (SPSN) Programme and focussed on developing a results framework based on the strategic plan. Workshops with TV and TSI started at a more basic level, given their limited M&E knowledge and understanding. Stakeholders who participated in MEL training reported positive learning outcomes; 72% and 66% of participants who completed workshop evaluations 'strongly agreed' that the training had improved their understanding of the topic and developed useful and important skills, respectively.

While the M&E training and tools are crucial to building chapters' institutional capacity, most stakeholders deemed the MEL workshop alone insufficient in building their M&E capacity.

The training was considered most useful to staff managing projects, however, the preparatory lead time, duration of the workshop, and support to completion and/or follow-up was limited. Significantly more support is necessary to formulate tailored M&E frameworks, to support staff in operationalising them, and to embed them in chapter planning and management processes. At the time of reporting, chapters have not yet completed monitoring and evaluation plans.

> *'Timing was short and some of our staff were away overseas during that time. The time was not enough, it should go for probably three-four days but was limited to two. We are trying to cram everything within these two days. The presenter was excellent, an external consultant from Indonesia.' (TSI staff)*

> *'PINSP conducted their M&E training over 1.5 days. It was a better and more simple way of doing M&E [than the SPSN training] but it would have been better placed to run this training over five days.' (TIPNG staff)*

> *'Most of the donors now focus on outputs and outcomes. Therefore the M&E framework will help us a lot in meeting their requirements. We've produced something but it's still in incomplete shape.' (TSI staff)*

### 4. Strengthening human resources

Human resource strengthening is a priority identified in all chapters' capacity assessments and development plans. Frequent staff turn-over and difficulty filling key roles results are challenges in maintaining institutional knowledge and capabilities.

**PINSP Activity 1.4** is intended to support chapters to strengthen Human Resource policies and strategies, resulting in improved ability to attract, train and retain staff and directors who are capable of achieving the chapters' anti-corruption objectives. Grants for specific and tailored training and support, provided through the Contestable Fund mechanism, is PINSP's primary strategy for responding to human resource strengthening.

Six grants to strengthen human resources were awarded late in Year 1 and 2. In all but one case, grants were used to engage consultants to provide short-term technical assistance and training toward building capacities in financial management, human resource management and training of trainers. Chapters' feedback on the services provided by consultants was generally positive.

| # | Date | Chapter | Grant purpose |
|---|------|---------|---------------|
| 1 | February 2013 | TSI | Training on 'grant management essentials'. |
| 2 | March to June 2013 | TI Fiji | Training of trainers to develop and enhance instructional skills. |
| 3 | April to June 2013 | TV | Training six provincial facilitators on civic education, presentation, facilitation and negotiation skills, and stakeholder mapping. |
| 4 | May 2013 | TIPNG | Financial management training, including up-scaling of internal control systems, and achieving compliance with generally accepted accounting practices. |
| 5 | May 2013 | TSI | Customised financial management training. |
| 6 | June 2013 | TIPNG | Technical assistance to review human resource management policies and board and management functional linkages. |

Chapters awarded contestable grants for staff development report increased knowledge and skills in relation to financial management, human resources management or facilitation:

> *'Customised financial management training provided by the Project Accountant for TSI and one-on-one hands-on training and support for the TSI Finance Officer directly addressed capacity gaps.' (TSI staff)*

> *'All six facilitators have increased their knowledge and understanding on topics covering civic education, presentation, facilitation and negotiation skills.' (TV staff)*

### 5. Improving capacity to collect and analyse anti-corruption data

Accurate and appropriate information provides evidence on which chapters can confidently base their anti-corruption programmes and strategies. Good information and data also allows chapters to evaluate and improve their programmes.

**PINSP activity 1.5** is intended to provide support to chapters to improve their capacity to identify and gather information to design, monitor or evaluate anti-corruption programmes. Support is provided through the Contestable Fund mechanism.

Only three grants were approved under this contestable funding category in Year 2. Two grants have been completed and reported on and one grant has been approved pending implementation in Year 3.

| # | Date | Chapter | Grant purpose |
|---|------|---------|---------------|
| 1 | December 2012-June 2013 | TV | Judicial monitoring of the courts through case observation and recordings |
| 2 | June 2013 | TI Fiji | Analysis of the ALAC database and preparing a landscaping report |
| 3 | October 2013-March 2014 | TV | National youth integrity survey |

TV and TI Fiji who were awarded contestable funding for research (judicial monitoring and analysis of ALAC databases) report the funding was useful for providing useful evidence for informing national anti-corruption programmes. However, in the case of TI Fiji, it appears that the grant was used to 'buy in' external expertise to undertake the research, rather than improve the capacity of the chapter to collect and analyse data.

> *'The research undertaken by this small project will attempt to identify areas that have been causing systematic delays and how these can be remedied.' (TV staff)*

> *'It has provided the platform for the ALAC Programme to better create the impact to bring about recognition for the national chapter as the leading organisation championing anti-corruption in the country.' (TI Fiji staff)*

> *'They have not kept up with research capacity. We're all swimming in the dark on some things. We need to be able to access things, various fields of government. This partly relates to the capacity to network, have contacts. You need the latest gazettes, legislation, and to discover who is operating with whom' (TIPNG staff)*

**PINSP Activity 2.3** calls for research to be undertaken on corruption issues in the region. This activity would encourage chapters to develop internal research capacity in combination with other roles. The programme proposes that more extensive research is better achieved through external research providers and/or through sharing chapter resources.

In response to this activity, the APD provided support to the four chapters to facilitate their ability to launch the Global Corruption Barometer Surveys and utilise the advocacy opportunities it provides.

In Year 3, PINSP is intending to develop a joint proposal for a new round of National Integrity Assessments (NIS) for the Pacific, as existing research in the region dates from 2004, or earlier.

### 6. Improving programme design

If chapters are to succeed in the goal of reducing corruption in the Pacific they must be able to extend the scope of their work into relevant areas. However, chapters often don't have the skills or ability to obtain funding for new, and/or innovative anti-corruption projects.

**PINSP Activity 1.6** is designed to provide assistance to chapters to increase skills in designing effective anti-corruption programmes. Contestable funding is available for start-up costs and information gathering.

A modest number of grants have been approved under this contestable funding category in Year 2: Two grants have been completed and reported on and two grants have been approved for implementation in Year 3.

| # | Date | Chapter | Grant focus |
|---|------|---------|-------------|
| 1 | May to June 2013 | TV | Designing and piloting the youth integrity survey |
| 2 | May 2013 | TI Fiji | Designing and developing an elections programme for the 2014 planned election |
| 3 | October 2013-February 2014 | TSI | Community audit of MPs constituency development fund spending |
| 4 | February-May 2014 | TV | Developing DVD presentations to support provincial workshops |

Both programme designs complied with application criteria. They were in line with TV's and TI Fiji's strategic plans, and were completed within the grant timeframes. The grant to TV resulted in 100 completed Youth Integrity surveys of young people in Port Vila. The grant to TI Fiji resulted in the development of an elections strategy paper and staff trained on electoral systems by the American Bar Association.

There is evidence to support that these grants were effective at supporting the development and roll out of national programmes. In the case of TI Fiji, the project also imparted useful skills in the programme design process:

> *'In implementing this project, TV conducted a sample survey of 100 youth from the Port Vila urban area, and data collected during this sampling enabled us to further refine our survey and alter as necessary parts that were confusing.' (TV staff)*

> *'The project has provided practical experience for staff in planning processes and project development.' (TI Fiji staff)*

### 7. Sharing best practice through sub-regional meetings

While established relationships exist between the chapters, a formal aspect to the programme was considered necessary to increase collaboration and to address issues of corruption which may be common to the chapters.

**PINSP activity 2.1** provides for an annual sub-regional meeting to focus on issues which are specific to the Pacific chapters, and to encourage inter-chapter communication and engagement, and share best practice. These meetings are often referred to by chapters as the 'PAG meeting'.

The PINSP Programme has supported the Pacific Advisory Group (PAG) to meet three times. APD has also supported the three side meetings for Pacific chapters at Asia Pacific and global TI meetings, which are funded by other programmes:

| # | Date | Meeting | Location |
|---|------|---------|----------|
| 1 | February 2012 | Pacific Advisory Group | Fiji |
| 2 | May 2012 | Pacific side meeting to TI Asia Pacific Regional Programme meeting | South Korea |
| 3 | November 2012 | Pacific side meeting to TI Annual Membership meeting | Brazil |
| 4 | March 2013 | Pacific Advisory Group | New Zealand |
| 5 | June 2013 | Pacific side meeting to TI Asia Pacific Regional Programme meeting | Cambodia |
| 6 | September 2013 | Pacific Advisory Group | New Zealand |

The APD organised the sub-regional PAG meetings in collaboration with the host chapters. Two representatives from each of the four chapters (usually the Chapter Chair and Executive Officer) attended the sub-regional meetings of the PAG. PAG members TI New Zealand and TI Australia also attended these sub-regional meetings.

The sub-regional PAG meetings have a strong focus on capacity development. A strategic planning training session was offered in the February 2012 meeting, and a proposal writing training session was offered in the March 2013 meeting. Each of the sub-regional meetings included presentations from regional and national experts, and networking opportunities.

Feedback was positive from the handful of attendees who completed evaluation forms on the sub-regional PAG meetings. All nine who completed a form after the March 2013 meeting said the topics were relevant and all six who commented on the value of the September 2013 meeting agreed or strongly agreed that the meeting was worthwhile attending.

Most chapters (TV, TI Fiji and TSI) report acquiring relevant and useful knowledge and expertise in relation to specific skills and broader understanding of anti-corruption from attending sub-regional meetings. These chapters also gained a regional network of expertise and support. However, TIPNG reports that there has been limited knowledge and skills transfer to their chapter from these meetings:

> *'Provided valuable experience with project writing and selling our expertise.' (TV staff)*

> *'It allowed broader appreciation of the movement's mission and capability which has focussed our approach and collaboration with the TI-Secretariat and the movement. It also included quality programme and resource management sessions.' (TI Fiji staff)*

> *'As the smallest chapter in the region, the PAG is the best way to learn from the experiences of the larger and more active chapters. It is an avenue where we can tap into their skills and experience. They provide valuable information on programmes that we can replicate. It is also a time when we can raise important issues and voice our concerns.' (TSI staff)*

> *'The benefits range between low and medium in the sense that there is minimal transfer of experience and information between those who attend and the organisation they represent. There have been limited skills/experience transfers to date.' (TIPNG)*

### 8. Imparting knowledge through chapter exchanges

Chapters themselves are an important resource for knowledge, strategies and tools on anti-corruption activities.

**PINSP Activity 2.2** is to support chapter exchanges. The purpose of the chapter exchanges is to strengthen staff capacity by enabling staff from chapters to visit other chapters to learn from or impart knowledge, skills and experience on anti-corruption-related programmes or organisational capacity building.

Applications can be submitted throughout the year based on priorities identified by the chapter, endorsed by the PAG and approved by the APD Regional Director. The total amount available under the fund per year is NZD$12,000 and the maximum amount per 'exchange visit' is NZD$4,000.

In year 2 the programme was very active in supporting chapter exchanges. The 14 exchanges provided an opportunity for chapters to visit another country and/or to gain exposure at a key event, participate in structured learning and to fill capacity gaps.

| # | Date | Visiting Chapter | Host Chapter | Topic |
|---|------|-----------------|--------------|-------|
| 1 | June/July 2012 | TI Fiji | TIPNG | Participation in election observing |
| 2 | June/July 2012 | TV | TIPNG | Participation in election observing |
| 3 | October 2012 | TI Fiji | TIPNG | Learning about youth engagement strategies |
| 4 | November 2012 | TV | TI Fiji | Providing youth and women programme training and conference attendance |
| 5 | February 2013 | TI Fiji | TIPNG | Participation in ALAC training |
| 6 | February/March 2013 | TV | TIPNG | Participation in youth leaders training |
| 7 | April/May 2013 | TSI | TIPNG | Learning about attracting corporate donors |
| 8 | May 2013 | TI Fiji | TV | Providing media training |
| 9 | June 2013 | TSI | TV | Participation in ALAC training |
| 10 | September 2013 | TV | TIPNG | Participation in Youth Democracy Camp |
| 11 | September 2013 | TI New Zealand | TIPNG | Providing key note speaker at fundraising event |
| 12 | September 2013 | TV | TI Fiji | Participation in conference |
| 13 | September 2013 | TV | TSI | Participation in Solomon Islands Youth Parliamentarian sessions |
| 14 | September 2013 | TSI | TV | Participation in radio and online training |

In general, exchange visits were aligned with the chapter strategic plans and/or capacity plans. TV, TI Fiji and TSI accessed and benefited from the fund more than TIPNG. The

larger chapters (TIPNG and TV) on the other hand hosted more chapter exchanges and imparted knowledge.

Exchange visits had both formal (presentations and workshops) and informal elements. In most cases, field trips (e.g. TSI visited in the Vanuatu Supreme Court as part of ALAC training and TV attended the TIPNG annual general meeting as part of the youth leaders training) were accommodated into the exchange programmes. Participants particularly valued these experiences that were not part of the structured exchange.

In general, both the visiting and host chapters enjoyed participating in the exchange visits. Chapters appeared to get more value out of the visit if both chapters contributed to the programme design and input was sought well in advance of the visits.

Chapter exchanges are a very effective capacity development mechanism. Chapter staff who participated in exchanges report that the exchanges increased knowledge and skills through joint problem solving and the sharing of tools and resources in relation to either election observation, youth engagement strategies, ALAC, attracting donors and fundraising, and media. It also increased staff' confidence in public speaking and presenting and acting as ambassadors for their chapters:

> *'Through sharing his experiences and his assistance, there were skills exchanged in most social media areas, newsletter preparation, radio production, attending meetings with media staff.' (TV staff)*

> *'Participants are now better equipped to implement a monitoring and evaluation procedure, risk management plan, and proper written procedures for ALAC.' (TI Fiji staff)*

> *'The visit increased and enhanced the capacity of the Executive Officer to plan programmes, activities, diversify funding, and look at the role of the board and how TSI can capatalise on the integrity and skills of board members for more recognition and advancement.' (TSI staff)*

### 9. Providing in-depth national support to chapters and management of the programme

The programme intended for the APD to act as a facilitator and catalyst for chapters to build their capacity and feed their experience back to the international TI movement and the wider anti-corruption community. Central to this is the establishment of a Senior Regional Coordinator who would be based in the region.

**PINSP Activity 3.1** is intended to provide in-depth chapter support through monitoring, technical assistance and facilitation of best practice and experience from across TI and the wider anti-corruption movement. **PINSP Activity 3.2** calls for the APD to provide effective management of PINSP.

APD's support to the region has been poor since the programme commenced. This is due to the delayed recruitment of the coordinator, the lack of regional presence, and the fact that only 30% of the coordinator's time is dedicated to the Pacific chapters. Stakeholders were asked to rate the effectiveness of APD's support to the chapters and management of the programme. Regional and national stakeholders who were not part of TI did not feel they were knowledgeable enough to offer an opinion on APD's performance. However as shown in the following chart, TI board and staff generally rate the performance of APD as poor.

- **15** out of **24** respondents rate *APD's provision of technical assistance to chapters* as 'poor/very poor' and a further **six** rate them as 'neither good nor poor'.

- **13** out of **23** stakeholders rate *APD's sharing of best practice with chapters* as 'poor/very poor' and a further **seven** rate them as 'neither good nor poor'.

- **11** out of **23** stakeholders rate *APD's monitoring of chapters* as 'poor/very poor' and a further **nine** rate them as 'neither good nor poor'.

*Figure 2: APD's support to chapters and programme management*
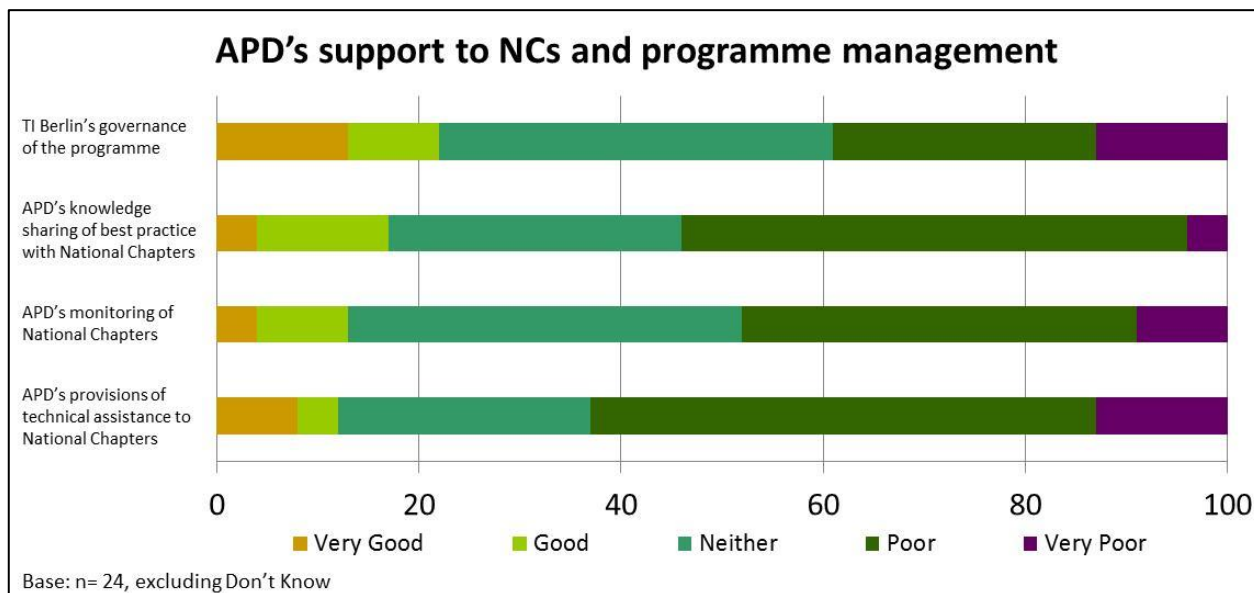


These poor ratings are primarily due to the lack of dedicated and continuous Senior Regional Coordinator being located in the region.

There was a six month delay in appointing the first Senior Regional Coordinator in February 2012. This first coordinator departed suddenly in July 2012. The APD formed a transitional team in order to coordinate the PINSP, and to maintain support and advice to the Pacific Chapters. The second (and current) Senior Regional Coordinator started the position in September 2012. Chapters note that several local and skilled people applied for the coordinator's position and were not shortlisted, and consider the recruitment process was not transparent. At the time of preparing this report the second Senior Regional Coordinator resigned and will be finishing in the role in December 2013.

While it was intended that the Senior Regional Coordinator would be based in the Pacific Region to provide greater proximity and support to chapters, this has not occurred. In addition to minimal face-to-face engagement, having the coordinator operate out of Berlin has made communication extremely challenging, due to the different time zones. Chapters raised significant concerns over delays in relocating the coordinator to the region. While both coordinators were responsive to chapter's requests, chapters believe their needs would have been better met if the coordinator was based in one of the chapter countries, or in Australia or New Zealand. Having a regionally based coordinator could have presented coordination challenges for TI-S. However, any challenges would have been offset by the significant benefits of having a more accessible coordinator.

Given the delays in appointing suitable people for the role and the Berlin location, the APD has only made three monitoring visits to TI Fiji, and two monitoring visits to TV, TIPNG Fiji, and TSI over the period 1 July 2011 and 30 September 2013.

## 4.3 Capacity building results

Stakeholders were asked to assess the extent to which the programme has contributed to individual and institutional capacity on a range of important factors. The findings below support that the capacity support the chapters received from TI-S and the Senior Regional Coordinators has not been adequate. Overall, less than 25% of stakeholders rate the Pacific chapters as being proficient (defined as 'very good' or 'good') on all factors rated, with most ratings being significantly lower.

Pacific chapters are rated particularly poorly on the following:

- Well defined performance targets (**48%** rate as 'poor/very poor')
- Alignment of projects, activities and results to country needs (**64%** rate as 'poor/very poor')
- Ability to respond to cross cutting issues (**52%** rate as 'poor/very poor')
- Clear and documented lines for decision-making (**45%** rate as 'poor/very poor')
- Effective cooperation with partners (**71%** rate as 'poor/very poor')

*Figure 3: Organisational and staff capacity*
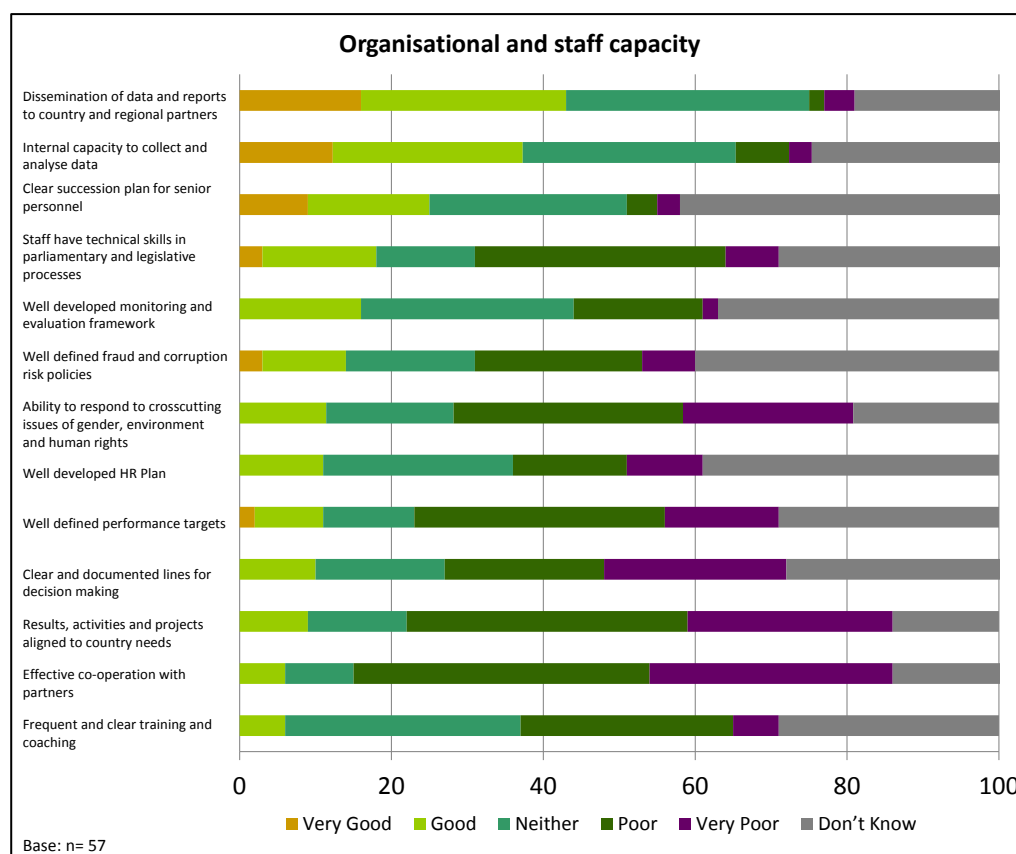
## 4.4   Responding to cross cutting issues

PINSP did not explicitly address cross-cutting issues in implementation in most countries. The project based activities of some chapters includes awareness and a limited response to the impact of corruption and its relationship to gender inequality, protection and promotion of human rights, and environmental impact, and their relationship to corruption, but there is limited evidence that this was the result of an explicit priority of the programme, or any indication of a deeper analysis of these issues.

Some chapters are purposefully conducting awareness and outreach with women's groups, and TV has a women's development officer on staff.  However, none of the chapters have a gender strategy and the Review did not find evidence of chapters analysing or prioritising ways that gender inequality may exacerbate and have a disproportionate impact on women and girls.

In most chapters, those reporting through ALAC are overwhelmingly men (85% in PNG), an indication that women's access to information, mobility, and/or agency to take up a corruption complaint is limited, and impedes equitable use of the service.  With the exception of PNG's work on elections, there were not examples of chapters looking to extend projects in areas of human rights, or women's rights.

# 5. Reviewing Efficiency

This section assesses the efficiency of PINSP.  It includes an assessment of:

- Whether PINSP project implementation has provided value for money and whether resources have been used efficiently.
- Whether operations of PINSP have been effective and efficient in ensuring its planning, delivery, monitoring, analysis, and reporting functions are completed on time, to quality standards and budget.
- The appropriateness of PINSP project governance mechanism.

## 5.1 Value for money and efficiency of resources and operations

The total budget for the PINSP is 1,354,527 EUR (approximately NZ $2.4 million) for the period 1 July 2011 to 30 June 2014.  MFAT is seeking a value for money assessment for PINSP.

### 1. Cost deviations based on budgeted and actual costs

The programme had a significant underspend in Year 1 and reallocated the Year 1 underspend into the Year 2 budget.  While the financial throughput of the programme caught up significantly through implementing the delayed deliverables (capacity assessments, MEL workshops, contestable funds, and chapter exchanges) in Year 2, the reallocation of funding was not implemented in a managed way.  It significantly increased chapters' workloads, which resulted in pressure and stress for chapters.  Furthermore, APD's expectations for higher than anticipated throughput were not accompanied with a correspondingly higher level of support to chapters.

> 'In March this year, they said we are underspent and we need to be doing x, y and z by May and June.  They didn't realise the pressure this put us under, or our other commitments.' (Chapter staff)

While the programme appears to be on track to disburse the total budget by 30 June 2014 by reallocating underspend in local support costs to chapter core funding support, there is a risk of further underspend, due to the recent resignation of the Senior Regional Coordinator.  While PINSP core support is vital to chapters' ability to fulfil their anti-corruption mandate, it doesn't address wider issues of institutional strengthening that the presence of a person or a technical team in the region would provide.

The analysis below presents an overview of the budgeted and actual costs for the PINSP, and the areas of cost deviations and the factors contributing to them.

In Year 1 the budget was 443,355 EUR.  The total spend in Year 1 was 342238 EUR, resulting in a 23% underspend.  The underspend was across all categories, but particularly in:

- Local support costs: The cost of office rent/equipment/supplies, HR management and communication costs were underspent, due to the delay in appointing a Senior Regional Coordinator to the Pacific Region.
- Travel: The costs for the sub-regional meeting in Fiji were lower than budgeted, as the APD was able to negotiate lower accommodation and facilitation costs.

- ▪ Chapter service delivery: Contestable funds were not allocated, due to the delay in setting up the fund and quality of the initial applications received. Furthermore, M&E support and development were not allocated, due to the delays in preparing the PINSP M&E framework.

**Table 1: Year 1 Actual versus budgeted**

| | Budget EUR | Actual expenditure EUR | Variance EUR | % of utilisation |
|---|---|---|---|---|
| **Human resources**: TI-S management/oversight; Senior Regional Coordinator; Programme Support Coordinator; TI NZ | 72,043 | 56,422 | 15,621 | 78% |
| **Local support costs**: Office rent/equipment; HR management; Communications | 13,500 | 1,712 | 11,788 | 13% |
| **Travel**: Regional and international travel costs; Subsistence | 25,000 | 14,414 | 10,586 | 58% |
| **Core funding support**: TIPNG, TV, TI Fiji and TSI | 255,267 | 255,267 | - | 100% |
| **Chapter service delivery**: M&E; Contestable Funds; Chapter Exchange; Sub-regional meeting | 77,545 | 14,423 | 63,122 | 19% |
| **TOTAL** | **443,355** | **342,238** | **105,674** | **77%** |

In Year 2 the original budget was 462,232 EUR plus carry over from Year 1 of 105,674 EUR bringing the total budget to 567,906 EUR. The total spend in Year 2 was 522,759 EUR, resulting in an 8% underspend.

The underspend in human resource and local support costs was mainly due to the resignation of the first Senior Regional Coordinator and the fact that the coordinator was not located to the region.

**Table 2: Year 2 Two Actual versus budgeted**

| | Budget EUR* | Actual expenditure EUR | Variance EUR | % of utilisation |
|---|---|---|---|---|
| **Human resources**: TI-S management/oversight; Senior Regional Coordinator; Programme Support Coordinator; TI NZ | 83,335 | 64,214 | 19,121 | 77% |
| **Local support costs**: Office rent/equipment; HR management; Communications | 24,088 | 9,864 | 14,224 | 41% |
| **Travel**: Regional and international travel costs; Subsistence | 44,361 | 36,933 | 7,429 | 83% |
| **Core funding support**: TIPNG, TV, TI Fiji and TSI | 270,000 | 270,000 | - | 100% |
| **Chapter service delivery**: M&E; Contestable Funds; Chapter Exchange; Sub-regional meeting | 146,122 | 141,748 | 4,374 | 97% |
| **TOTAL** | **567,906** | **522,759** | **45,147** | **92%** |

**\* Includes original budget + carryover**

In Year 3, the total budget is 489,530 EUR. The underspend in local support costs in Year 2 has been reallocated to core funding support for the Pacific chapters to mitigate risks of increased costs due to growth.

**Table 3: Year 3 budget**

|  | Budget (EUR)* |
|---|---|
| **Human resources**: TI-S management/oversight; Senior Regional Coordinator; Programme Support Coordinator; TI NZ | 71,430 |
| **Local support costs**: Office rent/equipment; HR management; Communications | 9,600 |
| **Travel**: Regional and international travel costs; Subsistence | 30,000 |
| **Core funding support**: TIPNG, TV, TI Fiji and TSI | 301,500 |
| **Chapter service delivery**: M&E; Contestable Funds; Chapter Exchange; Sub-regional meeting | 77,000 |
| **TOTAL** | **489,530** |

**\* Includes original budget + carryover**

## 2. *Value for money assessment*

Value for money was not defined in the PINSP proposal, the grant funding arrangement or letters of variation between MFAT and TI-S. Therefore, there is no "shared agreement" for what constitutes value for money in the context of PINSP.

The following value for money analysis is therefore based on expenditure information in programme documentation and qualitative assessments from stakeholders on whether they consider the programme and/or components of the programme has offered value for money in the first two years.

When determining value for money, the following has been taken into account:

- The expenditure to deliver PINSP
- Whether there were effective and efficient use of resources
- The outputs and development outcomes achieved.

From this analysis, value for money is assessed in offering either:

- Value for money
- Some value for money
- Limited value for money.

As shown in Table 4, most components of the programme offer value for money. The core funding support to chapters, the chapter exchanges and the annual PAG meetings are delivering value for money. In all these cases the funds are being managed efficiently and delivering outputs and development outcomes. Furthermore, the contestable funding mechanism is providing some value for money, in that the funds are being used efficiently, grants have been made to fill capacity gaps and chapters are gaining knowledge.

While APD has used resources efficiently to manage the programme, their contribution to fulfilling the goal and outcomes of the programme have been poor due to the delayed appointment of the Senior Regional Coordinator, turnover in this role and their lack of a

regional presence. Furthermore, the combined TI-S management and local support costs represents 19% of the total budget for Years 1 and 2. This management contribution is significantly higher than the 10% management costs for managing the programme contract deemed reasonable for New Zealand AID Programme Partnerships Fund.[4] Therefore this important component of the programme represents limited value for money.

The monitoring and evaluation component of PINSP also offers limited value for money.

Consideration needs to be given whether the same results would have been achieved if the programme hadn't been undertaken. In this context, it is highly unlikely that the same outcomes would have been achieved for the smaller chapters (TV, TI Fiji and TSI). However, TIPNG may have been able to receive the same or similar outcomes by utilising their existing resources and supports.

It is not known whether better results could have been achieved by funding other interventions.

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[4] Management costs for managing the contract refer to office rent, power, utilities, back end human resources (e.g. accountant, communications) and programme staff time dedicated to planning and progress reporting functions. It excludes resources related to programme delivery. The Review Team acknowledges that the 19% TI-S management and local support costs referred to includes salaries for the Senior Regional Coordinator and the Project Coordination Officer who have also been involved in programme delivery for some of the time.

**Table 4: Value for money analysis of PINSP and specific components based on Year 1 and 2**

| PINSP component | Expenditure (EUR) | Effective/efficient use of resources | Outputs | Outcomes | Value for money assessment |
|---|---|---|---|---|---|
| Human resources and local support costs and travel | 192,966 (Human resources and local costs) 69,361 (travel) | Yes:<br>▪ Skilled personnel (although only working 30% on the programme)<br>▪ No wastage evident<br>▪ Economy travel | ▪ Best practice tools and resources<br>▪ Two trips to TIPNG, and one trip to TV, TI Fiji and TSI | ▪ Limited presence in the region<br>▪ Underspend in Year 1 and limited support to chapters to manage reallocation of Year 2 budget | While funds were used efficiently, the delay in appointing the SRC to the region and changes in personnel meant limited support to chapters for institutional strengthening.<br>**Limited value for money** |
| Pacific Chapter management (core funding) | 525,267 | Yes:<br>▪ Modest wages<br>▪ No wastage evident | ▪ Roles filled<br>▪ Workshops<br>▪ Reports<br>▪ Communications<br>▪ Advocacy | ▪ Enabled chapters to employ and sustain a wider complement of core staff. Strengthened planning and finances.<br>▪ Enhanced the credibility of the chapters to attract board members, staff and potential donors | Funds were used efficiently and delivered outputs and development outcomes.<br>**Value for money** |
| Monitoring and evaluation | 23,754 | Yes:<br>▪ Three chapters trained in the one trip<br>▪ Experienced facilitator engaged | ▪ Three chapters trained (TIPNG, TV and TSI) | ▪ Some knowledge gained, however M&E Plans not formulated, or embedded at institutional level (risk if staff who attend the training leave) | While funds were used efficiently and three chapters were trained the development outcomes are limited.<br>**Limited value for money** |
| Contestable funds | 65,648 | Yes:<br>▪ Contestable (competitive) funding model<br>▪ Applications aligned with capacity development and/or strategic plans<br>▪ In most cases, national consultants used | ▪ 10 contestable grants for staff development, research and new programme development | ▪ Knowledge gained<br>▪ Learnings applied (in some cases) | While funds were used efficiently and 10 contestable grants were awarded, learnings have only been applied at an institutional level in some cases.<br>**Some value for money** |
| Chapter exchanges | 15,361 | Yes:<br>▪ Applications aligned with capacity development and/or strategic plans<br>▪ Low/no training costs (as peer-to-peer capacity building) | ▪ 14 chapter exchanges (mainly benefiting smaller chapters) | ▪ Increased knowledge through joint problem solving<br>▪ Sharing tools and resources relevant to the Pacific<br>▪ Learnings being applied in some cases | Funds were used efficiently, and 14 chapter exchanges occurred and development outcomes are occurring in most cases.<br>**Value for money** |
| Sub regional meetings | 51,408 | Yes:<br>▪ Planned in advance<br>▪ Efficiencies gained by tacking on side meetings | ▪ 3 sub-regional meetings | ▪ Increased regional collaboration<br>▪ 'Training' aspect particularly beneficial | Funds were used efficiently and delivered outputs and development outcomes.<br>**Value for money** |

## 5.2   PINSP governance

The final funding proposal for the programme states that PINSP will be managed by the APD at the TI-S in Berlin, and that programme oversight and accountability will rest with the APD, who will report on the programme's performance to MFAT.  This governance arrangement does not affirm the role of Pacific countries and chapters in the programme, and there is a potential for conflict of interest in the current model with the TI-S undertaking both the role of the implementing agency and the governance or decision-making role.  Any future programme of support should have a strong delineation between governance and management.

At a functional level, the APD has reported to MFAT on the operations of the programme in a timely manner.  However, the programme has been less accountable to ensuring the strategic objective of strengthening chapters' capacity to fight corruption in the Pacific was met, and there is a sense of 'competition' from Asian chapters.  The APD's governance was poor at mitigating the risks associated with the delays in recruiting the Senior Regional Coordinator and the changes in key personnel.  Furthermore, there is no evidence of a Terms or Reference or constitution for governing the programme, and while the final funding proposal noted delineation in roles between the Senior Regional Coordinator and the Programme Support Coordinator, this delimitation between governance and management has not been implemented.

> *'While Asia has blossomed, the Pacific has been ignored. With funding being centralised in Berlin the donor pool has diminished. Donors say, "Go to Berlin", but we need to compete with Asia.' (Chapter)*

The funding proposal for the programme noted that the purpose of the PAG is to provide strategic comment to the Senior Regional Coordinator and Programme Support Coordinator and to make final recommendations on Research and Seed Fund applications.  Despite the absence of the Senior Regional Coordinator for a significant period of the programme, and a lack of clarity amongst PAG members of their core function, the PAG has performed its function effectively.  If a further phase of support is to be delivered, this group, with secretariat support, could ably take on a higher governance function.

There is a strong preference amongst personnel across the chapters for the governance of the programme to be based in the region.  Constitutionally, this would enable a governing body to have clearer oversight of the programme to ensure it met its strategic objectives.  Furthermore, there is a preference for any future phase of support to the chapters to be managed by TI New Zealand, who are considered to have demonstrated greater alignment with the region's interests.

> *'If funding was in TI New Zealand's control we would be much better off.  I think New Zealand would do it well. They understand the Pacific, but we would not want to severe the networks in Berlin.' (Chapter)*

Recently, TI New Zealand applied and were accredited (without conditions) to the New Zealand Partnerships for International Development 2013.  The accreditation assessment examined a range of aspects including governance, procurement, policies and finance.  TI New Zealand's accreditation to the New Zealand Partnerships Fund demonstrates that the organisation has adequate capacity and capability, including financial management, to deliver New Zealand aid projects.

# 6. Evaluating Sustainability

This section assesses the sustainability of PINSP.  It includes an assessment of:
- Strategies implemented by PINSP to assist the Pacific chapters to address the sustainability of capacity development and training outcomes
- The extent to which outcomes (including skills development in Pacific chapter staff) will be sustainable at the end of the project, and what (if any) further support may be necessary to achieve sustainability.

## 6.1 Strategies adopted by the programme to address sustainability

The formalisation of institutional processes, including capacity assessments and strategic planning, are considered valuable building blocks of sustainability, though some equally critical ones, such as M&E frameworks and systems, were not put in place.  Areas identified as capacity deficits and relating specifically to longer term sustainability, such as proposal writing, have had limited support.  The technical assistance and capacity building support provided to chapters was considered by some to be at a superficial level, with a lack of focus on ensuring capabilities developed were adequately embedded in institutional systems.  Most training workshops were short (i.e., two days for the M&E), with follow-up and ongoing monitoring lower priorities.  In addition, there were some limitations on the clarity of links between chapters' capacity development plans and the contestable funding applications.

Most chapters require a wider base of development partners and broader portfolio of funding for sustainability.  While the programme stabilised core operations, attention and support to improve chapters' ability to engage more effectively with donors, the private sector and other potential opportunities (i.e., pay for service, local fundraising, etc.) to generate resources was constrained.  There is emergent evidence that some chapters are taking a holistic and active approach to programming and implementation, such as piggy-backing on opportunities to fulfil objectives.  Other promising approaches, including mentoring and accompanying chapter leadership on visits to donors, needs to be a more systematic.  There is some evidence that the lack of support has served to undermine stability in some countries, as chapters seek to find funds for programmes that are misaligned to their capabilities or mandate.

> *'It's a policy of ours that we don't rely on one donor.  Wherever we can, we diversify.  We also try to understand their country priorities.  An example is the Japanese, who are focused on community development and climate change.  Because they don't focus on corruption, we have to a design a program to fit.' (Chapter stakeholder)*

Some chapters are positioned to attract new (or more, in TIPNG) funding from the private sector, but have little experience or expertise to mobilise private resources or sustain partnerships.  TIPNG is considered a successful model, with a substantial (membership fee paying) private sector base, however, stakeholders noted concern that the private sector members dropped in the past year (35 to 31), due to in part to TIPNG's lack effective engagement in serving those supporters.  TIPNG also receives private sector support towards its annual Sir Anthony Siaguru Anti-Corruption March, which itself has generated a substantial trust fund but requires financial advice on how to strategically, and sustainably, utilise it.

PINSP's provision of core funding has been indispensable to the chapters' operations, but technical assistance and mentoring that responds to specific needs and contexts of Pacific chapters has been weaker, reducing potential sustainability. Evidence on the targeting and 'pitch' of activities aimed at ensuring sustainable outcomes is mixed. Some stakeholders considered that hands-on support and responsiveness needed to embed sustainable systems was too thinly resourced, and the approach was not sufficiently adapted to each country. PINSP coordinators provided expertise and knowledge related to global anti-corruption strategies and effectively facilitated contestable funding grants, training workshops and exposure opportunities, but its lack of a Pacific understanding and focus resulted in an inability to respond to some critical needs, or draw on the substantial lessons and experience of CSO capacity building in the region.

> 'The TI Secretariat is all about chapter sovereignty, local boards have to have control. I understand, it's sensible. But the problem is when there's been trouble, there's been a lack of intervention…In our case, things went wrong due to lack of capacity and turnover of staff. There needs to be a trigger where Berlin says, 'Right, problems', and they provide support.' (TSI stakeholder)

While core support offers a necessary and important reprieve from instability, it was not substantially reinforced with technical support to enable all chapters to act strategically or operate sustainably. Among the Pacific chapters, evidence of technical inputs on strategic approaches, including advice on programme consolidation, areas for expansion, etc., was mixed. PINSP's delivery of specialist technical expertise, based on a robust understanding of specific country contexts and the TI global network, knowledge and influence, was insufficient to contribute to sustaining programme outcomes. While some stakeholders in PNG considered that their internal infrastructure was robust as a result of the support, enabling other programs to 'piggy-back', it remains difficult to attribute this to PINSP given the very high levels of other capacity support TIPNG receives.

There was limited evidence that the PAG was coordinated in a way that promoted sustainability, including nurturing a robust platform for determining regionally significant strategic directions and options, or information/reporting needs and approaches.

> 'We have more mature organisation concerns. We have too much on our plates. We need someone to work just on programmes, and one strategic issues, such as board relations. In a lot of ways, while we are biggest, it makes us very fragile.' (TIPNG stakeholder)

> 'I'm not sure about extending the programs, again, funding and capacity wise, they might not be able to manage. Too many might be a problem. They might not be able to deliver.' (TIPNG stakeholder, civil society)

> 'It's a big challenge for us. I don't think if the program ends, the sustainability will be there…we'll have to somehow seriously consider fundraising, to sustain some of these programmes. We have limited support from members. We make sure we allocate some funds to projects, and this is how we think we'll sustain, otherwise we'll have to make profits. The only way to sustain is through projects, and then some cut from management.' (TSI chapter)

## 6.2 Extent to which outcomes will be sustainable at the end of the programme

Assessment of the sustainability of PINSP results in the context of the programme's short timeframe and implementation delays is necessarily limited. However, consistent and reliable funding cycles, coupled with tailored technical support, are important to sustaining institutional capacity gains. Distance from the Pacific, and the breaks in a dedicated coordinator's role due to recruitment and retention problems, resulted in a predominately 'catch-up' and input/output orientation, and limited attention to explicit sustainability strategies.

PINSP funding is the major contributor to the Vanuatu, Fiji and Solomon Islands chapters, and the sustainability of outcomes is relatively fragile for most. The programme contributes 75% to NCs' planned operating costs (salaries for core staff, office rent and maintenance, insurance, electricity, telecommunications, computer and internet expenses, printing, postage and stationery), and the remaining 25% is raised from project overhead charges, and fundraising in PNG and Vanuatu. If support is discontinued or reduced from 1 July 2014, most chapters would cease to operate, or reduce their anti-corruption activities in line with the size of the reduction.

PINSP's support had a strong focus on expenditure and delivering outputs, with less emphasis on sustainably transforming capacity. The work and priorities of the Pacific chapters is ambitious, controversial, at times risky, and even within the region, varies significantly according to country context. It requires differentiated and more directed technical assistance than what has been delivered to date.

Chapters' roles require functioning in a fairly sophisticated research, advocacy and networking capacity (i.e., *as think tanks*), versus the more common service delivery function that CSOs typically play in the region. While traditional elements of institutional capacity building and management are critical in all chapters, varying by degree and form depending on organisational maturity and available resources, the nature of TI's work requires a staff (and board) with high level skills, influential networks, robust research capability, mature judgment, and effective policy advocacy capabilities. In all countries, stakeholders reported chapters' challenges in recruiting and retaining the 'right' sort of people, and noted, 'there is no school of anti-corruption'. Stakeholders considered that the programme did not sufficiently support chapters in their ability to navigate this complex space, with consequent risks to sustainability, and reputation.

> *'Research and media relations – we need capacity support to this as a priority. It's a gap. Research so that responses are instant. It doesn't help pushing for freedom of information (acts) when you don't have the information.' (TIPNG stakeholder)*

> *'We want to capacitate the communications arm. We need help with branding, to show why we're campaigning against corruption. Because we're all in outreach and it's a tough battle – we need help with strategic lobbying, and you can learn that.' (TIPNG stakeholder)*

> *'They publish on limited findings. I have concerns with the way information is gathered and the blatant kind of statements they make. It comes from a narrow base.'(TV stakeholder)*

# 7. Conclusions and Recommendations

The independent review of PINSP undertaken in its final year of operations makes the following underlined_conclusions against the review's assessment criteria of relevance, effectiveness, efficiency, and sustainability.

*Relevance*

PINSP is relevant and has merit in relation to New Zealand, the four programme countries, and the wider region. Expertise, resources and institutional capabilities in Pacific chapters are limited, and PINSP offers a relevant approach to strengthening inclusive anti-corruption capacity. TI has a strong and reputable brand relevant to providing this technical leadership. However, the programme was constrained by the management and governance arrangements, and its lack of a strong programme framework/logic.

Investment in core operational costs, expertise and tailored support is critically important given the limited options for resource mobilisation, and New Zealand is seen to be a leader in recognising and responding to this. Those chapters with more resource options have consequently developed other capacity gaps, that remain consistent with the purpose of PINSP. Links to TI-S and to other chapters in and beyond the region remains important to maintain a global perspective, networks, and ideas, and enhance credibility to government and citizens.

*Effectiveness*

Despite a slow start in the first year, PINSP is likely to deliver its intended outputs, but without regional facilitation, these are unlikely to translate to intended outcomes. Through the provision of core funding support, contestable funding and some facilitation of training, chapters have begun to establish building blocks to increase institutional capacity and strengthened networks, including capacity assessments, strategic plans, and some M&E training, human resource, and financial management training. A few chapters have engaged in more specialised capacity development, including research and plans for anti-corruption programmes. All chapters have attended sub-regional meetings and participated in or hosted chapter exchanges.

Core funding support has enabled chapters to employ and retain staff, and to increase knowledge and skills, as well as cultivate changes in attitudes and beliefs to capacity challenges among chapter staff and boards. However, progress toward developing M&E frameworks and systems, and selected other organisational capacities, have not been achieved.

*Efficiency*

PINSP has not been efficiently managed overall. There have been efforts to compensate for delays and deficiencies in the first year of the programme, however, there are critical components inherent in the PINSP design and structure, as well as the APD's management, that require substantive overhaul to ensure future investments provide value for money.

This has led to some learning and a base of experience for continued assistance and support to the region. A careful consideration of what is realistic and achievable in the final

phase of the programme, and the support needed to achieve it, is important in order to retain the gains to date.

*Sustainability*

PINSP's support delivered outputs but had less emphasis on sustainably transforming capacity. Its provision of core funding has been indispensable to chapters' operations, but the sustainability of outcomes is relatively fragile for most. The work and priorities of the Pacific chapters is ambitious, controversial, at times risky, and requires specialised technical assistance to support chapters in navigating this space. While the programme enabled stable core operations, it was not sufficiently reinforced with technical support to enable all chapters to act strategically, or operate sustainably. Capacity building support also had an insufficient emphasis on institutionalising systems.

There was limited evidence that the PAG was coordinated in a way that promoted sustainability. A robust platform for engaging and determining regionally significant strategic directions and approaches, including for regionally important data and strategic priorities, remains a top concern for all chapters, and is vital to the sustainability of investments.

The review recommends that:
1. MFAT enter a new phase of support to the four Pacific chapters. This support would continue to provide for core operational costs and institutional capacity and network strengthening. However, it will also extend to building technical anti-corruption capacity, with a revised programme theory of change, logic model, and more robust outcomes and indicators of progress.
2. The programme should be for a maximum of five years to maximise potential for durable outcomes. The programme would be reviewed after three years and a further two year's funding will be provided should there be evidence of achievement of agreed outcomes.
3. The programme must be designed to continue to build human resource capacity and explore innovative programme delivery models for investments in the development of senior level financial management, research, communications, and resource mobilisation staff.
4. The programme must be designed to support chapters to undertake gender assessments and develop strategies that would respond to gender disparities in anti-corruption, and other New Zealand AID Programme cross cutting issues.
5. The programme must be designed to increase coordination and advocacy among development partners (and donors) working to support anti-corruption and explore ways to strengthen links with other regional anti-corruption mechanisms and programmes in the Pacific.
6. MFAT, the PAG and the implementing agency to agree a suitable sustainability plan for this third (and potentially final) phase of support to ensure a managed exit.
7. The programme must involve governance and decision making structures that are more equitable, relevant and effective, and include MFAT as a key stakeholder. It is recommended that the programme's governance is undertaken by the PAG (with MFAT representation), with secretariat support provided by the implementing agency.
8. MFAT, the PAG and the implementing agency to develop a substantive value for money rubric to establish a shared understanding and improve collective accountability around programme resources. This recommendation includes

establishing a management to total funding ratio that is in line with MFAT's expectations of 10% (Refer to previous footnotes).

9. The implementing agency must ensure that full-time Programme Manager is based in the Pacific region, and determine appropriate mix of skills in management, institutional capacity development, and anti-corruption technical expertise. This critical role must be properly resourced and supported, and there must be contingencies built in to the programme in case of staff turnover. The Programme Manager will be part of a team and will be supported key roles in finance, logistics and administration.

MFAT enters into a grant funding arrangement with a suitably experienced implementing agency who has regional expertise, can provide expert anti-corruption technical support and can offer proximity to the region. Given TI New Zealand's recent accreditation to MFAT's Partnership Fund, it is recommended that MFAT enter into non-binding discussions with TI New Zealand on a programme of support to the Pacific chapters. It is also recommended that should MFAT and TI New Zealand enter into a funding arrangement that a clause is built into the funding arrangement agreement that at MFAT's sole discretion they can terminate the agreement during the inception phase should TI New Zealand not demonstrate the capacity or capability to satisfactorily resource (including having a full time Programme Manager) in the role to fulfil the requirements.

# Appendices

## 1) Terms of reference

### Background information

Corruption affects all societies, and has been identified as a major factor in reducing the effectiveness of political, economic, and social development. The 2012 Transparency International Corruption Perception Index report highlighted that corruption remains a challenge for the Pacific region impeding potential economic growth.
Originally, New Zealand Aid Programme funding was provided for a Pacific Support Programme (developed on the basis of TI-NZ engagement with Pacific Island Chapters from around 2003) to cover the development of an anti-corruption toolkit, speaker tours and a round of core funding. Subsequently, NZ Aid Programme funding was provided for an extended programme of assistance implemented by TI-NZ over the period December 2005 to June 2011.

Following an independent review of the Pacific Support Programme (PSP) in 2009, the current programme known as the Pacific Institutional and Network Strengthening Programme (PINSP) was developed. The PINSP is implemented by TI Secretariat (TI-S)-Berlin. TI New Zealand provides technical support. The current phase began on 1 July 2011 and will end on 30 June 2014. NZ Aid Programme funding over the three-year period is approximately NZ$2.4m. The PINSP is implemented in Fiji, Vanuatu, Papua New Guinea and the Solomon Islands.

**PINSP Purpose**: Strengthened sustainability and effectiveness of TI Pacific National Chapters (NCs) in addressing issues of corruption

**PINSP Key Result Area 1:** Pacific NCs have strengthened organisational capacity and staff capability to meet their self-defined strategic objectives

Activity 1.1 Pacific chapters are funded up to 75% of agreed actual operational expense needed to fulfil core functions.

Activity 1.2 Pacific chapters undertake a capacity assessment process to inform the choice of priority areas for further development in the sub - region.

Activity 1.3 Pacific chapters improve their planning processes and development of M&E frameworks.

Activity 1.4 Pacific chapters strengthen their Human Resources strategies, resulting in improved staff recruitment, training and retention.

Activity 1.5 Pacific chapters gather corruption data and information in their countries.

Activity 1.6 Pacific chapters develop new programmes, consistent with the strategies and objectives agreed in their strategic and operational plans.

PINSP Key Result Area 2: Increased shared knowledge, collaboration between Pacific NCs, (and other partners)

Activity 2.1 Information sharing and best practice are facilitated through an annual sub-regional meeting.

Activity 2.2 Regional Cooperation is encouraged through chapter exchanges

Activity 2.3 Research into corruption issues in the region is undertaken

PINSP Key Result Area 3: Effective management of the programme and strengthened and sustainable coordination of TI's presence in the region

Activity 3.1 APD provides in depth national chapter support through country monitoring, technical assistance, and facilitation of best practice and experience from across TI and the wider anti-corruption movement.

Activity 3.2 APD provides effective programme management of the PINSP.

**Purpose of the review**

The review will be used by MFAT to determine effectiveness of support to date and whether a further phase of New Zealand Aid Programme support (beyond June 2014) is necessary, and if so, scope, focus, scale, and resourcing and duration of support, and to identify an appropriate implementation model for the future.

The results of the review will be shared with the TI Secretariat-Berlin and TI New Zealand. The findings may also be shared with the Pacific Advisory Group in due course.

**Scope of the review**

The time period covered is July 2011 to present. The geographic focus of the review is Fiji, Papua New Guinea, Solomon Islands, and Vanuatu (which is the primary focus of the PINSP project). The review may also consider the small level of Pacific regional support provided under the PINSP to the extent possible.

The target groups5 are Pacific National Chapters (NC) and NC staff, TI Secretariat-Berlin (implementing agency), TI New Zealand (technical advisory and key stakeholder), Pacific Advisory Group members, NZ MFAT, those who have received training support under the PINSP, AusAID and other relevant donors, Pacific Island Forum Secretariat, relevant bilateral and regional initiatives working in the area of anti-corruption and law and justice/governance, service users and other service providers may also be relevant.

**Review criteria and objectives**

Criteria being assessed
The DAC criteria that will be assessed in this review are relevance, effectiveness, efficiency (and value for money), and sustainability. While the review should (where possible) assess the progress towards longer-term results, the evaluation will not assess impact as it is considered too early to assess impacts.

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[5] not exhastive

**Objectives and review questions**

The objectives of the review are to:

**Objective 1: Assess relevance, effectiveness, efficiency (and value for money), and sustainability of the PINSP project.**

**Relevance**

1.  Are the PINSP and the outputs, and outcomes it is trying to achieve relevant and aligned well with the mandate, policies, and priorities of the New Zealand Aid Programme? What is the evidence for this?

2.  Are the PINSP goal, purpose, and outputs and outcomes clearly focussed on partner needs, and priorities both at a national level within each country and NC organisation, and at a regional level?

3.  Assess the relevance of the regional approach of the PINSP taking in to account how it may complement other anti-corruption and law and justice/governance initiatives in the Pacific.

**Effectiveness**

1.  Assess the extent to which the PINSP project has achieved its outputs and achieved and/or made progress towards achieving intended outcomes (take in to consideration the PINSP Monitoring and Evaluation framework).  What are the key results? How have these results impacted national contexts – what evidence exists to support findings?  Address separately for each of the 4 individual PICs.

2.  Take in to account the extent to which there is in-country awareness across the population of the Pacific NC's anti-corruption work and the spread of Pacific NCs' operations across the main national integrity system.

3.  Assess the extent to which the PINSP project has been effective in addressing cross-cutting issues such as human rights, gender and environment (both within the project; and in improving the protection and promotion of human rights and gender equality and women's empowerment issues at the national level within the 4 PICs).

**Efficiency and value for money of the PINSP**

1.  Assess whether PINSP project implementation has provided value for money and whether resources have been used efficiently.  Advise whether there are alternative implementation models/approaches to provide better value for money (taking in to account phase 1).

2.  Have the operations of the PINSP been effective and efficient in ensuring its planning, delivery (intended outputs and outcomes), monitoring, analysis, and reporting functions are completed on time, to quality standards and budget?

3.    Assess the appropriateness of the PINSP project governance mechanism (taking in to account best international practice).

**Sustainability of PINSP outcomes**

1.  What strategies have been implemented by PINSP to assist the 4 recipient NCs to address sustainability of capacity development and training outcomes?  To what extent have they been effective?

2.  Assess the extent to which outcomes (including skills development in NC staff) would be sustainable at the end of the project, and what (if any) further support may be necessary to achieve sustainability.  What evidence is there (policy, legislation, resources) to demonstrate sustainability or a demonstrable shift towards sustainability?  Address separately for each of the 4 individual PICs.

**Objective 2:  Provide analysis and rationale for future support (if any). Make recommendations on priority areas for further assistance (if any).  Provide a high-level concept note for future phase of support (if any).**
1. Clarify theory of change between the PINSP and NZ Aid Programme's strategic priority outcomes.  Identify what (if any) alternative interventions are necessary to achieve NZ Aid Programme's strategic priority outcomes.

2.    Identify priority areas for further assistance (if any) and make recommendations to revise or reinforce project design, scope, scale, outputs6/focal areas, resourcing, duration (taking in to account DAC criteria, cost-effectiveness and value for money) for any future phase of support7...

3.  Identify an effective and efficient implementation model (taking in to account DAC criteria, cost-effectiveness and value for money and lessons learnt from phases 1 and 2) for future phase of support (if any).

4.  Make recommendations to reinforce or revise the project governance mechanism for future phase of support (if any).

5.  Provide a high-level concept note for future phase of support (if any).

**Methodology for the review**

**Principles/approach**

The Reviewer must undertake an evidence-based approach to all stages of the review; data, analysis, and findings, conclusions and recommendations must be demonstrably evidence-based (both quantitative and qualitative) and triangulated and presented in a clear and transparent manner.  The review will involve a desk review of documentation relevant to the assignment, face-to-face interviews with Wellington-based stakeholders, field visits to some Pacific Chapter countries.  Due to reasons of cost-effectiveness, the review will

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[6] Also clarify whether core funding as currently appropriated still remains the main priority; address for each Pacific Chapter separately.

[7] Clearly identify (a) anticipated results/outcomes (i.e. what the NZ Aid Programme would be buying) in any proposed new phase; (b) identify anticipated end-states and shifts in terms of sustainability against established baselines/measures.  Address separately for each proposed PIC.

involve telephone interviews with the staff of the implementing agency (TI-S), and other key stakeholders in non-field visit countries.

This is an independent review (commissioned by MFAT)8.  The Reviewer will respect the confidentiality of information provided by respondents during the review process.  This will be clearly set out in the Review Plan.

**Review Plan**

The Reviewer will develop a review plan (using the Review Plan Template to be provided by MFAT) before undertaking the review9.  The review plan will be approved by Deputy Director Human Development.

The plan may need to be redrafted if it does not meet the required standard or is unclear. The review plan must be approved prior to the commencement of any field work or other substantive work.

The review methodology and approach should be set out in detail in the review plan. It must clearly demonstrate a "change logic" theory.

The Review methodology must ensure that confidentiality of information provided by respondents is respected.  This should be clearly set this out in the Review Plan.

The review plan will draw on the activity's results framework including the Results Diagram and the intended results of the activity (i.e. the goal, outcomes and outputs).

Any constraints and/or risks to the successful completion of the review to the contracted quality standards, on time, within budget, and appropriate mitigation strategies should be considered in the design and described in the review plan.

Consideration should be given to the New Zealand Aid Programme's mainstreamed and cross-cutting issues, including human rights, gender equality, and environment.  The review will use a consultative approach and must be conducted in a professional and ethical manner and comply with the Development Assistance Committee (DAC) Evaluation Quality Standards.

The review plan, questionnaires (if any), checklists of questions and a summary of any survey results should be appended to the review report.

**Team composition**

The review will be undertaken by a Supplier who will demonstrate the following attributes (knowledge, skills, experience):

- Strong evaluation skills in governance/law and justice projects.

- Excellent knowledge and understanding of Pacific civil society/NGO sector including challenges associated with capacity development within resource constrained local environments

- Excellent knowledge and understanding of corruption/anti-corruption issues and impact on transparent and accountable practices.

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[8] The Reviewer's contact with the Pacific Chapters will be direct (not through the TIS).

[9] Some examples of questions that the Reviewer should answer in their review plan are set out in Annex 1.

- Excellent knowledge and understanding of Pacific governance/law and justice sector.

- Excellent report writing skills.

- Good knowledge and experience in cross-cutting issues.

- Experience working in the Pacific.

**Governance and management**

The review is commissioned by MFAT and the Reviewer will be accountable to MFAT. Review oversight is the responsibility of MFAT.

The Activity Manager is responsible for day-to-day management and administration of the review. Their responsibilities include contracting; briefing the reviewer; managing feedback from reviews of the draft report; and liaising with the Reviewer throughout to ensure the review is being undertaken as agreed. Where possible, post(s) would assist in arranging liaison contact and setting up in-country meetings for the Reviewer.

**Reporting requirements**

Copies of the Review report are to be delivered by email to the activity manager.

The written review report is expected to be around 30 pages long (exclusive of annexes) and be guided by the New Zealand Aid Programme Review Report template.

The report must contain an abstract suitable for publishing on the New Zealand Aid Programme website. Instructions for the abstract can be found in the Review Report template.

The review report must meet contracted quality standards (i.e. meet quality standards as described in New Zealand Aid Programme Activity Evaluation Operational Policy10, meet the requirements of the terms of reference and contract, be evidence-based and factually correct, be presented in a clear and transparent manner, and not contain reputational risks for parties).

It will be peer reviewed by MFAT staff to ensure it meets contract requirements11.

Once the draft report is approved by MFAT as meeting the contract requirements, feedback would be sought by MFAT from relevant external stakeholders. MFAT will coordinate feedback from external stakeholders on the draft report and provide consolidated feedback to the Reviewer.

Further work or revisions of the report may be required if it is considered that the report does not meet the requirements of this TOR, if there are factual errors, if the report is incomplete, or if it is not of an acceptable standard. The final report will be appraised by MFAT and formally approved by MFAT management.

It is MFAT policy to make review reports publicly available (on the New Zealand Aid Programme website) unless there is prior agreement not to do so. Any information that could prevent the release of a review report under the Official Information or Privacy Acts,

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[10] These quality standards are based on 2010 DAC Quality Standards for Development Evaluation and New Zealand Aid

Programme Activity evaluation operational policy, guideline and templates.

[11] Further work or revisions of the report may be requested at the contractor's own expense if it is considered that the report does not meet the contracted standards.

or would breach evaluation ethical standards should not be included in the report.  Where it is possible to identify individuals, this should be with the individuals' written consent and noted in the report or removed from the report.  The final report will be approved for public release by MFAT Deputy Director.

**Relevant reports and documents**

Relevant documents will be provided to the Reviewer prior to the review. These key documents include:

- PINSP Project design

- MFAT/TI-S GFA/LOVs to present

- PINSP work plans and budgets

- PINSP Monitoring and Evaluation Framework (and baseline data)

- Activity level reports (held by TI-Sn) for PINSP outputs,
  exchange programme, activities undertaken under the contestable funds

- PINSP surveys i.e. pre/post training surveys and results; capacity assessments of Pacific NCs; and other TI-S surveys related to PINSP.

- Minutes and resolutions from meetings of PAGs, and NCs.

- Activity level reports submitted to TI-S by the SRC as appropriate.

- PINSP six-monthly and annual progress reports from July 2011 to present

- MFAT policies and strategies: NZ International Development Policy Statement, Draft IDG 3-year Strategic Framework, SED Sector Strategy, HR Policy, Gender Equality and Women's Empowerment (and others accessible via MFAT website).

- Key TI related documents are also available on the TI-S website.

- PINSP Review Report 2009

- Note a CD-ROM with key PINSP documents will be made available by TI-S for the Reviewer to refer to as needed.


Approved:


Anna Pasikale
Deputy Director Human Development

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## 3) Review participants

The following stakeholders participated in an interview.

Ministry of Foreign Affairs and Trade

- ████████████, Development Manager
- ████, Development Manager
- ████████
- ████████████████████
- ███████, Development Officer – Partnerships and Funds
- ████████ (NZ High Commission Vanuatu)
- ██████ (NZ High Commission Fiji)
- ██████ (NZ High Commission Fiji)
- ███████ (NZ High Commission Solomon Islands)

Transparency International Secretariat and Asia Pacific Division

- ██████, Director for Asia Pacific Department
- ████████, Regional Programme Manager
- ████████, PINSP Senior Regional Coordinator
- ██████████, Pacific Programme Officer

Transparency International New Zealand

- ████████, Executive Chair
- ██████████, Director

PNG stakeholders

- ██████████████, TIPNG Board Chair
- ████████, TI PNG Board member/Director  YACA
- ███████, TIPNG Board member/Director/Country Manager New Crest Mining
- █████████, TIPNG Board member/Advisor in PNG Law & Justice Program
- ███████, TIPNG Board member/Director of Institute of National Affairs
- █████, TI Board member/Caritas PNG
- █████████, TI Board member/Catholic Bishops Council
- ██████████, TI Board member/Office of the Speaker/Parliamentary Librarian
- █████████, TI Board member/Corporate Social Responsibility, PNG LNG
- ████████, TI Board member/Strongim Pipol Strongim Nesin
- █████, TI Board member/Strongim Pipol Strongim Nesin
- ████████████, TI Board member/AusAID
- █████████, TI Board member/AusAID
- ███████, Executive Officer
- ███████, Operations Manager
- ███████, Finance Officer
- █████████, Program Manager - Advocacy & Legal Advice Centre
- ██████████, Coordinator - Youth Against Corruption Association
- █████████, Coordinator - Community Coalition Against Corruption
- ███████, Coordinator - Events & Outreach Programs
- █████████, Project Manager - School Based Civic Education
- ████████, Project Manager - Open Parliament Project
- ██████████, Project Manager - Forestry Anti-Corruption Solutions and Advocacy
- ██████, Project Manager - Community Base Civic Education

Vanuatu stakeholders

- ██████████████████████, TV Board Chair Person
- ████████, TV Board and TVL
- ████████, TV Board member and ADB/World Bank
- ████████, TV Board and Vanuatu Law Commission
- ██████████, TV Executive Officer
- ██████, TV staff
- ████████████, TV staff
- ████████, TV staff
- ████████, TV staff
- ████████, Ombudsman's Office
- ████████████, Wan Smol Bag
- ██████████, management contractor
- ████████, independent journalist
- ████████, consultant

Fiji stakeholders:

*Regional*

- ██████████████████████████████████████
- ████████████, UNDP
- ████████████, UNDP
- ██████████, Pacific Islands Forum Secretariat
- ██████████, Pacific Islands Forum Secretariat
- ██████████, Pacific Islands Forum Secretariat

*National*

- ████████████, TI Fiji Board member/University of the South Pacific
- ████████████, TI Fiji Board member/consultant
- ██████████████, TI Fiji Executive Director
- ████████, TI Fiji
- ██████████, TI Fiji
- ████████, TI Fiji
- ██████████, Methodist Church of Fiji
- ██████████, Fiji National Council of Women
- ████████████████, Citizens' Constitutional Forum
- ██████████, Fiji Independent Commission Against Corruption
- ████████████, Fiji Independent Commission Against Corruption
- ██████████████, Fiji Independent Commission Against Corruption
- ██████████, Fiji Independent Commission Against Corruption
- ████████████, YMCA
- ██████████, Consumer Council of Fiji
- ██████████, Consumer Council of Fiji

Solomon Island stakeholders:

- ██████████, Chair of TSI Board
- ██████████, Member of TSI Board
- ████████████████████
- ████████, Australian Volunteer, Communications and Advocacy, TSI

## 4) Review field tools

### *Information Sheet*

Independent Review of the Transparency International Pacific Institutional Strengthening Programme (PINSP)

Thank you for your interest in the PINSP review.  Please read this information before deciding whether or not you wish to take part in the review.

| | |
|---|---|
| What is the purpose of the review? | The aim of the Transparency International Pacific Institutional Strengthening Programme (PINSP) is to strengthen the effectiveness and sustainability of the Transparency International National Chapters to address corruption.  The programme is managed by Transparency International – Berlin.  The New Zealand AID Programme has provided support to the programme since 2005.<br><br>The Ministry of Foreign Affairs and Trade has commissioned Litmus Ltd (www.litmus.co.nz) to conduct an independent review of the programme to determine the effectiveness of the support since 2011 and to determine whether a further phase of New Zealand AID Programme support is necessary. |
| Why have I been asked to participate? | You/your organisation has been identified by TI-Berlin, TI-New Zealand, a National Chapter or the Ministry of Foreign Affairs and Trade, or another person/organisation as having a relationship or association with PINSP. |
| What happens to the review findings? | Your interview will be analysed, and combined with the findings from other stakeholders.  The report will be provided to MFAT, TI-Berlin and TI-New Zealand.  You may receive a copy of the review report (subject to MFAT internal approval process to the release of the report). |
| What's involved? | We would like about one hour of your time to discuss your experiences with the programme and to ask you to complete a short questionnaire.  The interview will happen in September or October 2013. |
| What questions will you ask me? | We will ask you questions about the relevance, effectiveness, efficiency and sustainability of the programme.<br>You do not have to answer any questions that you feel uncomfortable with. |
| Do I have to take part? | Your participation is completely voluntary. |
| Will my information be kept confidential? | Litmus will keep your information confidential. We will not share the information you provide in a way that you can be identified, without your permission. |
| Can I change my mind? | Yes, your can decide not to be involved at any time. You do not need to give a reason to withdraw and there will be no disadvantage to you/your organisation. |
| What if I have questions? | Please email a member of the review team, if you have questions about the review:<br>▪ Sally Duckworth  Sally@litmus.co.nz<br>▪ Margot Szamier  Margot@gmail.com<br>▪ Manuhuia Barcham. mbarcham@synexe.com. |

## *Informed Consent*

I agree to participate in this interview for the Review of the Pacific Institutional and Networking Strengthening Programme (PINSP), as outlined in the information provided to me by Litmus.

I understand that:

- My participation is voluntary and I can withdraw from the review at any time.

- Whether or not I participate in the review will not affect any current or future relationships with Transparency International-Berlin, the National Chapter or the New Zealand Ministry of Foreign Affairs and Trade.

- Litmus will seek to keep my information strictly confidential. No information in the report will be attributed to individuals.

- I can request any information collected from me to be withdrawn at any time up until the analysis stage.

- If I withdraw, I can request that any information collected from me to be returned or destroyed.

- The interview with my permission will be taped, and may be transcribed.

- Digital recordings, notes, and summaries will be stored securely at Litmus and will not identify me.

I have been given the opportunity to ask questions. I give my consent to participate in this interview.

Name: _____

Signature: _____

*Date:* _____

## *Questions for In-depth Interviews*

Introductions

- Introduce the review and the review team.
- Informed consent.
- Ask participant to give an overview of their role and involvement/relationship with TI/PINSP.
- Please can you give me an overview of the main anti-corruption issues the region is facing? What are the specific issues this country is facing?

Relevance of PINSP

- To what extent is the Pacific Institutional and Network Strengthening Programme (PINSP) aligned to the mandates, priorities and policies of the New Zealand AID programme?
- To what extent is the programme aligned with the priorities and needs of the four National Chapters (NCs), the four Pacific Island countries and for the Pacific Region?
- What other interventions and activities are being implemented to support anti-corruption in the Pacific Region? How does the programme complement these interventions and activities?

Effectiveness of PINSP

- In your opinion, what progress has been made against each of PINSP's three result areas [PRESENT SHOW CARD FOR EACH RESULT AREA]:
- Pacific NCs have strengthened operational capacity and staff capability to meet their self-defined strategic objectives. [PROBE: Capacity assessment processes; Planning processes; M&E framework; Staff recruitment/training/retention; Corruption information gathering; Programme planning processes]
- Increased shared knowledge, collaboration between Pacific NCs (and other partners). [PROBE: Information sharing/annual meetings; Chapter Exchanges; Corruption research undertaken]
- Effective management of the programme and strengthened and sustainable coordination of TI's presence in the region). [PROBE: Extent/quality of support from APD including technical assistance and facilitation of best practice experience from across the TI movement; Extent/quality of governance provided by APD]

- To what extend does the National Chapter reach and engage with the full range of audiences in this country e.g. politicians, the media, government agencies, businesses, non-government organisations and civil society?
- To what extent has PINSP been effective in addressing cross-cutting issues, such as human rights, gender and environment both within the project and at national level?

Efficiency of PINSP

- To what extent has the programme been efficiently managed? [PROBE: Planning, delivery, monitoring, and reporting undertaken on time and budget to quality standards]
- To what extent has the programme been efficiently governed?  Is the current mechanism for project governance i.e. Pacific Advisory Group provides advice and recommendations and the TI-APD makes decisions taking in to account PAG advice working well? [PROBE against international best practice]
- Have programme resources been used efficiently? [PROBE: Relative use of funds on programme activities, travel and support costs]
- Overall is the programme providing value for money? [PROBE: Could the same outcomes be achieved with fewer resources? Are there other mechanisms and approaches that could have been more cost effective?]

Sustainability of PINSP

- [IF NOT COVERED EARLIER] What specific strategies or interventions have been implemented by the programme to assist your NC to address organisational capacity and staff capability?  [FOR REGIONAL STAKEHOLDERS PROBE ACROSS THE 4 NCs]
- How effective have the programme's strategies and interventions been?  What evidence is there for a positive shift in sustainability?
- How sustainable will the programme's outcomes be at the end of the programme term (June 2014)?
- What further priorities for support is required to enhance programme sustainability?

Other comments

- Are there any other comments you would like to make on the programme, which we didn't cover in this interview?

THANK AND CLOSE

## *Quantitative questionnaire*

Thank you for taking part in the review of the Pacific Institutional and Networking Strengthening Programme.  Please take five minutes to answer the following questions on the programme's performance.  Your answers will be grouped with other respondents and you or your organisation will not be individually identified.

**Q1.**  Which of the following best describes your relationship with the Pacific Institutional and Network Strengthening Programme?

| | |
|---|---|
| Regional stakeholder | |
| National stakeholder | |
| National Chapter staff member | |
| Other (specify) | |

**Q2.** How would you rate the organisational capacity and staff capacity of the Pacific Chapters on having?

| | Very poor | Poor | Neither poor nor good | Good | Very good | Don't know |
|---|---|---|---|---|---|---|
| Results, activities and projects aligned to country needs and the Transparency International Global Strategy | | | | | | |
| Well defined performance targets | | | | | | |
| Clear and documented lines for decision making | | | | | | |
| Well developed Human Resource Plans | | | | | | |
| Frequent and regular training and coaching | | | | | | |
| Clear succession plan for senior personnel | | | | | | |
| Well developed monitoring and evaluation framework | | | | | | |
| Ability to respond to cross cutting issues of gender, environment and human rights | | | | | | |
| Effective cooperation with partners | | | | | | |
| Staff have technical skills in parliamentary and legislative processes | | | | | | |
| Well defined fraud and corruption risk policies | | | | | | |

**Q3.** How would you rate the National Chapters performance on sharing knowledge and collaborating on anti-corruption?

| | Very poor | Poor | Neither poor nor good | Good | Very good | Don't know |
|---|---|---|---|---|---|---|
| Internal capacity to collect and analyse data. | | | | | | |
| Dissemination of data and reports to country and regional partners. | | | | | | |
| Collaboration with country and regional partners on anti-corruption. | | | | | | |

**Q4.** And how would you rate the **Asia Pacific's Division's (APD) management** of the National Chapters?

| | Very poor | Poor | Neither poor nor good | Good | Very good | Don't know |
|---|---|---|---|---|---|---|
| APD's provision of technical assistance to the National Chapters | | | | | | |
| APD's monitoring of the National Chapters | | | | | | |
| APD's knowledge sharing of best practice with the National Chapters | | | | | | |
| TI Berlin's governance of the programme | | | | | | |

Thank you for taking the time to complete the survey.