Norad

Organizational Performance Review of Transparency International Norway (TI Norway)

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Organizational Performance Review
of Transparency International Norway
(TI Norway)

Final Report

Scanteam
Analysts and Advisers

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Content

Acronyms

CSR	Corporate Social Responsibility
DANIDA	Danish International Development Agency
EITI	Extractive Industries Transparency Initiative
NGO	Non-Governmental Organisation
NHO	Confederation of Norwegian Enterprise
NOK	Norwegian Kroner
OfD	Oil for Development
OPR	Organisational Performance Review
PWYP	Publish What You Pay
TI	Transparency International
TOR	Terms of Reference
UN	United Nations

1 Executive Summary

As part of Norad's quality assurance of its cooperation with non-governmental organisations (NGOs), organisational performance reviews (OPRs) of NGOs receiving or being considered for long term support from Norad are carried out on a regular basis. As Norad now wishes to review the basis for its cooperation with TI Norway, Norad has decided to carry out an OPR.

The review assesses 1) TI Norway's ability to achieving results; technical, organisational, administrative and financial ability; draws 2) conclusions regarding the organisation's ability to deliver effective aid, and presents 3) recommendations regarding Norad's future co-operation with the organisation.

The review team's methodology includes document review, questionnaire survey to partners, participatory sessions with stakeholders in the field (in addition to one-to-one interviews), and an administrative and financial management review.

1.1 Main findings

TI Norway has received support from Norad since 2003. The partnership with TI chapters in developing countries started in 2005 and onwards. The support has been at a level of 750.000 NOK annually. In 2003 a similar amount of 750.000 NOK was received from the Ministry of Foreign Affairs. TI Norway has developed cooperation with TI chapters in some African countries (Tanzania, Uganda, Zambia, Zimbabwe and South Africa). There has also been cooperation with TI chapters in the Baltic States as well as with Government institutions in Vietnam.

The main contributions from TI Norway have been in the form of technical assistance to the chapters in planning and implementation of workshops. The workshops have targeted private sector actors; business associations, companies, etc. The assistance has also aimed to contribute to competence building in the TI chapters.

The team did not find that previous (before seminar 2009) efforts from TI Norway or any other anti-corruption efforts from other Norwegian private sector have sustained any visible presence in Uganda. Gender issues appear not to have been raised in the workshops either.

TI Norway's technical ability is well appreciated and recognised by partner countries, TI Berlin and other interested parties. It is especially the "Business Principles for Countering Bribery" and the competence in anti-corruption in private sector that is in focus, as this is a rare competence.

Organisational ability is limited as TI Norway has limited staff.

Financial management is now done by external accountant and controlled by TI Norway's auditor. This seems adequate.

1.2 Main conclusions and recommendations

Main achievements:

1. Well recognized in the special field of private sector anti-corruption.
2. Well defined and clear views and understanding of own strong sides and strategic direction
3. Successful execution of activities studied in the case study: It is the team's opinion that TI Norway has the capacity and competence to implement these activities in an efficient way.
4. TI Norway's focus on the private sector seem to be of particular relevance to the cooperating chapters as the anti-corruption work in their countries has only to limited extent targeted the private sector.
5. The support from international partners like TI Norway also gives the local chapters' added prestige that is important for them in order to be listened to in the national dialogue on anti-corruption issues.
6. Capacity development: Important input and contribution to TI Uganda, as a small and weak, however progressing chapter
7. Activities may be strategically important for partner TI chapters

Main challenges:

1. Limited manpower and staffing identified as main challenge. TI Norway has limited capacity for continuous follow up.
2. TI Norway's contribution is in monetary and activity terms small
3. Activities are more or less standalone activities, and follow up is limited.
4. Even though not necessarily TI Norway's fault, activities in same area seem isolated from other donors', international as well as Norwegian.
5. The rather limited and irregular contact that TI Norway seem to have had with each of the chapters gives little possibility for TI Norway to get first hand information about developments within each organisation.

1.3 Recommendations regarding Norad's future co-operation

Future support to TI Norway is recommended. The present level seems to be adequate for TI Norway's present capacity and strategic objectives.

Awareness rising has been on the agenda for collaboration with the main partner countries for some years, and the review team assess the time for only awareness rising to be running out. TI Norway and Norad should review possibilities for taking the collaboration with some main partner countries to the next step.

2 Introduction

As part of Norad's quality assurance of its cooperation with non-governmental organisations (NGOs), organisational performance reviews (OPRs) of NGOs receiving or being considered for long term support from Norad are carried out on a regular basis. The outcome of an OPR will form part of the basis for Norad's decision on future cooperation with the respective NGO. Transparency International Norway (TI Norway) has received support from the Ministry of Foreign Affairs since 2003, and from the Norad Support scheme since 2005, to its engagement in the South. As Norad now wishes to review the basis for its cooperation with TI Norway, Norad has decided to carry out an OPR.

The review team consisted of Senior Partner Mr. Karstein Haarberg, Scanteam (team leader), and former ambassador Mr. Kjell Storløkken. James Kamukama, Haarberg Consulting Uganda branch, assisted during the field visit to Uganda as well as during the preparation of the report.

3 Objective

The review shall:

- assess to what extent TI Norway is capable of achieving results in accordance with agreed objectives in its agreements with Norad, guidelines for Norad support, principles for Norad's support to civil society, and general Norwegian policy and guiding principles for development cooperation.
- assess TI Norway's technical, organisational, administrative and financial ability to, together with its partners; achieve planned results in a cost-effective and -efficient manner.
- draw conclusions regarding the organisation's ability to deliver effective aid, and
- present recommendations regarding Norad's future co-operation with the organisation.

The conclusions and recommendations of the OPR will form part of the basis for Norad's future cooperation with TI Norway.

4 Methodology

Based on their experience as well as innovative and good practices, the review team used the following methodology.

4.1 General methodology approach

4.1.1 Overall Design

The review methodology triangulates three forms of data, as presented in Figure 1: Concept Model, in addition to an analysis part. The triangulation approach will be used for two reasons: (i) to verify and strengthen findings and analysis to be methodologically independent, and; (ii) to utilize all existing knowledge in an optimal manner.
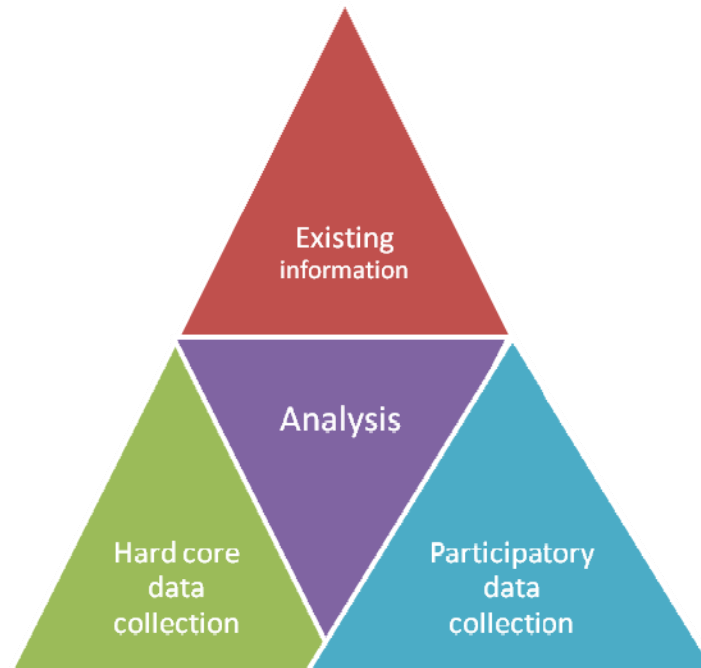

Figure 1: Concept model

• **Existing information:** The team leader received electronic and printed documents from TI Norway on Monday 13th December 2009. This documentation included:

TI Norway applications to Norad,
Reports to Norad
Appropriation Documents
TI Norway's Annual Reports from 2004 to 2008
Audited Annual Accounts from 2004 to 2008

In addition the team leader received documentation regarding the partner countries: Uganda, Zambia, Zimbabwe, Tanzania, Angola, Vietnam, Baltic, Africa regional and activities in Norway related to Norad.

• **Hard data collection:** A web-based questionnaire survey among the 5 partners of TI Norway was undertaken and completed the third week of January 2010. Responses from the survey were useful to better inform about the views, experience and recommendations held by the partners.

• **Participatory data collection:** Believing that the stakeholders themselves possess knowledge, experience and ability to solve own problems is becoming more and more mainstream the last years, particularly in organizational development. We utilized that by adding a component of participatory methods and approaches, that utilizes the stakeholders competence and what we believe is a unique insight into analysis of own situation and possibilities.

We used participatory methods in the following activities:

Workshop with TI Norway on the 8th January 2010
Participatory sessions during field visit 12th to 18th January 2010
A debriefing workshop on the 18th January at the end of the field visit

The participatory sessions were used in addition to one-to-one interviews with stakeholders.

• **Analysis:** After receiving the bulk of the questionnaire responses, during the later part of the field visit and after the field visit, the team analysed the findings. Based upon the data and information collected and the analysis a draft report was drafted and sent to Norad for comments. A final report was made when the team received the comments and input from Norad on the draft report.

4.1.2 Financial management

We have noticed that the TOR's mention financial management directly in Chapter 4, point D. The review did the following:

• Interviews with staff (TI Norway and partners) that is responsible for financial management

• Review of auditors Management Letter, and the organisations response (called "Management Response") from TI Uganda. The auditor did not make any Management Letter to TI Norway.

• Interview/meeting with local auditor in the Uganda during the field mission.

4.2 Implementation

4.2.1 Time schedule

The following schedule was implemented:

Table 1: Review schedule

Activity	Date	Comments
Preparation, Document review, Inception Report	7th December 2009 – 22 December	
Workshop TI Norway	8th January 2010	
Field visit TI Uganda	11-19th January including travel days	
Draft report	29th January	
Final report	8th February	Depending on when feedback from Norad are received.

4.2.2 Uganda field visit

The field visit was undertaken from 12th to the 18th January 2010[1]. In addition some additional meetings were held also between 19th and 23rd January.

Meetings and participatory session were undertaken with the following:

TI Uganda – staff, management and board
Participants on workshop of 28 April 2009
Relevant government bodies
UN-system
TI Uganda's auditor
NGO's and other stakeholders

On the 18th January a participatory debriefing meeting was held by the team where 29 stakeholders participated.

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[1] Not including travel days.

5 TI Norway

5.1 The Norad agreement

5.1.1 Overview

TI Norway received its first grants from Norad in 2003 of 750 000 NOK. The Norad agreement has been stable on about 750 000 NOK since 2005, see Figure 2.

Amount in NOK
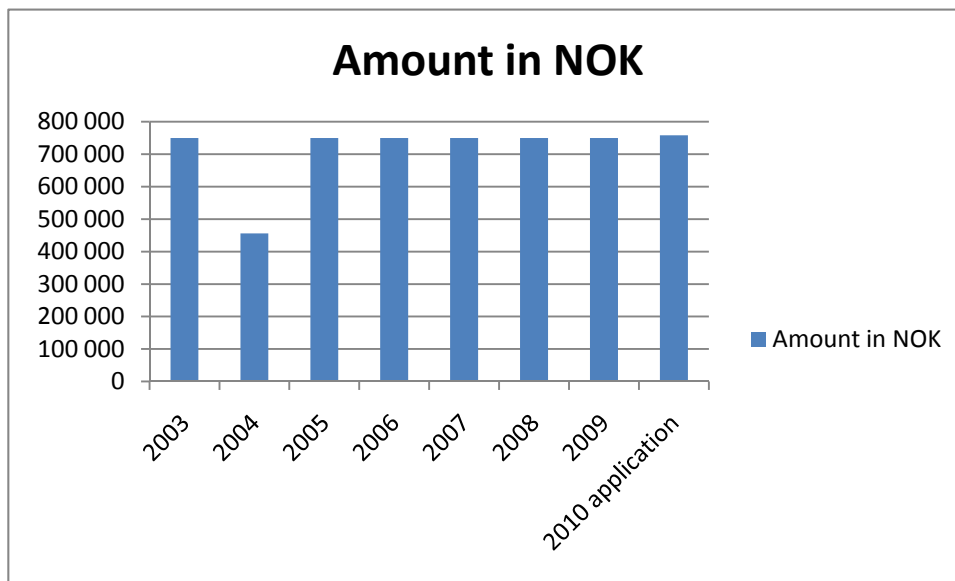
Figure 2: Funding from Norad

5.2 Budget and spending:

TI Norway's typical budget for international activities under Norad's agreement is 780 000 NOK. Out of this amount, 10% (78 000 NOK) is the organization's own contribution. Norad allows NGO's 8% administration costs on top of their funding, this amounts to 56 160 NOK. Norad contributes 90% of the budget (ex. admin. costs) which is 702 000 NOK.

The funds transferred from Norad is therefore 758 160 (admin costs plus Norad's 90% share).

The budget has two parts "Operating costs" and "Investments". Operating costs consists of staff cost at Oslo office (project management), travels and telephone costs etc. A typical budget (2008 is used as an example) allocates 71% to "Operating costs" and 29% for "Investments". When compared with the actual spending (for 2008) the Operating costs has increased to 87% and the Investments dropped to 13%.

Only a small fraction is spent by the partner or in the partner country. All operating costs are related to the Oslo office and its staff. Of the Investment costs only the item "Seminars/conferences/workshops" and "Support to development of projects in the South" are likely to be used by or for direct activities in the partner country. This amounts to 13% or 72 790 NOK. The item "Awareness rising" is according to the audited accounts telephone expenses.

Whether Norad gets "value for money" or not depends therefore solely on the performance of the Oslo office. It falls outside the scope of this review to make an assessment of whether Norad has got value for money from it's assistance to TI Norway

Table 2: Typical budget and spending according to accounts (2008)

	Account		Budget	
a) Investments	2008	2008 percentage	2008	2008 percentage
Seminars/conferences/workshops	50850	7 %	80000,00	10 %
Research papers		0 %	20000,00	3 %
Awareness-raising (International phone calls)	26000	3 %	50000,00	6 %
Support to development of projects in the South	21940	3 %	50000,00	6 %
Misc.	1840	0 %	30000,00	4 %
TOTAL a):	100630	13 %	230000,00	29 %
b) Operating costs (incl. possible project reviews)				
Project management and assistance (salary, social costs etc.) 2 staff members	580000	74 %	420000,00	54 %
Travel (International travels)	100000	13 %	100000,00	13 %
Telephone, equipment, subscriptions and stationary		0 %	30000,00	4 %
TOTAL b):	680000	87 %	550000,00	71 %
Total spending	780630			

6 Key issues

Below are key issues presented and discussed. Key issues are structured according to the scope in the Terms of Reference (See Annex 4).

6.A. TI Norway's strategy and response to Norwegian policy for development cooperation

Transparency International, the only international non-governmental organization devoted to combating corruption, brings civil society, business, and governments together in influential coalitions. TI, through almost 100 independent national chapters around the world, works at both the national and international level with the intention to curb both the supply and demand side of corruption. In the international arena, TI raises awareness about the damaging effects of corruption, advocates policy reform, works towards the implementation of multilateral conventions and subsequently monitors compliance by governments, corporations and banks.

At the national level, chapters work to increase levels of accountability and transparency, monitoring the performance of key institutions and businesses, and pressing for necessary reforms in a non-party political manner. TI-Norway and other TI chapters do not investigate individual cases; but rather focus on prevention and reforming systems.

TI Norway's activities in development cooperation are in line with the Norwegian Governments own engagement, notably in the Oil for Development (OfD) and Extractive Industries Transparency Initiative (EITI). TI Norway is actively involved in the EITI, both directly and through the Publish What You Pay (PWYP) Campaign. Given TI-Norway's focus and expertise, TI Norway wants a closer cooperation and dialogue within the OfD.

6.B. Organizational structure

TI Norway's governing body is the Board, with 8 members. Below the Board is the secretariat with 2 staff members; the secretary-general and a special advisor. It is the special advisor that undertakes most of the activities and follows up of the partner chapters. In the last year or so also one of the board members has contributed, including in presentations for partner chapters, as TI Norway was without a secretary general for some time.

TI Norway has as of January 2008 38 institutional members (companies, public institutions and NGOs) and 89 individual members.

As TI Norway is a small NGO the decision making process is relatively quick and not bureaucratic. The priorities are guided by a strategic policy and signals from TI Berlin; the TI headquarters. The secretary general has the decision making power regarding choice of partner countries and other issues related to the Norad agreement, and consult the board when necessary.

Every Chapter is an independent unit and TI Berlin's role is to provide some common support functions as well as control mechanism. TI Berlin has recently reconfirmed TI Norway's accreditation as a TI chapter. The re-accreditation, followed after a review of the chapter, and is a quality control mechanism to assure that the TI chapter fulfils the TI requirements.

6.C. Partner cooperation

TI Berlin has signalled to TI Norway that their private sector approach is appreciated and based on this appreciation TI Berlin has indicated that TI Norway should support a selection of chapters in developing countries on anti-corruption work in the private sector. Most work in TI globally related to anti-corruption is mainly focused on the public sector.

In 2004, at the beginning of the Norad funded activities, TI Norway went on fact finding missions to Tanzania, Mozambique, Nigeria and Kenya. None of these countries ended up as partners. At the moment a partnership is established with the TI chapters of Uganda, Zambia, Zimbabwe and Lithuania,. TI Norway has carried out activities also in other countries other than the partner countries, see attached list of activities 2004-2009.

TI Norway has more or less a standard concept for collaboration, when there is an agreement to collaborate with a national TI chapter. A workshop is planned and facilitated. The theme is "Business ethics and corruption" and this is often the title of the workshop. Workshop presenters are mostly from the collaborating country and TI Norway contributing with one to two presentations normally based on the "Business Principles for Countering Bribery". At the end of the workshop there is a session to strengthen the local TI's dialogue with the business community and identify further activities/action plan at national level.

Based on the information provided during the field visit to Uganda, the activities are mostly related to facilitating a workshop and there is limited follow up of the local chapter after the workshop.

TI Norway neither provides organizational support nor regular activities, mentoring or in other ways, to the partners, according to the review team's findings from Uganda.

6.D. Administrative capacity and financial management

TI Norway's administrative capacity consists of the two full time staff. The secretary general is new in her position but the special advisor has been in the position since 2003 and has experience from development assistance before. TI Norway has – as a strategic choice – a type of collaboration with low administrative burdens. As TI Norway is not a donor, and no significant amounts are transferred to partners, the need for administrative capacity is limited. This approach is also closely linked to their strategic approach to be contributing professionally rather than as administrators of projects and programmes.

This strategic choice also limits the need for financial management capacity. The auditor appears only to need to focus on TI Norway spending, and only when necessary uses audited reports from other TI chapters. As the budget and accounts presentation under "The Norad agreement" shows, the majority of funding are spent on low risk areas like staffing, travels.

Also a good share of the small amounts spent in foreign countries is easily accounted for by receipts, and with the TI Norway staff present. These costs are for facilitating the workshops, etc. The review team assesses and finds the risk for fraud to be limited.

As each TI chapter is separate units they are also audited accordingly. Often auditors and other competent persons are members, staff and/or board members of the local TI chapter. Local chapters may be organizationally weak also when it comes to financial management.

6.E.   Technical competence and context understanding

Transparency International has good competence regarding anti-corruption in both public and private sector, globally. Through its global network, it also has a good context understanding. TI Norway builds on this competence, as well as being staffed with a secretariat and a board with significant technical and practical competence in the area.

TI Norway does not necessary have by itself a good context understanding in all partner countries. Fact finding travels and collaboration with the relevant national TI chapter should mitigate this challenge.

6.F.   Use of resources and result assessment

In 2006 TI Norway presented the strategic objectives of its international and development oriented activities as:

1. Build partnership, primarily with TI chapters locally. Channel local partners' experiences and needs to the international coalition against corruption.

2.   Build knowledge and competencies in developing countries. Promote exchange of experiences between North and South. Provide technical support to local anti-corruption activities.

3. Inform Norwegian partners in the Government, civil society and the business community about progress and challenges in the international fight against corruption.

None of these objectives have been measured or assessed by TI Norway. Activities undertaken are reported.   It may however be argued that it is still too early to expect results on the relative high level goals like knowledge building and informed Government, civil society and business community. It may also be argued that strategic objective 1 will be fulfilled by executing the activities itself.

The systems TI Norway has for communication and reporting result are different for the TI partner, TI Berlin, TI Norway and Norad. As TI Norway is a small

NGO, it has few formal systems; however some practice now is getting institutionalised. For the TI partners, TI Norway ensures that a comprehensive workshop report is made after the workshop. TI Norway follows up also except from these seminars but then in a less systematic way. It is a close relationship between TI Norway and TI Berlin; however result reporting from the Norad projects is not done in a systematic and formal way to TI Berlin. The reports to Norad is presented and discussed with the TI Norway's board. The TI secretary – which also are the same two staff managing the support- make the Norad reports. As mentioned above the objectives are not really tried to be measured, therefore TI Norway report mostly on activities and report verbally on what TI Norway assess as result like "*...the project has resulted in stronger efforts to educate staff in anti-corruption within the Ministry..*".

6.G. Coordination with other actors

TI Norway does not coordinate their activities with other Norwegian stakeholders. In the partner countries, local stakeholders are invited, but no coordination is done by TI Norway.

TI Norway participates in EITI, and has a close relationship with OfD.

7 Findings

7.1 TI Norway's capability of achieving results

TI Norway has received support from Norad for its cooperation with partners in developing countries since 2005. The support has been at a level of 750.000 NOK annually. In 2003 a similar amount of 750.000 NOK was received from the Ministry of Foreign Affairs. TI Norway has developed cooperation with TI chapters in some African countries (Tanzania, Uganda, Zambia, Zimbabwe and South Africa). There has also been cooperation with TI chapters in the Baltic States. In 2008 some cooperation was initiated with Ministry of Planning and Investment in Vietnam (TI chapter not yet established) and in 2009 contacts were established with the TI chapter in Bolivia. The focus of the cooperation with TI chapters has been to assist them in establishing closer contacts with the private sector in their countries in promoting transparency and anti-corruption. The cooperation has been based on interest and initiative from the different partners. Contacts between TI Norway and the other TI chapters seem to have been at very different levels of intensity over the years. It is noted that several initiatives have failed to materialize.

The main contributions from TI Norway have been in the form of technical assistance to the chapters in planning and implementation of workshops. The workshops have targeted private sector actors; business associations, companies, etc. This assistance has also aimed to contribute to competence building in the TI chapters. A peer-review workshop was organized in Tanzania in 2005 for five African TI chapters.

The team did not find that previous (before seminar 2009) efforts from TI Norway or any other anti-corruption efforts from other Norwegian private sector have sustained any visible presence in Uganda. On the contrary, one large private sector organisation said that the 2009 workshop was the first awareness for the senior staff that was in charge of making their anti-corruption strategy. This is surprising since both NHO and DANIDA has worked with the organisation for a number of years. Their support also included CSR (including anti-corruption).

Gender appears not to be raised in the workshops.

7.2 TI Norway's technical, organizational, administrative and financial ability

TI Norway's technical ability is well appreciated and recognised by partner countries, TI Berlin and other interested parties. It is especially the "Business Principles for Countering Bribery" and the competence in anti-corruption in private sector that is in focus, as this is a rare competence.

Organisational ability is limited as TI Norway has limited staff – only two persons all together on both Norwegian activities and Norad tasks– to allocate to this work. TI Norway has the necessary capacity to fulfil present agreement in terms of relatively low administrative and intensity burden on this type of support. The long-term follow up of partners is limited. The questionnaire survey of the partners shows that the partners often do not agree that TI Norway is sufficiently staffed to manage in a satisfactory and professional manner ongoing projects, see question 2a of Annex 2. Also when partners were asked what they perceive as TI Norway's main challenges, the following issues were raised:

> It has limited manpower.
> Ability to continuously engage with partners in the region
> Staffing to expand their activities and also be able to build capacity of its partners

If TI Norway experiences increase in funding, improved follow-up should therefore be a priority area.

Financial management is now done by external accountant and controlled by TI Norway's auditor. This seems adequate.

8 Conclusions and Recommendations

8.1 Conclusions regarding the organization's ability to deliver effective aid

Based on the document review, workshop with TI Norway, questionnaire survey and field visit to Uganda as well as the review team's own analysis, the following conclusions emerged. We have categorized them into achievements and challenges.

8.2 Achievement

According to the review teams findings the following achievements can be attributed to TI Norway:

1. Well recognized in the special field of private sector anti-corruption both by TI Berlin and partner chapters.
2. Well defined and clear views and understanding of own strong sides and strategic direction
3. Successful execution of activities studied in the case study: It is our impression that the workshops that have been organizes have been of high quality and were well received by the participants. This was particularly the case with the last workshop held in Uganda in April 2009. It is the team's opinion that TI Norway has the capacity and competence to implement these activities in an efficient way.
4. TI Norway's focus on the private sector seem to be of particular relevance to the cooperating chapters as the anti-corruption work in their countries has only to limited extent targeted the private sector.
5. The support from international partners like TI Norway also gives the local chapters' added prestige that is important for them in order to be listened to in the national dialogue on anti-corruption issues.
6. Capacity development: Important input and contribution to TI Uganda, as a small and weak, however progressing chapter. It is not quite clear from the annual Applications from TI Norway to NORAD to what extent capacity building in the cooperating chapters has been an objective. It can safely be said that the technical assistance given has had a positive impact on the chapters in transferring technical knowledge. Further, the peer review workshop held in 2005 had capacity building as an objective. Apart from this, capacity building for the cooperating chapters is depending on support from other partners. During the case study in Uganda it was clearly said that the chapter was depending on re-establishing relationship with other international partners to get necessary funding for operational costs as well as various programmes that the chapter wanted to implement.

7. Activities may be strategically important for partner TI chapters. Most of the five partner countries have joined recently and therefore it will be too early to assess long-term effects of TI Norway's support.

8.3 Challenges

According to the review team's findings, TI Norway faces the following challenges:

1. Limited manpower and staffing identified as main challenge (survey question 2.a and 9. TI Norway has limited capacity for continuous follow up.
2. TI Norway's contribution in monetary and activity terms is small
3. Activities are more or less standalone activities. The TI chapter does some following up of the participants based on the action points agreed during the workshop. Some attempts to follow up on regional levels as well as doing planning of another workshop a few years later in the same chapter (like Uganda) is done. However, follow up is limited and the review team assess the activities mainly to be standalone activities,
4. Even though not necessarily TI Norway's fault, the activities are isolated from other donors, international as well as Norwegian, activities in same area. It is worrying that the long term efforts done by Danida and NHO as well as others to for example a large private sector member organisation has not been captured and institutionalized by the organization.
5. The rather limited and irregular contact that TI Norway seems to have had with each of the chapters gives little possibility for TI Norway to get first hand information about developments within each organisation. This may explain why NORADs call for more information about developments in the partner organizations have not been addressed except for reporting on the Uganda case after the scandal was publicly known. TI Norway may have to rely on information from other cooperating partners that are closer to the chapters (Embassies, aid organizations, etc) to be up to date on important developments within the organizations.
6. Gender not included in workshops
7. Political support: TI Norway aims also to contribute with political support. This seems to be less valued by partners according to survey findings (question 3d and 4 d.

TI Norway has received support from Norad for 7 years, however all the existing partners came into the portfolio at later stage. Therefore all partners have a relatively few years of partnership experience. Whether TI Norway's results are satisfying will therefore depend on what one can expect from this support in the time frame that the partnerships have existed. The review team assess the support up to now as satisfying, based on partner responses and the assessment of the Uganda 2009 workshop. The review team assess a lack of sustained visible presence from the Ugandan seminar in 2005 as a negative aspect in this sense. However, TI Uganda went through an organisational crisis in the years after 2005 and the team therefore find this case not suitable for generalisation.

8.4 Recommendations regarding Norad's future co-operation with the organization.

1. Future support to TI Norway is recommended. The present level seems to be adequate for TI Norway's present capacity and strategic objectives. A moderate increase is possible and favoured; and the increase should in particular be targeted to filling the gaps in follow up as identified by existing partners. The civil society plays an important role in the fight against corruption. National chapters of Transparency International in developing countries can have a strong voice given their institutional link to the global TI network. Links to other national chapters, like TI Norway are also adding to the prestige and possible influence. This point taken together with the specific expertise TI Norway has developed in working with the private sector gives a strong reason for continued funding through TI Norway. It is therefore recommended that funding from Norad should continue at present level, or a limited increase, for another period of 3-5 years.

2. Awareness rising has been on the agenda for collaboration with the main partner countries for some years, and the review team assess the time for only awareness rising to be running out. TI Norway and Norad should review possibilities for taking the collaboration with these main partner countries to the next step. The review team assess the next step to be building more capacity in the TI chapters themselves, with the goal to be a resource nationally. This step should have been initiated as the last part of the TI workshop is action points. The suggested 3-5 year period for renewed funding should be enough to make a positive contribution to the sustainability of the existing TI partners. The review team also recommend that gender is included as an issue in the recommended coming period.

3. TI Norway should give highest priority to cooperation with a few national chapters that are focussing on the private sector and have, or want to develop comprehensive programmes with the private sector as partner and target group. The cooperation should normally be based on the chapters' annual plans. There should be a clearer understanding between TI Norway and Norad about the scope of the cooperation, especially to what extent institutional development is part of the agenda.

4. TI Norway should keep contact with funding agencies in partner countries that are providing long-term funding for operating costs and institution building to share experiences on how the national chapters are developing. This will also enable TI Norway to fulfil its obligation to report to Norad any indication on corruption, misuse of funds or other inappropriate developments.

5. Exit strategies: At the moment none of the TI partners seems to be ready for TI Norway to exit, and only remain with follow up from TI Berlin. The next step should – as stated in point 2 – contribute to the sustainability of the existing partners. Therefore an exit strategy should be made in the second half of the recommended new funding period.

Annex:

Annex 1: Case study Uganda

Annex 2: Questionnaire survey of partners

Annex 3: Debriefing workshop summary

Annex 4: Terms of Reference

Annex 5: List of TI Norway activities since 2004

Annex 6: List of people interviewed

Annex 7: Documents reviewed

Annex 1: Uganda Case Study

A case study of corruption in Uganda.

In 2009, TI international ranks Uganda as the 130th least perceived as corrupt country regarding public service delivery as compared to its rank of 126 a year before. The second National Integrity Survey of 2008 reports that bribery is the most prevalent form of corruption in Uganda largely (69.4%) caused by the desire to accumulate wealth in the quickest time possible, by more so the young generation (greed). The young generations (25-30 years) are coerced by peer pressure to live a luxuriant lifestyle and thus get into corrupt practices to meet what it takes. The study also found out that the demand and payment of bribes are no longer secrets but acts of when well executed to become wealthy, are glorified compared to those who stick to principles of integrity and moral values.

The main reason for corruption has changed from low salary as reported in National Integrity survey of 2003 to greed. There has been increase in knowledge of systems and institutions for reporting cases of corruption, but this is not yet reflected in reporting levels of corrupt practices.

"Syndicate corruption" and "management by crisis" are new forms of corruption that have emerged. Syndicate corruption involves networks of strategically placed public officials who connive to embezzle public funds with impunity. Management by crisis is where public officials deliberately delay to plan in order to create a crisis and stipend the procurement process.

Uganda has a strong legal and anti-corruption framework but faces major implementation challenges, even according to the Global integrity report and the various stakeholders this review team met during field visit. It was also noticed that there is systemic corruption and the practice was still more or so acceptable, a scenario that always reduces public demand for accountability. In the National Integrity survey of 2008, it was found that the level of reporting of cases of corruption was very low with the main reason being lack of knowledge of where to report.

Other implementation challenges arose from inadequate staff, weak staff investigative capacity and insufficient political will by government to enact some legislation.

Anti-corruption in Uganda

In Uganda, there is increasing awareness about corruption than before. Many CSOs are acting against corruption activities. Public needs are represented by civil society organizations that either deliver services or advocate for anti corruption measures. CSO service delivery has been in areas of water/medicine provision, capacity building while advocacy roles as in speaking up and influence others so as to have policy changes. People have been empowered to speak against corruption. NGOs have been involved in public education/awareness about corruption and its effects. Other main actors in anti

corruption work include both government and private initiatives. They include: Inspectorate of government, Electoral commission, Uganda Revenue Authority, Auditor General, Judicial Service Commission, Public Accounts Committee, Department of Ethics and Integrity, Private Sector Foundation, Uganda Manufacturers Association among others.

Legal and Policy frameworks for dealing with corruption

These are the key parts in Uganda's legal and policy framework for dealing with corruption:

-**The Whistle Blowers Protection Bill** -This bill has been drawn and is being lobbied to be approved by parliament. The Bill is rooted in both the UN and African Union (AU) convention on Protection and Combating Corruption 2003. The promoters of this bill want to ensure that the domestic system provide protection against any unjustified treatment for any person who reports in good faith and reasonable grounds to the competent authorities about facts or acts of corruption and to adopt measures that ensure that citizens report instances of corruption without fear. This bill is applicable in both the public and private sector.

-**The leadership code Act 2002.** The leadership code was established to ensure that politicians, leaders and government officials declare their wealth regularly and that they are able to justify how such wealth was acquired. The Inspector General is responsible for enforcing the act.

-**Penal Code Act**. This code is applicable both in private companies and public offices. It provides a range of scenario that are punishable as corrupt acts like embezzlement, cause of financial loss, conspiracy to fraud, false accounting by public officers.

-**The Prevention of corruption Act 1970.** It gives police special powers in relation to combating corruption. There is a legally binding obligation upon any other person to avail information in relation to corruption with an offence of obstruction where an individual denies the Police entry for search, failure to comply with demands of police or refuses to avail information required by Police. It perceives corruption as a criminal offence. The Act is only applicable to public servants and addresses only bribery cases. The Anti corruption Bill 2008, seeks to broaden the offence to bring both public and private office culprits to book, using both proactive and reactive measures.

-**Access to information Act.** Access to information is conceptualized as a right of every citizen according to the constitution of Uganda article 41. This information includes records from ministries, commissions and statutory bodies. The Act empowers citizens to request for such information in either writing or verbally and that the responsible information sources should publish and inform public on a periodic basis on the available information categories.

-**Local government Act 1997.** This was established in the wake of implementation of decentralized system of governance to govern local governments. It has

provisions to censure and remove from office of the district chairpersons, due to misconduct, corruption and abuse of office, accountability through chief accounting officers and town clerks.

-**The Public Procurement and Disposal of Assets Act 2003 (PPDA).** The public procurement process, through the PPDA is governed by principles that are aimed at preventing corruption and corrupt practices. This involves fairness, avoiding conflict of interest, non discrimination and justification of contractual decisions.

-**The inspectorate of government Act 2002-**The Inspector General is empowered to investigate any matter on its own initiative or upon complaint made to it by any individual or body regardless of whether such informers have suffered injustice by reason of that matter. Such investigations can be done during the officers' term or even when the officer has ceased to hold that office.

In the health sector, the IG carried out investigations, arrested and charged officials in relation to embezzlement from Global fund supposed to fight HIV/AIDS, Tuberculosis and Malaria. Notable are former state ministers Jim Muhwezi and Alex Kamugisha for causing financial loss, while Teddy Seezi Cheeye (former director of economic monitoring) was charged with forgery and embezzlement.

The Institutional mechanisms for monitoring and combating corruption include;

-**The presidency and Directorate of Ethics and Integrity.** All anticorruption efforts have the political will of government and support of the presidency. The office of the vice presidency has an anti corruption unit for coordination of such efforts. The Directorate of Ethics and Integrity (DEI) was established to provide political leadership to tackle and combat corruption, especially emanating from public entities like Uganda police. It coordinates activities of constitutional bodies like Inspector General of Government, Attorney General, Act as Anti Corruption (AC) contact point for reporting on corruption and corrupt practices. The DEI has also established the Inter Agency Forum to better coordinate activities of AC Agencies and implement AC measures.

-**The parliament.** This is the legislative organ of government that is mandated to enact laws, approve government budgets and programmes. It has investigative role into misuse and abuse of office in liaison with the Auditor general, inspectorate of government and DEI. The parliament has powers to censure ministers accused of corruption. Some members of Parliament are also members of the African Parliamentarians Network Against Corruption (APNAC).

-**The inspectorate of government-** The IG is to investigate any public officer connected with the abuse of office and neglect of official duty and also to enforce the leadership code. The IG can arrest or cause arrest of corrupt officers and can cause injunctions to the operations of bank accounts of said officers.

The Auditor General-The office of the AG is established to serve as a watchdog over financial integrity. The office audits all public accounts and has powers to

summon responsible public officers to help him with information so as to execute his duties.

-**The criminal justice system and judicial process.** The police, directorate of public prosecutions (DPP) and the courts of law are agencies involved in administering criminal justice system. The police is supposed to prevent and detect crime, the criminal investigations department being charged with investigations in detecting corruption. The DPP prosecutes cases of corruption and bribery, arrest and interrogate suspects. After completion of investigations and compiling of evidence by police, actual criminal prosecutions are done by courts of law. Unfortunately for some bodies, the second National Integrity Survey reports the police and Judiciary as the most corrupt public institutions.

Until recently, cases of corruption have been handled in the magistrates courts. However, the amended constitution allowed for the establishment of a special anti corruption court. The anti-corruption court was set up in May 2008 as a division of the High court to exclusively handle cases of corruption, embezzlement, money laundering, and forgery. According to the Stakeholder meeting on Monday 18th with TI and others, it was realized that this court is one of the most understaffed and needs strong staff who can withstand the pressure from prominent people and groups. The court with pressure from donors and Ugandan government has already penalized Teddy Cheeye to serve 10 years in jail and refund UGX 110 million and Fred Kavuma (former programme producer of now Uganda Broadcasting Corporation) will serve 5 years in jail and refund UGX 41 million.

According to the inspectorate of government report to parliament in first half of 2009, it is evident that there is limited investigative capacity of the inspectorate. Only 11% of available cases were investigated and completed, with most of the complaints being against district administrations.

The constitution of Uganda 1995. The 1995 constitution contains provisions on measures, concepts and bodies that are geared to preventing, monitoring and combating corruption. The constitution for instance makes all public offices and those in position of leadership answerable and accountable to Ugandans.

The main Ugandan Civil society Organizations dealing with corruption issues

A case of TI Uganda (TIU)

Transparency international Uganda (TI Uganda) is the national chapter of Transparency International – The global Coalition against corruption. It is a registered non-governmental organization (NGO) working to create change towards a Uganda free of corruption and its effects. It is registered with the NGO Board and mandated to operate countrywide.

TI Uganda was founded in 1993 as a pressure group to bring together people's voluntary initiatives to enhance accountability, transparency and integrity. The organization has since grown to an autonomous civil society organization. In

1996, the organization was registered as the National chapter in Uganda to Transparency International-Berlin.

Membership- TI Uganda is a membership organization. Members are admitted based on interest and anticipated level of commitment to the mission and vision of TI Uganda. Individual membership is of anti corruption minded people of integrity from both the private and public service sectors. There are full members, associate members, honorary and student memberships.

The Organizational Structure-TI is managed by three bodies; the general assembly, board of directors, the secretariat. The general assembly is the supreme governing body of the organization and comprises of all members of the organization. The assembly meets once annually to discuss critical governance and funding issues. The Board of Directors is the policy formulation and supervisory unit of the organization. They review and update policies, approve program plans and budgets. The secretariat is the technical and implementation arm of the organization. Headed by the Executive Director, the secretariat carries out day to day operations of the organization.

Strategic focus-TI Uganda has 7 strategic areas for 2008-2012. They include,

> Supporting Ugandan Citizens and Institutions to demand and monitor transparency and accountability
> Carryout Strategic Research
> Establishing information centre supported by a virtue library for information on corruption in Uganda
> Supporting oversight institutions in the fight against corruption
> Monitoring and supporting transparency in extractive industries
> Promoting transparency of political party financing
> Supporting legal frameworks for transparency in the Banking sectors such as money laundering bill

At the time of the review, TI Uganda was in the process of drafting a new strategic plan with vested focus on improved transparency and accountability in the private sector.

Successes by TIU

> Initiated the celebration of the anti corruption week (ACW) in 1998, which has since then been celebrated in the last week of every year. Each year's theme carries a different message aimed at renewing and boosting the fight against corruption and at the same time lobbying government to implement prescribed solutions.
> Facilitated the formation of Kisoro district Anti corruption Coalition (KACCO) and voluntary accountability committees in the villages. Rakai Anti corruption coalition was formed in a similar manner. These regional and district coalitions monitor the use of public resources at local government level through community bases monitoring, advocacy and awareness rising.

Together with Uganda Debt Network and the International anti corruption Theatre movement initiated the formation of the Anti corruption coalition Uganda (ACCU) in 1999.

Anti Corruption Coalition Uganda (ACCU)

It is an umbrella organization for AC agencies in Uganda. It brings together 70 CSOs, individuals, religious leaders, academicians, media practitioners, and key institutions involved in the fight against corruption.

Formed in 1999, it coordinates member CSOs in promotion of good governance and AC and does research and advocacy on corruption related issues. ACCU has published the book of fame and shame which represents the most prominent people but who the public recognize as corrupt as well as some heroes of high integrity. This book has stories of key exposed corruption encounters as well as things that contributed to high integrity profiles.

Water and Sanitation Sector Working Group (WSSWG)

This promotes good governance within the water sector. With the scarce water resources, the water and sanitation sector working group have found it necessary to spearhead reforms that increase efficiency and effectiveness of sector expenditure. The water and sanitation sector is one of the largest funded sectors and the value for money analysis would improve accountability and transparency at all levels, especially in the procurement and contract management quality assurance. In November 2006, the WSSWG approved the Good Governance sub group to oversee this undertaking address governance issues. The TOR for the Good Governance Sub Working Group (GGSWG) is improved governance, transparency and accountability in the water and sanitation sector.

Uganda Manufacturers Association (UMA)

UMA one of the participants on the TI Uganda workshop on corruption is getting interested in tackling corruption. It recently published a handbook on corruption reflecting manufacturers' perception of corruption. The book stresses the fact that with global trends, firms that will sustain profits and growth will be of high integrity that is characterized by zeroing corruption, fair trade. In so doing, the emerging small industries that are not capable of paying bribes will not be suffocated by established ones. 92% of manufacturers and industrialists accepted that corruption creates unleveled ground for competition since some companies may pay to get government tenders while young ones may not afford. This is in different to Norwegian companies the majority of which (69%) do not consider corruption as a serious risk for the company (Anti corruption handbook for the business sector, TI-Norway 2009). 72% of respondents also reported that the private sector play a significant role in perpetuation of corruption through, bribes to acquire government contracts, evasion of taxes. 98% of respondents

report that ethical business practice should be promoted as a means to combat corruption and are willing to sign to the code of ethics.
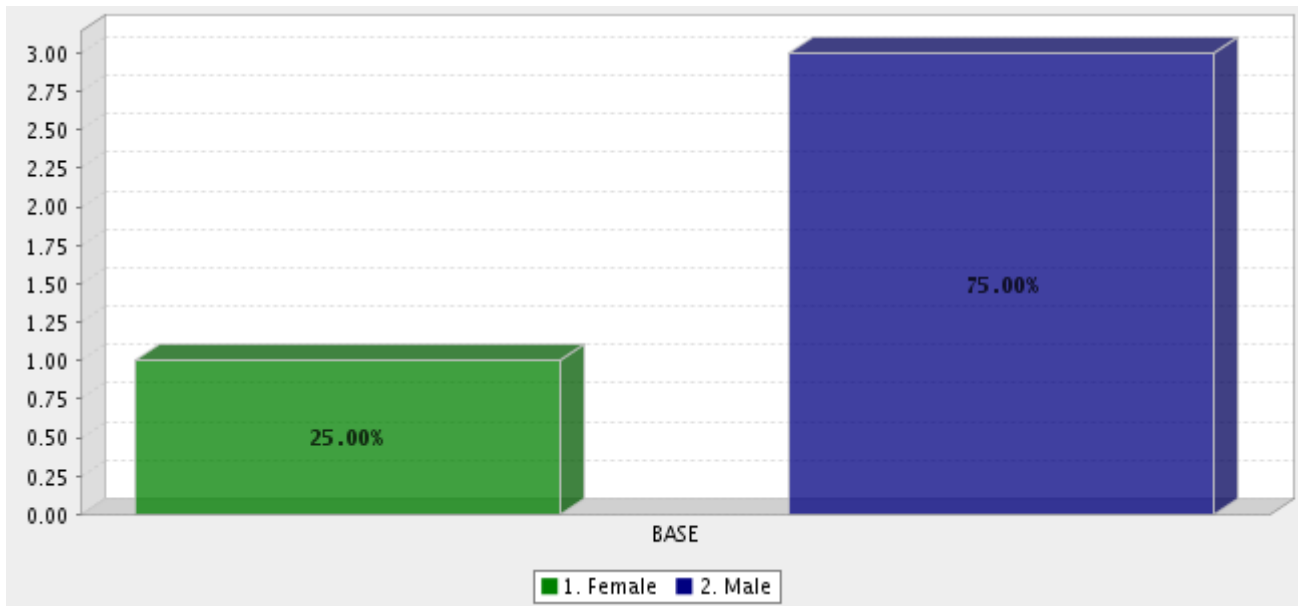
Annex 2: Questionnaire survey

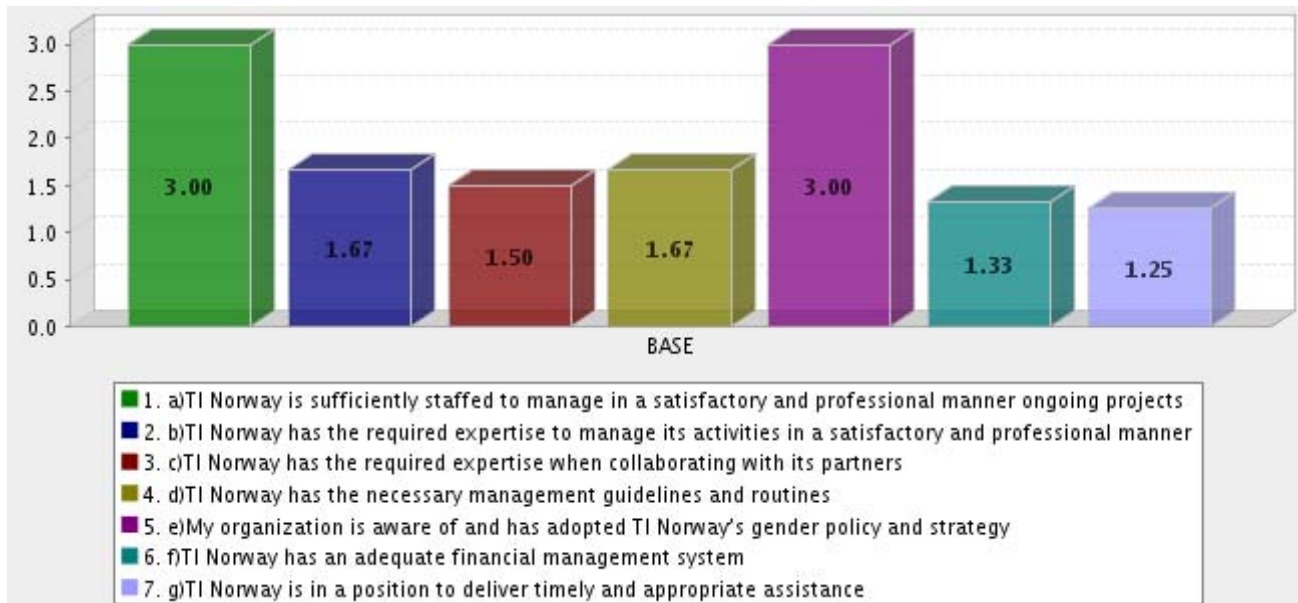Transparency International Norway – Organizational

Survey Overview

Respondents:

4 partners (out of 5) (respondents) filled in the questionnaire. However, one partner did not fill in most of the questions. Therefore we have 3 fully completed questionnaires.
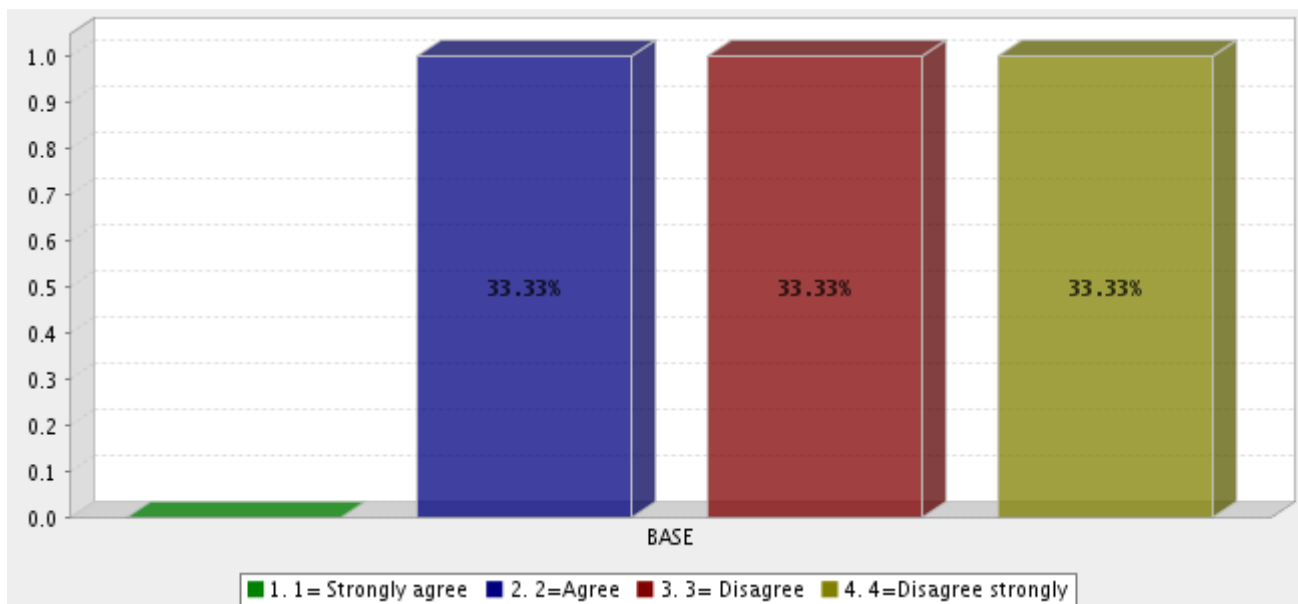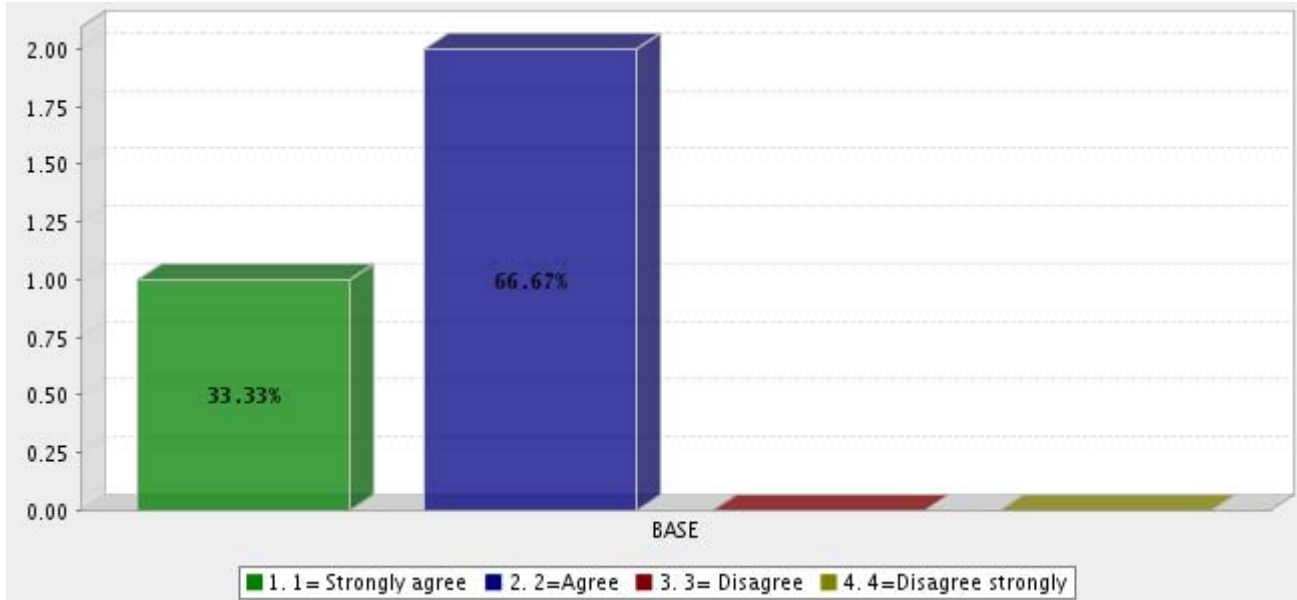
1. Gender (of the respondent):

2. Organizational issues: How satisfied are you with the following:

2.a)   TI Norway is sufficiently staffed to manage in a satisfactory and professional manner ongoing projects
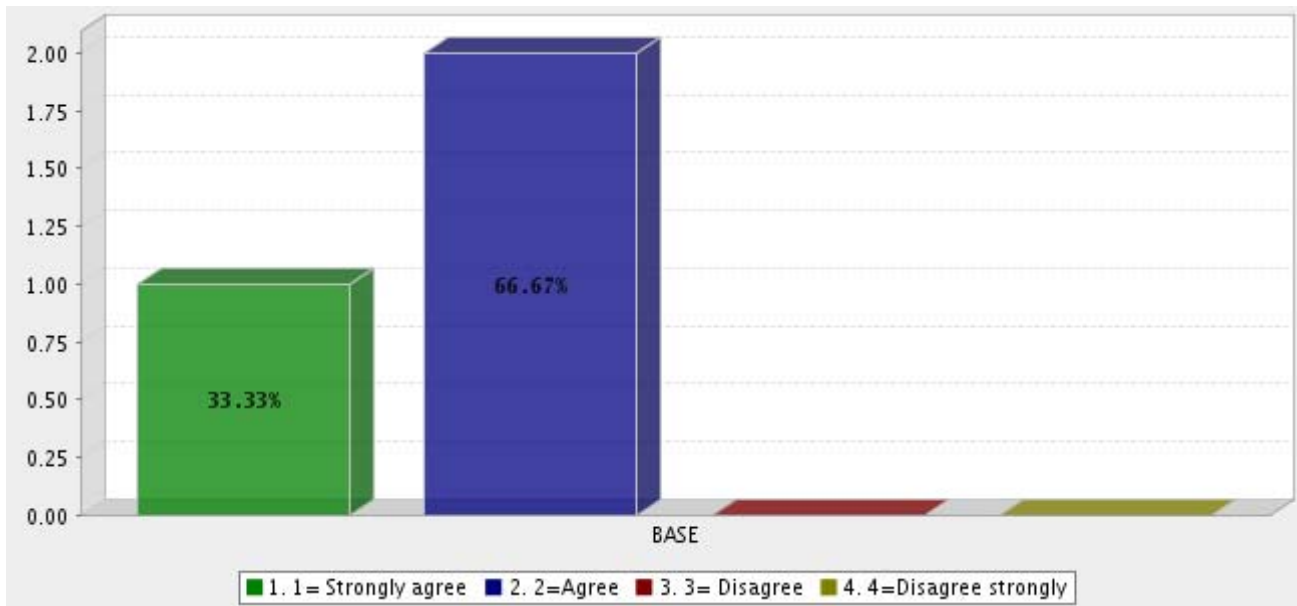
2.b)   TI Norway has the required expertise to manage its activities in a satisfactory and professional manner
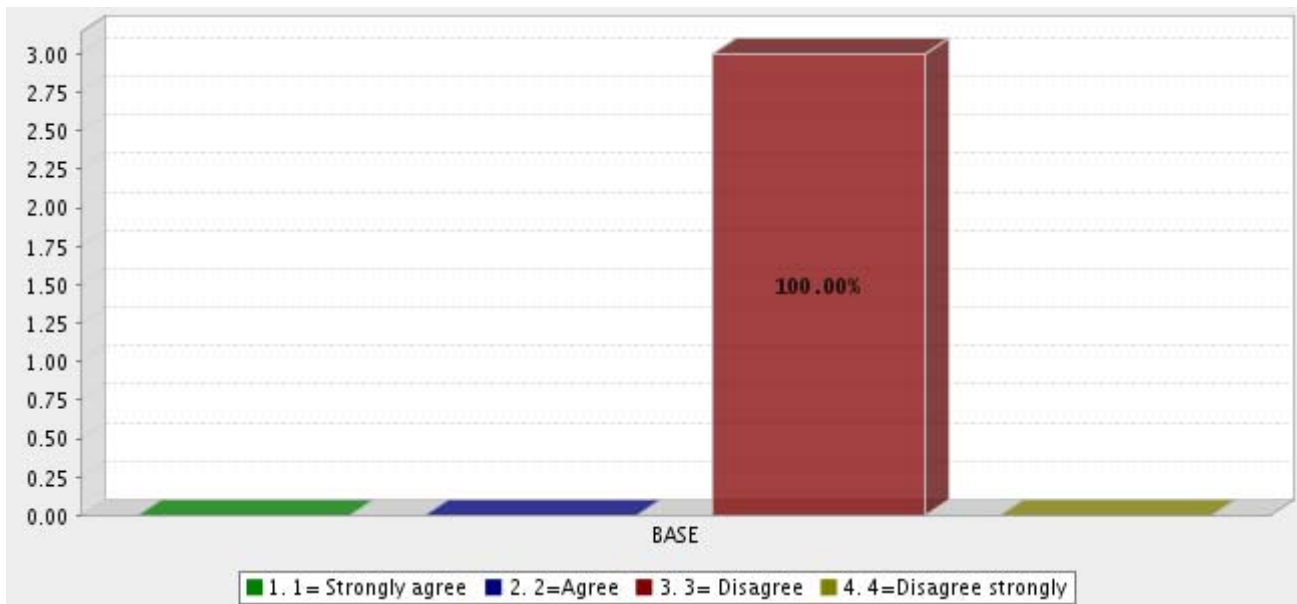

2.c)   TI Norway has the required expertise when collaborating with its partners
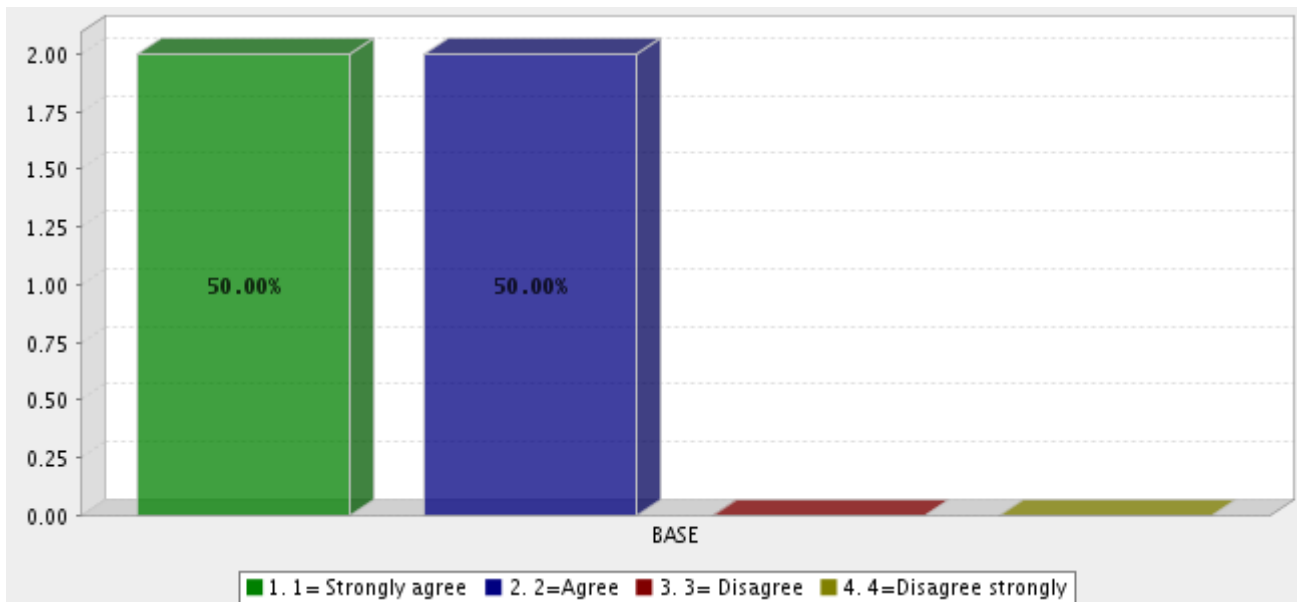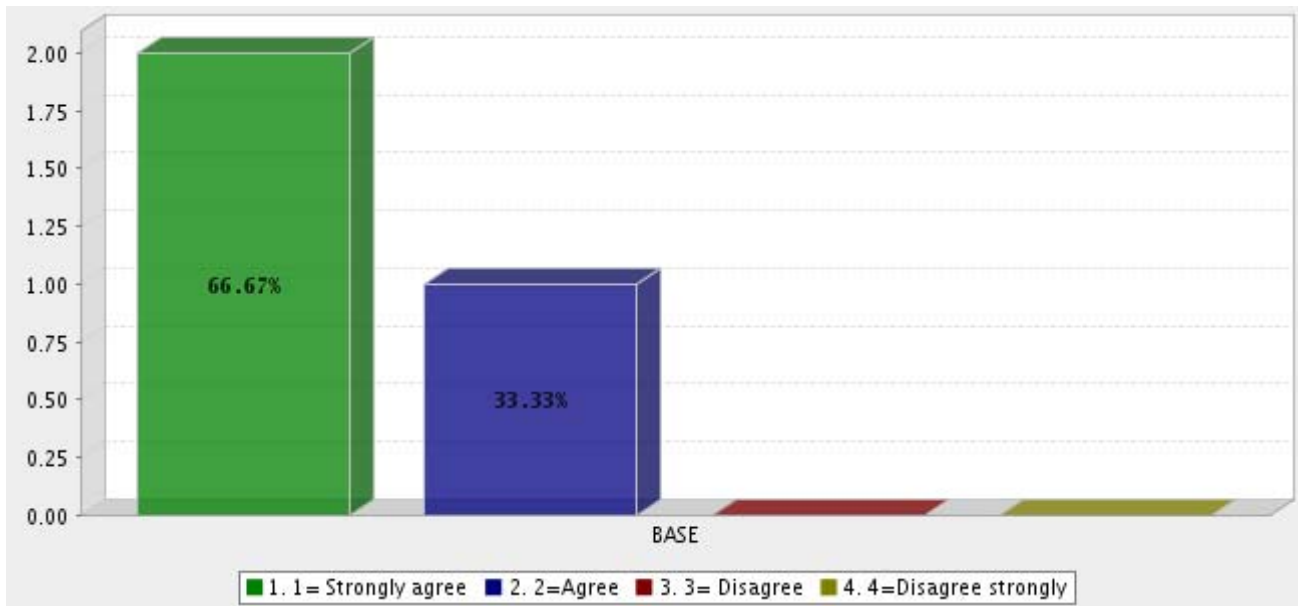
2.d)   TI Norway has the necessary management guidelines and routines
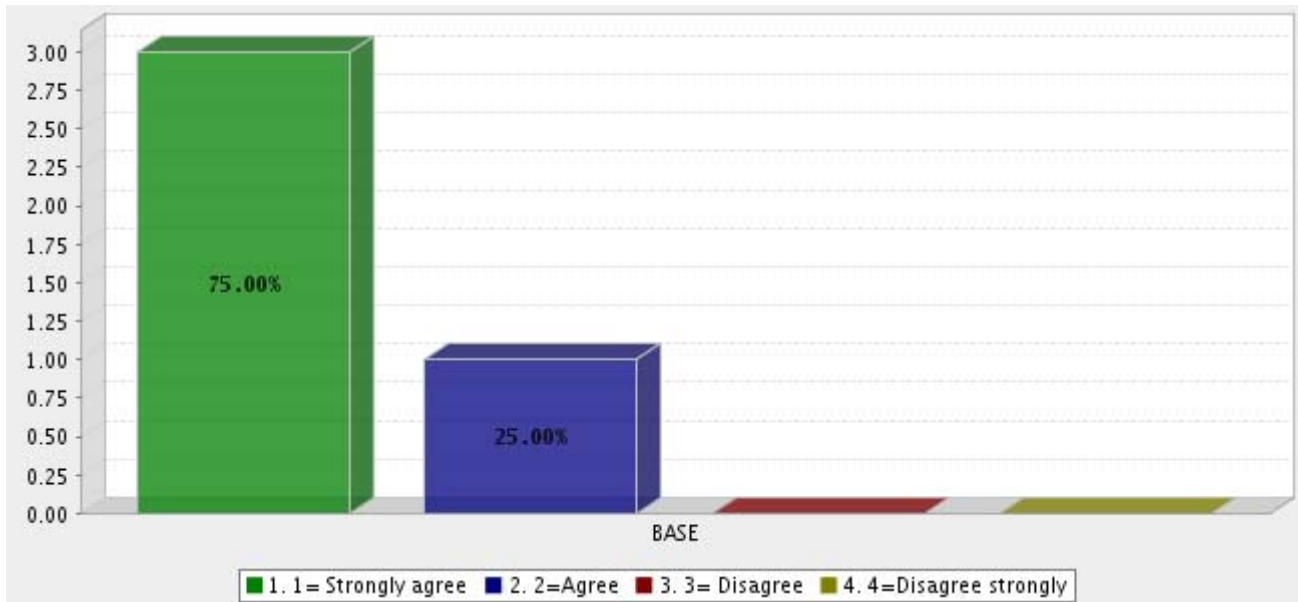

2.e)   My organization is aware of and has adopted TI Norway's gender policy
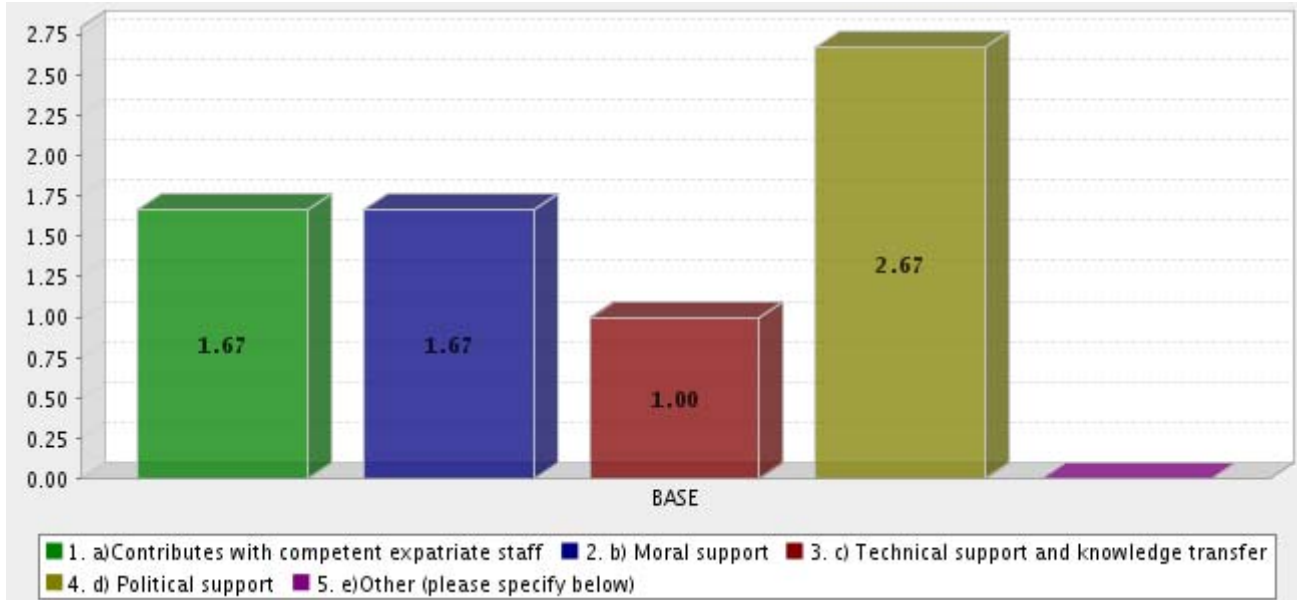and strategy

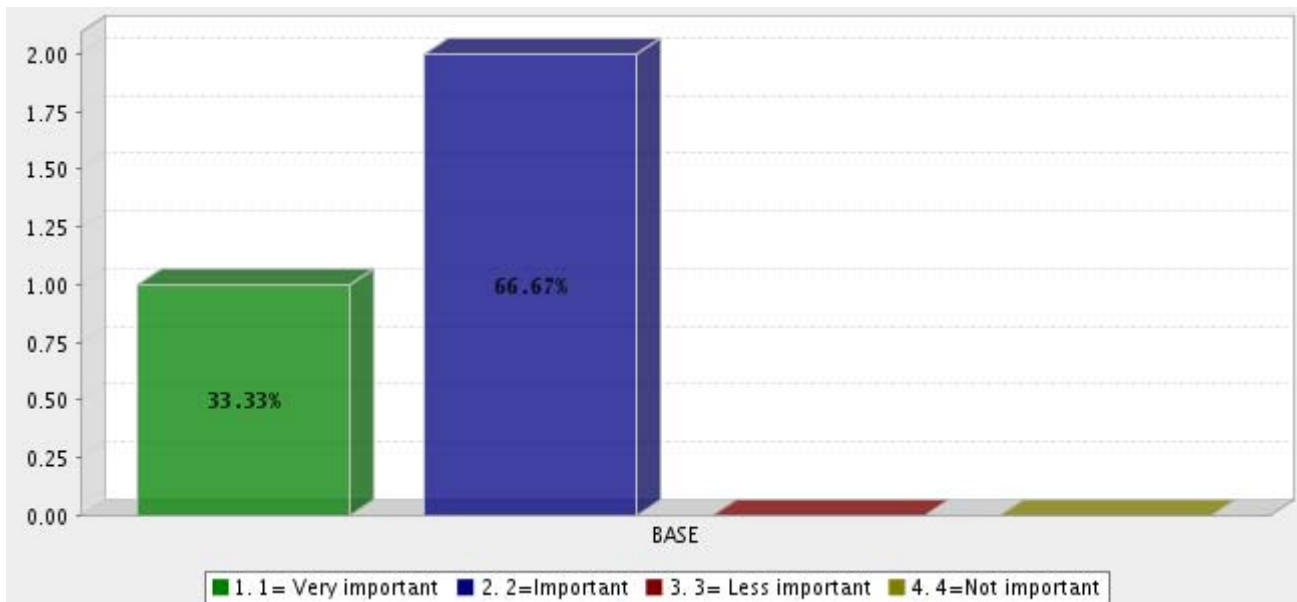2.f)   TI Norway has an adequate financial management system

2.g)   TI Norway is in a position to deliver timely and appropriate assistance

3. How important do you think the different channels of TI Norway's contribution to strengthening your organization are?

3.a)   Contributes with competent expatriate staff

3.b) Moral support

3.c) Technical support and knowledge transfer

3.b) Moral support

3.d) Political support
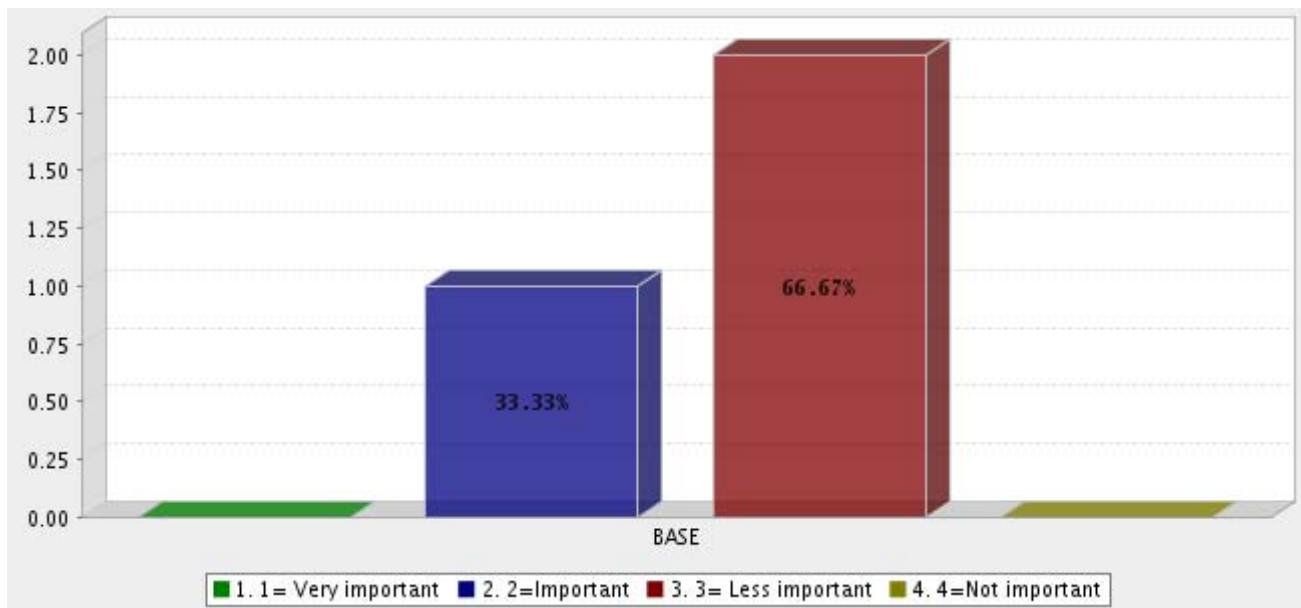
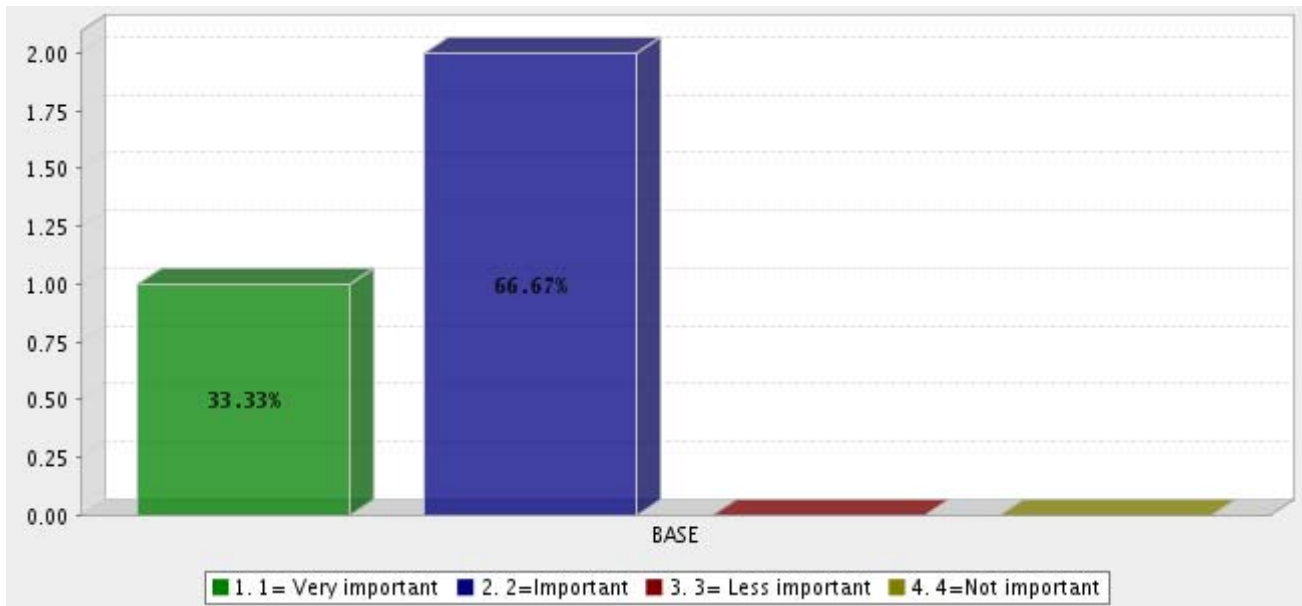4. How satisfied are you with the different channels of TI Norway's contribution to strengthening your organization?

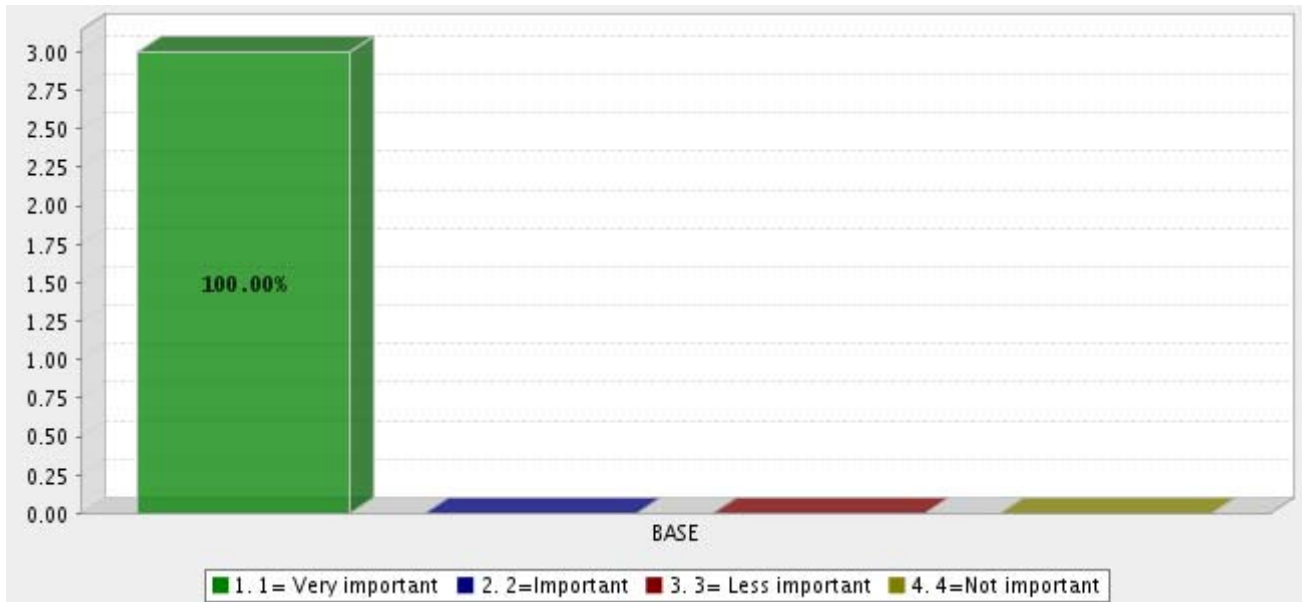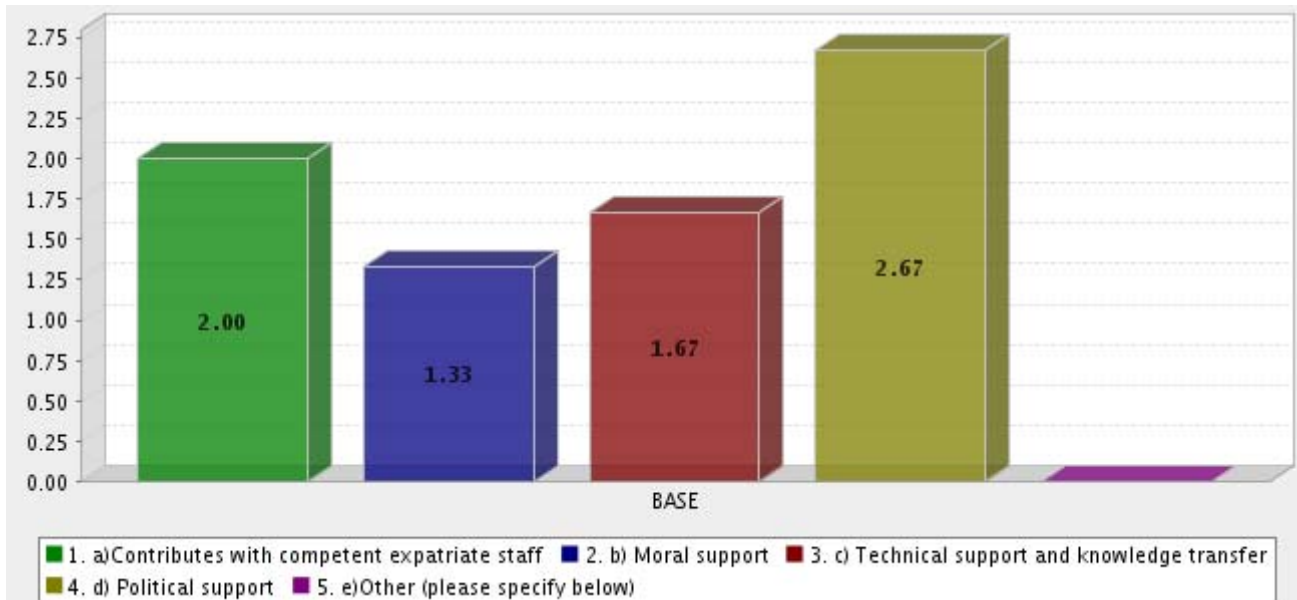4.a)   Contributes with competent expatriate staff
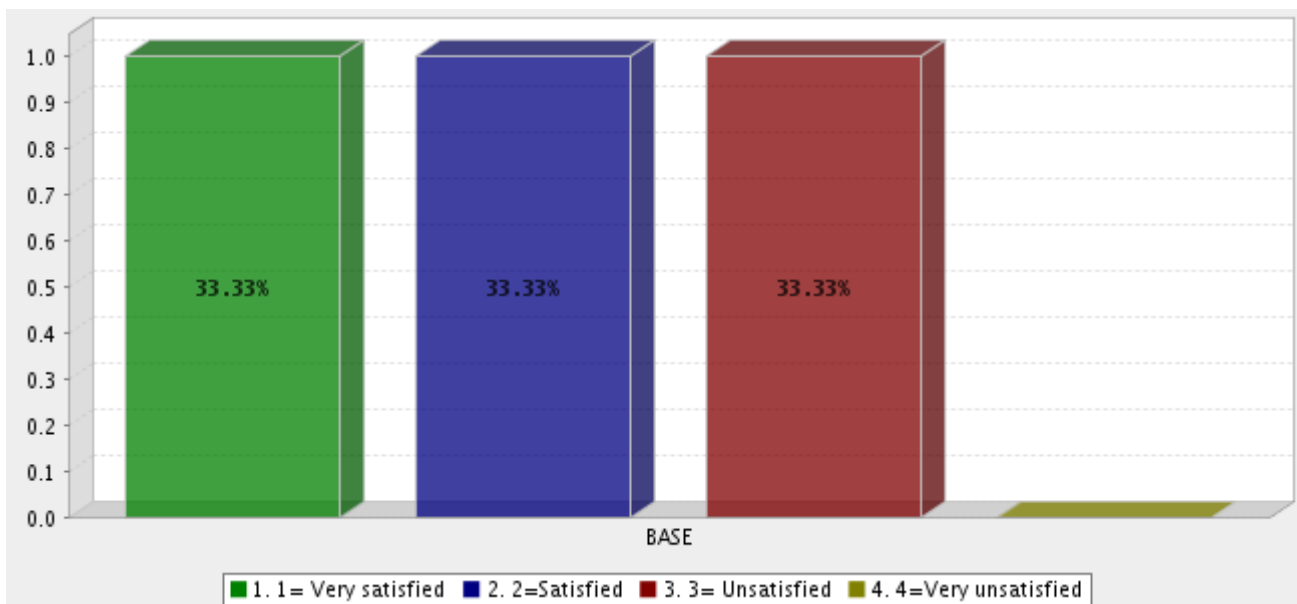
4.b) Moral support
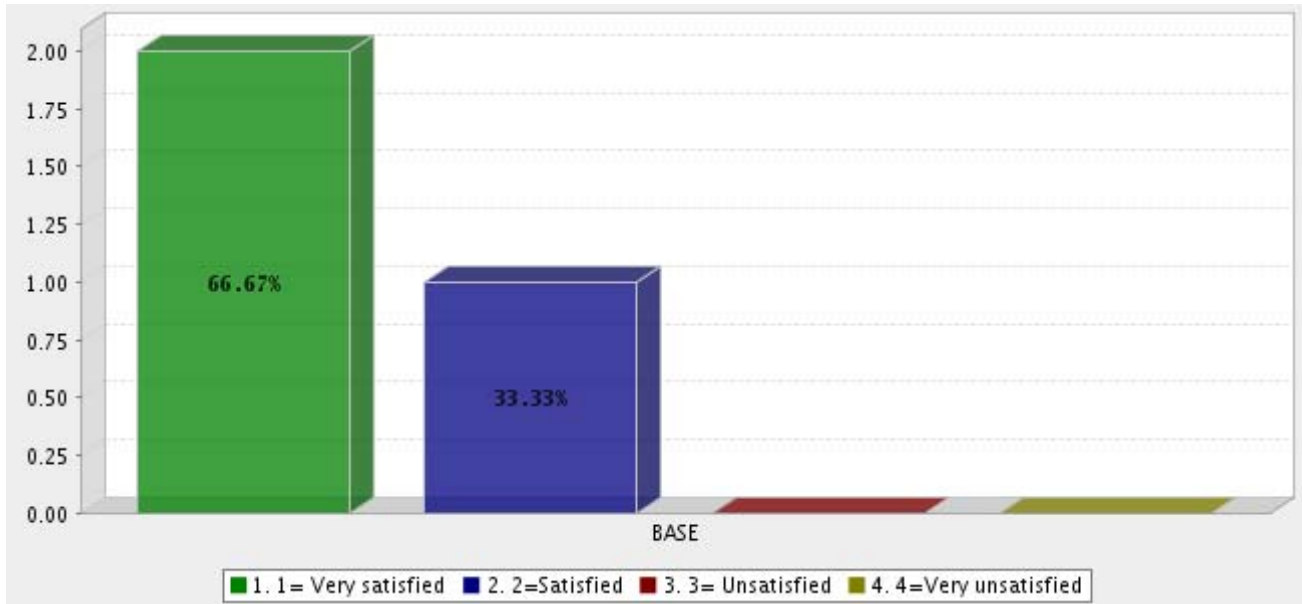
4.c) Technical support and knowledge transfer
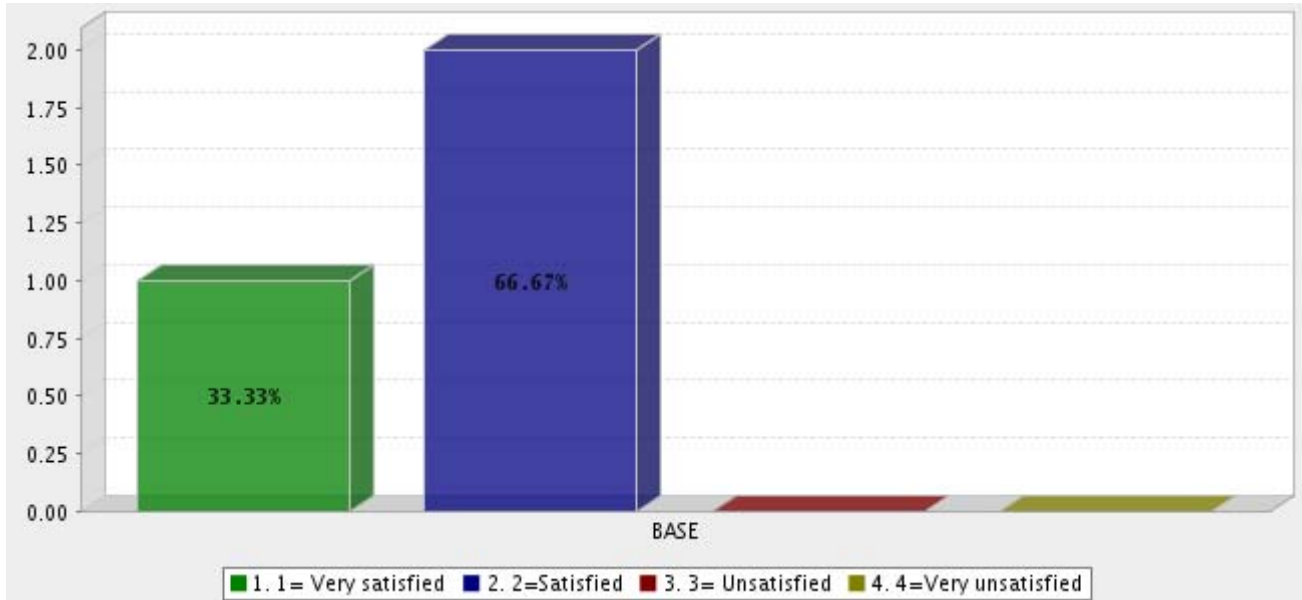
4.d) Political support
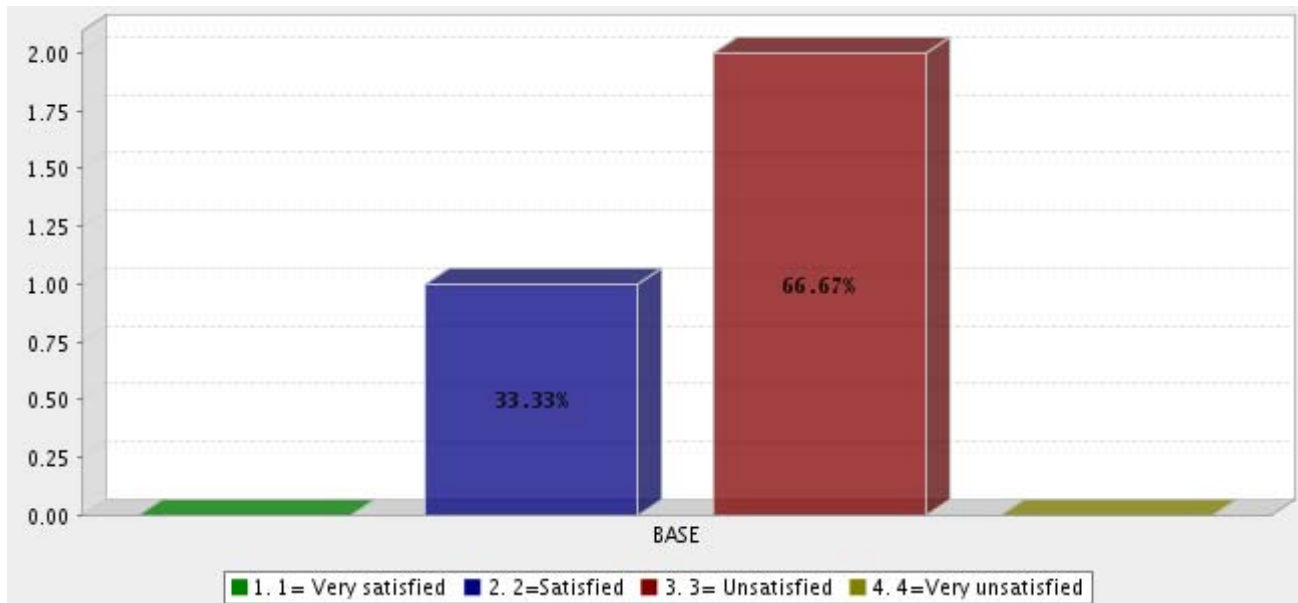
5. We like to learn about your assessment of TI Norway's capacity development support towards your organization. If you feel this is not relevant please explain in text box below:
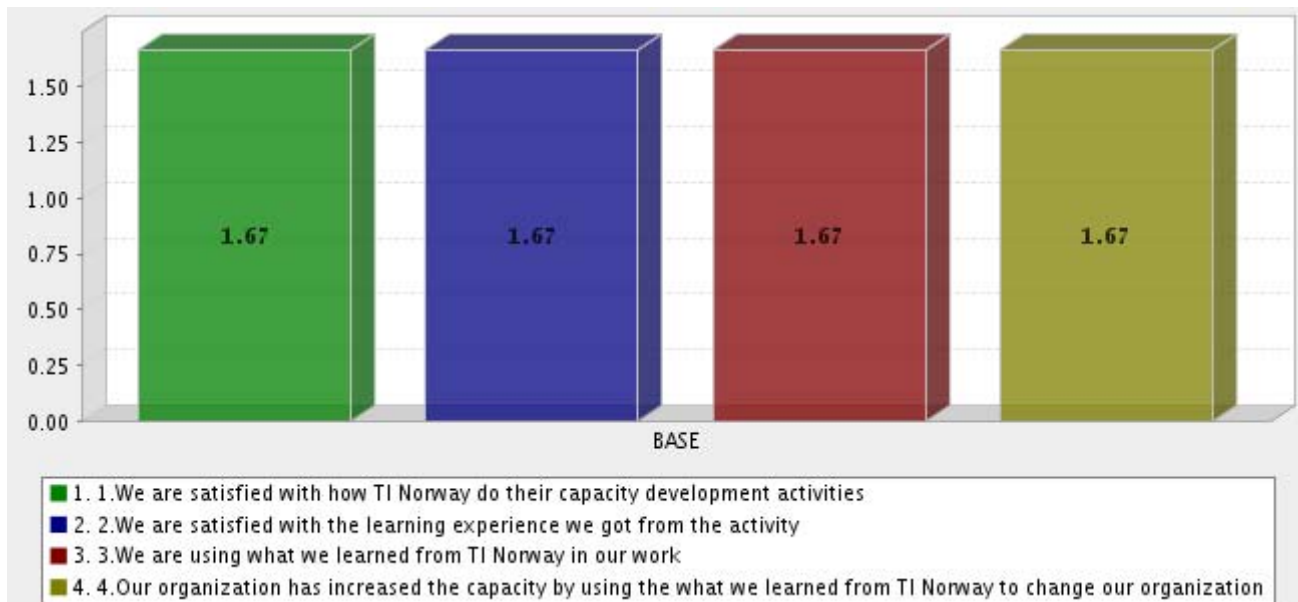
5.1. We are satisfied with how TI Norway does their capacity development activities
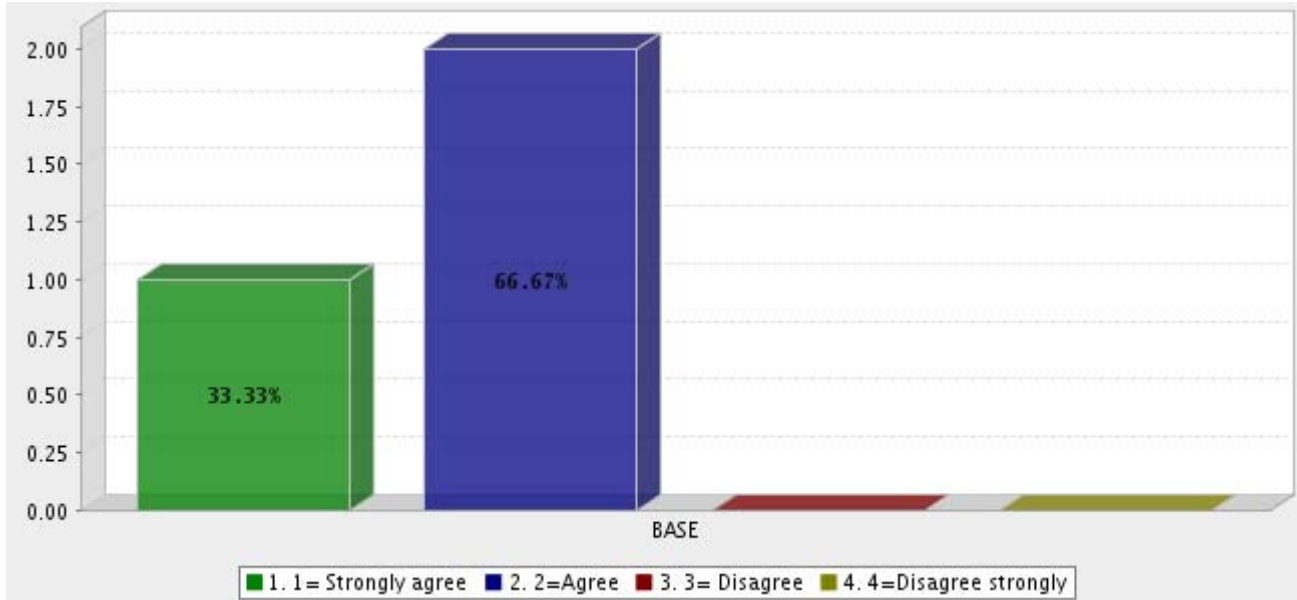
5.2. We are satisfied with the learning experience we got from the activity
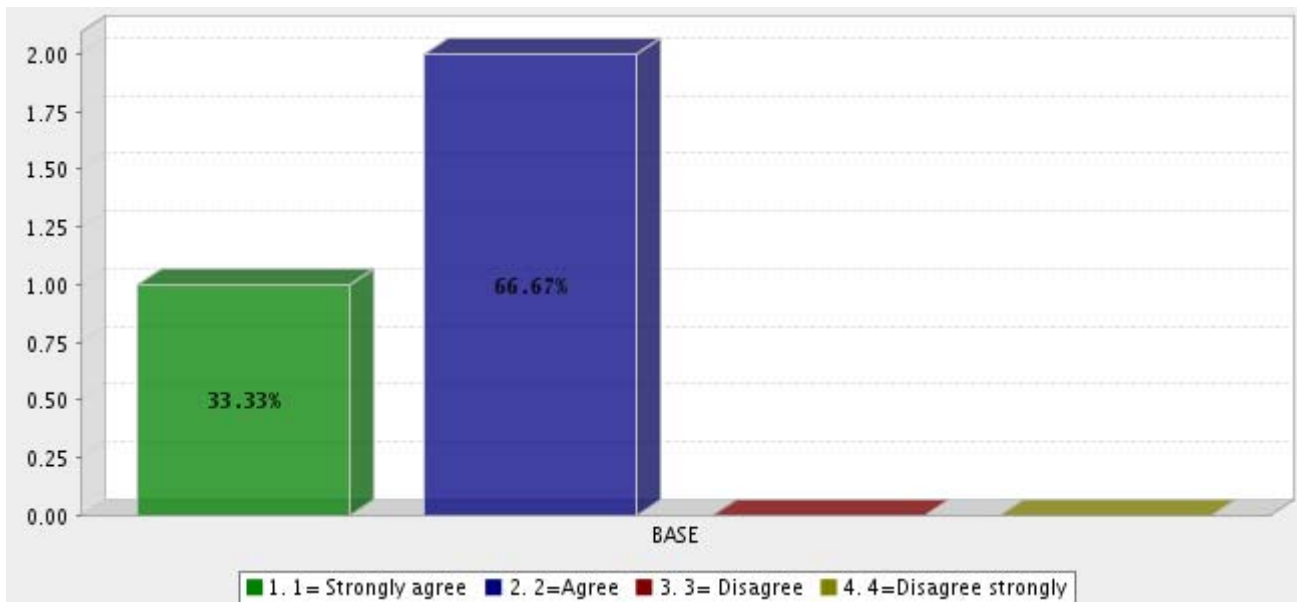
5.3. We are using what we learned from TI Norway in our work
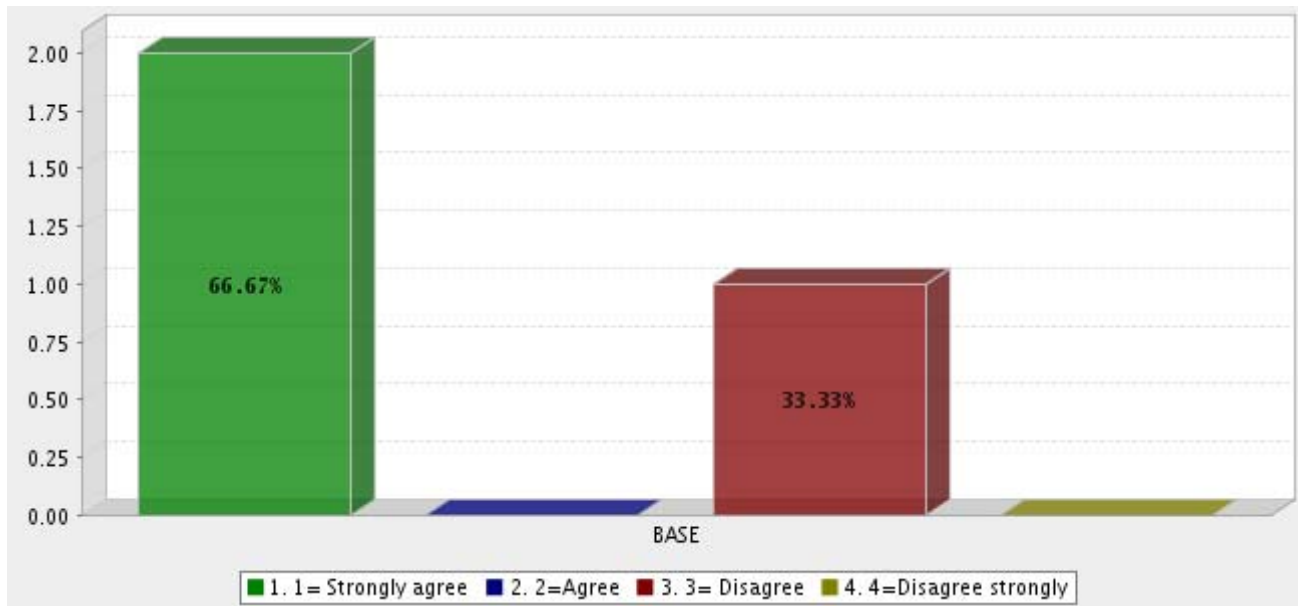
5.4. Our organization has increased the capacity by using what we learned from TI Norway to change our organization
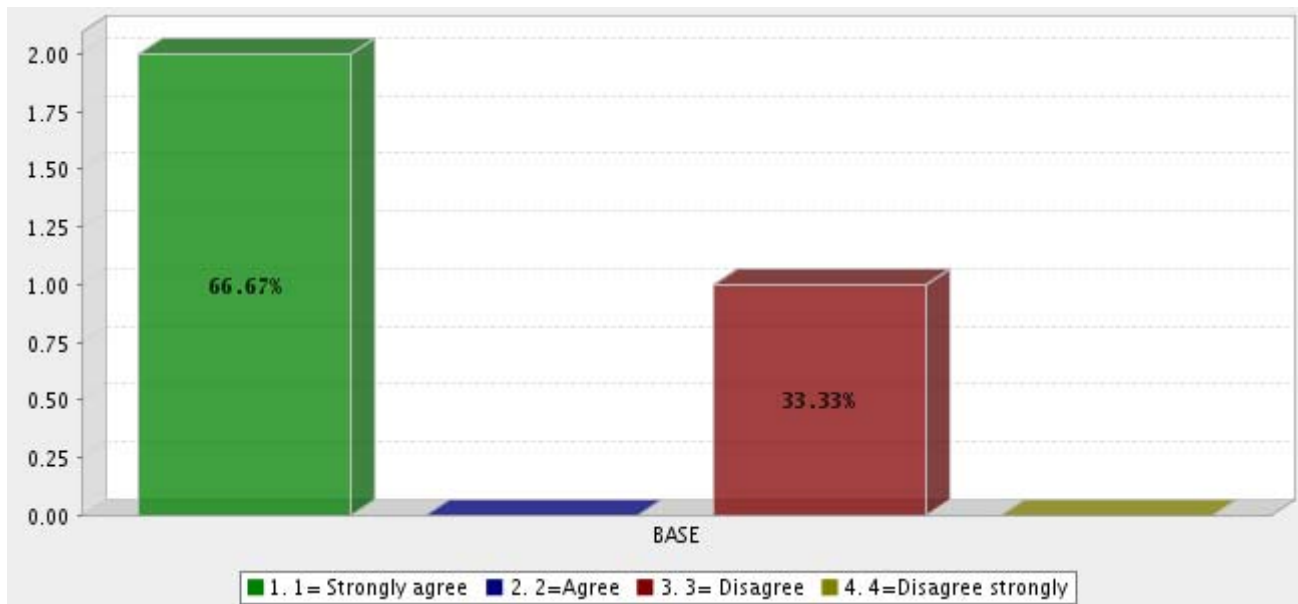
5 Specification: Please specify and give example of the highest numbered question above where you answered Strongly agree or Agree. Also explain if not relevant:

	We used the knowledge to develop a programme focusing on corruption in the private sector and we included it in our 2010-2014 strategic plan

6. How important and how satisfied are you with the communication between your organization and TI Norway?
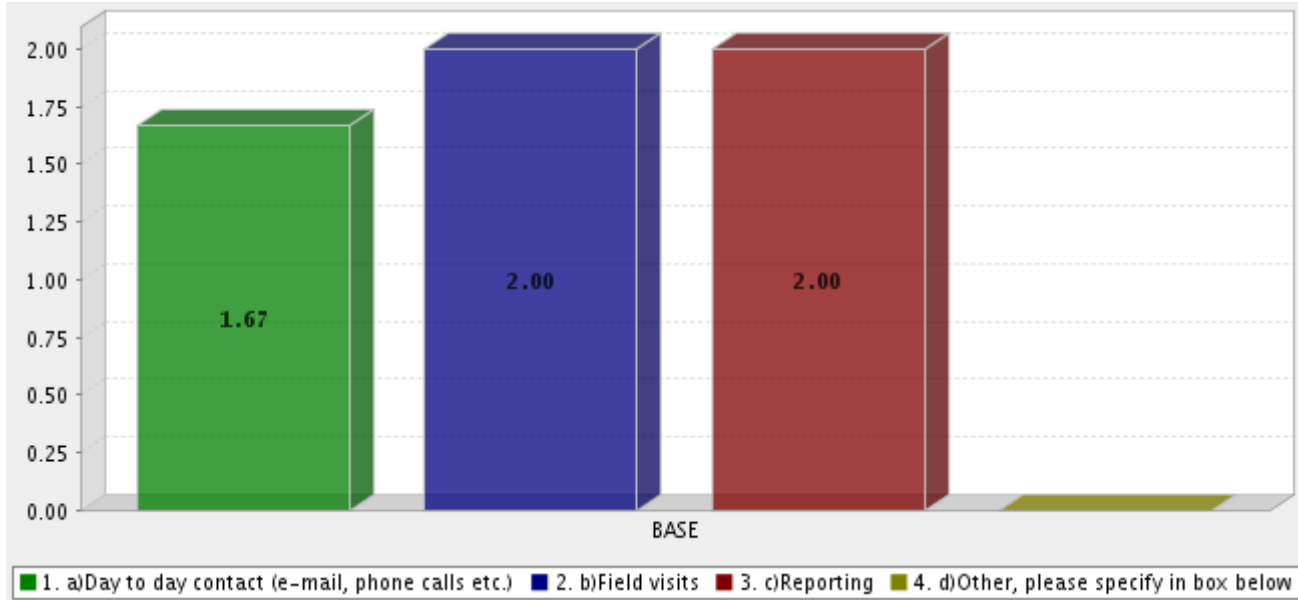
6.a)   Day to day contact (e-mail, phone calls etc.)
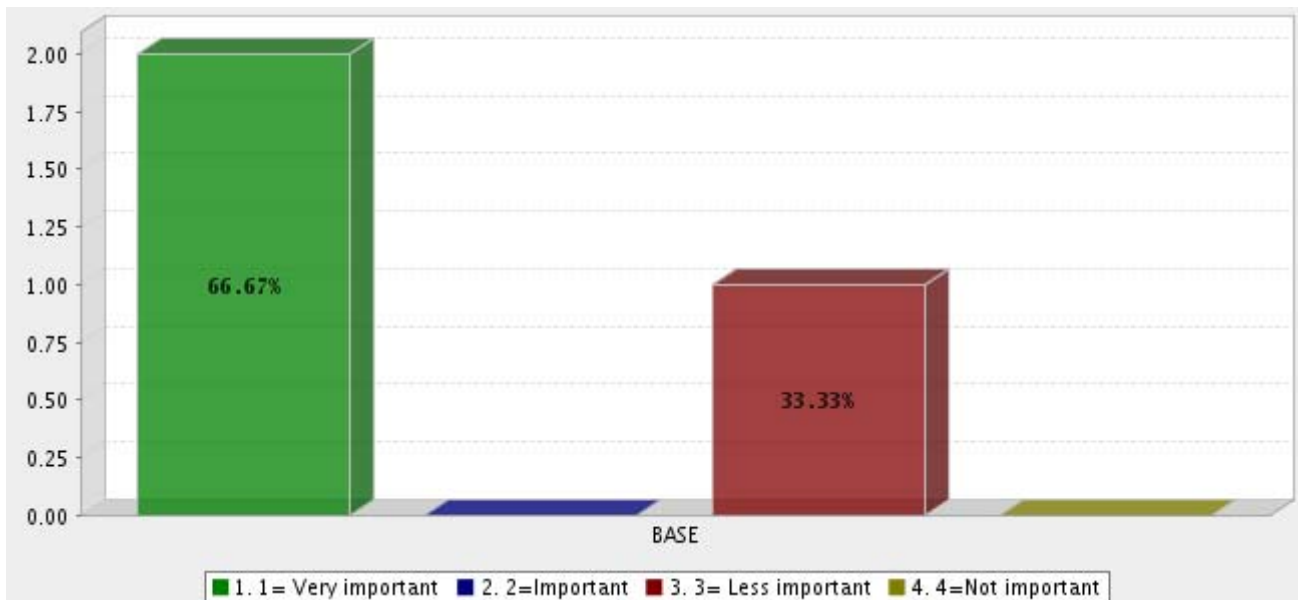
6.b) Field visits
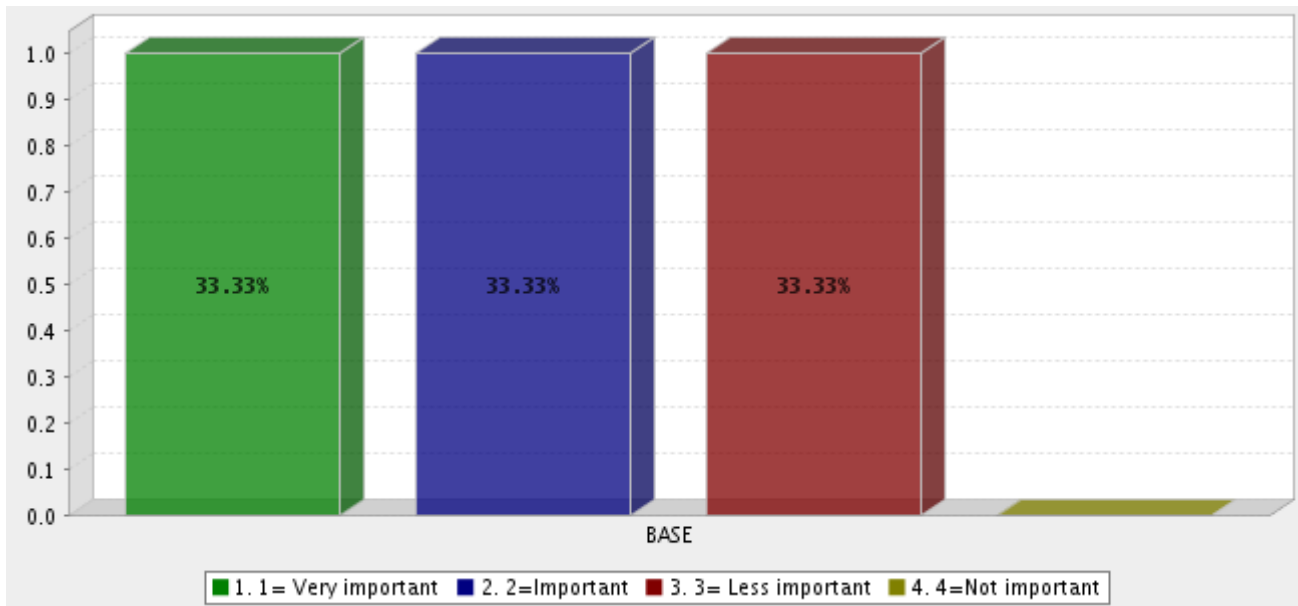
6.c) Reporting
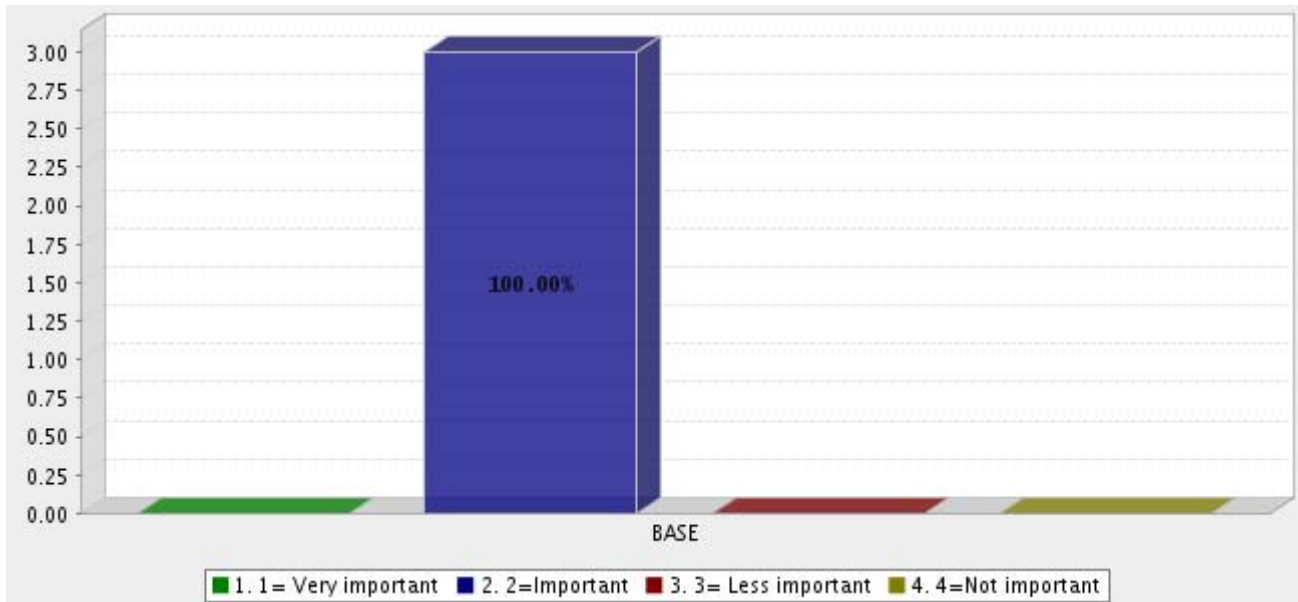
6.d)   Other, please specify in box below

	We need to organize exchange programme where our staff would be attached to TI Norway or any other relevant institutions to learn on how to tackle corruption in the private sector especially in the extractive industry where Norway is known to have excelled

6.d)   Other, please specify in box below

7. Since when has TI Norway supported your organization?

	2007
	October 2008
	2009
	2005

8. What do you perceive as TI Norway's main strengths?

	It has a lot of capacity to undertake corruption prevention in the private sector which focuses on the supply side of corruption. Secondly, it has well qualified staffs who understand what to focus on. TI Norway has a lot of innovative ideas that they share with partners in developing tools to fight corruption.
	Private sector anti-corruption expertise
	Advocacy in corruption in the private sector

9. What do you perceive as TI Norway's main challenges?

	It has limited manpower.
	Ability to continuously engage with partners in the region
	Staffing to expand their activities and also be able to build capacity of its partners. The most important thing we would need is technical support to build our programme to fight corruption in the private sector [in our country]

10. During the last 3-5 years, can you identify a good/best example/case study for how the collaboration with or support from TI Norway has built yours or your (partner) organization's capacity?

	As stated above we have shared and used TI Norway's approaches and tools in private sector anticorruption work. TI Norway helped us to convene one of the largest private sector conferences that brought together all the major players in the private sector and a lot of suggestions were brought out on how best they can contribute to the fight against corruption

	Through the our TI and TI Norway partnership we managed to organize workshop and meeting where we reflected on the corruption in the private sector which none of other actors in the anti corruption were addressing. Out of that initiative there has been a growing demand to address corruption in the private sector which is referred to as the supply side of corruption. Our TI included this as one of its focus areas in its 2010-2014 strategic plan

11. What did you or your organization do to make this a good example?

	We used the same approach to convene a similar conference in another region of our country
	Involving other actors and stakeholders to share different views and experiences for example bringing in the private sector, government, academia, media and civil society at a round table was quite enriching

12. What did TI Norway do to make this a good example?

	It provided guidance, tools, human resource as well as financial support
	they provided literature and facilitators with the expertise to make participants understand the need to venture into this area and the courage that its possible

13. Please mention (not more than) three aspects/elements that you believe would even further improve the capacities/competencies of your organization with the assistance from TI Norway and/or its network

	1. Document the experiences leant 2. Produce relevant manuals with the knowledge learnt
	Capacity building through attaching an expert to our organization to help us build our capacity as well as other partners to develop a strong network of organization to address corruption in the private sector. Another one is working together to secure funding to increase our funding base. the third is sponsor studies to identify the real problem and come out with practical solutions to address the problem

14. What are the main achievements of your organization's program/activities that can be attributed to TI Norway's support (to your organization):

	Engagement of the private sector
	Build a network that has focused on addressing corruption in the private sector

15. What are the main achievements within your organization (administrative and organizational aspects) that can be attributed to TI Norway's support?

	Additional skills in accounting for funds across boundaries
	Formulation of strategic plan that included corruption in the private sector as one of the focus area

16. In the future, should TI Norway continue its program, approach and partner collaboration "as before", or do you have any suggestions for change?

	TI Norway should continue and provide more innovative tools
	TI Norway should continue with the programme except I would recommend some adjustment; focus on capacity building by availing a person to help us build capacity of TIU and other stakeholders to address corruption in the private sector or facilitate attachment of staff to TI Norway to learn and gain experience and then come back to build a functioning department addressing corruption in the private sector

Workshop with participants in the TI seminar

The workshop started well with a presentation of preliminary findings of the review by far. The presentation started with highlight of relationship between TI Norway and TI Uganda, corruption situation in Uganda and trends, picture of TI in Uganda and future scenarios. The participants were then asked to a) give feedback on the presentation, b) present success stories and success factors in anti corruption work and c) suggest way forward for the TI Norway and TI Uganda partnership.

The results from the two groups are as follows:

Group A

Success stories

- There is increased awareness on the effects of corruption. The corrupt are normally exposed by media houses, the book of fame and shame. The media has been liberalized.
- There is an established anti corruption court, public accounts committee by parliament, and the enactment of new acts like anti corruption act, and whistle blowers bill yet to be enacted which further exposes the corrupt.
- The publication of corruption perception index has shown the level of corruption in Uganda and brought a disappointment among Ugandans to see the country ranking closely with renowned corrupt countries.
- Increased pressure from international community including donors and international pressure groups who have committed government to penalize the corrupt offices and officers.
- Existence of public dialogue on issues of corruption that are also spearheaded by media. The case of the executive director of National Forestry Authority, who was discovered to possess a lot of cash money without proper channels, was recently exposed by the media. The increased media pressure caused the government to intervene and hold the person accountable.

Way forward

- The approach to anti corruption should shift from post-mortem to preventive measures against risks to corruption tendencies.
- The awareness creation on effects of corruption should link corruption to missed service delivery such that potential communities that would be benefit can easily quantify the loss due to corruption. This can stimulate popular demand for accountability.
- Call for increased cooperation between Uganda and international community where the corrupt save money by freezing such accounts and also putting travel embargoes on the corrupt.
- Need to empower CSOs to deal with the challenges of corruption

Group B

Success stories

- After exposing corruption in the health sector by ACCU, most government drugs are now embossed
- There was once a move by the government of Uganda to sell off Mabira forest reserve cheaply to investors but there was a campaign by anti corruption actors, and the giveaway was halted.
- There is establishment of the PPDA, which is regulating disposal of public assets. Its inefficiency is one but its existence is good.

Success factors

- There is increased pressure from CSOs and internationally
- Liberalization of the media and the media being free to expose the corrupt
- The police force have been professionalized and the anti corruption police have a hotline to report cases of corruption
- The introduction of parliamentary score card that shows performance of members of parliament in individual constituencies and in parliament.
- The improvement of information technology which allows people to blog issues of corruption

Way forward

- There should be increased technical assistance and more funding to increase investigative skills to expose the corrupt. The media personnel should be trained on how to expose the corrupt by training in technical issues by sector for instance in banking if they are to report on bank fraud.
- Anti corruption programs should focus young people as target groups as seeds for the future corruption free Uganda. Agencies specialized young people service delivery (like Youth Associations) would partner with TI Uganda to promote anti corruption morals among young people.
- TI Norway or TI Uganda should get into more strategic partnerships than existing so far. The existing relationships with anti corruption Agencies should also be strengthened.
- TI Uganda should get activities that get it famous throughout the year other than the common annual releases of corruption perception index. For instance TI Uganda can do research on sector wise corruption indices and then publish such annually within Uganda.
- Donors should assist TI U in anti corruption work so that it can build the capacity of others

Annex 4: Terms Of Reference

Terms of Reference

Organisational performance review of Transparency International Norway

(TI Norway)

1.   Background

As part of Norad's quality assurance of its cooperation with non-governmental organisations (NGOs), organisational performance reviews (OPRs) of NGOs receiving or being considered for long term support from Norad are carried out on a regular basis. The outcome of an OPR will form part of the basis for Norad's decision on future cooperation with the respective NGO. Transparency International Norway (TI Norway) has received support from the Ministry of Foreign Affairs since 1999, and from the Norad Support sceme since 2003, to its engagement in the South. As Norad now wishes to review the basis for its cooperation with TI Norway,   Norad has decided to carry out an OPR .

2.   The organisation

TI Norway was established in 1993 as the Norwegian chapter of Transparency International (TI), a Berlin-based, non-profit and independent global organisation founded in 1993 to prevent and fight corruption, at both national and international level. Through national chapters in more than 90 countries, TI encourages national authorities to establish effective legislation and policies to prevent corruption, to strengthen the citizens' consciousness and involvement in the fight against corruption, to cooperate with relevant international institutions and organisations, and promote transparency in all parts of society; governmental/public affairs, finance and business. TI Norway has until now focused mainly on the private sector, but is considering focusing more on public authorities.

TI Norway currently cooperates with TI chapters in Uganda, Zambia, Zimbabwe, Vietnam and Indonesia (Ache). TI Norway mainly focuses on capacity building and   technical   support.

3.   **Purpose of the review**

The review shall assess to what extent TI Norge is capable of achieving results in accordance with agreed objectives in its agreements with Norad, guidelines for Norad's support, principles for Norad's support to civil society, and general Norwegian policy and guiding principles for development cooperation .

The OPR shall assess TI Norge's technical, organisational, administrative and financial ability to, together with its partners, achieve planned results in a cost-effective and -efficient manner.

The review shall draw conclusions regarding the organisations's ability to deliver effective aid, and present recommendations regarding Norad's future co-operation with the organisation. The conclusions and recommendations of the OPR will form part of the basis for Norad's future cooperation with TI Norge.

4.   Scope of the review

The team shall describe and analyse TI-Norge's qualifications and abilities regarding – but not limited to – the following:

A. **TI Norge's strategy and response to Norwegian policy for development cooperation:** Value base, thematic and geographic focus, included cross-cutting issues such as gender, environment and human rights. TI Norge's added value towards its partners, relevance and applicability of the Norwegian experience.

B. **Organisational structure:** Board and management, decision making processes and internal communication. Members' and donors' roles. Cooperation with other actors/donors. Budgets.

C. **Partner cooperation:** Strategy for choice of partners, division of roles between Ti Norge and the national chapter partners in the South, agreements, transparency, competence and capacity development of partners, exchange of experiences, sustainability and ownership, exit strategies, networks.

D. **Administrative capacity and financial management:** Working methods, planning and risk assessment, quality assurance and control, personal resources, efficiency and transparency in the financial management, anti-corruption measures (internally and with partners), monitoring of the

money-flow.

E. Technical competence and context understanding

F. **Use of resources and result assessment:** System for monitoring results, result assessment, budget distribution North vs South, reporting, learning and implementation of change on the basis of lessons learnt, risk management.

G. **Coordination with other actors:** Ability and will to coordinate with other actors at country level, and to secure effective division of labour between the actors. Relation to national and local authorities.

5.   Methods

The review shall apply the following methods and information sources:

Document studies, with emphasis on policy documents, strategies, administrative routines/

manuals, agreements, plans and reports related to TI Norge's cooperation with Norad as well as its partners, relevant reviews and evaluations.

Interviews with TI-Norge's management and Civil Society Department staff in Norad.

Field visit to (to be decided in dialogue with the team) including interviews with chapter representatives and local authorities, and if relevant, peers. The team should follow the planning and evaluation process of one workshop**.**

6   Composition of the team and time frame

The team shall consist of one external consultant (team leader) and one Norad adviser. The team shall work 2 weeks in Norway and 1.5 week in the South, including   travel.

7.   Reporting

Norad will arrange an inception meeting with the team, to introduce the team to TI   Norge,   and   for   eventual   clarifications   regarding   TOR.

Before the field visit, an inception report should be presented to and discussed with Norad. This report shall be based on document studies, interviews and

observations   in   Norway.

A draft report should be presented for comments to Norad and TI-Norge within 15   days   after   the   end   of   the   field   visit.

A final report should be submitted to Norad one week after the comments from Norad   and   TI   Norge   have   been   received.

The report should not exceed 20 pages, including an executive summary (3 pages), with conclusions and recommendations. The report shallould be written in English and sent to Norad electronically in Word format.

The report shall be presented by the team leader in a meeting called by Norad.

8.   Budget

Attached as Annex I (to be prepared by the consultant, not exceeding NOK 200,000.-, tax included)

Annex 5: List of TI Norway activities since 2004

TI-Norway and Norad funding

Summary of main activities 2004-2009

2004

Tanzania and Mozambique, September 2004 (fact-finding)

During the two weeks in Tanzania and Mozambique TI-Norway met with a large number of representatives from government, business and civil society. In Dar es Salaam a working-relationship was established with TI-Tanzania. In Mozambique TI-Norway met with several organizations and individuals within the civil society with a interest in anti-corruption work, including Etica. The threshold for anti-corruption activism was higher in Mozambique than in Tanzania.

Kenya, October 2004 (participation at the IACC and fact-finding)

The TI-N secretariat participated at the IACC in Kenya and used the opportunity to meet with potential partners for joint activities in Africa.

2005

Tanzania , Dar es Salaam 18 April 2005 (stakeholder conference)

A stakeholder conference was organized by TI Tanzania with technical and financial support from TI Norway with the purpose of 1) engaging the civil society as a coalition in the fight against corruption in Tanzania 2) identifying concrete and prioritized joint activities, to be spearheaded by TI Tanzania (approx. 30 participants)

Tanzania, Arusha 5-6 July 2005 (peer education workshop)

A peer education workshop was organized for the following TI chapters: Kenya, Zimbabwe, Zambia, Uganda and Tanzania. TI-Tanzania hosted the workshop which was facilitated/moderated and financed by TI Norway. The purpose of the workshop was to exchange experiences and assess projects with a view to strengthen TI's activities in the region, and to give the chapters and opportunity to develop a regional network. An internal report including recommendations and action-points was prepared, as well as a declaration stating the interest in implementation and follow-up on chapter-specific and regional activities.

Uganda, Kampala, 6 December 2005 (workshop)

The conference provided an opportunity to examine the challenges of ethical business and to engage in a dialogue with national and international experts on the practical means to enhance ethical business practices in Uganda. The workshop included presentations by local business leaders, as well as the local

TI-chapter and TI-Norway. We presented "Business Principles for Countering Bribery" and challenged the participants through dilemma-discussions, and recommendations on the way forward.

The national workshop targeted local and international business people and was attended by participants from different business communities including banks, hotels, hospitals, construction firms, trade merchants, consultants, journalists, trade unions and universities (approximately 30 participants)

TI-Norway organized a series of seminars in Oslo including "Is Norway spearheading the fight against corruption" with Hilde Frafjord Johnson, Brian Cooksey, Atle Sommerfeldt; "The fight against corruption The Kenya experience" with John Githongo, adviser to the President in Kenya on anti-corruption; "Humanitarian assistance, reconstruction and corruption after the Tsunami", with Jonas Gahr Støre, Secretary General, NRC

TI-Norway commissioned a research report by Mr. Brian Cooksey, Tanzania, on the title "Can aid be coordinated?".

2006

Zambia, Lusaka, 1 February 2006 (workshop)

See workshop in Uganda above. A similar workshop was organized in Zambia.

Zimbabwe, Harare, April 2006 (workshop)

See workshop in Uganda above. A similar workshop was organized in Zimbabwe.

South Africa, Johannesburg, October 2006 (regional conference)

With basis in the three workshops in Uganda, Zambia and Zimbabwe described above, a regional workshop was organized in Johannesburg with representatives from the business sector and TI-chapters in South Africa, Botswana, Zambia, Zimbabwe and Uganda. A regional action-plan as well as national-specific plans were adopted, with TI-Uganda as focal point and responsible for follow-up and pushing for regional activities. TI-Norway would commit itself to continue support technical and (modest) financial support for implementation of these activities.

TI-Norway's activities with civil society in Norway

TI-Norway initiated the Publish What You Pay campaign in Norway in 2006, together with Norwegian Church Aid, The Future in Our Hands and the Norwegian Council for Africa. The campaign works for more transparency as a means to curb corruption, especially in the extractive industries in resource-rich, but poor countries. The campaign started off its activities with focus on the PWYP International Strategy Conference and the EITI-conference that took place on Oslo in October 2006.

2007

Angola, Luanda, February 2007 (fact-finding)

The purpose was to explore opportunities for anti-corruption work in cooperation with CSOs and others. With the contacts established with potential partners, TI-Norway planned to get involved in anti-corruption activities and in particular to support the civil society as well as other sectors. In Angola there is a need for capacity-building of CSOs and to promote transparency and accountability in the extractive industries.

Vietnam, Hanoi , December 2007 (fact-finding)

In Vietnam we had a series of meetings with organizations, embassies and public institutions, organized by the Norwegian Embassy. We found that there was good response and opportunity to join the anti-corruption efforts through the donor-community, as well as directly through the contact established with the Ministry of Planning and Investment.

2008

Zambia, Siavonga, 30 January-1 February 2008

TI-Norway cooperated with TI-Zambia on a workshop on CSR and anti-corruption for the Zambian private sector. The concept for the workshop, which was aiming at a closer dialogue between TI and the private sector in promoting transparency and anti-corruption, was similar to series of workshops that TI-Norway had facilitated with local partners in other South-eastern African countries and in follow up to the recommendations from the Johannesburg workshop.

Vietnam, Hanoi, 1-3 October 2008

Upon request from MPI, TI-N gave a training course in anti-corruption with focus on public procurement for 35 participants from MPI and the Steering Committee on Anti-corruption. The objective for the training, which was formulated by the participants, was to learn about corruption risks in the public sector, and procurement in particular. In this context, the participants were particularly interested in examples from Norway (good as well as bad practice) and TI's recommendations. By using TI's tools such as the Handbook in Public Procurement, discussion of examples and dilemma, the training concluded with a comparison of TIs recommendations and the Vietnamese law on public procurement. The 35 participants demonstrated an open attitude in the discussions.

Estonia, Tallinn, 7-8 April 2008

TI-Norway cooperated with the TI chapters in Estonia, Latvia, Lithuania and Finland on a workshop for the private sector in Tallinn. The workshop aimed at exchanging experiences on transparency and anti-corruption activities in Nordic and Baltic companies. TI-N gave a presentation of an example of a programme for countering bribery ad TI's tools for the private sector.

2009

Uganda, Kampala, 28 April 2009 (workshop)

TI-Norway cooperated with the new administration of TI-Uganda in the organization and implementation of a workshop in Kampala, "Business Ethics and the fight against corruption in Uganda", targeting the Ugandan private as well as the public sector and civil society. TI-Norway presented anti-corruption tools, and led dilemma discussions (approx. 70 participants)

Estonia, Tallinn, 22-23 April 2009 (workshop)

TI-Norway participated as keynote speaker and chair at a Nordic-Baltic seminar in Tallinn. The seminar which was organized by TI-Estonia focussed on anti-corruption code of conduct, and the challenges in the sectors of real estate, health and construction in particular.

Visit by MPI staff-member from Hanoi, Vietnam, to Oslo and Berlin, August 2009

In follow-up to the a-c training provided for MPI in Hanoi during the fall of 2008, a staff member from MPI was invited to Oslo to meet with representatives from TI-Norway, the Economic Crimes Unit (Økokrim), the Ombudsman for the Parliament, the General Audits Office, Norad, Innovation Norway, the Confederation of Norwegian Enterprise, a whistle-blowers association, journalists etc. TI-Norway facilitated her visit to Oslo, as well as to Berlin where she had meetings with staff from TI's international secretariat.

Norway, Oslo, 1 September 2009 (workshop)

TI-Norway organized in cooperation with Bistandstorget an a-c seminar for Norwegian humanitarian organizations, "Corruption in humanitarian organizations. What can the organizations do?", Representatives from TI-S presented a draft on a handbook for the organizations which will be published primo 2010. TI-Norway chaired the workshop.

Lithuania, Vilnius, 4 November 2009 (workshop)

Two representatives of TI-Norway planned and conducted a six hour anti-corruption workshop for TI-Lithuania, with 25 participants from local private sector companies and other interested parties.

The workshop was based on "Protect your business" - anti-corruption handbook for the Norwegian business sector (published by TI-N 9 Dec. 20009), and was structured as four hours of lectures and two hours of dilemma discussions.

Annex 6: List of people interviewed

Stakeholders interviewed:

1	Mr. Robert Lugolobi	Executive Director, TIU
2	Mr. Gilbert Sendugwa	Program coordinator, TIU
3	Mr. Kafunjo Twinomujuni	Program coordinator, TIU
4	Ms. Diana Aletinu	Program coordinator, TIU
5	Mr. Nicholas Abola	Deputy Director, DEI
6	Ms. Grace Atwongyeire	Legal dept, DEI
7	Mr. Emanuel Walani	Finance & Admin dept, DEI
8	Mr. Robinson Oduka	Ethics education dept, DEI
9	Mr. Moses Juma Bwire	Ethics education dept, DEI
10	Mr. Robert Mukobi	Programme officer, DEI
11	Ms. Maya De-Vibe	Senior governance advisor, DFID
12	Mr. Robert Mawanda	Communication & Business Support Officer, UMA
13	Mr. Shem Byakagaba from	JSC
14	Ms. Catherine Munyaga	NAWOU
15	Ms. Cissy Kagaba	Ag. Director, ACCU
16	Mr. Jasper Tumuhimbise	ACCU
17	Mr. Felix Kajuuma	ACCU
18	Mr. Francis Onebe	External Auditor TIU, Price & King
19	Ms. Bjørg Leite	Ambassador, Norwegian Embassy
20	Ms. Mary Mabweijano	Senior Programme Officer -Private Sector and higher education, Norwegian Embassy
21	Mr. Samuel Kajoba	Senior Programme Officer- Justice sector, human rights and anti corruption, Norwegian Embassy
22	Ms. Anja Elisabeth Sundby Hem	Programme Officer, Norwegian Embassy
23	Mr. Per Kristian Johansen	First Secretary- Energy sector, oil and gas, Norwegian Embassy
24	Mr. Magnus Ruderås	Trainee, Norwegian Embassy
25	Mr. Vegard Pedersen	Second Secretary- Country economist, Norwegian Embassy

26	Mr. G.W. Egaddu	Chairman Board, TIU
28	Mr. Martin Okum	Vice chairman Board, TIU
27	Mr. Joseph K. Ntiro	Board member, TIU
28	Mr. Japhes Mukiibi Biimbwa	Secretary general to the Board, TIU
29	Mr. **Srikiran Devara**	Programme Specialist- **Democratic Governance Unit, UNDP**
30	**Mr. Ken Aoo**	Programme Analyst-**Democratic Governance Unit, UNDP**
31	Ms. Åsa Sildnes	NHO
32	Ms. Gro Skaaren-Fystro n	Special Advisor, TI Norway
33	Ms. Guro Slettemark	Secretary General, TI Norway
34	Mr. Arvid Halvorsen	Board member (acting SG part of 2009), TI Norway

Debriefing workshop participants:

Ms. Elizabeth Tushabeirwe	President Social sciences, MUK
Mr. Henry Kiggundu	Consultant
Mr. Robert Lugolobi	Executive Director, TIU
Ms. Francis Emorut	Journalist
Ms. Hope Kyarisima	YSA
Ms. Juliet Namawaya	BTV
Mr. Dan Nyombi	Executive secretary
Mr. Wasswa K Richard	Journalist
Ms. Catherine Munyaga	NAWOU
Mr. Kajunjo Twinomujuni	TIU
Mr. Derick Kirunga	IFI
Mr. Moses Talemwa	The Observer
Mr. Jasper Tumuhimbise	Consultant on Anti corruption
Mr. Kizito Drake	UBC
Mr. Mayanja	Supervisor CJAF

Sulaiman	
Mrs. Prossy Kizza	Vision group
Mr. Mabenga Kitts	Red pepper
Ms. Aletinu Diana	TIU
Mr. Robert Mawanda	UMA
Mr. Robert Mutebi	The manager magazine
Mr. Robert Yawe	UCA
Mr. Ronnie Okoth	UJA
Mr. Gilbert Musinguzi	ACCU
Mr. S. Mushana	Ecotrust

Annex 7: Documents reviewed

Project related documents

Uganda

Ethics in Service Delivery: Understanding the Private Sector and Corruption in Uganda. Workshop Concept Note. Transparency International Uganda. April 2009, Kampala.

Minutes of the Steering Committee-Private Sector held at TI offices, 21.05.2009

Report of the Business Ethics Workshop on Ethics in Service Delivery: Understanding the Private Sector and Corruption in Uganda, May 2009. Compiled by Twinomujuni Kajunjo, TI Uganda.

"Doing well by doing good". Workshop on business Ethics. December 2005, TI Uganda

Report on the workshop on Business Ethics and the fight against corruption in Uganda. December 2005, TI Uganda and TI Norway, Kampala

TI-Norway – TI Uganda. Chapter to Chapter cooperation. Exchange programme with Fredskorpset

Concept note for partnership and support submitted to the Norwegian Embassy in Uganda by TI uganda

Zambia

Summary report of the proceedings of the Siavonga private sector meeting, February 2008, Siavonga. Prepared by Yusuf Dodia and Lynda Syamunyangwa, Ti-Zambia

Postmortem and way forwared on the Siavonga private sector meeting, February 2008, Zambia

"Doing well by doing good". Workshop on business Ethics. February 2006, TI Zambia

Zimbabwe

"Doing well by doing good". Workshop programme and notes on business Ethics and the fight against corruption in Harare. April 2006, TI Harare

Tanzania

Chapter to chapter cooperation between TI Tanzania and TI Norway. Project proposals.

Strategic Plan 2004-2008 for Transparency International Tanzania, comments from TI Norway.

Kaoasitetsstotte til TI-Tanzania fra Sekretariatet, August 2005

Minutes of meeting with the Board and Executive Director of TI Tanzania. TI Tanzania and TI Norway cooperation.

Peer education workshop facilitator manual, Arusha-Tanzania, July 2005.

Mozambique

Fact finding mission to Tanzania and Mozambique, September 2004

Fact Finding mission to Mozambique, September 2005

Angola

Fact Finding mission to Angola, January 2006

Fact Finding mission to Luanda, Angola and possible areas for TI involvement, February 2007

Vietnam

Antikorrrupsjonskurs for Ministry of Planning and Investment, Hanoi , oktober 2008

Anti corruption in public sector workshop programme and training handouts, Hanoi-Vietnam, October 2008

Lithuania

How can companies combat corruption? Anti corruption workshop, Vilnius-Lithuania, November 2009.

Estonia

Promoting business Ethics: Baltic challenges, Nordic experience. Workshop by Transparency International Estonia, Tallinn, Workshop on April 2008.

Transparency International, Nordic-Baltic meeting. Stockholm, September 2004

Evaluation of workshops on business ethics in Uganda, Zambia and Zimbabwe. Cooperation between TI chapters and TI Norway. April 2006, Oslo

Business Ethics and Fight against corruption. Draft report of workshop organized by Transparency International Norway, October 2006, Johannesburg.

General

Draft report on peer review workshop among national chapters of eastern and central African countries held on July 2005, Arusha

Corruption in humanitarian operations; what can organizations do?, Bistandstorget, September 2009

Tracking corruption and AID opportunities and constraints. By Brian Cooksey, Tanzania Development Research Group.

Is Norway a spearhead in the fight against corruption? On performance management, quality assurance and governance reform in development cooperation". Hilde Johnson February 2005

Can AID be coordinated? An issue paper for TI Norway. Brian Cooksey, TI. April 2005

"Bistand og korrupsjon" by Gro Skaaren-Fystro. June 2008

GLO-3394 GLO-08/390 TILSKUDDSBREV/KONTRACT 2009 ENKELTAVTALE

GLO-3394 GLO-07/142 GRUNNSTOTTE TRANSPARENCY INTERNATIONAL NORGE. TILSKUDDSBREV/KONTRAKT 2007 ENKEKTAVTALE

GLO-3394 GLO-07/384 GRUNNSTOTTE TRANSPARENCY INTERNATIONAL NORGE- TILSKUDDSBREV/KONTRAKT 2006

GLO-0732 GLO-04/145 TILSAGNSBREV/KONTRACT 2005

GLO-3394 TILSAGNSBREV/KONTRACT 2004

GLO-3394 GLO-07/142 GRUNNSTOTTE TRANSPARENCY INTERNATIONAL NORGE. TILSKUDDSBREV/KONTRAKT 2007 ENKEKTAVTALE

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Annual Report 2008. Transparency International Norge

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Revisjonberetning for 2008. Til Aasmotet i Transparency International, PriceWaterHouseCoopers AS, April 2009.

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Inspectorate of Government. The 3rd National Integrity Survey. Final Report, October 2008.

Inspectorate of Government. Report to Parliament, January-June 2009.

Transparency International Uganda. 2008. Tracking Corruption. A reference Handbook for Anticorruption Activists in Uganda.

Transparency International Norway 2009. Protect your business! Anti corruption Handbook for the Norwegian Business Sector.

Uganda Manufacturers Association 2009. A study by UMA on Manufacturers Views on Corruption and how it affects them.

Transparency International-Uganda 2009. Policy and Practice: Mechanisms for Transparency and Accountability in Uganda's Health Sector. A report of the Community Interviews, Review of Policies, Legislation and Studies.

Uganda Manufacturers Association 2009. The Manufacturer. The Quarterly Magazine of Uganda Manufacturers Association. Facing the Challenge of the Global Economic Crisis.

The Operator 2009. Newsletter of the Association of Private Water Operators-Uganda.

Anti Corruption Coalition, 2009. Book of Fame and Shame.