



**ANCP Pacific Cluster Evaluation
Report**

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Conrad Bulenda was AusAID's task manager and convened the Pacific ANCP cluster evaluation.

Julie Eagles was the ANGO-appointed consultant, and conducted all document reviews and arranged the evaluation logistics.

Paul Crawford was the AusAID-engaged monitoring and evaluation specialist and team leader for the field work and write-up.

EXECUTIVE SUMMARY

This document reports the process and findings of a cluster evaluation of four non-government organisation (NGO) projects in Vanuatu and Fiji that have been supported by the Australian Agency for International Development (AusAID) through the AusAID NGO Cooperation Program (ANCP). ANCP cluster evaluations involve a rapid qualitative assessment of partnerships between ANGOs, in-country agencies and other relevant stakeholders to implement ANCP ADPlans/designs.

ANCP cluster evaluations acknowledge the complexity of issues surrounding performance measurement of international aid projects. Performance is analysed in terms of three dimensions: i) *Organisational analysis*: the capacity of ANGOs and their partners to deliver quality interventions; ii) *Development strategy*: the influence of geopolitical factors on the relevance of the project design; iii) *Activity implementation*: the efficiency, effectiveness and sustainability of implementing activities, and the learning captured by the implementing team. There appears to be a persistent lack of clarity concerning the purpose of the ANCP cluster evaluations, despite several joint ACFID-AusAID information sessions, and numerous meetings with the DPC.

The cluster for this evaluation was compiled through a three-stage purposive sampling process to select countries, ANGOs and projects. The four sampled ANGOs were: i) International Women's Development Agency (IWDA); ii) Oxfam Australia (OA); iii) Save the Children Australia (SCA); iv) Sexual Health & Family Planning Australia (SH&FPA).

All four NGO initiatives sampled in this cluster evaluation were found to be at least satisfactory overall. Three initiatives (IWDA-WSB, OA-ECREA and SH&FPA-EGP) had aspects that the evaluation team considered good practice. One initiative (SCA-SCA/V) was considered unsatisfactory in terms of the design process; another (SH&FPA-EGP) in terms of organisational capacity.

All four initiatives were fundamentally concerned with raising awareness and changing attitudes. Two initiatives (IWDA-WSB and SH&FPA-EGP) specifically concerned sexual health. Two initiatives (SCA-SCA/V and SH&FPA-EGP) had explicit advocacy components. Only the OA-ECREA initiative had a dedicated focus in rural areas—the others predominantly effect change in urban/peri-urban contexts. While all initiatives are grappling with particular constraints, the SH&FPA initiative is notable in terms of the complexity of the operating context. Promoting the rights of the gay, lesbian, bisexual and transsexual (GLBT) community in Fiji within the current socio-political climate holds unique challenges.

Organisational analysis

Three of the four ANGOs engaged in partnerships with discrete local entities. Only SCA worked directly through an international structure in which the local office (SCA/V) was a branch of the agency's headquarters in Melbourne.

Three of the four in-country entities administered discrete project implementing teams. EGP—the one exception—had no explicit delineation between the implementing organisation and the operational team (in fact, the same individuals were involved in both functions).

Only one of the four initiatives (SCA) implemented the ANCP project through intermediary institutional partner structures. This is in contrast to the findings from other cluster evaluations in which partnering with local institutional structures (whether government or civil society) was fundamental to most project designs, and a key mechanism to engender sustainability.

All four sampled projects are consistent with the technical experience/competence of both the ANGO and in-country partners. Three of the four initiatives demonstrated competent and professional management and organisational systems. All organisational representatives referred to both formal and informal 'systems' to support decision-making and communication. Routine reporting regimes (e.g. Six-monthly Reports) were commonly cited in addition to monitoring visits by the ANGO and regular communication through email and telephone conversations. All four ANGOs in the cluster had staff/managers that were newly assigned to the sampled projects. In-country staff noted that this posed challenges such as the re-

establishment of trust and working relationships. Notwithstanding, all staff interviewed presented as professionally competent, appropriately qualified and committed to the projects.

Intriguingly, while ACFID's NGO Effectiveness Framework identifies networking and coordination between NGOs for development synergy as a core aspect of NGO effectiveness strategy, this did not feature strongly among any of the sampled NGOs.

Development strategy

In general, analysis of the geopolitical contexts was a strength within this cluster. Three of the four NGO partnerships were rated 'good practice' by the evaluation team against this indicator. Local knowledge and networks, combined with a fundamental passion for tackling the 'development problem' seemed to be key success factors in the rigor of the analysis.

The quality of the design documents in this cluster were considered satisfactory. All projects in the cluster were consistent with AusAID objectives and guidelines, and were coherent with the ANGO's strategies and mandates. All four projects adequately analysed gender issues, and explicitly sought to improve gender equity.

Two of the four projects in the cluster were funded and 'designed' as three-year interventions. The other two (SH&FPA-EGP and IWDA-WSB) have been approved on an annual basis.

The OA-ECREA project design provided the most explicit beneficiary targeting. Targeting within the other three project designs was relatively broad, with the ultimate beneficiaries essentially comprising the 'wider population'. While in some instances this may be pragmatic, such broad targeting also poses challenges in terms of the 'evaluability' of the design.

Activity Implementation

Three of the four sampled projects were behind schedule in some particular component. The exception in terms of implementation efficiency was the IWDA-WSB project, which the evaluation team deemed to be 'good practice'. This was found to be a mature project with evolved management processes that was on track against the work schedule. Particularly impressive was the scope of what was achieved with a relatively small budget, and the wide-reaching respect that the service had accrued among beneficiaries and relevant third parties. The budget allocations for all four projects were considered reasonable.

Three of the four ANGOs indicated that they were satisfied with the reporting quality and compliance by project teams. No ANGOs reported difficulties with complying with AusAID's ADPlan requirements. The quality of project deliverables and the commitment of project staff and volunteers seemed to be of an acceptable standard.

It was difficult to ascertain the effectiveness of projects in this cluster in terms of significant and lasting changes experienced by ultimate beneficiaries. Beyond the pervasive challenges associated with trying to 'measure' social transformation, there was limited opportunity for the evaluation team to interact with ultimate beneficiaries. All four project implementing teams considered themselves to be broadly on track to achieve stated objectives. While all acknowledged significant challenges, such as cultural norms and socio-political opposition to change, there was a general sense of achievement within all the teams. This was verified by relevant third parties that the evaluation team interviewed.

The WSB project was deemed 'good practice' in terms of project effectiveness, owing to the provision of a unique and dedicated service within a defined community. There was evidence that the project had not only provided a high quality service that was requested by the community, but that it was progressively contributing to an increase in awareness of sexual health and reproductive health issues. In this sense the project was simultaneously a supply-side (health services) and demand side (awareness-raising) intervention.

All four projects had made explicit attempts to improve gender equity, and to implement initiatives to address gender issues.

Evidence of direct improvements in the poverty status of beneficiaries was unclear. All four projects in the cluster focussed on changing attitudes, hence there was little direct impact on poverty—at least 'economic' poverty. Nevertheless, several interviewees indicated implicit links to poverty reduction through improved health and wellbeing, enhanced civility and social capital and protected rights.

All four initiatives acknowledge challenges with their M&E arrangements, but all four indicated that improving M&E quality was a priority. Little empirical data was compiled in the form of baselines, and hence any future impact studies will have to rely on beneficiary recall.

All projects were deemed to be satisfactory in terms of the sustainability strategies employed. Arguably the strongest in this regard was the SCA-SCA/V project which explicitly worked through a range of NGO and government partners, and simultaneously worked at all levels of society (from village to national) to effect significant and lasting changes in awareness of child rights. The other three projects worked directly with the ultimate beneficiaries, rather than through an intermediary partner or institution. This distinction is arguably at the nexus between 'service delivery' and 'capacity development' models of development assistance. The defence of 'service delivery' essentially rests on an argument that the government and market have 'failed' to supply an equivalent service. There is a risk that this argument confuses the notions of 'meritorious' and 'sustainable'. There was no doubt within the evaluation team concerning the merit/need for the services provided by any of the projects evaluated in this cluster. But this does not change the fact that the ongoing delivery of these otherwise meritorious services is donor-dependent.

Comparison with self assessments

ANGOs are required by AusAID to conduct annual self-assessments of the performance of ANCP projects. A comparison between these annual self-assessments and cluster evaluation findings is not straightforward. Notwithstanding, the evaluation team formed the view that ANGO self-assessments were not inconsistent with the cluster evaluation findings. This judgement was made based on the evaluation team's findings against 'indicator 8'—which was deemed to most closely map to the self-assessment criteria.

SUMMARY OF RECOMMENDATIONS

For the ANGO Sector:

1. ANGOs should dialogue with AusAID through the DPC regarding any concerns with the ANCP cluster evaluation method or findings.....6
2. ANGOs should explore practical measures to facilitate synergies and partnership between in-country partners.....9
4. ANGOs should ensure that beneficiary targeting methods are explicit, and are verified through the M&E arrangements.11
5. ANGOs should consider ways to obtain credible baseline data to enable more meaningful impact evaluation. 13
6. ANGOs should consider incorporating risk identification and risk mitigation processes within their M&E arrangements.13
8. ANGOs should ensure that the sustainability strategy for ANCP projects is explicit.14

For AusAID:

3. AusAID should consider restructuring the ANCP administration to facilitate multi-year programming of funds.10
7. AusAID should clarify if 'service delivery' projects are appropriate within the ANCP, given the stated guidelines concerning 'welfare' projects.....14
9. AusAID should explore current thinking about sustainability within academia, NGO policy and other relevant sources in order to articulate standards for NGO initiatives that operate at community level.14
10. AusAID should review and clarify the criteria used by ANGOs for annual self-assessed performance ratings.15
11. AusAID should rationalise the rating scales used by the cluster evaluation framework and by ANGO self assessment guidelines. This should consider wider work with AusAID by the Office of Development Effectiveness (ODE) concerning rating scales.15
12. AusAID should, to the extent that it is practical, align the performance reporting format/requirements with the ANCP cluster evaluation framework. 15

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LIST OF ACRONYMS

AdPlan	Annual Development Plan (for ANCP funding)
ANCP	AusAID NGO Cooperation Program
ANGO	Australian Non Government Organisation
APAC	Australian Partnerships with African Communities
ATF	AIDS Task Force
AusAID	Australian Agency for International Development
CAER	Cooperation Agreement for Emergency Response
CBP	Community & Business Partnerships Section (of AusAID)
CRC	Convention on the Rights of the Child
DPC	Development Practices Committee (of ACFID)
ECREA	Ecumenical Centre for Research, Education and Advocacy
EGP	Equal Ground Pasifik
FPA	Family Planning Association
GLBT	Gay, Lesbian, Bisexual, Transgender
HES	Humanitarian Emergencies Section
IEC	Information Education Communication
IWDA	International Women's Development Agency
KPH	Kam Pussem Hed
LNGO	Local Non Government Organisation
M&E	Monitoring and evaluation
MSC	Most Significant Change
NCC	National Children's Council
NGO	Non Government Organisation
OA	Oxfam Australia
PQF	Program Quality Framework
RDE	Recognised Development Equivalent
SCA	Save the Children Australia
SCA/V	Save the Children Australia/Vanuatu
SEEP	Social Empowerment and Education Program
SH&FPA	Sexual Health & Family Planning Australia
ToT	Training-of-trainers
VCCT	Voluntary and Confidential Counselling and Testing
WSB	Wan Smolbag

1. INTRODUCTION

1.1 Document Purpose

This document reports the process and findings of a cluster evaluation of four non-government organisation (NGO) projects in Vanuatu and Fiji that have been supported by the Australian Agency for International Development (AusAID) through the AusAID NGO Cooperation Program (ANCP).

Findings for each of the four sampled NGOs¹ are presented in stand-alone appendices of this report (Appendices A – D). A synthesis of the overall findings and recommendations for AusAID's Community and Business Partnerships (CBP) Section and the Australian NGO (ANGO) sector are presented in Section 3 of this report.

This ANCP Cluster Evaluation is one of an ongoing series of evaluations in different countries/regions to achieve the dual purpose of accountability and learning by AusAID and the ANGO sector.

1.2 Background

The ANCP subsidises² ANGO development activities that directly and tangibly alleviate poverty in developing countries. In 2007-08 the ANCP will provide AUD36.9 million in funding for 327 projects administered by 40 accredited ANGOs. As a funding mechanism, the ANCP is unique since it allows ANGOs to prioritise their activities within the program's relatively broad objectives. In some cases this enables NGOs to establish long-term development partnerships that can increase the likelihood of desirable impact. AusAID's financial exposure with the ANCP is low, owing to the relatively small amounts of funding expended by individual activities³.

There is an ongoing need for performance information about the ANCP. Each year AusAID reports to Parliament on the effectiveness of the whole aid program, of which the ANCP is a part. Accredited NGOs assess the performance of their own ANCP projects against their stated objectives. Currently, over eighty per cent of ANCP projects are self-assessed as satisfactory or higher.

Since AusAID does not monitor individual ANCP activities, cluster evaluations⁴ are carried out biannually as part of the CBP performance framework⁵. There have been seven cluster evaluations of NGOs undertaken since 2000. These have considered ANCP and bilateral NGO projects in Southern Africa and Vietnam; ANCP projects in Cambodia, India and North Asia; and Cooperation Agreements in Pakistan⁶ and Africa⁷.

1.3 Scope of the Evaluation

The objectives of the cluster evaluation were:

- To evaluate a sample of ANCP activities in the Pacific (Fiji/Vanuatu)
- To verify the efficacy of ANGO self-assessment processes of the sampled ANCP activities
- To review action taken on recommendations from previous ANCP Cluster Evaluations

¹ In this report, the label 'ANGO', 'LNGO' and 'NGO' are used in precise ways. 'ANGO' is used with specific reference to Australia-based NGOs; 'LNGO' is used with specific reference to overseas-based NGOs; 'NGO' is used when both entities are the subject of a general discussion.

² AusAID matches ANGO-raised funds ('Recognised Development Equivalent' (RDE)) approximately 3:1.

³ For example, in this evaluation the smallest project budget was AUD13,000 (07/08)

⁴ In 2004 a review of the ANCP by Patrick Kilby identified the need to conduct longitudinal performance reviews. To do this a standard method was developed in 2005 for the Cambodia Cluster Evaluation; and has since been progressively refined by AusAID in consultation with the ANGO sector (through the Development Practices Committee—DPC).

⁵ The performance framework also includes ANGO accreditation, spot checks and agencies' own evaluation findings.

⁶ Cooperation Agreement for Emergency Response (CAER) administered by AusAID's Humanitarian and Emergencies Section (HES).

⁷ The Australian Partnerships with African Communities (APAC) Cooperation Agreement in eastern and southern Africa.

As noted in Section 1.2, this cluster evaluation is one element of an ongoing and broad performance assessment process within AusAID's NGO programming. The intended use of the evaluation report includes the following:

- To meet AusAID's accountability requirements to the Australian Government
- To contribute to the performance information on the ANCP Scheme
- To enhance opportunities for learning and performance improvement by AusAID and the ANGO sector

2. METHODOLOGY

2.1 Approach

ANCP cluster evaluations involve a rapid qualitative assessment of partnerships between ANGOs, in-country agencies and other relevant stakeholders to implement ANCP ADPlans/designs. The evaluation of a geographic cluster of ANCP projects allows significant cost and time efficiencies for AusAID⁸. While all ANCP projects within a particular cluster share a common overall goal of poverty alleviation, diversity arises from the specific initiative objectives, and the difference in local contexts, technical foci/approaches and organisational capacities. Cluster evaluations of projects with a common sectoral focus would also yield valuable performance information, however this approach would pose significant logistical and cost challenges.

Cluster evaluations examine individual agency's contribution to the ANCP. They do not determine the impact of the whole ANCP, and findings are indicative rather than representative of each sampled NGO's wider performance.

2.2 Theoretical Framework

ANCP cluster evaluations acknowledge the complexity of issues surrounding performance measurement of international aid projects. These issues include the lack of agreement on absolute measures of performance, and the difficulty of attributing change to individual projects in complex environments. In a cluster evaluation, these complexities are compounded by the need to use rapid appraisal techniques and the difficulty of accommodating diverse agency structures, contexts, objectives and stages of implementation.

The cluster evaluation framework takes a broad perspective on performance analysing project performance in consideration of organisational capacity and geopolitical context. Analysis is presented in terms of three dimensions of performance:

- **Organisational analysis:** the capacity of ANGOs and their partners to deliver quality interventions.
- **Development strategy:** the influence of geopolitical factors on the relevance of the project design.
- **Activity implementation:** the efficiency, effectiveness and sustainability of implementing activities, and the learning captured by the implementing team.

These three dimensions of performance are explored through an integration of three established analytical frameworks⁹:

- **STEEP Framework:**¹⁰ a framework to conceptualise drivers and inhibitors of change in terms of Social, Technical, Economic, Ecological, Political factors.

⁸ Chelimsky, E. Shadish, W. (1997) *Evaluation for the 21st Century, A Handbook*. Sage Publications London p 397.

⁹ An AusAID peer review of the ANCP Cluster Evaluation Framework in 2005 recommended an integration of the three frameworks used in the Cambodia Cluster Evaluation.

¹⁰ Crawford, P. Perryman, J. & Petocz, P. (2004) Synthetic Indices: a method for evaluating aid project impact, *Evaluation*, 10 (2).

- **ACFID's NGO Effectiveness Framework:**¹¹ a framework developed by the ANGO sector to articulate broad process characteristics of good practice NGO engagement.
- **AusAID's NGO Quality Assessment Framework (QAF):** a framework to assess the quality of NGO project implementation employed by AusAID's Quality Assurance Group (QAG).

The integrated ANCP Cluster Evaluation Framework used in this evaluation is provided in Appendix E. The framework elaborates the three performance dimensions described above with nine indicators, each of which is further elaborated by up to eight standards. These standards are used to inform questioning and dialogue with key informants and focus groups in a context sensitive way.

2.3 Methods

The broad methodology is qualitative. The particular methods of inquiry include:

- Document reviews (ADPlans, design documents, reports etc.);
- Key informant interviews;
- Focus group discussions;
- Observation.

For each sampled project the following stakeholders are interviewed:

- ANGO program staff (e.g. Program Manager, Desk Officer etc.);
- In-country organisation program staff (e.g. Country Director, Program Manager etc.);
- Project implementation team members (e.g. Project Manager, technical/field staff etc.);
- Relevant project partners/stakeholders.
- Beneficiaries

A summary of the interviews conducted in this evaluation is provided in Appendix F.

In order to provide a succinct assessment of performance, AusAID requires an overall rating for each project. First, each of the nine indicators is rated against a four-point ordinal scale based on a synthesis of commonalities and differences between the various stakeholders' perspectives. Second, a 'median' rating for each of the three performance dimensions is subjectively determined based on the underlying indicator ratings. Third, the overall performance of the project is asserted¹².

The four-point categorical scale follows:

- **Good practice (GP):** This is normally as good as it gets. The project/program fully satisfies all AusAID/NGO requirements and has significant strengths. There may be only a few minor weaknesses in the project/program as a whole.
- **Satisfactory (S):** This is the lowest rating that satisfies AusAID/NGO requirements. However, this rating usually means there are weaknesses as well as strengths but that the weaknesses are not severe enough to threaten the project/program.
- **Unsatisfactory (U):** This rating indicates that the project/program has some significant weaknesses although other aspects may be satisfactory. The weaknesses require immediate action if the project/program is to continue to progress. The weaknesses have the potential to undermine the capacity of the intervention to achieve its objectives

¹¹ ACFID (2004) *NGO Effectiveness Framework*, Canberra

¹² Evaluation teams apply a consensus approach to the ratings. Sampled NGOs are given several opportunities to correct or affirm the findings.

- **Highly unsatisfactory (HU):** This is a rating that indicates serious deficiencies in the activity. A project/program would only be given an overall HU rating if there were widespread problems which have/will have the effect of preventing achievement of its objectives.

Evaluation teams use a consensus approach to rating.

2.4 Sampling

The cluster for this evaluation was compiled through a three-stage purposive sampling process to select countries¹³, ANGOs and projects¹⁴. Considerations for country selection included:

- countries outside of Asia (the location of the three previous ANCP cluster evaluations);
- an acceptable security situation in-country;
- a minimum of five NGOs implementing ANCP projects from which to draw a reasonable sample;
- willingness by the AusAID post to support the cluster evaluation.

Considerations for the project selection included:

- ANGOs not previously involved in a cluster evaluation;
- projects of sufficient maturity to evaluate progress;
- logistical considerations.

The four ANGO – local NGO (LNGO) partnerships sampled are as shown in Figure 1.

ANGO	Country	LNGO
International Women's Development Agency (IWDA)	Vanuatu	Wan Smolbag (WSB)
Oxfam Australia (OA)	Fiji	Ecumenical Centre for Research, Education and Advocacy (ECREA)
Save the Children Australia (SCA)	Vanuatu	Save the Children Australia/Vanuatu (SCA/V)
Sexual Health & Family Planning Australia (SH&FPA)	Fiji	Equal Ground Pasifik (EGP)

Figure 1: Sampled ANGO-LNGO partnerships

Details concerning the sampled projects are presented in Figure 2.

ANGO	Project	ANCP Budget (AUD) in 07/08
International Women's Development Agency (IWDA)	Reproductive Health, Outreach And Education	\$32,000
Oxfam Australia (OA)	Social Empowerment and Education Program (SEEP)	\$115,393
Save the Children Australia (SCA)	Child Rights Project (Phase II)	\$123,727
Sexual Health & Family Planning Australia (SH&FPA)	Gay, Lesbian, Bisexual, Transsexual (GLBT) Community Project	\$13,000

Figure 2: Sampled ANCP projects

2.5 Analysis and Feedback

At the conclusion of each two-day field visit, observations and preliminary findings were fed back to the leadership of the implementing partner organisation.

¹³ Previous cluster evaluations have been country-focussed, however, the small number of agencies and projects represented in the Pacific required a regional cluster (Vanuatu and Fiji).

¹⁴ AusAID aims to avoid sampling the same ANGO within any five-year period, unless key aspects are found to be unsatisfactory.

The evaluation team then conducted content analysis¹⁵ of interview transcripts and information assimilated from document reviews.

Agency-specific findings were documented and supplied to the sampled ANGOs for verification and comment (refer to Appendices A – D).

A synthesis of overall issues identified against the ANCP Cluster Evaluation Framework was compiled for inclusion in the body of this report (Section 3) to inform ongoing dialogue between AusAID and the ANGO sector.

2.6 Limitations Encountered

An inherent limitation of the cluster evaluation method is that it involves a rapid, external qualitative assessment of overall program performance both at an Australian and local NGO level in a very short space of time and therefore relies to a large extent on the professional judgement/interpretation of the evaluators¹⁶.

In general, the evaluation proceeded smoothly. Nevertheless, several methodological and practical factors were encountered that may have affected the integrity of the findings:

- The amount of time allocated to each of four NGO operations within the two weeks in-country was necessarily limited. This placed a practical limit on the depth to which the evaluation team could investigate issues—particularly beneficiary impact.
- LNGOs were given relatively little notice of the evaluation, and some reported difficulties in arranging the necessary information and stakeholders.
- There appears to be a persistent lack of clarity concerning the purpose of the ANCP cluster evaluations, despite several joint ACFID-AusAID information sessions, and numerous meetings with the DPC.
- There are minor issues within the cluster evaluation framework that would benefit from revision (terminology, duplication, alignment).

Recommendations concerning enhancements to the ANCP cluster evaluation framework and process have been documented in the China ANCP Cluster Evaluation Report¹⁷ and are consistent with the observations of this evaluation team.

¹⁵ Interview transcripts were coded against the cluster evaluation framework indicators using NVIVO Ver. 7.

¹⁶ The efficacy of the method rests on triangulating key informants' perspectives and seeking verification of findings by NGOs. As a rapid overall program evaluation method, it can be criticised for being inadequate from any single perspective. Nevertheless it is seen as a pragmatic compromise to compile indicative performance information.

¹⁷ N.B. The China ANCP Cluster Evaluation Report was being finalised at the time that this report was drafted, hence it was not possible to comment more specifically on the status of recommendations made.

3. FINDINGS

The findings of this cluster evaluation are presented in line with the ANCP cluster evaluation framework (Appendix E). Individual reports for each of the four NGO initiatives are presented in Appendices A – D. A synthesis of key issues is discussed in the following sections, based on the three performance dimensions that underpin the ANCP cluster evaluation framework: organisational analysis, development strategy, activity implementation.

3.1 Overall Ratings

The evaluation team's ratings are summarised in Figure 3 and in the following paragraphs.

Indicator		Agency	IWDA	Oxfam	SCA	SH&FPA			
Organisational Analysis	1. Capacity to deliver development response	S	S	GP	S	S	U	U	
	2. Strategies for ensuring quality partnerships	S		GP			S		S
Development Strategy	3. Analysis of geopolitical context	GP	S	GP	S	S	GP	S	
	4. Adequacy of design process	S		S			U		S
	5. Standard of funding proposal or design	S		S			S		S
Activity Implementation	6. Efficiency of activity implementation	GP	S	S	S	S	S	S	
	7. Capacity for learning and continuous improvement	S		GP			S		S
	8. Effectiveness of development intervention	GP		S			S		S
	9. Strategies for sustainability	S		S			S		S

Figure 3: Ratings by the evaluation team (HU=highly unsatisfactory; U=unsatisfactory; S=satisfactory; GP=good practice)

All four NGO initiatives sampled in this cluster evaluation were found to be at least **satisfactory** overall. Three initiatives (IWDA-WSB, OA-ECREA and SH&FPA-EGP) demonstrated aspects that the evaluation team considered **good practice**. One initiative (SCA-SCA/V) was considered **unsatisfactory** in terms of the design process; another (SH&FPA-EGP) in terms of organisational capacity.

Recommendation

1. ANGOs should dialogue with AusAID through the DPC regarding any concerns with the ANCP cluster evaluation method or findings.

All four initiatives were fundamentally concerned with raising awareness and changing attitudes. Two initiatives (IWDA-WSB and SH&FPA-EGP) specifically concerned sexual health. Two initiatives (SCA-SCA/V and SH&FPA-EGP) had explicit advocacy components. Only the OA-ECREA initiative had a dedicated focus in rural areas—the others predominantly effect change in urban/peri-urban contexts. While all initiatives are grappling with particular constraints, the SH&FPA initiative is notable in terms of the complexity of the operating context. Promoting the rights of

the gay, lesbian, bisexual and transsexual (GLBT) community in Fiji within the current socio-political climate holds unique challenges.

3.2 Organisational Analysis

A range of organisational arrangements were evident within the cluster. Figure 4 depicts this diversity against the well established 'three zones of management' construct¹⁸. Any single circle/elliptical shape represents a discrete organisational entity or team¹⁹. The 'y' axis in Figure 4 describes the 'vertical' structure within each of the NGO partnerships. Figure 4 is elaborated below.

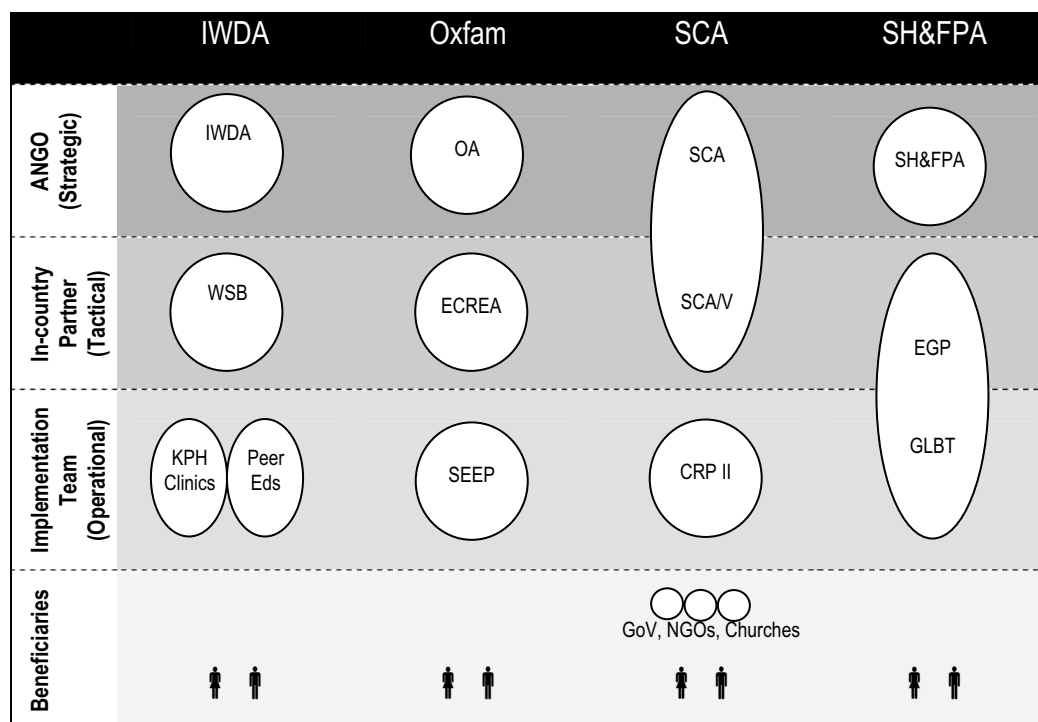


Figure 4: A representation of the diversity of organisational structures within the four NGO partnerships

Three of the four ANGOs engaged in partnerships with discrete local entities. Only SCA worked directly through an international structure in which the local office (SCA/V) was a branch of the agency's headquarters in Melbourne. The three 'devolved' operations (WSB, ECREA and EGP) coincided with what might be characterised as a relatively 'hands off' approach by the ANGO partner. In all three cases, the initial concept and design was driven by the local partner, and the ANGO's role was predominantly that of financier²⁰. This situation may reflect the local relevance of the projects, and ownership by the in-country partners, and hence can be seen as a strength. However, 'going it alone' also carries a risk, as borne out in the case of EGP, when particular institutional support is required from the ANGO. In contrast, the SCA operation had several aspects that reflected a centralised structure—the strengths of which include standardised professional systems, efficient decision-making and close support/supervision. Nevertheless, a potential weakness of this structure cautioned by the evaluation team was ownership of the project and empowerment of local staff, and a corresponding dynamism for the changes fostered.

Three of the four in-country entities administered discrete project implementing teams. EGP—the one exception—had no explicit delineation between the

¹⁸ Sarasohn, H. M. and C. B. Protzman (1948). *The fundamentals of industrial management*. See also Dransfield, S. B., N. I. Fisher, et al. (1999). "Using statistics and statistical thinking to improve organisational performance." *International Statistical Review* 67: 99-150.

¹⁹ The oversimplification implied in Figure 4 is acknowledged, nevertheless, the diagram serves to illustrate the diversity of structural arrangements.

²⁰ It should be stated that all in-country partners affirmed the value of ANGO contributions to implementation processes and outcomes, beyond that of mere donor. The point here is simply highlight the implications of structural arrangements.

implementing organisation and the operational team (in fact, the same individuals were involved in both functions). This is a function of the nascent status of EGP as a distinct registered NGO in Fiji (formalised in 2006), and also perhaps a function of the history of the organisation which developed out of a project. In contrast, the WSB implementation team is discrete within the WSB structure, but is an example of good integration of distinct functional teams. Clinic staff work closely with Peer Educators to recruit clinic clients and to promote community awareness of sexual and reproductive health; and clinic staff provide technical/clinical advice to Peer Educators. Beyond this, the clinic and Peer Educator team are effectively integrated into the wider WSB program, which includes community theatre, youth drop-in centre, nutrition education and sports activities.

Only one of the four initiatives (SCA) implemented the ANCP project through intermediary institutional partner structures (reflected in the bottom row of Figure 4). This is in contrast to the findings from other cluster evaluations in which partnering with local institutional structures (whether government or civil society) was fundamental to most project designs, and a key mechanism to engender sustainability. The reasons for this difference in approach in the Pacific were not entirely clear to the evaluation team, but may be a function the limited options for local development partnerships in the Pacific, or a paradigm of development that aims to effect sustainable change directly in the lives of individual beneficiaries, rather than institutionalising change²¹. In essence, the presence/absence of intermediary institutional partners seems to be a defining difference between the models of 'service delivery' and 'capacity development' (see Section 3.4 concerning sustainability). All three ANGOs operating in this way indicated that working through and strengthening local partners was a fundamental feature of their approach—perhaps an end in itself.

All four NGO partnerships demonstrated relatively long-term commitments. For example, IWDA has supported WSB since 1999. Two of the four ANGOs (SCA and OA) expressed indefinite commitments to the projects into the future²². In contrast, IWDA will cease support for the KPH clinic next year, arguing that the partner organisation (WSB) is now sufficiently established to attract other donors. SH&FPA expressed some uncertainty about their support for EGP and the GLBT project owing to a recent funding cut in Fiji and other organisational concerns.

All four sampled projects are consistent with the technical experience/competence of both the ANGO and in-country partners. For example, the promotion of child rights is fundamental to the *raison d'être* of the Save the Children Alliance²³. Arguably the weakest in this regard is the SH&FPA-EGP partnership. In this case, the ANGO can demonstrate a history of promoting sexual rights, but it is not necessarily steeped in the particular issues affecting the GLBT community²⁴.

Three of the four initiatives demonstrated competent and professional management and organisational systems²⁵. In the case of SCA-SCA/V, these systems are a feature of the centralised head-office/branch-office structure²⁶. ECREA has extended financial systems required by Oxfam for the SEEP program to all initiatives implemented by the organisation. All organisational representatives referred to both formal and informal 'systems' to support decision-making and communication. Routine reporting regimes (e.g. Six-monthly Reports) were commonly cited in addition

²¹ However, ANCP guidelines state that projects should "*strengthen counterpart organisations in developing countries so as to enable them to sustain activities after Australian assistance has ceased*".

²² SCA's support for SCA/V's child rights work is core to the organisation's mandate; and OA is invested in action-learning about community engagement by ECREA.

²³ The declaration of the Rights of the Child was first drafted in 1923 by Eglantyne Jebb, the founder of Save the Children.

²⁴ Nevertheless, the evaluation team found no evidence that this had negatively affected project performance; and EGP was of the view the SH&FPA had in fact been a sympathetic partner that appreciated their unique mandate.

²⁵ The exception, EGP, acknowledged weak financial and administrative systems. Contributing factors include the nascent status of the organisation and the high turnover of accounting staff. This issue has recently been prioritised by both EGP and SH&FPA, and will be a focus of the short – medium term organisational development plan.

²⁶ For example, SCA is currently rolling out an agency-wide Program Quality Framework (PQF) to standardise project design and M&E.

to monitoring visits by the ANGO and regular communication through email and telephone conversations.

Fundamental to organisational capacity is the technical capacity and commitment of the staff and volunteers involved. An issue of concern noted by all four in-country partner organisations was the turnover of ANGO representatives/officers. While staff turnover is a perennial challenge for all organisations, it was intriguing that all four ANGOs in the cluster had staff/managers that were newly assigned to the sampled projects. In-country staff noted that this posed challenges such as the re-establishment of trust and working relationships, as well as an 'education process' for the new manager/officer to ensure their appreciation for the project context, purpose and strategy. Notwithstanding, all staff interviewed presented as professionally competent, appropriately qualified and demonstrably committed to the projects. Of particular note was the level of enthusiasm and commitment evident among the WSB Peer Educator team, who seemed highly motivated in their sexual health awareness-raising role, despite significant cultural resistance to their key messages. Two of the four ANGOs (IWDA and SCA) had explicitly supported training and/or exchange visits for project staff to strengthen capacity.

The existence of agreed international standards to guide the work of international aid organisations is variable. However, where relevant, the sampled agencies demonstrated a commitment to aligning with agreed quality standards. In the case of the SH&FPA-EGP and SCA-SCA/V projects, international rights were fundamental to the *raison d'être* of the projects. The IWDA-WSB clinic aligned with Ministry of Health standards. In the case of the OA-ECRA project, while there are no internationally agreed standards to guide rural empowerment, the approach taken was arguably good practice participatory community development. The SEEP team seemed particularly skilled at balancing sensitivities surrounding the preservation of cultural values, and the need to foster sustainable changes in mindset and attitude—especially among traditional chiefs.

Intriguingly, while ACFID's NGO Effectiveness Framework²⁷ identifies networking and coordination between NGOs for development synergy as a core aspect of NGO effectiveness strategy, this did not feature strongly among any of the sampled NGOs. The strongest in this regard was the SCA-SCA/V project that identified selected NGOs as key partners in raising awareness of the Convention of the Rights of the Child (CRC), but even in this instance, opportunities for fostering synergy between organisational partners to effect greater impact had not been fully exploited.

Recommendation

2. ANGOs should explore practical measures to facilitate synergies and partnership between in-country partners.

3.3 Development Strategy

In general, analysis of the geopolitical context and complexities was a strength within this cluster. Three of the four NGO partnerships were rated 'good practice' by the evaluation team against this indicator. Interestingly, in these three cases, the context analysis and design was predominantly driven by the in-country partner, which was a discrete organisation with its own mandate. Local knowledge and networks, combined with a fundamental passion for tackling the 'development problem' seemed to be key success factors in the rigor of the analysis. In contrast, SCA-SCA/V was rated 'satisfactory' for context analysis. While there was strong local knowledge of key factors and design risks within the local team, the design had been initiated by the ANGO head-office and was led by an external consultant. While these aspects are not necessarily problematic *per se*, it appeared that the project had become an

²⁷ The ACFID NGO Effectiveness Framework has been adopted as a fundamental element of AusAID's Cluster Evaluation Framework (see Section 2.2).

end in itself, rather than a nuanced approach to grappling with an unambiguous development problem.

The issue of context analysis relates closely to the design process, and also monitoring and evaluation (M&E) strategies. A deep appreciation of contextual factors is fundamental to *designing* a relevant and effective intervention. Relevant, accurate and timely M&E information is fundamental to ensuring that the design is efficacious.

Design processes for the sampled projects were generally satisfactory, with the possible exception of the SCA-SCA/V project. As noted, in this case concerns arose from the lack of clarity concerning the fundamental 'development problem'. The design adequately articulated the desired outcomes and a comprehensive strategy to effect change, but was less explicit about *why* the change was necessary/desirable beyond truisms about the ratification of the CRC. In contrast, the OA-ECREA design was comprehensive in its articulation of *why* empowerment and education of rural indigenous Fijians was fundamentally necessary for peace, democracy and development, but lacked clarity concerning the specific outcomes of the project—the project was *process-centric*²⁸.

Earlier cluster evaluations have criticised ANGOs for the apparently limited effort invested in ANCP project design. A distinction is increasingly made between funding proposals to secure grants, and design documentation which is more technically focussed and flows from context analysis to provide a clear plan for implementation. The quality of the design documents in this cluster were considered satisfactory. All articulated the design logic²⁹, outlined M&E arrangements in general terms, identified key risks, defined schedules of activities and provided reasonable cost estimates³⁰.

Two of the four projects in the cluster were funded and 'designed' as three-year interventions. The other two (SH&FPA-EGP and IWDA-WSB) have been approved on an annual basis. The administrators in the latter reported a significant overhead in terms of time and effort required to prepare annual submissions. It was unclear to the evaluation team why the ANGOs had not agreed to multi-year designs. It was also unclear why AusAID has not restructured the ADPlan process to accommodate multi-year programming, since this would both reduce internal workload within CBP, and likely meet with ANGO approval³¹.

Recommendation

3. AusAID should consider restructuring the ANCP administration to facilitate multi-year programming of funds.

Nevertheless, beyond the particulars of the four designs, all projects in the cluster were consistent with AusAID objectives and guidelines, and were coherent with the ANGO's strategies and mandates. All four projects adequately analysed gender issues, and explicitly sought to improve gender equity.

Precise beneficiary targeting is arguably the first step towards effectively fostering desirable impact, and is contingent on a nuanced appreciation of the context and needs. This involves precisely defining the geographic and demographic boundaries

²⁸ N.B. The SEEP team acknowledged that the initiative had been process-centric but also indicated that outcomes were crystallising around the notions of 'land' and 'leadership'. Articulating the 'end states' and developing ways to evaluate attainment was noted as a 'work in progress'.

²⁹ However, common flaws were also evident in the way design logic was articulated, including: circular or incoherent causality between the levels of logic; conjugated objective statements that effectively compress multiple levels of design logic into one; abstract/ambiguous articulation of the anticipated social change process (abstracted human actors render the project's 'theory of change' ambiguous); weak integration of risks into the 'vertical logic' of designs; vague or ill-defined work schedules to articulate precisely what implementation teams will do with the resources and time available.

³⁰ All except SH&FPA-EGP provided a detailed project budget.

³¹ AusAID now commits to meeting a minimum of 75% of ANGO requests, which has helped to permit multiyear programming with reasonable confidence.

that distinguish the ultimate beneficiaries, articulating the subtle drivers of the development ‘problem’ and describing the anticipated sustainable changes to their circumstances. In situations where the beneficiary targeting is imprecise, interventions are likely to be similarly imprecise; and as a consequence the assessment of initiative effectiveness will be ambiguous.

Recommendation

4. ANGOs should ensure that beneficiary targeting methods are explicit, and are verified through the M&E arrangements.

The OA-ECREA project design provided the most explicit beneficiary targeting—defined in terms of ten rural indigenous Fijian villages with an estimated population of 2,680 people. Implicit within this design was an even more precise target—traditional chiefs and landowning units (*mataqalis*). In contrast, targeting within the other three project designs was relatively broad, with the ultimate beneficiaries essentially comprising the ‘wider population’³². While in some instances this may be pragmatic, such broad targeting also poses challenges in terms of the ‘evaluability’ of the design. For example, the impact of the SCA-SCA/V child rights project on the child population of Vanuatu will be challenging to ascertain. Arguably, more precisely defined ultimate beneficiaries would yield greater learning about the efficacy of project designs, and would allow agencies to be more accountable to beneficiaries, themselves and donors.

3.4 Activity Implementation

Three of the four sampled projects were behind schedule in some particular component. The SCA-SCA/V project has struggled to articulate and implement the ‘advocacy’ component of the child rights project. The SH&FPA-EGP project has been unable to recruit and train more than four of the twenty GLBT peer educators anticipated in the design. The OA-ECREA project has planned an ambitious number of ‘community forums’ and has underestimated the time required to fully implement the seven-step community engagement process. The exception in terms of implementation efficiency was the IWDA-WSB project, which the evaluation team deemed to be ‘good practice’. This was found to be a mature project with evolved management processes that was on track against the work schedule. Particularly impressive was the scope of what was achieved with a relatively small budget, and the wide-reaching respect that the service had accrued among beneficiaries and relevant third parties.

The budget allocations for all four projects were considered reasonable. Personnel line items are the major expense in all projects except for the SCA-SCA/V project (two full-time staff), for which travel costs for trainees to attend workshops from outlying islands was reported as the major expense.

Three of the four ANGOs indicated that they were satisfied with the reporting quality and compliance by project teams. Only SH&FPA expressed some difficulties with getting the required information in a timely and professional manner. No ANGOs reported difficulties with complying with AusAID’s ADPlan requirements.

As noted in section 3.2, the quality of project deliverables and the commitment of project staff and volunteers seemed to be of an acceptable standard.

It was difficult to ascertain the effectiveness of projects in this cluster in terms of significant and lasting changes experienced by ultimate beneficiaries. Beyond the pervasive challenges associated with trying to ‘measure’ social transformation, there was limited opportunity for the evaluation team to interact with ultimate

³² Of these, the EGP project had the most precisely defined beneficiaries (GLBT community members), but even these were unknown (precise number, location, issues).

beneficiaries³³. There were two reasons for this: firstly, the evaluation schedule provided for a maximum of two days in-country to interact with the partner organisation, project implementing team, relevant third parties and direct/intermediary beneficiaries. This left minimal time to identify and engage meaningfully with ultimate beneficiaries. Secondly, as noted in section 3.3 with reference to the issue of targeting, the definition of ultimate beneficiaries for three of the four projects was expansive—for example, *all* children in Vanuatu or *all* GLBT people in Fiji. Hence, as noted earlier, when targeting is broad, impact evaluation can be ambiguous.

Engagement with ultimate beneficiaries during this evaluation was limited to:

- Some interaction with youth at the WSB drop-in centre, while observing the work of Peer Educators conducting STI awareness sessions
- Some interaction with the members of the SCA/V Youth Reference Group which was convened for a training workshop
- Brief interaction with a selected group of GLBT network members at the EGP office

Hence conclusions about project effectiveness have been predominantly drawn from the following sources:

- Intensive interactions with project implementing teams
- Intensive interactions with relevant third parties of direct/intermediary beneficiaries and partners

In the case of the WSB clinic, the evaluation team benefited from interviews with the Ministry of Health. SCA/V staff convened a one-day meeting with key stakeholder organisations and partners (government and NGO). EGP facilitated useful meetings with relevant third party organisations.

All four project implementing teams considered themselves to be broadly on track to achieve stated objectives. While all acknowledged significant challenges, such as cultural norms and socio-political opposition to change, there was a general sense of achievement within all the teams. This was verified by relevant third parties that the evaluation team interviewed. The following quotations are illustrative:

- **Taxi driver regarding IWDA-WSB:** *“my wife goes there for sewing classes and they have a lot of very good programs for school drop outs. They make it appealing for them to go there with sport and theatre and at the same time teach things that are useful for people’s lives”.*
- **Community leader regarding OA-ECREA:** *“the program has completely changed my thinking about what is required to be a good leader”*
- **Education Department official regarding SCA-SCANV:** *“The Education Department is now talking about children with special needs. There is greater awareness now about these children’s right to basic education.”*
- **Director of another NGO regarding SH&FPA-EGP:** *“they are operating in a hostile environment with an unpopular community and an unpopular issue. They work with a small network, but they have made a real change in those people’s lives.”*

The WSB project was deemed ‘good practice’ in terms of project effectiveness, owing to the provision of a unique and dedicated service within a defined community. There was evidence that the project had not only provided a high quality service that was requested by the community, but that it was progressively contributing to an increase in awareness of sexual health and reproductive health issues. In this sense the project was simultaneously a supply-side (health services) and demand side (awareness-raising) intervention.

³³ N.B. The OA-ECREA implementing team invited the evaluation team to visit two project sites, but the travel time required was difficult to justify within the two days, and a judgement was made to invest the time in a more intensive interaction with the Community Facilitators to develop a deeper appreciation for the seven-step community engagement process.

All four projects had made explicit attempts to improve gender equity, and to implement initiatives to address gender issues. For example, EGP had recognised gender-specific issues within the broad issue of sexual rights and was implementing targeted interventions for gay, lesbian and transgender beneficiaries. ECREA's Community Facilitator teams were mixed-gender, and their process of community engagement explicitly requires the inclusion of women and youth in public meetings and community forums.

Evidence of direct improvements in the poverty status of beneficiaries was unclear. All four projects in the cluster focussed on changing attitudes, hence there was little direct impact on poverty—at least 'economic' poverty. Nevertheless, several interviewees indicated implicit links to poverty reduction through improved health and wellbeing, enhanced civility and social capital and protected rights.

There appeared to be no negative impact on beneficiaries participating in project activities in terms of disruptions to livelihoods. EGP reported that they had changed their 'Smart Choices' workshop schedule to accommodate sex workers availability. WSB initiated mobile clinics to ensure that house-bound mothers could access the sexual and reproductive health services. ECREA staff indicated that community forums and meetings were negotiated with the whole village to accommodate individual time demands and responsibilities.

All four initiatives acknowledge challenges with their M&E arrangements, but all four indicated that improving M&E quality was a priority. IWDA-WSB had engaged a M&E consultant to help develop a M&E framework as part of a wider strategic planning process. SCA-SCA/V were in the process of rolling out a program quality framework (PQF) to standardise and clarify the agency's M&E arrangements. SH&FPA-EGP acknowledged that M&E and reporting within the partnership had been deficient, and were taking steps to improve this as part of a wider organisational strengthening process. OA-ECREA were iteratively grappling with the complexity of 'measuring' social transformation and empowerment, and indicated that they would attempt to consolidate the various aspects of their M&E arrangements into a 'M&E framework'. Much of the M&E work focussed on process, which while nonetheless important for quality assurance and accountability, should be considered a *means* to outcomes. Common M&E processes that attempted to capture outcome data included post-training evaluations and narrative/story-based³⁴ methods to capture anecdotal evidence of change. Little empirical data was compiled in the form of baselines, and hence any future impact studies will have to rely on beneficiary recall. Also, risk management was predominantly a tacit process within the project teams. While this approach can allow responsiveness, most organisations benefit from structure and formalisation of risk identification and mitigation processes, which if incorporated within routine M&E arrangements, can help to drive organisational learning³⁵.

Recommendation

5. ANGOs should consider ways to obtain credible baseline data to enable more meaningful impact evaluation.
6. ANGOs should consider incorporating risk identification and risk mitigation processes within their M&E arrangements.

³⁴ Several NGOs made reference to using the Most Significant Change (MSC) technique. However, the authors of this technique argue that the application of the 'evolutionary algorithm' (i.e. iteratively voting 'winning stories' and providing feedback down the organisational hierarchy) is fundamental, and where this is not implemented, claims to the MSC technique should be rejected.

³⁵ "Learning results from being surprised: detecting a mismatch between what was expected to happen and what actually did happen. If one understands why the mismatch occurred (diagnosis) and is able to do things in a way that avoids a mismatch in the future (prescription), one has learned" (Gharajedaghi, J. (1999) *Systems thinking: managing chaos and complexity*, Oxford).

All projects were deemed to be satisfactory in terms of the sustainability strategies employed³⁶. Arguably the strongest in this regard was the SCA-SCA/V project which explicitly worked through a range of NGO and government partners, and simultaneously worked at all levels of society (from village to national) to effect significant and lasting changes in awareness of child rights. Although this aspect of the work overall was good practice, the evaluation team considered that more could be done to create practical opportunities for synergies between partners. Further, given the change in strategy to be adopted by SCA in promoting child rights as a cross-cutting theme, rather than as a discrete project, there is need for an exit strategy to ensure that current project partners are not left abruptly unsupported at the conclusion of funding.

The other three projects worked directly with the ultimate beneficiaries, rather than through an intermediary partner or institution (see Figure 4). This distinction is arguably at the nexus between 'service delivery' and 'capacity development' models of development assistance. The defence of 'service delivery' essentially rests on an argument that the government and market have 'failed' to supply an equivalent service. WSB was the most articulate in arguing that in the absence of any equivalent service provider (private or government), and in the context of significantly constrained government capacity in the medium-term, there is a role for local NGOs to play in service delivery³⁷. There is a risk that this argument confuses the notions of 'meritorious' and 'sustainable'. There was no doubt within the evaluation team concerning the merit/need for the services provided by any of the projects evaluated in this cluster. But this does not change the fact that the ongoing delivery of these otherwise meritorious services is donor-dependent³⁸.

This issue points to an evolving discussion within the aid community about sustainability. Most bilateral and multilateral agencies, including AusAID, define 'sustainability' in terms of the "*continuation of benefits after major assistance from a donor has been completed*"³⁹. Broader academic discourse about sustainability⁴⁰ has moved beyond this narrow 'economic' view of sustainability to including social and ecological dimensions. From this broader perspective, there may be an argument in support of donor-funded NGO-implemented service delivery. This matter should be discussed within AusAID in the context of the ANCP guidelines.

Recommendation

7. AusAID should clarify if 'service delivery' projects are appropriate within the ANCP, given the stated guidelines concerning 'welfare' projects.
8. ANGOs should ensure that the sustainability strategy for ANCP projects is explicit.
9. AusAID should explore current thinking about sustainability within academia, NGO policy and other relevant sources in order to articulate standards for NGO initiatives that operate at community level.

3.5 Comparison with Self-Assessments

ANGOs are required by AusAID to conduct annual self-assessments of the performance of ANCP projects. The terms of reference for this cluster evaluation

³⁶ N.B. The ANCP cluster evaluation framework acknowledges that assessing sustainability during the life of a project is challenging if not futile, and instead examines strategies employed to plausibly foster sustainability.

³⁷ The SH&FPA-EGP GLBT project is a case in point. It is difficult to conceive of any institution in Fiji in the foreseeable future providing services to the gay, lesbian, bisexual and transgender community in the way that EGP can.

³⁸ The ANCP Guidelines state that to be eligible for funding projects must have "*a strategy to ensure the development outcomes will be sustainable by the end of the activity*". The guidelines also advise that 'welfare' projects will not be supported ("*typically provided on an individual or family basis including home-based and institutional care programs*").

³⁹ AusAID (2005) *Promoting Practical Sustainability*, AusGuideline 6.4, AusGuide, Canberra

⁴⁰ <http://www.isf.uts.edu.au/publications/pubsubsubj.html#development>

required the evaluation team to verify the efficacy of ANGO self-assessments. Earlier cluster evaluations have noted that this is challenging and in this evaluation, several factors were evident:

- There seems to be diversity in the assessment criteria used by NGOs⁴¹.
- Some of the assessment criteria are ambiguous⁴².
- The self-assessment process is inherently subjective.
- The self assessments use a five-point ordinal rating scale. The cluster evaluation framework uses a four-point ordinal rating scale.
- The self-assessments involve seven criteria; the cluster evaluation framework involves fifty criteria.

Notwithstanding these fundamental limitations, the evaluation team formed the view that ANGO self-assessments were not inconsistent with the cluster evaluation findings. This judgement was made based on the evaluation team's findings against 'indicator 8' (see Figure 3)—which was deemed to most closely map to the self-assessment criteria⁴³.

ANGO	Self-Assessment	Cluster Evaluation Rating
International Women's Development Agency (IWDA)	4	Good Practice
Oxfam Australia (OA)	3	Satisfactory
Save the Children Australia (SCA)	3	Satisfactory
Sexual Health & Family Planning Australia (SH&FPA)	4	Satisfactory

Figure 5: Sampled ANCP projects

Recommendation

10. AusAID should review and clarify the criteria used by ANGOs for annual self-assessed performance ratings.
11. AusAID should rationalise the rating scales used by the cluster evaluation framework and by ANGO self assessment guidelines. This should consider wider work with AusAID by the Office of Development Effectiveness (ODE) concerning rating scales.
12. AusAID should, to the extent that it is practical, align the performance reporting format/requirements with the ANCP cluster evaluation framework.

⁴¹ Two rating systems were evident: A) Best Practice(5); Fully Satisfactory(4); Satisfactory Overall(3); Marginally Satisfactory(2); Weak(1). B) Number of criteria met: 0-1 (1); 2-3 (2); 4 (3); 5-6 (4); 7 (5).

⁴² E.g. "Consider the project context/environment: difficulty in terms of security, logistics, policies, other resources, etc." One NGO stated: "How are we to rank this point. If there is 'difficulty' do we give it a point or no point? Then what if there is difficulty but we have been able to overcome it? Do we then give it a point?"

⁴³ The ANCP guidelines require ANGOs to report "the likelihood of their activities achieving their objectives".

APPENDIX A: IWDA FINDINGS

ANGO	International Women's Development Agency (IWDA)
Implementing Partner(s)	Wan Smolbag (WSB) Vanuatu
INGO	(non-affiliated)
Program Title	Reproductive Health Outreach and Education (Kam Pussem Hed (KPH))
Budget – AusAID /ANGO	07/08 ANCP \$32,000 IWDA \$9,000
Beneficiary Target	<ul style="list-style-type: none"> ▪ Approx 3,600 women and men, the majority of which are under 25 years of age, who access the services of Kam Pussem Hed (KPH) Clinic each year. ▪ Approximately 2000 young women and men who are seen by the peer educators on their weekly walkabouts. ▪ Approximately 100 young women and men who attend workshops on reproductive and sexual health run by the Peer Educators. ▪ Peer Educators who will continue to be provided increased skills on a variety of topics including how to provide counselling to young women and men on their walkabout program. ▪ Female and male community members of 3 villages in peri-urban areas of Port Vila that access the services of the mobile clinic.
Major Development Objective	<ul style="list-style-type: none"> ▪ To improve the understanding of young women and men around reproductive and sexual health with a focus on sexually transmitted infections (STIs) prevention and management. ▪ To continue providing a mobile reproductive health clinic service to 3 rural communities.

Background:

The organisations

Formed in 1985, **International Women's Development Agency (IWDA)** is an Australian non-profit organisation that aims to create positive change for women and their communities. IWDA was formed “because women were virtually invisible as planners and managers of development programs”⁴⁴ and in recognition of the fact that women do less well than men as a group in every country. As an organisation committed to women's human rights and women's political and economic empowerment, IWDA seeks to lead by example, showing how development is done better and outcomes improved when women are involved and the barriers to their participation are consciously identified and addressed. IWDA focuses on Asia and the Pacific. Currently they have project partnerships in Cambodia, East Timor, Fiji, Papua New Guinea, Solomon Islands, Sri Lanka, Thai-Burma border, Vanuatu and Vietnam.

Wan Smolbag (WSB) was established in 1989 in Vanuatu by 15 voluntary part time actors as a Non Government Organization (NGO) to work with communities on social and environmental issues. With only “one small bag” to carry a few costumes, the troupe produce plays on health and environmental issues. WSB have established a national and regional reputation for producing high quality film, radio and theatre productions, and for training groups from all over the Pacific Islands to create and perform participatory community theater. WSB has developed four major programs that support youth services, sexual and reproductive health, good governance and community-based environmental conservation. **Kam Pussem Hed Clinic (KPH)** was established in 1999, following a community theatre production that raised awareness of sexually transmitted infections (STI) in Blacksands and Tagabe—peri-urban settlements of Port Vila. Following the production, the communities

⁴⁴ Wendy Poussard – one of the three founding members of IWDA. Quote taken from IWDA website: history <http://www.iwda.org.au/wp/2001/01/01/history/>

requested assistance to deal with sexual and reproductive health issues—particularly among young people. KPH remains the only dedicated service of its kind in the target area.

The context

Vanuatu has a total fertility rate of 4.1 (2000 UNFPA figures) – one of the highest in the Pacific. It is estimated that approximately 50% of the population are aged less than 18 years. The literacy rate for 15-24 year olds was estimated at 34% by the Vanuatu National Statistics Office in 2005, with only a 12% secondary school gross enrolment rate among those aged 12 – 18 years.

There is a marked gender division of roles and expectations in Vanuatu. The practice of bride price, in which the wife is bound economically, socially and religiously to her husband and his family, is still followed in most of the country. The use of contraception, or barrier methods such as condoms, continues to be largely predetermined by males. Males also determine when sexual activity occurs in and outside marriage, and are not culturally restricted from having casual partners, as women are. Condom availability is still erratic, particularly for unmarried women. This is compounded by the fragmentation of village community life, rising teen pregnancy incidence (4.5% in 1991) and the high general fertility rate.

The 1998 Mitchell report⁴⁵ on young people aged 13-18 years suggested that many young people were sexually active, but the level of information on contraception, condom use and safe sex practices was extremely variable. Low use of condoms (11.3%) and the pill (23.9%) was reported by females, while 53.4% of males reported using condoms. The use of condoms was problematic, with female respondents reporting that there was considerable male resistance to them, and females being accused of being promiscuous if they suggested condom use. The study concluded that a large proportion of the young population was at risk of pregnancy and/or STIs.⁴⁶

Women have less access to education and paid employment with approximately 57% of rural women not attending school. In a 2000 STI/HIV Antenatal Clinic STI Study conducted in Port Vila, more than a quarter of the women attending antenatal clinics were positive for at least one STI. “Although Vanuatu Ministry of Health (MoH) case records for gonorrhoea, genital ulceration, and syphilis show national prevalence rates have remained relatively constant between 1.2% and 2%, there is probably gross under-reporting because MoH data exclude trichomoniasis and chlamydia cases; surveillance systems are poor; and patient access to services is limited. High STI prevalence and several socio economic factors create a high-risk environment for the rapid spread of HIV/AIDS. The need for a strategic response in Vanuatu is pressing.”⁴⁷ According to the New Zealand Medical Journal (Vol 118, NO 1220 August 2005) “priorities for action include the scaling up of awareness programmes for young people, particularly girls, and the development of surveillance systems. Government capacity weaknesses mean the MoH should explore possible partnerships with the non-government organisation (NGO) sector and point to the need for international support to implement a new government *Strategic Plan*.”⁴⁸

It is estimated (AusAID 2004 Report by Henry Vira) that 40% of indigenous Vanuatu people and 51% of rural communities live below the poverty line of US\$1 per day.

Cultural constraints make it difficult for young people and women to discuss matters to do with sexual and reproductive health. A mixture of embarrassment and fee for service mean that women and young people do not easily access government health services for sexual health matters.

A. Organisational Analysis

1. NGO capacity to deliver development response

⁴⁵ *Mitchell J. Young People Speak, A report on the Vanuatu Young People's Project Vanuatu Cultural Centre. Port Vila, Vanuatu.* Vanuatu Young Peoples Project, 1998.

⁴⁶ *STI HIV Antenatal Clinic STI Survey Port Vila Vanuatu.* Ministry of Health Vanuatu & World Health Organisation Western Pacific General Office August 2000. http://www.wpro.who.int/NR/rdonlyres/3E6FCE1A-B7F3-4F50-817A-622F467EE06B/0/AntenatalClinicSTISurvey_VAN_2000.pdf

⁴⁷ The New Zealand Medical Journal <http://www.nzma.org.nz/journal/118-1220/1610/>

⁴⁸ op cit

The IWDA-WSB partnership is rated **satisfactory** in its capacity to deliver a development response through the KPH Reproductive Health Outreach and Education Program. IWDA have supported this program continually since 1999.

The KPH program, under WSB, has established management, financial and administrative systems, including data collection, management and reporting for the clinic. KPH Peer educators are skilled and enthusiastic facilitators who approach their work with commitment and a belief that they are making a difference. The nurses in the clinic are technically qualified for their work (having come through the Ministry of Health state system). Just as importantly for the success of the clinic in providing a safe and confidential place for accessing sexual and reproductive health services, the nurses have an open, non-judgemental manner towards their clients. (Vanuatu Ministry of Health cited research, which showed that a non-judgemental attitude by nurses is a key factor in people feeling comfortable to access services provided by KPH). WSB makes good use of international volunteer programs to supplement local capacity.

IWDA have annual meetings for their partner organisation in Asia/Pacific and this provides an opportunity for organisations and people to learn from each other across sectors and regions. WSB stated that this exchange is very useful for building capacity and learning for its staff and noted that its KPH Administrator/Peer Educator in particular had benefited greatly from the exposure and training she had received through these exchanges.

The Vanuatu Ministry of Health (MoH) recognises the combination of the KPH clinic, peer educator team and outreach clinics as an important model for providing accessible and effective services to young people. The MoH provide commodities for the clinic and the clinic reports monthly to the Ministry using the same reporting formats as government health clinics.

2. Strategies for ensuring quality partnerships

There has been a pre-existing, continuous and **satisfactory** relationship between WSB and IWDA since the establishment of the KPH clinic in 1999.

IWDA and KPH aims and objectives are closely aligned. The program is consistent with IWDA purpose and builds on program and organisational experience in Vanuatu and elsewhere in the Asia/Pacific region. IWDA has an interest in projects that improve women's access to reproductive health services and KPH services are consistent with that interest as well.

IWDA undertakes regular monitoring visits—at least once annually for discussion of program issues and progress. IWDA led a participatory evaluation of KPH in 2004, which identified emerging issues and areas for future development and support from both a WSB staff and target community perspective.

WSB led the design of the program, which grew out of community concerns. The program continues to proactively respond to community feedback through the peer educator team, and the work of the community theatre.

WSB indicated that overall the working relationship with IWDA had been constructive, although a previous IWDA program manager was considered heavy-handed in pushing the clinic and peer education program in a direction that WSB and KPH found inappropriate. However, this strain on the partnership was alleviated when the individual left IWDA.

IWDA have been increasingly 'hands off' in their support for the program as WSB and the KPH clinic and peer educators have built appropriate capacity for all aspects of the program. WSB is considered to be a strong, innovative and effective partner by IWDA and by all other stakeholders interviewed—including AusAID Vanuatu, which provides significant support (including core support) for WSB.

As previously stated, the partnership includes capacity building through IWDA exposure visits and partner meetings for KPH staff. KPH nurses requested training in counselling to better support client psychosocial needs.

KPH coordinate effectively with MoH—including an ongoing initiative to standardise the approach to peer education work undertaken by NGOs in Vanuatu.

The present ANCP grant will mark the end of IWDA support for KPH. This is clearly understood by both parties and gives good lead time for WSB to secure alternative funds for the program. IWDA state that they have a policy of supporting fledgling organisations and programs, and since the KPH program is now running effectively it will attract funds from other sources. IWDA stated they will continue engagement with KPH to ensure they have secured funding from alternative sources for the program before the end of this ANCP grant period. WSB management indicated that informal contact will be maintained with IWDA.

Recommendations:

IWDA consider seeking feedback from partners as part of IWDA staff performance/appraisal systems.

WSB consider seeking funds for KPH clinic nurses to undertake training in counselling for clients (especially those diagnosed with HIV/AIDS) through the KPH clinic.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

The program is rated **good practice** for the depth and appropriateness of its underlying contextual analysis. WSB has almost 20 years development experience in Vanuatu. This experience along with the fact that community theatre programs are linked to community education and service delivery ensures constant feedback about contextual changes. Both WSB and the KPH clinic are located in Blacksands peri-urban community of Port Vila—the target area. Statistical data on STI rates from MoH have informed the development of the clinic model as well as an understanding of youth and community issues in relation to people's reluctance to access government clinics for sexual health matters. There has been excellent analysis for the target areas and population, including historical, social, gender, economic, political and cultural factors.

As noted, the whole clinic initiative was community instigated in 1999. Peer educators continue to be a critical link in the program strategy for engaging with young people and communities for awareness of sexual health issues and the (free) services provided by the clinic. The model has developed and changed in response to community feedback. For example, mobile clinics were introduced as a strategy to provide services to women who are unable to attend the KPH clinic. The realisation that not all of the target groups were able to come to the KPH clinic is because of constant monitoring and visits by peer educators to peri-urban communities. A process of discussion then took place with five communities to determine the location of mobile clinics (operating currently in three communities). These communities undertake to provide a suitable room for the mobile clinic services to occur on a regular basis.

IWDA has respected WSB's experience to lead on the contextual analysis and the development strategy, while at the same time engaging with WSB/KPH about the model and its learning.

4. Adequacy of design process

The design process is rated **satisfactory**. The situational and needs analysis identified youth, and women in particular, as being marginalised and vulnerable for access to health services. Target areas identified by WSB were pragmatically based on the immediate location, but have gradually expanded to further communities with difficult access to comparable health services.

The model of a community-based sexual health clinic with peer education and outreach mobile clinics recognises the inadequacy of government to provide adequate and targeted services to the most vulnerable groups. Women (especially young women) are a particular focus of the model and this is consistent with IWDA's focus in Asia/Pacific on supporting programs and organisations that improve access to reproductive and sexual health services and choices for women.

The emphasis on STI education, awareness and treatment (including HIV/AIDS) is consistent with AusAID's focus and priorities in Vanuatu and across the region. AusAID Vanuatu provides considerable support to WSB (including core support) and Robert Tranter (Counsellor Development Cooperation from the Australian High Commission in Vanuatu) stated that WSB is considered a strong, professional and effective development partner.

IWDA has generally made a positive contribution to the design process through exposure visits for KPH staff and through the 2004 evaluation process. WSB Director, Peter Walker, did state that WSB has felt pressure at times to present annual proposals to IWDA for KPH support with some new 'angle', even when the model needed no modification. This is perhaps a symptom of annual funding proposals and might have been overcome with 3 – 5 year proposals for the project, once the model was working well.

5. Standard of funding proposal or activity design

The funding proposal and activity design is rated **satisfactory** as it is clear, logical and has a clearly defined purpose and realistic objectives⁴⁹. Beneficiaries are clearly identified; implementation strategies, responsibilities and schedules are clear and well defined. The budget is realistic.

Monitoring and evaluation is iterative and feeds into adjustment and development of the program. There is systematic gathering of data about clients attending the clinic and the people that peer educators meet with. This data is presented in easy to understand and graphic ways with tracking of changes over periods of time. For example there is tracking of new clients who attend the clinic as a result of peer educators having talked to them. KPH have plans to further disaggregate data to improve their monitoring of changes in their client base as well as changes in client behaviour (for example use of family planning or condoms).

Risks are identified and managed as part of the design process. Major risks identified include:

- Community engagement/willingness to engage with the project and access services
- Barriers to accessing services including prevailing social and cultural attitudes
- Consistency and appropriateness of services and counselling provided by clinical staff
- Quality, consistency and appropriateness of message delivery by peer educators
- Turnover of volunteer peer educators
- Availability of contraceptive supplies
- Availability of sufficient nurses/ clinical staff, including to deliver expanded mobile services
- Political or social instability

Strategies for managing and mitigating each of these risks is included as part of the design documents.

Sustainability is also identified as a risk in design documents. The clinic does not charge for services so it is dependent on donor funds. Strategies for sustainability identified in the design include that the Vanuatu Ministry of Health has been closely involved with the project from its inception and is on the Board of KPH. There is periodic discussion between WSB and the MoH of the services of KPH being brought into the departmental budget.

C. Activity Implementation

6. Efficiency of activity implementation

The project has been running since 1999 and is an efficient and low cost activity, which has remained on schedule and within budget for this period of time. For example, in the period of July-December 2006, peer educators were able to talk to a total of 821 clients of whom 392 were men and 429 were women. 74% of the peer educators' clients during this period were between the ages of 10 and 24. In the same period, the nurses at the KPH clinic saw 2,558 people. Of these 88% were women and 12% men.

KPH expenditure report to IWDA for this period showed a total of around just AUD\$13,000 was spent to enable the range of activities undertaken by KPH in this period to occur. This

⁴⁹ AusAID staff at the Post expressed a concern regarding an apparent incoherence or lack of rationale to support the seemingly wide array of activities supported by WSB. The scope of this evaluation was narrowly focused on the KPH Clinic, for which design objectives and rationale were clear and appropriate.

includes funds for utilities, communications, stationary, equipment maintenance, clinical supplies, cleaning costs, allowances and travel costs for peer educators, costs of community workshops and the mobile clinic, training and materials for a counselling workshop, monitoring and evaluation through focus groups, the KPH administrator's salary and audit fees! For this reporting period, there is a small amount of funding unspent from the budget which was agreed would be carried over to the next reporting period. Costs for budget items are therefore reasonable.

There has been adequate reporting and acquittals by both WSB and IWDA for the project. The project commodities and services (i.e. the peer education, clinical and outreach/mobile clinics) are appropriate for the context and of good quality. This is borne out by MoH staff who stated that they consider the service a successful model, which meets the needs of communities and young people in ways that MoH clinics cannot. KPH Manager says, "Clinic statistics show that there is an increase in the number of clients accessing the services offered by KPH. As mentioned in many earlier reports, the success of the clinic has exceeded our expectations and we are very keen to do all we can to try and maintain these services so that the young men and women in the communities we are servicing can access these services without having to worry about finding the money to pay for the services."⁵⁰

Project monitoring, reporting and acquittal procedures are professional and meet AusAID's needs for reporting. IWDA's reporting to AusAID within the ANCP reporting framework for the project focuses on quantitative measures and it would be good to balance this with some qualitative reporting as well, although other documents and reports from KPH do fill out the picture very well.

Activity implementation is rated **good practice** for efficiency.

7. NGO capacity for learning and continuous improvement

While the KPH Reproductive Health Outreach and Education program does implement monitoring and evaluation processes, this is an area acknowledged by WSB as needing improvement. Several parties (including AusAID) noted that WSB have not done enough to document their successes. As WSB Director noted, they are too busy doing to document their successes adequately. However, capacity for learning and continuous improvement is considered satisfactory for both WSB and IWDA as there are processes in place for continuous learning (such as weekly meetings of peer educators for review of work plans and target areas for visiting, collating of statistical data including number of interviews and gender and age breakdown, etc).

WSB have recently developed a five-year strategic plan with external assistance and this plan has a monitoring and evaluation framework, which WSB believe will greatly enhance their capacity for learning and continuous improvement.

Systems currently in place include weekly peer educator team meetings for reflection and planning and the KPH clinic recently undertook an evaluation to find out if project goals are being met through gathering information about who is accessing the service, what target audience perceptions of KPH are, KPH's accessibility and strengths and weaknesses. The clinic also reports monthly to the MoH.

It is acknowledged by all parties that a significant challenge is to find ways to document the project's contribution to changes in STI rates. However, the project is significant enough to warrant meeting this challenge and it is recommended that IWDA and WSB consider documenting the successes and success factors of the model. It would also be very useful for WSB to seek funds for a research project to link the project with change in STI rates for the target groups. WSB might consider a partnership with an Australian university or medical research institute for such a research project.

Recommendations:

⁵⁰ KPH Proposal July 06-08 P2-3

IWDA consider supporting WSB/KPH to document the successes and success factors of the Reproductive Health Outreach and Education Program over the past seven years.

IWDA consider supporting WSB/KPH to find funding and a suitable partner to develop a research project to study the contribution of the clinic/peer-educator model to changes in STI rates for the target groups.

8. Effectiveness of development intervention

The KPH model is innovative and effectively integrated within WSB. There is evidence of synergies with the range of programs and activities offered to young people in the WSB complex, which itself provides a safe space to receive information and counselling. The service is relevant in the context of high levels of sexually transmitted diseases, and a conservative culture in which young people find it difficult to talk openly about relationships and sexual health, and women are constrained in making decisions about sexual matters. The project effectiveness is rated **good practice**.

There is good evidence that the model achieves its objectives of improving the understanding of young women and men around reproductive and sexual health with a focus on sexually transmitted infections (STIs) prevention and management and to continue providing a mobile reproductive health clinic service to 3 rural communities. There is evidence that these outcomes contribute to lasting and significant change for individual youth and women through both better health as a result of treatment for STIs and through education on behavioural change for better health. There is also some preliminary evidence of attitudinal changes among community leaders and society.

Safe and confidential access to reproductive and sexual health services for women, including young women, contributes to gender equity by increasing awareness and discussion of women's right to access reproductive and sexual health services in a society where men traditionally hold considerable power over women's reproductive and sexual lives.

There is not explicit link to poverty reduction although it could be argued that healthier people are more able to participate in the economy and that their livelihoods are better supported as a result. WSB also reports anecdotal evidence of a reduction in delinquency among youth that attend their programs, sometimes leading to employment.

9. Strategies for sustainability

The project demonstrates sustainable benefits for targeted individuals and community health (i.e. education and awareness, behaviour change, safe and confidential access to sexual and reproductive health services).

The service is donor dependent, and is likely to remain so into the foreseeable future. However, WSB is an attractive partner for donors and it is likely that they will continue to attract donor funds to support the service and model in the future. Both AusAID (Vanuatu Post) and NZAID have committed core funding to support WSB and there is indicative willingness from Oxfam to continue support provided by IWDA.

The MoH is actively involved in standardising the quality of peer health education across the NGO sector and is exploring the model for improving its own health service outcomes. WSB are closely involved in this work and several of WSB/KPH former workers are now working in the MoH. These linkages should be exploited as they offer one way to ensure the sustainability of WSB's successful model. AusAID may also consider engaging with the MoH through their other bilateral relationships to examine the success factors in the WSB model for wider application, where appropriate.

IWDA's phase out of support for the project is quite passive. IWDA is confident of WSB's ability to attract other donor funds for the project. However, as previously stated, it would be useful for IWDA to consider assistance for WSB to document the model, learning and success factors of the project as part of phase out. This would place WSB in a stronger position for gaining ongoing support and for demonstrating the effectiveness of the model and its sustainable outcomes. This learning would be useful for IWDA and its partners elsewhere.

The project is considered **satisfactory** in terms of its current sustainability strategy. The project provides a valuable service in the context of clear market and government failure to supply comparable services. There are few examples of local NGOs anywhere that are able to sustain service delivery without donor funds. WSB manage this risk by spreading their funding partnerships to a range of government and non-government donors. WSB did have a marketing advisor AVI placement in 2006, it has developed a catalogue of education materials which are sold internationally and further income is derived from video/film production for other agencies and by WSB staff undertaking consulting contracts. However, this income is small in relation to the operating and program costs of WSB.

The KPH clinic is unlikely to be incorporated into the MoH system although aspects of its learning appear to have currency (e.g. the peer educators approach, and the non-judgemental style of clinic nurses). At this time it is unlikely that the MoH will take on the community-based model of KPH, and people we spoke to acknowledge that MoH do not currently have the capacity or experience to run such a model on an expanded scale.

Sustainability, as defined by AusAID, is a key challenge for the program, owing to the donor-dependence of the service delivery, and the absence of an explicit exit strategy. Individual and social change as a result of the program is at present difficult to establish, although the increasing number of clients accessing the services of the clinic illustrate that the peer education and outreach work is effective in getting people to seek treatment for STIs and for accessing reproductive health services. WSB argues that some services may simply work better outside of mainstream government services.

The clinic provides direct services (including the mobile clinics) as well as education/awareness. This model is not currently available through the mainstream health care system in Vanuatu. The MoH acknowledge that the KPH clinic is an innovative and successful model, which people feel more comfortable accessing than the government clinics. Ministry staff stated that further training of government nurses would incorporate encouraging a more non-judgemental approach by government nurses to clients presenting with sexual and reproductive health issues.

Recommendations:

IWDA maintain an active interest in WSB/KPH's progress in seeking alternative funding for the project beyond this financial year of IWDA/ANCP support and provide assistance if needed in brokering support from other donors.

Overall Project Quality Rating: SATISFACTORY**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators 1. ANGO capacity to deliver development response. 2. Strategies for ensuring quality partnerships.	S S	Indicators 3. Appropriateness of analysis of geo-political context and complexities 4. Adequacy of design process. 5. Standard of funding proposal or activity design.	GP S S	Indicators 6. Efficiency of activity implementation. 7. NGO capacity for learning and continuous improvement. 8. Effectiveness of development intervention. 9. Strategies for sustainability.	GP S GP S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX B: OXFAM AUSTRALIA FINDINGS

ANGO	Oxfam Australia (OAus)
Implementing Partner(s)	Ecumenical Centre for Research, Education and Advocacy (ECEA)
INGO	Oxfam International
Program Title	The Social Empowerment and Education Program (SEEP)
Budget – AusAID /ANGO	(07/08) \$115,393 ANCP; \$ 115,135 OAus
Beneficiary Target	Rural indigenous Fijian village residents in up to 10 communities on the island of Viti Levu (approximately 2, 680 people per year)
Major Development Objective	<ul style="list-style-type: none"> • To increase the capacity of 30 rural communities in Fiji to identify, understand and analyse development issues facing their communities and Fiji as a whole • To strengthen the capacity of these communities to successfully initiate and manage actions to address issues of concern, and participate in decision-making processes that affect them

Background:

The organisations

Oxfam Australia (OAus) began in Melbourne's suburbs in 1953 as a church-affiliated group called Food for Peace Campaign. The group sent weekly donations to a small health project in India, and eventually, Food for Peace Campaign groups were established throughout Victoria. In 1962, a full-time Director of the Campaign was appointed and the name was changed to Community Aid Abroad. The new name reflected an aim to assist communities more broadly, rather than just providing food in order to maintain peace. Throughout the 1960s, local Community Aid Abroad groups were established across Australia.

Since 1995, Community Aid Abroad has been part of the Oxfam International family—an affiliation of 13 Oxfam offices around the world. In 2005, the name of the agency officially changed to Oxfam Australia⁵¹. Today, the agency is a secular, independent, non-government, not-for-profit organisation working in partnership with local communities to overcome poverty and injustice in over 30 countries around the world. Oxfam's vision is of a fair world in which people control their own lives, their basic rights are achieved and the environment is sustained. Two Oxfam affiliates are active in the Pacific region: OAus and Oxfam New Zealand (ONZ). To achieve greater impact through collective efforts, and for more efficient use of resources, OAus and ONZ have agreed to operate under a joint strategy in the Pacific region.⁵²

Ecumenical Centre for Research, Education and Advocacy (ECEA) is a Non Government Organisation (NGO) based in Suva, Fiji Islands. ECREA was founded in 1990 by the late Reverend Paula Niukula as the Fiji Council of Churches Research Group. ECREA was born from the collective concern of individual Church leaders and thinkers for issues of poverty, interfaith relations, inter and intra ethnic relations, and community empowerment. It was founded to conduct research and facilitate dialogue on ethnic and religious issues among the member Churches of the Fiji Council of Churches (FCC), on poverty and advocacy work for just economic policies and practices, and to create deeper understanding of Christian faith issues⁵³.

ECEA is guided by the principles of: social justice and equity, integral human development and servant leadership.⁵⁴

ECEA currently has four main program areas: **Faith and Society Program, Economic Justice Program, Peace Program and Social Empowerment and Education Program (SEEP)**. The SEEP Program has been supported by OAus since 2002 (Oxfam also supports the Peace Program, though this is not through ANCP funds). Through SEEP, ECREA aims to initiate a process of participation of people and communities in social, economic and political issues. SEEP is a practical realisation of ECREA's goal of enhancing participation of Fiji citizens in governance, democracy and the development process. "The Social Empowerment

⁵¹ <http://www.oxfam.org.au/about/>

⁵² Oxfam International: *Pacific Regional Strategic Plan 2007-2009* P 1

⁵³ *A Just Peace*: ECREA Strategic Plan Proposal 2005-2007 P2

⁵⁴ <http://www.ecrea.org.fj/>

and Education Program (SEEP) challenges the culture of silence in Fiji and promotes a more inclusive approach to the community decision-making processes, which directly affect their lives, whether at a local, provincial or national level.”⁵⁵

The context

The population of Fiji is mostly made up of native Fijians—a people of mixed Polynesian ancestry (54.3%)—and Indo-Fijians (38.1%) who are descendants of Indian contract labourers brought to the islands by the British in the 19th century⁵⁶. The percentage of the population of Indian descent has declined significantly over the last two decades because of emigration.

Fiji has seen four definitive coups in the past two decades. A 1990 constitution guaranteed ethnic control of Fiji. Amendments enacted in 1997 made the constitution more equitable. Free and peaceful elections in 1999 resulted in a government led by an Indo-Fijian. A year later, this was deposed in a coup led by George Speight, a hardline Fijian nationalist. Fiji's membership of the Commonwealth of Nations was suspended due to the anti-democratic activities connected with the 2000 coup. Democracy was restored towards the end of 2000, and Laisenia Qarase, who had led an interim government in the meantime, was elected Prime Minister. Fiji was readmitted to the Commonwealth in 2001. Laisenia Qarase and his SDL (Soqosoqo Duavata ni Lewenivanua) Party came back into power in the 2006 Elections. Tension between Qarase's government and Fiji's armed forces over the Unity Bill and the Qoliqoli (Fishing rights) Bill, resulted in another coup in December 2006 led by Josaia Voreqe "Frank" Bainimarama.

Fiji, like most countries in the Pacific region, is experiencing rapid change, fuelled by the forces of globalisation and modernisation. Despite its small population, Fiji's politics are complicated by its complex ethnic make-up. The coups have had a dramatic impact on inter and intra communal relations and served to deepen divisions between the two major ethnic groups, within the indigenous Fijian community and within and between Christian churches. The conflict over land, and in particular, the expiration of leases under the Agricultural Land Tenancy Act (ALTA) has exacerbated existing political tensions and led to further marginalisation. Studies of coups in Fiji also show that Christianity was used to provide justification and motivation for racial sentiments and 'demonisation' of other religions. Therefore, the question arises as to what will happen if religion becomes a dominant factor in the future, especially when Fiji is struggling with how to bring about peace and reconciliation.

The uneven distribution of wealth and resources, the increasing tension between traditional and 'western' values and the growing lack of confidence in current leadership arrangements are negatively impacting on communities. Like most Pacific Island countries, Fiji has inherited a 'culture of silence', which means people are expected to accept without question what they are told from their leaders. This 'culture of silence' exists in the family, in schools, in the church, in the community and in the nation as a whole, leading to dependence, apathy and a sense of helplessness. Many development interventions by government, aid agencies and other development organisations reinforce this situation by assuming that 'development' can be designed and financed by third parties and then delivered to communities without their active and meaningful participation.

The current distribution of wealth, resources and services in Fiji is grossly uneven⁵⁷. Geographical, gender and ethnic disparities, ineffective policies and poor management of existing resources remain obstacles to a more even distribution. The transition from a subsistence-based economy to a growth-oriented cash economy has not been smooth and

⁵⁵ <http://www.oxfam.org.au/world/pacific/fiji/index.html>

⁵⁶ UNPD 1996 Poverty Report

⁵⁷ According to the 1996 UNDP Poverty Report, Fiji is a society with deep inequalities; the bottom ten per cent of Fiji's population receive less than two per cent of total income; the top ten per cent receive thirty-five per cent. The last official figures in 1997 on poverty show that twenty five per cent of Fiji's population live under the poverty line. After the 2000 coup and subsequent loss of investment, jobs, migration, etc, recent statistics suggest that there is a dramatic increase of those living under the poverty line – a figure of about thirty to thirty five per cent of Fiji's population, with another twenty per cent living near or on the poverty line and could easily fall under the poverty line if a major natural disaster or political upheaval happens in the future. Over eighty per cent of poor household heads are directly employed in low paid work and about 1/5th of poor households are headed by single parents.

brings with it fundamental changes to the structure of Fiji society. This adds to the increasing disempowerment of people and their communities, who for the most part, are marginalised from the mainstream of development and non-participants in the decisions and definitions over what development is, its purpose and how it should be implemented⁵⁸.

This situation raises the question: development for whom and who are the primary drivers of development? ECREA state that people and their communities are and must be the drivers of development, particularly their own development. In this regard, social empowerment processes and training on conscientization, economic literacy, social analysis, and community empowerment activities are essential in ensuring that people and their communities have a voice, participate critically and effectively, and advocate for change.

ECREA's SEEP is based on a belief that by increasing community understanding of Fiji's colonial and Christian history and its relationship to current development and democracy issues, people will be empowered to change the future—beginning with their immediate sphere of influence at a family and community level. Key issues for the SEEP program centre on land and leadership, which are reflected in the debates about development and democracy in Fiji.

A. Organisational Analysis

1. NGO capacity to deliver development response

Both OAus and ECREA have long histories of engaging in social justice, advocacy and community development in the region. ECREA has been embedded in key and challenging development and democracy issues in Fiji for almost two decades. OAus and ECREA have been in partnership since 2002: from the initial funding of the SEEP Pilot and through the program's development until now. OAus state that the SEEP model represents a unique opportunity to learn more about community empowerment practice in the Pacific.

ECREA's reporting to OAus is timely and informative. OAus Pacific staff state that the six-monthly reports from ECREA are the "best reads we get" and that reports have improved over time in terms of explanation and detail about community empowerment indicators and practical examples of community action.

OAus were instrumental in encouraging SEEP to install a finance system to allow monthly variance tracking and ECREA state, that while they were initially resistant to the system, they have found it to work well in practice and now use it across the organisation.

The SEEP team provides intensive internal support and mentoring for Community Facilitators (CFs) who form the core of the community engagement process. The evaluation team observed part of a briefing session in preparation for entry to a 'new' community. This involved role plays and critical feedback by team members to ensure that CFs are well prepared for scenarios they might encounter in the village context. This process of briefing and de-briefing is intensive and appears to build the skills and confidence of CFs in a very effective way for their engagement with village communities. In addition, CFs work with a 'buddy system' during village engagements to ensure appropriate emotional and technical support.

ECREA/SEEP have a strong mutual learning relationship with the Bismarck Ramu Group (BRG) in PNG—an organisation with a strong reputation for doing similar community empowerment work. OAus are interested in looking at the model of engagement that these two organisations have developed for replication in the Solomon Islands.

SEEP has had a high staff turnover since 2002. This is a direct result of a strict code of conduct where staff are immediately dismissed if agreed rules are broken. This practice is unusual in the Fiji context. The turnover of staff has been problematic for the program as this means new people must be trained and mentored to reach the high standards SEEP expects in community facilitation, and to become immersed in team culture and approaches. However, the ECREA Director (formerly the SEEP Coordinator) stated, "everyone now knows

⁵⁸ Contextual analysis is in large taken from ECREA's Strategic Plan Proposal titled *A Just Peace* 2005-2007

we're serious and therefore we are having less problems with staff breaking the code of conduct. We can now attract high calibre individuals who want to join the program."

ECREA had some leadership uncertainty over past 6 months, though this has now stabilised with the appointment of the former SEEP Coordinator as Director.

ECREA's capacity (in partnership with OAus support) to deliver this development response is rated **good practice**.

2. Strategies for ensuring quality partnerships

There is a pre-existing and positive working relationship between OAus and ECREA (since the mid 90s). Both organisations have similar values and interests in learning for effective development outcomes. There is a common interest in learning about practical aspects of community empowerment of communities for active citizenship. There is reportedly good synergy between these organisations regarding goals, organisational principles and policies and management practices.

ECREA/SEEP staff affirmed the value of their partnership with OAus. One interviewee stated: "Oxfam has been great. It comes down to the individuals that are involved. They've attracted insightful program people that have understood what we do and why it's important. We've been able to challenge each other. It's a good relationship in the sense that it is open. OAus was open to a process oriented project even though there might be no obvious outcomes. They've struggled with understanding it, but they're now saying they want to replicate the model."

The whole concept and approach of the program is ECREA-driven (with support and critical input from a SEEP Program Advisory Committee), but OAus has also provided input and has challenged various aspects—something that ECREA/SEEP have appreciated. ECREA/SEEP indicated that they value OAus's probing questions but they sometimes have to overcome resistance to suggestions by outsiders because of the strong local ownership of the process and approach. As the ECREA Director stated: "They [OAus] don't need to control the project; and when they do lean towards control, the relationship is open enough for us to tell them."

OAus and ECREA/SEEP have regular informal contact (phone and emails) as well as formal contact through field visits and reports. OAus have participated in ECREA/SEEP retreats and stakeholder forums (including on occasion the Program Advisory Committee meetings). OAus have been concerned about SEEP staff turnover. However, the relationship seems to allow good discussion of issues in an open and direct manner with both parties confident to debate their respective views. This relationship appears to be one of mutual learning and respect.

There are no plans to wind up the partnership and OAus stated an intention to support the SEEP program as it develops and to document learning that is relevant to programs elsewhere in the Pacific. The organisations are currently negotiating funding for the next three-year phase of SEEP.

The partnership between the ANGO and LGNO is rated **good practice**. Notwithstanding, SEEP's local partnerships could be strengthened (see below regarding 'effectiveness' at point 8). This is recognised and strategies are in place to engage more widely, as illustrated by current engagement with the Provincial Councils for entry to new communities. ECREA/SEEP's partnership with BRG in PNG is considered a strength for wider engagement in the region on common development issues.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

Contextual analysis is core business for ECREA with its social research background. This competency forms a strong foundation for all programs.

OAus state that ECREA's analysis concurs with OAus and ONZ analysis of the context and complexities for development in Fiji and the region. OAus also state that comparison of SEEP analysis with other Fijian partners' contextual analysis suggests that the contextual analysis by ECREA/SEEP is more nuanced and cognisant of complexities. SEEP in general has

been recognised for its competency in analysis (over the course of the relationship with OAus).

This deep analysis and appreciation for complexity may be at the heart of AusAID's (and some Fiji NGO's) misunderstanding of ECREA statements regarding challenges the December 2006 coup. Evidently, some statements about challenges and core issues by ECREA have been misinterpreted as being apologist for the coup⁵⁹. If unresolved, this could present an obstacle for ECREA's stakeholder relationships. The evaluation team has recommended that ECREA take proactive steps to engage in dialogue with key stakeholders (including AusAID) to build understanding and appreciation of the breadth and depth of the analysis it offers within the complex development environment of Fiji—including issues arising from the coup.

ECREA/OAus analysis of the Fiji geo-political context and complexities is rated **good practice** by this evaluation.

Recommendations:

ECREA take proactive steps to begin a dialogue with AusAID in Fiji (and other key stakeholders) to build understanding and appreciation of the core values and depth of analysis underpinning all that the organisation does.

4. Adequacy of design process

The design process for SEEP is rated **satisfactory**, although it is acknowledged that the development of the seven-step community development process has been good practice in terms of action-learning. The SEEP program began as an initial pilot from 1999-2000. OAus supported the subsequent pilot from 2001 based on the revised model, process and training schedules developed during the initial pilot phase. The program is designed to address the lack of meaningful participation and critical engagement by Fijian communities in their own development.

Analysis has identified indigenous Fijian communities as the primary target group. Early attempts to also work with Indo-Fijian communities found that a different knowledge base, processes and tools were required. As a result, the program concentrates on indigenous Fijian communities—arguably a group most easily manipulated by leaders of past coups.

The focus issues of land and leadership are sensitive, and there is a recognised risk in challenging the leadership styles of chiefs to be more participatory and democratic. Nevertheless there appears to have been some success in fostering transformation. The current resource person for the program is an elder chief who says that he himself has undergone a transformation in how he sees the role of leaders in Fiji from participating in the SEEP program. The Program has only targeted communities on Viti Levu, but at the time of this evaluation a CF team was undertaking a 'scouting mission' to communities on Vanua Levu. This suggests that there are plans to expand the program to this island.

The SEEP program is very process-oriented and the design has been evolving since its inception, although it now seems to be a reasonably mature process. SEEP staff recognise that they run the risk of engaging in excessive "navel gazing". Undeniably, the community engagement process has benefited from the introspection. But with the process approaching maturity, perhaps a challenge for the SEEP team moving forward is to shift their introspective capacity to the implications of 'empowerment' in villages that they exit from.

The program has worked with 10 villages in total, and while there is an appreciation of the time it takes to allow the process to work well in each village, there is also recognition that the design needs to develop further strategies for 'snowballing' the impact of the program. Currently there are two main strategies for this: Firstly, an interested/key person (Volunteer Community Facilitator (VCF)) from each village is included in the training and mentoring process that CFs undergo in order for these people to become CFs in their own communities. Secondly, SEEP convenes Community Forums that bring together key leaders, (proactively

⁵⁹ The evaluation team formed the view that ECREA's position in rejecting military or forceful removal of government is clear. Ambiguity may have arisen since much of the rhetoric concerning the rationale for the coup (government corruption, anti-democratic action etc.) is consistent with ECREA's core message over many years.

including women and youth) from each village where SEEP works for training and discussion of issues.

The program actively works to enhance opportunities for women and youth to speak—both these groups are marginalised in Fiji in terms of participation in decision-making. CF teams always include mixed-gender, and invitations to attend Community Forums always stipulate that village representatives must include women and youth.

The program seeks feedback from its beneficiaries as part of the process of refining and improving community engagement and the identification of issues for discussion. SEEP also responds to feedback from communities regarding the performance of its CFs. Indeed the whole community engagement process is founded on the CFs being sensitive to, and responsive to, subtle cultural cues within villages.

OAus has contributed positively to the design process for SEEP. For example, SEEP indicated that an OAus Program Officer had made a key suggestion for expanding the 'timeline tool' used by CFs, which is fundamental to the success of community engagement process.

OAus is using the SEEP model as a learning opportunity for community engagement and the activity is consistent and coherent with the agency's Pacific Regional Strategic Plan (2007-2012) and its change goals focusing on six key areas:

- Economic justice
- Essential services
- HIV and AIDs
- Human security
- Gender
- Active citizenship

5. Standard of funding proposal or activity design

The funding proposal and activity design is clear and detailed with beneficiaries broadly defined (targeting 3 new indigenous Fijian villages each year) and implementation strategies well articulated. The proposal is rated **satisfactory**.

The budget for the three year period January 2005 – December 2007 is realistic and informative. The size of the budget is consistent with the strategies for engagement including 80 community visits, training and staff development for the 8 CFs (including rent for the SEEP house where CFs live together during intensive briefing and de-briefing sessions), 40 critical awareness sessions, 11 community forums, 6 monitoring and assessment visits, salaries and allowances for the full time SEEP coordinator, a part time trainer, a part time community liaison and 8 part time CFs, as well as a contribution to administration, research, communication and executive positions in ECREA.

Indicators for success are outlined in the proposal; however monitoring strategies are not explicitly stated, although through the proposal, these are outlined and include a constant feedback cycle from communities both indirectly through CF debriefings and directly through Community Forums.

Key risks are known (for example challenging the leadership style of chiefs); but there is no explicit risk analysis or mitigation plans. The team noted that they have documented 'case studies' of particularly successful or unsuccessful aspects of their work, but this resource was lost when a laptop was stolen.

The strategy for sustainability that is implicit in the design, is that empowerment of individuals and communities is fundamental to any sustainable development. While this notion is foundational to community development, this hypothesis should be explicitly studied in the future since it provides a valuable learning opportunity. SEEP, as a program will continue to depend on donor support for its continuation in other communities, although, the role of VCFs may expand and create synergies between communities.

C. Activity Implementation

6. Efficiency of activity implementation

Project implementation is rated **satisfactory**. The SEEP program has adjusted what was a fairly ambitious plan that included 11 Community Forums per year. It was stated to the evaluation team, that the monthly forums were a “very draining process” (the forums run for 1 week each and require considerable lead time). SEEP has now adjusted the program to run 11 Community Forums over a 3 year period.

The program has also entered fewer new villages than planned because the length of dialogue process at entry was underestimated. SEEP stated that its plans were not significantly disrupted by the December 2006 coup as the day-to-day lives of rural Fijians were not significantly affected by the national political upheaval associated with the coup.

ECREA/SEEP monitoring, reporting and acquittal procedures are considered by OAus to be strong and professional. As previously stated, OAus say they find that the SEEP reports comprehensive and informative.

The high standard of ECREA/SEEP work is evidenced by the fact that SEEP has been used as a case study by AusAID’s *Building Demand for Better Governance* initiative. Also OAus is considering how to replicate the model in the Solomon Islands. ECREA is widely acknowledged in Fiji as a key NGO player (including by AusAID Fiji) with high quality research, analysis and advocacy skills for encouraging national discussion and debate on social justice, human rights, civil society and human development issues.

SEEP has developed an elaborate internal quality assurance process in which the SEEP Coordinating Team provides intensive mentoring and feedback to CFs and CFs provide peer support and critical feedback to each other in briefing and de-briefing sessions before and after each round of community visits. There are twice yearly retreats of the SEEP Program Advisory Committee (PAC), which includes academic, government and NGO representatives (including an international representative from BRG) for critical feedback and strategic program development.

7. NGO capacity for learning and continuous improvement

ECREA/SEEP staff stated that they appreciate that OAus asks “how” rather than “how many.” There is a strong sense that both agencies are keen to learn, document and expand this program.

CFs prepare weekly reports (including stories from their field work), which are then aggregated into quarterly and six monthly reports for OAus and the PAC. OAus receive six-monthly reports and acquittals from SEEP. Reporting has changed and improved over time. This reflects the growing depth of analysis underpinning the program; as well as reflecting the information needs and interests of OAus to further learn about and understand the program. This interest has also helped SEEP to understand the need to document case studies for change and they have implemented a modified version of the ‘Most Significant Change’ (MSC) technique and begun formally documenting case studies. Unfortunately, (as noted) some of these have been lost following the theft of program laptop. OAus say they are still grappling with how to capture and extend learning from SEEP across the region.

There is a recognised challenge associated with ‘measuring’ the amorphous process of ‘empowerment’. SEEP has developed some indicators to inform this process, and the team is now focusing on how communities define empowerment for themselves. Having said this, SEEP M&E arrangements are not formally documented in a ‘M&E framework’. This might be valuable, not only because a formalised M&E plan is considered good practice, but because the program may have much to offer in terms of lessons about the monitoring and evaluation of social empowerment—a notoriously complex sphere.

OAus and ECREA/SEEP are currently planning a joint review for the program to take place at end of this financial year. There have been two previous evaluations of the program in 2003 and 2004, and SEEP staff indicate that these were useful for learning and strategic development of the program. The evaluation team was impressed by the team’s openness and interest in critical feedback. OAus’ also has a deep and genuine interest in continually

learning from this program. The desire for mutual learning between these partner organisations is a good model for ANGO–LNGO engagement, and is rated **good practice**.

Since the SEEP community engagement process seems to have matured, the evaluation team suggests that SEEP shift the intensity of focus from continually refining the seven-step community engagement process, to the wider enabling environment⁶⁰. The team acknowledge that the community engagement *process* risks becoming an end in itself. SEEP has begun to develop a range of strategies to complement and build a sustainable change process that can impact at the wider provincial, regional and national level. It is suggested that SEEP now consider focusing attention on monitoring the effectiveness of these processes with the same level of intensity with which the community engagement process has been developed.

Recommendation:

SEEP team and OAus formally document the M&E framework for the program, including lessons learnt about the M&E of social empowerment. This thinking could be shared among Oxfam Australia/Oxfam New Zealand Pacific partners and perhaps across the network of Oxfam International affiliates and into broader networks.

8. Effectiveness of development intervention

OAus reports that the SEEP team continues to grapple with explicitly articulating the longer term outcomes of the program. It is still early days for results from community action plans (the end point of the 7-step engagement process) to manifest. There is recognition of the value of routinely articulating the change that is desired, and probing to see if adopted strategies are successful in fostering this desired change. The clarity of focus on the issues of ‘land and leadership’ appears to offer a basis for this explicit definition of ‘desired outcomes’.

As noted earlier, a remaining challenge for the SEEP team is to identify appropriate ways for villages to overcome barriers to the implementation of their action plans. The evaluation team learned of one village that had planned to implement a livestock raising enterprise, but progress had been restricted by the apparent inability/disinterest of the Ministry of Agriculture extension staff. There is a risk that ‘empowered’ villages graduating from the SEEP process may become disempowered if confronted with what seems to be a disabling environment for development.

SEEP is currently grappling with the issue of how to engage more widely and link villages into other development efforts. The main barriers identified are the weak institutional structures in the wider government environment and a lack of NGOs providing practical support for community projects. These issues pose a major challenge. On the one hand, SEEP cannot be expected to ‘do everything’. On the other hand, SEEP has some ethical responsibility to help villages move beyond the empowerment process to practical sustainable change.

SEEP maintains links with villages that have completed the empowerment process, and they become part of a wider network of communities that are working to actively make positive change. This aspect of the program seems to hold promise as a way to engender wider sustainable change, and so should be studied more closely.

The depth of thought and analysis that has gone into the development of the SEEP community engagement process, (including its sensitivity to gender and cultural norms) and the apparent power of the process to shift people’s view of their history and to clearly see its impact on current leadership and land issues in Fiji—are rated good practice. The program appears to be highly effective, at least at an individual level, but it is perhaps too early to tell if the approach will foster wider significant and lasting change. The OA-ECREA partnership should proactively examine the hypothesis implicit in the program, that a transformative knowledge of history and culture indeed leads to a positive future, as defined by communities.

Evidently several communities have implemented action plans with little or no outside assistance; for example building footpaths or setting up a kindergarten. There is also

⁶⁰ The SEEP team indicated that this was a new emphasis of the program moving forward.

evidence of transformative change in how people (including women, youth, community leaders and VCFs) view their role and their opportunities to take action. While villages are doing little projects like pathways and kindergartens, the big challenge still remains to create long term change around the substantive issues of land and leadership beyond the individual village level.

Perhaps it isn't ECREA/SEEP's mandate to move with communities into 'implementation' of their action plans and perhaps this is an opportunity to link with other development actors, including other OAus partners in the Pacific and elsewhere. Nevertheless the challenge of effecting broader scale policy and institutional change remains for ECREA and SEEP.

Overall the effectiveness of the development intervention is rated **satisfactory** at this stage of its life.

Recommendations:

SEEP and OAus consider the difficult issue of how to overcome the resource barriers for communities who are facing difficulties implementing community action plans. This might include exploring links with other NGOs, including Oxfam Australia/Oxfam New Zealand Pacific partners and other appropriate groups from the network of Oxfam International affiliates; or perhaps playing an advocacy role in key government departments.

ECREA/SEEP consider making explicit its theory of change as part of its advocacy planning framework. That is, how it believes change occurs/will occur for policy and institutional change in Fiji around the issues of governance (leadership); democracy (active citizenship); and land use/boundary conflict issues.

9. Strategies for sustainability

SEEP targets village leaders/chiefs within the engagement process, so when the team exit a community, these people will continue to drive and support the process of change. The approach is also founded on the notion that leadership drives culture.

When SEEP 'exits' communities, the team continues to monitor change in those communities and include them as part of an ECREA network with ongoing support as needed. This includes linking them to other communities who have been through the conscientisation process through the Community Forums.

Another strategy for longer term sustainability is identifying Volunteer Community Facilitators (VCFs) in each village who then attend training with SEEP CFs using the peer support model. It is envisaged that these VCFs will become key change actors that are supported in their own communities.

As previously stated, it is perhaps too early to really know if this deep community engagement process does indeed foster sustainable change at a village level. Key challenges remain, in particular:

- moving forward to the next steps of linking village action plans and development efforts with a wider support base as well as,
- effecting broader scale policy and institutional change on land and leadership issues.

However, the SEEP program is situated within ECREA, which has a long and effective history of research, analysis and advocacy, and this is a great advantage for addressing these key sustainability issues.

ECREA is seeking to respond to the indigenous land issue (both a key issue identified by SEEP communities and a key development/political challenge at the national level in Fiji) through planning for a National Land Summit at the end of the next 3 year cycle of their work. The aim is to influence change on the intractable issue of land titles, an issue, which forms a core source of conflict in the nation.

OAus and ECREA do not have any plans to phase out the partnership. ECREA/SEEP strategies for ensuring sustainability of outcomes are well thought through but it is too early to determine whether they will in fact prove to be sustainable. Both OAus and ECREA remain

committed to exploring this issue as the SEEP program, and its relationship to wider ECREA programs, further develops and grows. Strategies for sustainability are rated **satisfactory**.

Overall Project Quality Rating: **SATISFACTORY**

Summary

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators		Indicators		Indicators	
1. ANGO capacity to deliver development response.	GP	3. Appropriateness of analysis of geo-political context and complexities	GP	6. Efficiency of activity implementation.	S
2. Strategies for ensuring quality partnerships.	GP	4. Adequacy of design process.	S	7. NGO capacity for learning and continuous improvement.	GP
		5. Standard of funding proposal or activity design.	S	8. Effectiveness of development intervention.	S
				9. Strategies for sustainability.	S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX C: SCA FINDINGS

ANGO	Save the Children Australia (SCA)
Implementing Partner(s)	Save the Children Australia/Vanuatu (SCAV)
INGO	Save the Children Alliance
Program Title	Child Rights Project Phase II
Budget – AusAID /ANGO	07/08 ANCP \$123,727
Beneficiary Target	<ul style="list-style-type: none"> • The National Children’s Committee (NCC); • Schools and selected rural training centres in Sanma, Penama and Malampa; • SCA project staff trained in child rights programming; • NGO participants in child rights training including World Vision, Vanuatu Rural Training Centre Association, Vanuatu Disable Society, Vanuatu Women’s Centre; • Church group participants in child rights training including national SDA Conference of women, Apostolic National Conference of Women in Port Vila and the Apostolic Southern Women’s Groups, Vila North Session Presbyterian Youth Group; • Government Departments---- Ministry Of Education Principal Education Officer, Department of Youth Training and Development, Shefa Eduaction Officer, Family Unit of the Vanuatu Police, Shefa Provincial Health staff, Area nurses in Tafea, Sanma, Penama and Malampa; • Aid Post workers in Tafea, Sanma, Penama and Malampa.
Major Development Objective	<ul style="list-style-type: none"> • To increase awareness of the United Nations (UN) Conventions of the Rights of the Child (CRC) and the capacity to uphold these rights amongst individuals, community organisations and government institutions. • To foster the active participation of children and young people in decisions and issues that affect them.

Background:

The organisations

Save the Children Australia (SCA) is a member of the Save the Children Alliance, which is a network of twenty-seven international organisations that “fight on behalf of children, forcing their voices into the wider arena to make their needs heard and their rights recognised”⁶¹. Save the Children in Vanuatu is a field office of SCA and has been operational for around twenty years. Currently all Save the Children activities in Vanuatu are funded through the Australian office (either from AusAID or private sources). Other members of the Save the Children Alliance may fund activities in Vanuatu but this would be coordinated by SCA in Melbourne. There are clear management lines between the two offices and key Vanuatu positions are appointed from Australia. Financial management, project design and monitoring & evaluation (M&E) are managed centrally.

The context

The CRC was accepted by the UN in November 1989 and was signed by over 61 nations by 1990. Vanuatu signed and ratified the convention in December 1992. The Government officially appointed a National Children’s Committee (NCC) in 2001. The committee comprises representatives from government and non-government organisations to advise the government on all issues affecting the situation of children. The Committee was mandated responsibility for monitoring and reporting of the CRC and to provide guidance to the government on implementation and advocacy strategies.

SCAV has been managing a program directly targeting the rights of children since 2002. The Child Rights Project (Phase I) was established to promote understanding of the CRC and children’s rights and to influence policy.

The current Phase II Child Rights Project (July 2005 – June 2008) has been informed by the reports and lessons learned from the Phase I project, as well as a number of other key

⁶¹ http://www.savethechildren.org.au/australia/who_we_are/mission.html

documents such as a mapping of *Child Rights Work*, July 2004. The emphasis of Phase II has been on facilitating training of trainer (ToT) workshops and raising awareness of the CRC in schools, NGOs, government agencies, communities and churches.

Promoting the CRC is fundamental to the *raison d'être* of SCA. The declaration of the Rights of the Child was first drafted in 1923 by Eglantyne Jebb, the founder of Save the Children.

A. Organisational Analysis

1. NGO capacity to deliver development response

Save the Children has been operating in Vanuatu for around twenty years. This has ensured a thorough appreciation for the Vanuatu context. Further, promoting awareness of the Rights of the Child is 'core business' for the Save the Children alliance, and hence the technical focus of the project is consistent with agency capacities.

The evaluation team found the two ni-Vanuatu in-country project staff are committed to the project objectives and that they are appropriately qualified for their respective roles. The Project Manager noted that an element of 'learning on the job' had been necessary. Some training in advocacy had been provided through the Solomon Islands office of Save the Children. It was noted that the promotion of child rights in Vanuatu has posed significant challenges arising from the cultural and political context.

Staff in both the Melbourne and Port Vila offices reported that management procedures including reporting, financial acquittal and human resources management were clearly defined. In keeping with the branch-office structure, most of these procedures are driven by the Melbourne office. It was noted that a new Program Quality Framework (PQF) had recently been drafted by SCA. The Vanuatu staff appreciated the training associated with the rollout of this framework, and it was generally considered a step forward in improving M&E.

Overall, the capacity of SCA/Vanuatu to deliver the project was considered **satisfactory**.

2. Strategies for ensuring quality partnerships

Given the branch-office structure, issues of partnership between the ANGO and implementing partner were less evident than might be found in discrete donor-implementer arrangements. Nevertheless, the fundamentals of ensuring efficient coordination and effective working relationships remain relevant. In general, the quality of working relationships seemed **satisfactory**—both internally between the Melbourne and Port Vila offices, and externally with key project stakeholders.

Interviews with staff suggested that working relationships between Melbourne and Port Vila were positive, although staff turnover at the Melbourne office had posed some challenges for the branch office staff. Nevertheless, both formal and informal communication between Melbourne-based and Port Vila-based staff was reported to be effective. It is perhaps an inherent feature of branch-office: head-office structures that the local branch must be responsive to head office realities. However the evaluation team wondered if SCA could do more to empower SCA/V staff to take a lead in identifying local issues for effective implementation of project goals

The evaluation team witnessed sound working relationships between SCA/V staff and a range of NGO and government stakeholders. In several instances, the project has engendered significant personal transformation experiences for individuals in these organisations. However, further work is needed to strategically link the various project partner organisations and to foster a 'joined up' approach to advocacy and awareness of the CRC⁶². This is especially important for the NCC to meet its potential, and to effect significant and lasting change at policy level.

It appears that SCA has an indefinite commitment to remaining engaged in Vanuatu, and that child rights will remain a feature of the program goal, in keeping with the agency's mandate.

B. Development Strategy

⁶² Earlier project documents (e.g. *Vanuatu Child Rights Project: Awareness Raising Component Assessment: October 20-31, 2003*. Sandra Thompson and Elizabeth Emil November 10,2003) indicate that this weakness has previously been identified, but does not appear to have been followed through in any substantive way.

3. Appropriateness of analysis of context and complexities

Given the centrality of the CRC to the organisational history and mandate of the Save the Children Alliance, there is a potential risk for interventions of this kind to become an end in themselves—introduced in a ‘top down’ fashion, irrespective of local realities and context. This does not appear to be the case in Vanuatu. There is evidence that the CRC has been introduced in ways that accommodate local cultural norms. IEC materials seen by the evaluation team appeared to have benefited from significant local input, both in terms of visual presentation and content. One example of this reported by project stakeholders, was the emphasis on the traditional concept of ‘respect’ or ‘responsibilities’ in parallel with the concept of ‘rights’. This was found to help allay fears of traditional leaders and parents that knowledge of rights would embolden children and cause them to develop belligerent attitudes towards traditional values. Similarly, the critical role of the church in Vanuatu in shaping social attitudes has been acknowledged, and so the CRC has been promoted as aligning with Christian principles.

The project team reported that they had benefited from lessons learned from the promotion of women’s rights in Vanuatu. Evidently an aggressive feminist campaign created unfortunate resistance to the concept of women’s rights, particularly amongst male authority figures who assumed that these rights foreshadowed a ‘take over’ by women. Knowledge of the dynamics of this situation has informed a ‘sensitive’ and careful approach to the SCA/V CRC campaign.

The long history of SCA in Vanuatu along with the professional histories of the Project Manager and SCA/V Country Program Director, have ensured that the project activities are respectful of local nuances. The evaluation team observed good working relationships with key government and civil society actors. SCA staff appeared to have a good knowledge of relevant government stakeholders and the local dynamics.

Nevertheless, more analysis could be done to appreciate why a greater awareness of child rights is needed at community and household level. There seemed to be a general intuitive appreciation of the need for awareness of the CRC among stakeholders, but no explicit analysis of the problem(s) that an increased awareness of the CRC might address. A question worth further discussion is: why is knowledge of the CRC relevant to households in Vanuatu?

The analysis of the context was found to be **satisfactory**.

4. Adequacy of design process

The design document is aligned with a ‘rights based approach’ to design, and explicitly rejects a ‘problem analysis’ approach⁶³. This may have permitted limited detailed analysis of the specific role of the CRC in Vanuatu⁶⁴. That is, the design appears to accept the inherent value of the CRC as a truism, rather than using its ratification as a vehicle to foster specific or fundamentally required human development changes. Indeed, the problem analysis presented in the design document seems to suggest that the primary issue of concern is the low net secondary school enrolment rate (28%)—an issue that is not directly addressed by the project⁶⁵.

The focus of the design seems to have been on refining methods implemented in the Phase I project, rather than fundamentally questioning the role of the CRC in society. The result is a ‘supply-side’ initiative that aims to reduce anxieties concerning the ratification of the CRC, rather than a ‘demand-side’ initiative that tackles fundamental child rights issues perceived at household and community level. This issue is further borne out in ambiguity concerning the rationale for the selection of three target provinces for community advocacy work and training. In conversation, the project team suggested that certain islands/provinces need more intensive intervention than others owing to specific cultural norms. This suggests that a detailed need analysis may have been warranted to guide a more targeted intervention.

⁶³ SCA (2005) *Child Rights Project Phase II*, Project Design Document, p 9

⁶⁴ The evaluation team was unclear why a ‘rights approach’ may have been mutually exclusive with a ‘needs approach’.

⁶⁵ The project quite rightly focuses its capacity on other child rights issues. The point here is that there appears to be incoherence between the needs analysis and the design strategy.

SCA/V staff reported significant input and ownership of the project strategy, despite the design process having been led by an external consultant⁶⁶. Melbourne-based staff indicated that, as a general principle, they rely on in-country staff to ensure the relevance and appropriateness of designs.

SCA outlined to the evaluation team recent revisions to the entire design process, including more rigorous context analysis processes. Notwithstanding, the design process for this particular project was considered **unsatisfactory**.

Recommendation:

SCA and SCA/V need to ensure that the project design is grounded in sound analysis of local perceptions and realities, with a clear analysis of what problems or needs the project aims to address in the local context.

5. Standard of funding proposal or activity design

The document review process, undertaken as part of this evaluation prior to fieldwork, found that the design logic was incoherent. The primary development problem affecting children in Vanuatu as articulated in the design document, was a low secondary school retention rate (28%). The link between this problem analysis and the child rights project design logic was not clear. In practice, the emphasis of project activities was on creating awareness of the CRC among key stakeholders. It was not clear from design documents why these stakeholders had been chosen, and what fundamental problem the 'increased awareness' would address, beyond simply implementing the CRC as an end in itself.

As noted, the lack of clarity and logic in the design may be as a consequence of an apparent lack of needs analysis linked to why CRC is relevant to the Vanuatu context. There appears to be a lack of identification of the major problems affecting children's rights in Vanuatu as a basis for designing a project and activities to overcome these (identified) problems. While SCA/V staff are able, in conversation, to articulate problems facing children in Vanuatu, this analysis is not reflected in design documents.

These fundamental design-process issues aside, the preparation of the design documents in and of them was **satisfactory**. Documents were appropriately formatted and presented, and there is clear evidence of an attempt to carrying forward lessons from the Phase I project. A draft M&E plan and risk matrix were prepared.

C. Activity Implementation

6. Efficiency of activity implementation

Both the Melbourne-based and Port Vila-based staff were of the view that the project was "more or less on track". However, this judgement seems to have been based more on a subjective assessment of progress towards objectives, rather than objective analysis of progress against a detailed work plan—hence actual implementation efficiency was difficult to gauge. The project team deemed the advocacy component to be the most problematic. It seems that clarity concerning details of this component is still evolving.

The budget for the project, while conservative given the ambitiousness of the objectives, seems generous given the size of the project team (two persons) and the level of inputs. However the evaluation team was advised that major expenses arose from facilitating training, which frequently required transport and upkeep of participants from various parts of the country.

The quality of project outputs such as workshops and Information, Education, Communication (IEC) materials appears appropriate. The project staff reported positive feedback by workshop participants, and IEC materials and other promotional work have evidently been acceptable. A Reference Group of Children and Young People has recently been re-established to critique project initiatives and resources. It seemed to the evaluation team that the role and purpose of this group was still evolving. SCA state that children and young people are involved in all stages of the project cycle from informing design through to evaluating program outcomes. There may be a risk that this is a difficult concept to make

⁶⁶ The evaluation team was advised by Melbourne staff that recently revised design and M&E standards have lessened the reliance on external consultants and engendered greater internal ownership of designs.

work in practice and that, rather than being an avenue to give voice to children and youth, the group's function may narrow to being a 'focus group' to supply comments about SCA/V IEC materials. It is noted in the risk management matrix for the project that there is a need to review the terms of reference for the Reference Group of Children and Young People.

The evaluation team observed the facilitation of one workshop with youth. While this was professionally conducted, there was also an absence of dynamism often needed to effectively engage youth. This may be a function of the venue (the SCA/V office), or indeed the presence of external evaluators (ourselves⁶⁷). However, there could be merit in the project team further experimenting with creative facilitation methods to engage and motivate youth⁶⁸.

A radio segment on the national radio station has evidently been well regarded, although no ratings information was available⁶⁹.

As noted earlier, the reporting and management processes, installed within the agency and complied with by the project team, seemed reasonable and professional. Overall the activity implementation was deemed **satisfactory**.

Recommendations:

Following a more clearly stated needs analysis for children's rights in Vanuatu, re-define the work-plan and ensure that it explicitly states the targeted stakeholders and schedule for project activities and deliverables.

Clarify the role of the Reference Group of Children and Young People for the SCA/V Child Rights Project

Examine and incorporate creative methods of engagement/facilitation with young people and with the SCA/V Youth Reference Group, that are relevant to youth culture in Vanuatu.

7. NGO capacity for learning and continuous improvement

The M&E arrangements for this project were acknowledged by both Melbourne-based and Port Vila-based staff as an area in need of strengthening⁷⁰. However, a fulltime staff member with dedicated M&E responsibilities has recently been appointed in SCA/V, and the evaluation team was advised of ongoing work to develop and rollout a new Program Quality Framework (PQF) across all SCA programs⁷¹. While the evaluation team was unable to view this document, it was considered by SCA staff to be a positive step to ensure greater coherence in M&E work, and to enhance learning and continuous improvement. This effort is laudable, but experience with standardised/centralised M&E frameworks in other contexts suggests a risk that local nuance and ownership may be negatively affected. SCA/V staff indicated that they were aware of this risk and were taking steps to manage it.

Reporting and communication processes seemed to be well established. Monthly financial reports and biannual progress reports are submitted to Melbourne. Melbourne program staff conduct monitoring visits every 3 – 6 months. In addition there is regular verbal communication between the two offices, including weekly phone meetings with the Country Program Director. A Risk Management Matrix has been produced for the project for the current phase of the project. These formal and informal processes are the key mechanism for risk identification and management.

Considerable attention seems to have been dedicated to articulating and applying lessons from the Phase I project—for example the greater emphasis on 'Training of trainers' (ToT)

⁶⁷ The evaluation team acknowledges that their presence as observers of the facilitation process may have had a subduing effect.

⁶⁸ SCA/V have benefited from some training by Wan Smolbag community theatre. There may be value in further observing Wan Smolbag Peer Educators at work engaging with unemployed youth at the Wan Smolbag youth drop-in centre through a variety of interactive techniques to create dynamism and ensure active engagement.

⁶⁹ There was some indication that that national station is not well patronised compared with commercial FM stations. Nevertheless, it has national coverage and is the only station available in rural areas.

⁷⁰ An M&E framework was drafted during the design phase, but this appears not to have been fully developed and implemented.

⁷¹ The framework is based on the logframe and applies an internal rating system. It is currently undergoing revision to simplify content for field application.

and reduced emphasis on direct 'awareness raising'. A formal review of the project is planned for later in this financial year to capture further lessons learned.

While there is evidence of learning within the project team, the evaluation team formed the view that the project can do more to facilitate learning between project stakeholders. This is important if all stakeholders are to work in concert to affect sustainable change.

SCA confirmed plans to conduct a thorough evaluation of the program in April or May 2008.

The capacity for learning and continuous improvement was considered **satisfactory**, in view of the stated and planned activities for improving M&E processes

Recommendations:

Ensure that the new SCA Program Quality Framework (PQF) allows sufficient flexibility for adaptation to and ownership of M&E needs and processes at a local level.

SCA/V to proactively facilitate learning among key project stakeholders. It is suggested this could occur through the formation (and subsequent regular meetings) of a key Stakeholder Child Rights Reference Group. This group could jointly identify success and key learnings, as well as key issues and needs to feed into planning of joint activities and advocacy.

8. Effectiveness of development intervention

The project implements a suite of approaches to increase awareness of the CRC. These range between initiatives aimed directly at household level, to working with the Ministry of Education Curriculum Unit to provide input for curriculum content on the different UN conventions, including CRC

The role of SCA/V partners (NGOs, churches and government departments) has been critical in influencing change. In a meeting with selected SCA/V partners and stakeholders, the evaluation team discussed outcomes and impacts of the project at length. As noted earlier, there is evidence of personal transformation and institutional change. However, there is great potential for more to be done to create synergies between these key partners and stakeholders. The meeting convened for this evaluation was the first time all key stakeholders had been brought together for open discussion⁷². This was surprising to the evaluation team given the need to work collaboratively to effect sustainable change at a policy and institutional level. During the meeting with SCA/V partners, it was indicated that the greatest source of resistance to the CRC came from chiefs and traditional leaders, who tended to see the CRC as a foreign imposition, and a threat to traditional values. The evaluation team considered that while good progress seems to have been made in broadly legitimising the CRC in key organisations (government, NGO and church) there is a need to ground the concept of child rights to make it relevant at community and household level. This may involve reducing the CRC to a set of tangible issues widely acknowledged as problematic. In our meeting with key project stakeholders several focus issues were suggested that may serve this purpose: juvenile incarceration; child brides; corporal punishment of children. These key project stakeholders could potentially be a Stakeholder Child Rights Reference Group (as stated in the previous section) for M&E of progress towards stated joint aims, as well as identifying priority issues for children's rights in Vanuatu (such as the focus issues identified during the meeting). The group might then also decide to plan joint activities and advocacy for enabling change around these priority issues⁷³.

SCA and SCA/V advised the evaluation team that the approach of promoting CRC through discrete projects was being phased out. The future strategy will involve promoting child rights as a 'crosscutting' objective in all SCA supported projects. While there is clear value in adopting this approach, there is also the risk that local issues and needs will become abstract if there is not an associated identification of priority child right issues at the country level

⁷² Program stakeholders have previously been brought together for training.

⁷³ SCA has clarified that while some advocacy work has been conducted at community level, plans are currently being discussed for national-level advocacy campaigns.

The effectiveness of the overall project was considered **satisfactory**.

Recommendation:

Strengthen the advocacy component of the Child Rights Project through the formation of a stakeholder reference group. Identify a short-list of key 'child rights' issues in Vanuatu requiring urgent attention and plan a joint campaign/change strategy around these issues.

9. Strategies for sustainability

The project has explicitly sought to build the capacity of key change agents, and to work directly with the NCC – the key government body formed to ensure Vanuatu meets its obligations after ratifying the CRC in 1992. . Fundamental to this approach, is the building of a sustainable appreciation for the CRC and a sustainable institutional basis for perpetuating changes. Further, the approach of working at multiple levels (from household to national government), and through multiple change agents (government departments, NGOs, churches etc) is good practice.

However, little appears to have been done to routinely assess the extent to which these measures are indeed fostering sustainable outcomes; and as noted above, a key challenge moving forward is to create effective synergy between key players.

SCA reported to the evaluation team that the current 'project approach' to promoting child rights in Vanuatu (i.e. a dedicated project with a primary focus on child rights is designed and implemented) was being phased out. The new strategy will involve promoting child rights as a crosscutting initiative by all SCA projects. While this approach may also promote sustainable change, there is also a risk that the intensive focus of the past few years may be eroded if an effective phase-out strategy for the current project stakeholders is not implemented⁷⁴. There is also a risk that adopting child rights as a 'cross cutting theme' means it may become abstract and lose potential focus on key issues for change that affect children's rights. The sustainability of the project was considered **satisfactory**.

Recommendation:

With the change to Child Rights as a cross cutting issue, plan a phase out strategy with key project stakeholders to ensure that gains made in recent years will be carried forward.

⁷⁴ SCA has clarified that core child rights staff will be retained within the program to advise on child rights issues within each initiative.

Overall Project Quality Rating: Satisfactory**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators		Indicators		Indicators	
1. ANGO capacity to deliver development response.	S	3. Appropriateness of analysis of geo-political context and complexities	S	6. Efficiency of activity implementation.	S
2. Strategies for ensuring quality partnerships.	S	4. Adequacy of design process.	U	7. NGO capacity for learning and continuous improvement.	S
		5. Standard of funding proposal or activity design.	S	8. Effectiveness of development intervention.	S
				9. Strategies for sustainability.	S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX D: SH&FPA FINDINGS

ANGO	Sexual Health & Family Planning Australia
Implementing Partner(s)	Equal Ground Pasifik
INGO	SHFPA is the Australian member of the International Planned Parenthood Federation (IPPF)
Program Title	Gay, Lesbian, Bisexual, Transsexual (GLBT) Community Project (re-named from Sexual Minorities Project in 2006).
Budget – AusAID /ANGO	07/08 ANCP \$13,000; SH&FPA \$7,000
Beneficiary Target	<ul style="list-style-type: none"> ▪ GLBT people in Fiji ▪ Friends and family of GLBT people ▪ Male and female sex workers
Major Development Objective	<ul style="list-style-type: none"> ▪ To provide support and empowerment to address the sexual reproductive health needs of gay, lesbian, bisexual and transgender (GLBT) community in Fiji ▪ To provide safe spaces and opportunities for GLBT people in Fiji to share concerns and fears. ▪ To develop networks, build capacity and produce resources for the organisation.

Background:

The organisations

Sexual Health and Family Planning Australia (SH&FPA) was formerly known as Family Planning Australia (FPA). Family Planning Australia is a federation of autonomous state FPAs, with a national voice on family planning. As well as providing a full range of clinical and educational services, it co-operates with other organisations on issues of mutual concern and lobbies the government on a range of national and international issues.

Equal Ground Pasifik (EGP) began in 1999 as the Sexual Minorities Project within the Women's Action for Change (WAC) in Fiji. The project grew out of support for a lesbian couple in Fiji undergoing workplace discrimination. The project expanded into an ongoing program under the WAC to provide a range of services to gay, lesbian, bisexual and transgender (GLBT) individuals in Fiji. EGP was registered as an organisation in its own right in Fiji in 2006 with a mandate to empower and build awareness among the GLBT community in Fiji concerning sexuality, sexual health and HIV/AIDS. EGP moved out from under the auspices of WAC in early 2007 and entered a semi-formal association with the AIDS Taskforce Fiji (ATF).

In 2006, EGP received an award for excellence from the Regional Rights and Resources Team (RRRT) for its project in Fiji. EGP's GLBT project provides a series of workshops throughout Fiji ('SMART Choices') to develop the self-esteem of GLBT people and improve their decision-making skills concerning their sexual and reproductive health. The content of the workshops covers sexuality, sexual diversity, values, STI/HIV, communication and negotiating safer sex and self-care, especially for sex workers with abusive clients.

The context

Over the past two decades, Fiji has experienced considerable national political upheaval including four coups, with the most recent in December 2006.

During this time, local and globalised economic pressures, dissonance between democratic nationhood and traditionalist power bases have all had a severe impact on marginalised and at-risk groups in Fiji including women, children, sexual minorities and the disabled. Intersectional discriminations mean that rural-based women, lesbians, gay men, disabled women and girl children, and particularly those in poverty, experience oppression in excess of others in this small and vulnerable nation-state.

Fiji has a tradition of close links between church and state. Christianity exerts a strong influence on the social, economic and political spheres of Fijian society. The interplay between Christianity and politics was a contributing factor in at least two of the coups, exposing the existence of two distinct factions within the Church community—a conservative faction that supports communalism and nationalism and a more liberal faction that is inclined towards ethnic reconciliation and multi-racialism. Some Fijians in traditional/fundamentalist Churches have been lobbying for Fiji to be declared a “Christian” state despite the multi-religious and multi-cultural nature of the population⁷⁵.

While there is actually a range of spiritual bodies in Fiji, Christianity is the unofficially state-sanctioned form and most indigenous Fijians espouse this faith. Religion is at the core of village life for over a century and now in the urban areas too, most meetings and gatherings begin with Christian prayer—as do parliamentary sessions, conferences and other gatherings. Since the coup more evangelical churches have entered the country as missions actively promoting themes such as ‘return to purity’, ‘righteousness’, Fiji as ‘promised land’ and ‘end time’ theology. Many prominent leaders belong to these churches. EGP cite the following example in their May 2005 proposal to SH&FPA of homophobia promoted by a significant church leader: On Friday November 7, 2003 the then President of the Methodist Church in Fiji, Rev Laisiasa Ratabacaca in national newspaper, Daily Post called for all gays to be “stoned to death”.

Sodomy was decriminalised in 2006 in Fiji (following a successful appeal in the Fiji High Court of a case concerning two gay men charged with ‘unnatural acts’). The Fiji constitution explicitly enshrines sexual diversity as a human right. However, human rights violations targeting GLBT people in Fiji have increased since the 2006 coup and EGP is of the view that human rights organisations in Fiji may be willing to ‘trade’ recognition of sexual orientation as a right in the constitution for other human rights gains.

A. Organisational Analysis

1. NGO capacity to deliver development response

EGP was formalised as a discrete organisation in 2006. As with many start-up organisations there are numerous competing agendas and challenges. The evaluation team acknowledges that EGP has recently made significant attempts to improve its administration and financial management, and there are current plans under development with SH&FPA for further organisational development. Nevertheless, EGP's management procedures are currently rated **unsatisfactory**. There is much room for improvement in areas such as monthly expenditure tracking, preparation of financial statements, donor reporting, activity-based costing, detailed implementation planning and monitoring and evaluation (M&E).

It is clear that staff have appropriate skills, sensitivity and background for the education, awareness and advocacy work of the organisation (EGP staff are themselves from the GLBT community, and so understand first-hand the issues facing GLBT people in Fiji). It is less clear whether they have developed the appropriate management skills to run an organisation. The EGP Director is currently enrolled in a NGO management diploma course and so there are positive steps being taken to increase skills in appropriate areas. SH&FPA indicated that the organisation is dependent on the passion and presence of certain key individuals.

A recent breakdown in communications between EGP and SH&FPA is reportedly due to EGP's embarrassment at the state of its financial management and reporting systems. EGP have recently commissioned the voluntary services of the Financial Manager of the University of the South Pacific in Suva to strengthen financial systems and provide training for key staff in basic book keeping. This is a positive step forward, and brings a high level of expertise for EGP to draw on. However, this is a voluntary position and SH&FPA and EGP will need to look at how the organisation will sustainably manage finances in the medium and longer term.

EGP does not currently have core funds for its work. EGP has recently received a \$30,000 grant from AusAID Fiji and it hopes to secure ADB funds. EGP's programs may prove attractive for donors, given their emphasis on HIV/AIDs and human rights, however EGP needs to very seriously get its ‘house in order’ to ensure it can effectively manage and retain

⁷⁵Ecumenical Centre for Research, Education and Advocacy (ECEA)– *A Just Peace* 2005-2007 Strategic Plan P6

donor support—both in terms of financial administration, but also program management and donor reporting and communication. Reputations once lost, are hard to regain among the donor community.

SH&FPA and EGP have relevant experience and background for the geographic and sectoral focus of EGP's work. SH&FPA stated that concern for sexual rights was the common basis for the partnership, but was concerned that it may not be sufficiently steeped in the particular needs of the GLBT community. However, EGP indicated to the evaluation team that SH&FPA has provided appropriate support to date and should continue to do so while linking EGP to other donor/NGO groups.

Recommendations:

SH&FPA to encourage and facilitate links between EGP and other appropriate donor and NGO groups working in the region.

SH&FPA take proactive steps to assist EGP to improve and build its organisational management systems. This could include assistance for strategic organisational development to assist EGP to identify key areas for action and resources (human, technical, etc) needed.

EGP to consider setting up an Advisory Team (drawing on expertise from other NGOs, such as ECREA in Fiji) for advice and assistance with development of systems appropriate to the unique characteristics of EGP's role and focus.

2. Strategies for ensuring quality partnerships

SH&FPA was approached by the North Sydney Area Health Service (NHS) in 2002 as NHS were interested in exploring possibilities for collaboration between SH&FPA, NHS and Pacific organisations. NHS decided that the Sexual Minorities Project in Fiji was the most feasible and funded the first two years of the project through Women's Action for Change (WAC). The collaboration included an assessment of the size of the GLBT community, sexual and reproductive health status and whether the community suffered human rights abuses. They also supported training in computer usage and production of IEC materials. WAC Creative Director, Penny Moore, stated SH&FPA were instrumental in getting the project going and that they have been "very good at getting really appropriate people" to come and assist with technical aspects of the project at critical times.

From 2002, SH&FPA has supported EGP's work in two-year cycles, carrying forward their support from the initial Sexual Minorities Project. EGP stated that the relationship has been positive, supportive and that SH&FPA "understand" the issues that EGP and its GLBT community face. SH&FPA's International Program manager stated that she was not sure about organizational compatibility with EGP as there are no GLBT staff in the International Program⁷⁶. Nevertheless, SH&FPA stated that the goal of both organisations is compatible with respect to sexual rights, and in the absence of an Australian gay/lesbian organisation with sufficient continuity of funding to support an international program, SH&FPA have continued to support EGP since it plays a unique and important role for GLBT people in Fiji. SH&FPA support has been through small ANCP grants for SMART Choices workshops, to develop IEC materials and a peer education program.

EGP has organisational capacity building needs that SH&FPA is aware of but which SH&FPA have struggled to support adequately, due to their own capacity issues (including limited finances and staff turnover). On balance, it seems that SH&FPA have done well in maintaining both funding and non-funding support for EGP despite their own size, capacity and resource constraints.

SH&FPA managed the AusAID-funded *South Pacific Reproductive Health and Family Planning Training Project* over a seven-year period based in Suva, which enabled some 'piggybacking' for monitoring visits to EGP. SH&FPA's capacity for ongoing monitoring of EGP now that they no longer have other major investments in Fiji is likely to be a challenge.

⁷⁶ However there are a large number of gay and lesbian health workers in the various state organizations whose skills can be drawn upon.

EGP acknowledged significant financial and administrative capacity needs. SH&FPA indicated that they have had concerns about this aspect of EGP during the past six months. These organisational constraints seem to have been compounded by personal stress arising from increased harassment of GLBT people since the December 2006 coup. As a result communication between EGP and SH&FPA has become problematic. SH&FPA withheld funding from EGP during this period as the organisation was without an accountant and was not meeting its reporting requirements under the terms of the grant. Just prior to this evaluation, SH&FPA made a two-day visit to EGP. This appears to have prompted EGP to take remedial action and the relationship between the two organisations is evidently back on track. Some funds have been put aside by SH&FPA for an external evaluation of EGP later this year and EGP stated it was positive about this process, viewing it as an opportunity to identify key issues for improvement. SH&FPA and EGP do not currently have a formal strategy for capacity building to enable EGP to develop, and to ensure sustainability. There is no explicit exit strategy for SH&FPA. This would be a useful focus for the planned evaluation later this year.

EGP and SH&FPA have good relationships and networks with a range of relevant organisations in Fiji, for example, the AIDS Task Force Fiji (ATF) and Fiji FPA. Although EGP is a fledgling organisation, the organisation is well known in the NGO community and seems to be respected for its work. EGP may benefit from these networks of support to build its own organisational capacity.

EGP is housed next door to the ATF. This is a strong, mutually supportive relationship. ATF and EGP work closely together on complementary advocacy, awareness and education programs on sexual and reproductive health, targeting marginalised groups. A sexual health clinic supported by ATF is located in the same section of the building as the EGP office and drop-in centre. ATF indicated that EGP has played an important role in building trust among the GLBT community to attend and use the services of this clinic. ATF and EGP are planning to strengthen their relationship through joint advocacy and peer education programs and collaborating with monitoring and evaluation processes to learn what is working and what is not.

EGP is being drawn into regional networks through the Pacific Sexual Diversity Network involving 22 countries. While this is useful and important for mutual learning and capacity building cross the Pacific, the evaluation team cautioned EGP to consider their own capacity building needs as a priority in the short term.

Despite the recent breakdown in communications between SH&FPA and EGP earlier this year, the partnership is rated **satisfactory**.

Recommendations:

As part of the TOR of the external 2007 evaluation, SH&FPA and EGP to include identification of EGP organisational capacity building needs and the development of a strategy to meet these needs.

EGP consider organisational capacity building as a priority area for its focus in the next 12 months. EGP are advised to carefully balance this priority with the potential organisational demands of regional engagement.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

EGP staff are part of the GLBT community in Fiji and therefore have first-hand, intimate knowledge of the range of issues this group faces in terms of sexual health and human rights issues. EGP staff personally know many of the GLBT community, and have developed trust relationships that ensure an accurate flow of information on key issues and perspectives. Analysis of the context, including advocacy around the role of the Christian churches, government, human rights NGOs, etc is well developed and appropriate for the complexity of the Fiji context. EGP closely monitor changes in the geo-political context as is evident in the emphasis on documenting human rights abuses against GLBT people since the December 2006 coup.

EGP initiatives have been negatively affected by socio-political issues since the December coup. For example, people have reportedly been afraid to leave their homes to attend EGP functions. As a result EGP has had to adjust to the schedule of activities. SH&FPA have been advised of the increase in violence and abuse targeting GLBT people and have been responsive to a request by EGP staff for training in trauma counselling in order to better respond to the needs of affected individuals.

Ongoing analysis of the context is rated **good practice**. EGP and SH&FPA have been courageous in their commitment to the GLBT community, operating as it does within an oppressive and difficult environment in Fiji.

4. Adequacy of design process

The GLBT Community Project has developed and grown from the earlier Sexual Minorities Project. There has not been a comprehensive needs analysis undertaken since the initial NHS needs survey noted above. However, EGP routinely identifies GLBT changing needs through feedback from peer educators and directly through interactions in the SMART Choices workshops, which are aimed to develop self esteem and improve GLBT people's decision making skills to allow them to make smart and informed choices with regards to their sexual and reproductive health. While the intervention design is routinely adjusted according to participant and target group needs, EGP do not have an overall strategic plan, nor is there any detailed implementation plan (including activity-based costing), which is an overall weakness.

SH&FPA has been involved since the original needs analysis phase and there is synergy with EGP in the emphasis on sexual health and sexual rights. EGP has also benefited from synergies with the Reproductive and Family Health Association Fiji (FPA Fiji) which was previously supported by SH&FPA as part of a seven-year management of the South Pacific Reproductive Health and Family Planning Training Project in Fiji, Samoa, Solomon Islands, Tonga and Vanuatu. EGP maintains links with FPA Fiji, and EGP's current Health Officer was formerly employed by FPA Fiji.

EGP has recently signed a funding agreement with AusAID Fiji for a project to 'Empower Targeted Minorities and Eliminate Discrimination Against them in Fiji'. The focus of this project will be GLBT youth between the ages of 18-30. Direct funding from AusAID for EGP is evidence that EGP programs are consistent with AusAID's policies and country strategy.

EGP state their commitment to ensuring equal engagement of men and women as well as transgender persons. EGP's primary focus is on creating services and programs that meet the particular (gender-specific) needs of all GLBT people.

EGP's planning process for the project has been adequate to date (commensurate with the small amounts of funding), but there is a need to consider a more strategic approach to planning in the future, especially if EGP plans to seek funds from a range of sources to expand their program. SH&FPA has identified this need and has committed to encouraging more detailed planning by for 2007-2008. EGP are rated **satisfactory** for the adequacy of the design process for the GLBT Community Project.

Recommendation:

SH&FPA & AusAID Fiji consider supporting a strategic planning process for EGP that is linked to the discussion of findings from the planned EGP external evaluation. This process should aim to assist EGP to develop a 3-5 year strategic plan.

5. Standard of funding proposal or activity design

The funding proposal and activity design for the GLBT Community Project is rated **satisfactory**. It has a clear, logical design with activities that are related to identified need and appear achievable. Activities outlined in the two-year proposal 2005-2007 include two SMART Choices workshops, capacity building, training and ongoing support for the peer educator program, keeping the drop-in centre library up to date and focus group discussions in four main towns for monitoring and evaluation of the effectiveness of IEC materials. Beneficiaries and target areas are clearly identified for each activity.

The budget for 07/08 totals \$20,000, which includes \$13,000 from ANCP for this year. The budget is therefore small as well as seemingly realistic for the activities proposed.

The monitoring and evaluation plan is limited to participant feedback after each workshop and gathering of participant data from each activity session (including geographical, gender, age, sexual preference and ethnicity desegregation). Feedback is sought in innovative ways through a modified approach to the Most Significant Change (MSC) technique. Monitoring and evaluation of IEC materials is done through focus group discussions with GLBT to gauge effectiveness and accessibility of information leaflets and pamphlets (produced in conjunction with the ATF Fiji). It would be useful for EGP to include a monitoring and evaluation strategy for the advocacy work of the organisation and this could be developed as part of a strategic planning exercise recommended earlier.

Identification of risks is clear and strategies to manage these are outlined through the document. However it would be useful to include an explicit risk matrix and processes for identifying and mitigating new risks that arise.

EGP is currently wholly dependent on project grant funding. There is no explicit sustainability strategy incorporated into the design beyond continuing to attract donor support.

Recommendation:

Also as part of a strategic planning exercise, SH&FPA and EGP consider developing an explicit risk matrix and sustainability strategy for the organisation and its work.

C. Activity Implementation

6. Efficiency of activity implementation

The planned activities for the GLBT Community Project have been affected by the December 2006 coup and a subsequent increase in violence towards GLBT people. Homophobic statements and human rights abuses of GLBT people by the military has resulted in further fear amongst this community and EGP state that people have been reluctant to attend workshops and other events. There has also been a relative drop in the number of sex workers accessing the clinic, which is assumed to be as a result of the more oppressive environment.

EGP peer educators have taken a more cautious approach to their work on the streets, and have ceased late night work. EGP have made security for staff and GLBT a priority during this time and adjusted their activities accordingly. Peer educators have been focusing their activities on documenting harassment and human rights abuses against GLBT people.

EGP had planned to develop a team of twenty peer educators; however, they currently have four who are working consistently. This is a significant variance from the planned outputs, which is due in part to the socio-political changes. EGP's planning process may also have been overambitious. Detailed activity-based costing would help EGP to be realistic with future plans. A second aspect of the design that has not yet been implemented is the website, which is on hold, although it is reportedly ready for deployment. EGP state that this is not the right time for a website 'advertising' what they do.

EGP's monitoring in practice is effective and reports are clear and easy to read with case studies and stories to illustrate changes in the context and the program. As already stated, there has been a difficulty in timely financial reporting, although there is a current voluntary arrangement which seems likely to be effective in the short/medium term for tightening up systems and reporting.

The technical aspects EGP's project meets agreed standards. There is a collaborative relationship with the ATF for production of IEC materials, which are eye catching and of high quality. A government medical officer supervises the ATF Voluntary and Confidential Counselling and Testing (VCCT) clinic. The clinic nurse advises EGP on clinical aspects of training content. She suggested to the evaluation team that the inclusion of gender identity and trauma counselling services within the clinic would be useful, and an area of further collaboration with EGP.

Efficiency of activity implementation is rated **satisfactory**, considering the change in context and its fairly dramatic effect on the efficiency of implementation of the program.

Recommendation:

EGP and the Fiji AIDS Task Force consider the need for gender identity and trauma counselling services linked to the AIDS Task Force sexual health clinic for GLBT people.

7. NGO capacity for learning and continuous improvement

EGP staff are part of the GLBT community and therefore are able to work with this community through a constant feedback cycle. EGP has focused its advocacy around access to treatment, legislation for sex workers and the penal code governing homosexual activity. EGP has recognised the need to continue building relationships with civil society organisations, particularly those concerned with human rights. EGP recognises the need to work at a community, national, regional and international level, however capacity issues are a barrier to EGP currently working effectively at this full range of levels.

As noted earlier, EGP has employed a modified approach to MSC stories and other simple monitoring and evaluation processes. The development of a more comprehensive M&E plan which includes ways to accrue evidence of the efficacy of advocacy work is an area for future development. Nevertheless, several changes to project approaches are indicative of tacit learning by EGP; for example EGP modified its workshop schedule to once per month starting at lunchtime because this was the most suitable time for targeted participants.

SH&FPA has been responsive to EGP needs over a long period of time, going back to when the focus of this work was a project under WAC. SH&FPA will support an evaluation of EGP in 2007/08.

Overall, the partnerships' capacity for learning is deemed **satisfactory**.

Recommendation:

As part of a strategic planning exercise, SH&FPA and EGP consider the development of a monitoring and evaluation framework suited to the organisational development, program and advocacy components of EGP's work.

8. Effectiveness of development intervention

There anecdotal evidence of EGP's effectiveness from other NGOs in Fiji. Penny Moore, Creative Director of WAC said "EGP is operating in a hostile environment with an unpopular community and an unpopular issue. They work with a small network, but they have made a real change in those people's lives." FPA Fiji Program Coordinator, Matelita Seva, reported that FPA invited EGP to do training in communities on homophobia and that they have been effective at dispelling myths.

While EGP work at a range of levels (community, national, regional, international), effort is concentrated at community level through providing support and information on sexual reproductive health matters for GLBT people including providing safe spaces and opportunities for GLBT people to share concerns and fears. At a national level, EGP is a member of the National HIV/AIDS Advisory Board and, along with FPA and the ATF, conduct surveillance activities. EGP and ATF are part of a network of agencies dealing with sexual health issues (including HIV/AIDS) and there are plans to formalise this network in Fiji. The Global Fund Initiative has expressed interest in supporting a National Peer Education Program, which would support and empower the network of peer educators in Fiji, ensuring that training and health messages are consistent, monitoring and evaluation of the effectiveness of education materials, and establishing a database of information accessible by NGOs working in the sector. To date, there has been some difficulty with the submission to the Global Fund as the Fiji MoH excluded six of the nominated NGOs from the proposal process. However, EGP and ATF stated that increased NGO networking and scaling up advocacy for universal access to treatment and prevention of HIV/AIDS is a priority.

There is no doubt that EGP currently operates in a challenging environment. However, there seems to be good awareness of the work of EGP, and the existence of the GLBT community and its special needs amongst other NGOs. EGP have therefore been successful in raising awareness of GLBT people and their needs amongst a range of groups working on sexual health issues.

Feedback from SMART Choices workshops indicates that there is a good response to the information and the way it is presented. M&E processes to demonstrate whether there is longer term positive change among GLBT people's sexual health as a result of EGP intervention remain an area for further development. The potential for sustainable change in attitudes and policy concerning GLBT people in Fiji is difficult to ascertain. However, the decriminalisation of sodomy in 2006 may be indicative of the contribution of EGP at least in terms of the official rights framework.

EGP is a small organisation working with limited resources to improve the situation of a clearly marginalised target group with special needs. There are apparent improvements for GLBT people's self esteem and access to services as a result of EGP's intervention, which is rated **satisfactory** for its effectiveness.

9. Strategies for sustainability

Sustainability for EGP is currently an issue as the organisation does not have core funds and is still in an early organisational development phase. There is an acknowledged need to improve financial and administration systems, which if achieved, will help EGP to attract and retain donor funds. Nevertheless, in the absence of core funding, EGP is grant-dependent and consumes considerable time and effort responding to the peculiarities of short-term grant administration.

There is currently no explicit phase-out strategy for SH&FPA. Articulating a phase out strategy in parallel with support for EGP's organisational development may clarify the role of the relationship, and provide a framework for EGP's strengthening. SH&FPA may also consider facilitating links with alternative sources of funding for EGP, such as Australian gay/lesbian groups.

There is preliminary evidence of sustainable results arising from the EGP initiative, including decriminalisation of sodomy, increased utilisation of clinic services among the GLBT community, and greater self esteem and community with individuals. Ensuring organisational stability and liquidity will help EGP services to persist. Sustainability of EGP's impact is considered to be **satisfactory**.

Recommendation:

SH&FPA consider assisting EGP to make links with gay/lesbian organisations in Australia for fundraising and human resource support (for eg volunteer assistance for specific organisational needs).

Overall Project Quality Rating: SATISFACTORY**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators 1. ANGO capacity to deliver development response. 2. Strategies for ensuring quality partnerships.	U S	Indicators 3. Appropriateness of analysis of geo-political context and complexities 4. Adequacy of design process. 5. Standard of funding proposal or activity design.	GP S S	Indicators 6. Efficiency of activity implementation. 7. NGO capacity for learning and continuous improvement. 8. Effectiveness of development intervention. 9. Strategies for sustainability.	S S S S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX E: CLUSTER EVALUATION FRAMEWORK

A.	Organisational Analysis	
	1.1	Past involvement or relevant experience of the ANGO and its partners in the geographic area and sector
	1.2	Quality management procedures: financial and administration; M&E systems for compliance and learning; effective communications between ANGO and field; HR; security
	1.3	NGO staff or volunteers have the capacity, skills and sensitivity needed to oversee or manage the activity effectively.
	1.4	Staff or volunteers responsible for the project in-country have, or are developing the technical, organisational and social skills needed to implement the activity effectively
	1.5	Evidence of adherence to use of international humanitarian standards where relevant
	2.1	Pre-existing, positive working relationship with local partners
	2.2	Compatibility between ANGO and implementing partners' goals, policies, management procedures and practices
	2.3	Existing mechanisms to facilitate joint decision-making during planning, implementation and evaluation
	2.4	Participation of local partner throughout the project cycle and development process
	2.5	ANGOs assessment of partner capacity has been appropriately accommodated in partnership and activity design
	2.6	Partnership incorporates capacity building (if appropriate)
	2.7	NGO is coordinating with other NGOs effectively
	2.8	ANGO has a strategy for long term engagement with partners' program and development process.
B.	Development Strategy	
	3.1	Analysis of the development context target area and population (including relevant historical, social, gender, economic, political and cultural factors) was adequate
	3.2	ANGO and partners' development strategy and activity design took sufficient account of the geo-political context
	3.3	Changes in the geo-political context were carefully monitored and the development strategy, activity design and implementation mechanisms adjusted accordingly
	4.1	Situational and needs analysis identified those in greatest need, as well as the most vulnerable and marginalised
	4.2	Design has considered the geo-political context and inherent risks
	4.3	Design reflects satisfactory gender analysis
	4.4	Activity design is coherent with ANGO's broader development strategy/ programs and may provide and benefit from synergies with other activities
	4.5	Activities are consistent with AusAID's policies and country strategies
	4.6	Participatory planning approach has been used involving local partners and/or representatives of target communities
	4.7	ANGO has made a positive contribution to the design process
	5.1	Design is clear and logical and has realistic objectives that are appropriate to the project goal
	5.2	Beneficiaries are clearly identified
	5.3	Implementation strategies, responsibilities and schedules are clear, workable and achievable within project life
	5.4	Budget is realistic and informative
	5.5	Design articulates M&E arrangements
	5.6	Design identifies and takes account of the main risks and presents strategies for managing them
	5.7	Design incorporates sustainability strategy
C	Activity Implementation	
	6.1	Planned activities and outputs are likely to be completed on schedule

Capacity for ANGO	6.2	Planned activities and outputs are likely to be achieved within budget
	6.3	The project inputs (commodities and services) and material outputs were of a satisfactory quality
	6.4	Costs for key budget items were reasonable
	6.5	NGO's project monitoring, reporting and acquittal procedures reliable, professional and meet AusAID needs
	6.6	Technical aspects of activity implementation meet agreed standards
	7.1	M&E systems ensured timely information flow
Effectiveness of Intervention/Response	7.2	M&E systems ensured responsive decision making
	7.3	M&E system facilitates both accountability/compliance and organisational learning
	7.4	ANGO policies, organisational structure and culture favour change or willingness to innovate in response to lessons learned
	8.1	Activity is likely to achieve planned objectives
Sustainability for Strategies	8.2	Outputs delivered have fostered the anticipated benefits among beneficiaries
	8.3	Outcomes contribute to significant and lasting changes in target communities
	8.4	Improvements likely to occur in poverty reduction
	8.5	Improvements are likely to occur in Gender equity
	8.6	The livelihoods of the affected populations were supported, not disrupted by the intervention
	9.1	Sustainability issues are monitored and strategies for dealing with sustainability adjusted as required during implementation
9.2	Project is likely to add to the capacity of implementing partners and beneficiaries to maintain the flow of benefits in the future.	
9.3	Project is likely to support the sustainable use of the environment	
9.4	There is a phasing out strategy for ANGO support to implementing partners.	

APPENDIX F: SUMMARY OF INTERVIEWS

In Australia interviews			
Name	Title	Organisation	
1. Carole Shaw	Senior Overseas Program Manager	IWDA	
2. Jo Crawford	Advisor	IWDA	
3. Deb Chapman	Gender Advisor Melanesia	IWDA	
4. John Kelleher	Pacific Program Officer	Oxfam Australia	
5. Alexia Huxley	Director of International Programs	Oxfam Australia	
6. Amanda Benson	Asia Program Support and Development Officer	SCA	
7. Gavin Wyngaard	Former Pacific Program Manager	SCA	
8. Kate Bunbury	Senior Program Development Advisor	SCA	
9. Maggie Kenyon	Manager, International Program	Sexual Health and Family Planning Australia	
In Vanuatu interviews			
Name	Title	Organisation	
10. Robert Tranter	Counsellor (Development Cooperation)	Australian High Commission - Vanuatu	
11. Sarah Webb	Aid Performance Advisor	Australian High Commission - Vanuatu	
12. Anna Naupa	Senior Program Officer - Land, Gender and Media	Australian High Commission - Vanuatu	
13. Peter Walker	Director	Wan Smol Bag	
14. Michael Taurakoto	Good Governance Program Manager	Wan Smol Bag	
15. Siula Bulu	Kam Pussem Hed Program Manager	Wan Smol Bag	
16. Jayline Malverus	Peer Educator and Administrator KPH	Wan Smol Bag	
17. Jerol Sakita	Cervical Cancer Program Coordinator	Vanuatu Ministry of Health	
18. Joe Kalo	Adolescent Health Coordinator	Vanuatu Ministry of Health	
19. Apisai Tokon	Reproductive Health National Coordinator	Vanuatu Ministry of Health	
20. Lethine Lee	Peer Educator KPH	Wan Smol Bag	
21. Smith Wutwut	Peer Educator KPH	Wan Smol Bag	
22. Obed Melven	Peer Educator KPH	Wan Smol Bag	
23. Fioflo Yanik	Peer Educator KPH	Wan Smol Bag	
24. Wilson Daniel	Peer Educator KPH	Wan Smol Bag	
25. Norley Jack	Nurse KPH	Wan Smol Bag	
26. Rose Niramboth	Nurse KPH	Wan Smol Bag	
27. Frank Gideon	Peer Educator KPH	Wan Smol Bag	
28. Anneth Willie	Peer Educator KPH	Wan Smol Bag	
29. Raffaella Cavadini	Volunteer KPH	Wan Smol Bag	

30. Hilson Toaliu	Country Program Director	Save the Children Australia-Vanuatu
31. Juliette Hakwa	Senior Project Officer - Monitoring	Save the Children Australia-Vanuatu
32. Elizabeth Emil	Child Rights Project Manager	Save the Children Australia-Vanuatu
33. Leias Kaltovei	Child Rights Officer	Save the Children Australia-Vanuatu
34. Kali Vatoko	Child Protection Officer	Save the Children Australia-Vanuatu
35. Seleina Hagga	Project Manager Village Health Worker Project	Save the Children Australia-Vanuatu
36. Paul Nalau	Project Manager	Department Youth and Sport - Vanuatu
37. Arthur Simrai	Regional Manager	Vanuatu Society for Disabled People
38. Davis	Child Protection Unit	Vanuatu Police Department
39. Kelson	Child Protection Unit	Vanuatu Police Department
40. Leisal Massigiow	Curriculum Development Unit	Education Department Vanuatu
41. Berton Jones	Director	Vanuatu Rural Training Centre Association
42. Rebecca Solomon	Trainer	World Vision Vanuatu
43. Shem Jack	Presbyterian Youth Leader	Presbyterian Youth – Vila North Session
44. Josianne Malapa	Teacher	Norsup Rural Training Centre Ambae
45. Jean Tabibang	Health Promotion Officer	Health Promotion Office – Penama Province
46. Grennethy Tavunwo	Health Promotion Officer	Health Promotion Office – Malampa Province
In Fiji interviews		
Name	Title	Organisation
47. Filipe Koro	Program Manager Development Cooperation	Australian High Commission Fiji
48. Mosese Walesi	Health Officer	Equal Ground Pasifik (EGP)
49. Carlos Perera	Executive Director	Equal Ground Pasifik (EGP)
50. Morning tea discussion with group of transgender beneficiaries	Beneficiaries	Equal Ground Pasifik (EGP)
51. Arieta Tuitoga	Lesbian Liaison Officer	Equal Ground Pasifik (EGP)
52. Jane Keith-Reid	Acting Director	AIDS Task Force of Fiji (ATPF)
53. Luisa Tora	Secretariat Coordinator ATPF	Pacific Council of AIDS Service Organisations
54. Niraj Singh	Project Officer MARG –Most at Risk Groups	AIDS Task Force of Fiji (ATPF)
55. Leone Tupua	Centre Coordinator	ADRA Fiji Youth Project
56. Matelita Seva	Program Coordinator	Reproductive and Family Health Association of Fiji
57. Lorraine Foster	Financial Manager, Finance Department	University of the South Pacific - Fiji
58. Sereima Lala Vatuvatu	VCCT Clinic Coordinator	AIDS Task Force of Fiji (ATPF)
59. Chantelle Khan	Director	ECREA

60. Paula Logarvau Vakarerogo	Community Facilitator SEEP Program	ECREA
61. Isikali Nasoga (Nau)	Resource Person SEEP Program	ECREA
62. Niko Visesio Rakavono	Volunteer Community Facilitator SEEP Program	ECREA
63. Cema Rokodredre	Community Facilitator SEEP Program	ECREA
64. Al Vereti Tokadua	Volunteer Community Facilitator SEEP Program	ECREA
65. Tokasa Niuniu	Community Facilitator SEEP Program	ECREA
66. Elenoa Saugaga	Community Facilitator SEEP Program	ECREA
67. Ana Ratuivukivuki	Coordinator SEEP Program	ECREA

40 women & 26 men interviewed (not including the group of transgender beneficiaries from EGP)