Program Design Document

Promoting Rights and Accountabilities in African Communities Program

Plan International Australia
Plan International Zimbabwe
Plan International Uganda
Plan International Kenya

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Cover photo: Testing social mapping with young women, Ndhiwa district, Kenya, January 2011

Executive summary

Promoting Rights and Accountabilities in African Communities (PRAAC) is a 5 year program that will be implemented by Plan International and partner organisations with communities in specific locations in Uganda, Zimbabwe and Kenya.

The key target groups for the program are marginalised women of all ages and marginalised male and female young people (aged 10-14 years up to 24 years). In this program marginalisation is considered to be context specific and people may be marginalised for multiple reasons including chronic poverty, gender and age, HIV, disability. The program will work with all members of targeted communities to ensure marginalised women and marginalised young people are able to claim rights and access services. Plan's actions to end child poverty and promote child rights cannot be separated from actions to promote gender equality, they are inherently linked[1]. In improving the situation of the PRAAC target groups, there will also be deliberate secondary positive impacts for children under 14.

PRAAC has four end-of program outcomes:

- People active in addressing inequalities for marginalised people
- Appropriate services to marginalised people available
- Increased engagement between civil society and government to ensure rights are upheld
- Mutual improvement of AusAID and NGO programs in Africa.

These four outcomes collectively aim to ensure improved social and economic outcomes for marginalised people, as well as stronger and more inclusive communities and an enabling legal and institutional environment. The PRAAC program outcomes align with the three objectives for the broader AACES program. Through addressing gender inequalities such as women's control over resources (particularly inheritance of land) and physical security (freedom from violence) of women and girls, PRAAC will contribute to two of the three MDGs (maternal health, food security) prioritised by AusAID's Africa program.

The PRAAC program theory of change contends that to enable marginalised people to claim rights it is necessary to work in a multi-pronged manner, working intensively with stakeholders of targeted communities including rights-holders, duty bearers and civil society service providers to ensure that services are on offer with mutual accountability. In addition to working at the community level, we propose that it is also necessary to influence specific policies and practices that affect marginalised people's ability to claim rights at an institutional level (this could be at the district, national or regional level). Both the place-based and the policy influence processes are underpinned by a strategy of developing civil society capacity to engage with government at crucial points across multiple sectors.

Overall, PRAAC has a multi-sectoral focus. The program design includes a common set of outcomes, strategies, key target groups. While all three countries adopt a holistic approach to strengthening communities to enable marginalised people to claim rights, each country program has different emphases. Stronger emphasis is placed on legal rights and services in Uganda, on rights to health and

[1] Plan's Policy on Gender Equality 'Building an Equal World for all Children' March 2011 (extending and strengthening Plan International's previous gender policy)

health services in Kenya and gender equality (particularly protection from gender based violence) in Zimbabwe.

The program will operate at three geographical scales. It will work with targeted communities to build on their existing strengths and assets to develop and implement community strengthening and inclusion plans to ensure that marginalised women and marginalised young people are able to claim rights and access appropriate services. This place-based work is expected to include a wide range of activities developing the capacity of community members and duty bearers to provide services and protect the rights of marginalised people. At the same time the program will work with marginalised people and groups to promote their capacities, social support and economic participation, for example through group-managed saving and loan associations. Secondly, it will work at district and national levels (and over time expected to work at a regional level) to influence targeted policies and create an enabling institutional and legal environment. Thirdly, it will work at a cross-national and international level to foster mutual learning and dialogue about good development practice.

PRAAC takes a contemporary approach to learning based on a clear program theory of change and a learning-based monitoring and evaluation framework. These innovative approaches have underpinned the design process and will continue to be further developed during implementation.

Our intention is to engage with AusAID's broader Africa program as it continues to develop. Policy and program dialogue areas of interest include issues relating to protection of women's land and inheritance rights, community-based social safety net approaches to food security and the contribution of addressing domestic violence and legal rights of women to efforts to improve maternal health. Gender equality, policy engagement and civil society strengthening approaches are expected to be areas of interest to AACES partners, both AusAID and ANGOs and their partners.

The Australian community engagement component will focus on developing a new approach to linking young people in PRAAC program areas with Australian young people who are active in their own communities, based on mutual interests in social justice.

1. Outline of the design process

Plan's PRAAC program aligns with Plan in Australia's program strategy and the respective Country Strategic Plans of Plan International Zimbabwe, Plan International Uganda and Plan International Kenya. The PRAAC program relates strongly to three areas that are of increasing focus for Plan International's work in the region: programming with marginalised young people; tackling gender injustice at various levels - from individual to social institutions and policies - to contribute to poverty reduction and the realisation of human rights[2]; and an increased focus on policy engagement and advocacy work, from district to national and Pan African level[3]. The Program builds strongly on the lessons learned and approaches developed in Plan's APAC-supported Reducing Community Vulnerability to HIV and AIDS Program, which was implemented in the same three countries. The Plan APAC program included a rights-based approach complemented by a 'culture in development' approach to address protection of rights and social inclusion of marginalised people and groups, addressing the interconnecting issues relating to poverty, HIV stigma and discrimination and gender inequalities. As in APAC, PRAAC has a strong focus on developing community based services linked to government structures as well as building the capacity of duty bearers to carry out their responsibilities.

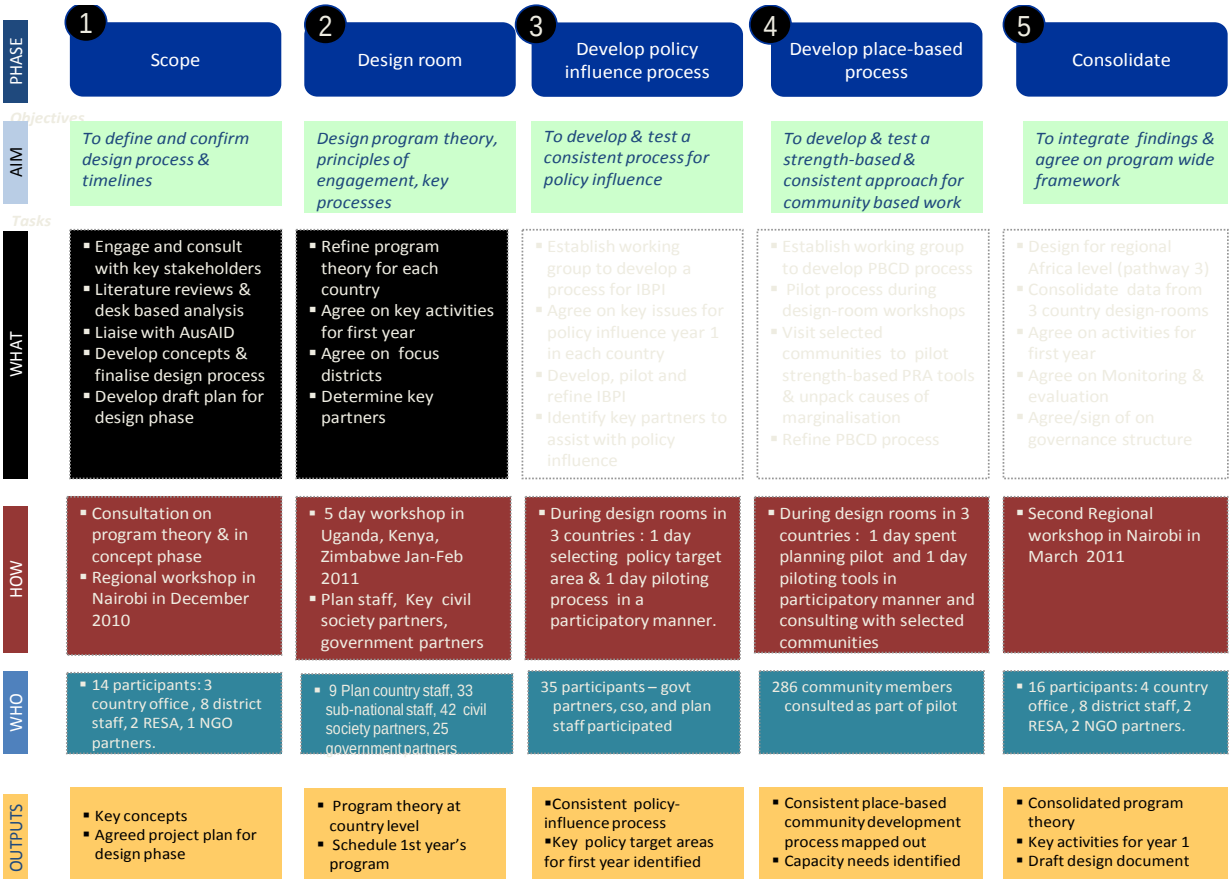


Figure 1: Overview of design process

As illustrated in Figure 1 (above), participation in the program concept development phase commenced early, with consultations with Plan staff and key partners around the proposed program theory model in May 2010. A

[2] Plan's Policy on Gender Equality, adopted March 2011 (extending and strengthening Plan International's previous gender policy)

[3] Plan International's two regional offices in Africa are establishing a Pan African Advocacy Unit and extending its engagement with the African Union.

fuller account of the design process is provided in Annex 6. The design process included intensive work with a key group of Plan staff and partner staff (including cross country engagement through two Plan PRAAC regional design workshops), together with a broader engagement with a larger number of Plan staff, civil society organisations and government duty bearers in three country level workshops. These also included community based consultations where men, women and young people were consulted with separately using strength-based Participatory Learning and Action (PLA) activities. Table 1 (below) gives a breakdown of participants in the design workshops. The AusAID AACES workshops provided a basis for further meetings with other AACES partners at regional level and in-country.

Table 1: Participation in the design workshops

5 day workshops in Uganda, Kenya and Zimbabwe			
Stakeholder role	Female	Male	Participants
Plan Staff: Country offices	4	5	9
Plan Staff: sub-national offices	11	22	33
Civil society organisations	20	22	42
Government organisations	14	11	25
Community participants in strength based PLA	153	133	286

It was agreed at the first Plan and partners regional design meeting that the underpinning theoretical approaches for the PRAAC program are: a rights-based approach, a strength-based approach, a focus on marginalised people, a clear program theory; a consistent implementation process, a learning-based monitoring and evaluation framework, and working in partnership.

Adding to existing knowledge from current work in the same locations, Plan and key partner organisations in the design period gathered further information through document reviews, consultations with government and NGOs at national and district level and visits to some potential program locations to gather further information from community members and government staff.

The design process included considerable capacity building for all involved, particularly through the use of program theory which was progressively developed over the design period. The design process included piloting strength-based PLA tools, building on the strength-based training provided at the AusAID December 2010 meeting in Nairobi. Key areas of learning from the piloting were that strength based PLA was very engaging in working with community members, enabling the sharing of sensitive information relating to marginalisation and the perspectives of different groups and placing a focus on assets and resources within the community. As a result of the piloting, a thorough PLA process is to be used in community entry in implementation and as part of the program M&E. The design process also led to increased clarity among key staff about the policy engagement process including peer review of the draft country year 1 advocacy plans.

The design process for the Australian community engagement component drew on evaluation and research findings from recent and current youth linking and engagement work[4] and consultations in the Plan country and regional design workshops. Plan Australia staff and key Country Office staff involved in the PRAAC design participated in a Plan Region of Eastern and Southern Africa youth roundtable meeting for staff and partners in Nairobi in March 2011; this highlighted Plan's relatively limited programming for marginalised young people as

[4] V. Kahla, A. Wierenga, S. Beadle, Global Citizenship in an NGO Context: Plan's Global Connections Project, AARE Symposium Paper 2; other documents have been produced and are forthcoming through University of Melbourne, RMIT University and Plan International Australia, Australian Research Council Linkage Project LP00882156 Youth–led Learning: Local Connections and Global Citizenship

well as intentions to address this as a priority. In the AACES design period Plan Australia has been extending the reach and diversity of its youth engagement in Australia through planning for national youth consultations in May and June; these consultations will inform a new strategy on how to engage with young people from diverse cultural and socio economic contexts in Australia. As further consideration needs to be given to both the in-Australia and the in-country youth components as well as the mechanisms for linking young people across countries, the design process included planning for further scoping for a youth linkages component during the first year.

2. Situation Analysis

Current experiences of communities, in particular vulnerable groups: Vulnerability has been defined as "exposure to contingencies and stress, and difficulty in coping with them" (Chambers, IDS, 1989). To be vulnerable is to lack a buffer against shocks and to risk becoming more severely poor. Shocks and life cycle events can erode assets and the ability to maintain a livelihood. People who are poor are more vulnerable to having their rights abused and this is compounded when they are affected by HIV, are women, young people or children, or from other socially discriminated groups including people with a disability. Gender inequality is intrinsically linked to poverty and the unjust distribution of power and resources. These inequalities are exacerbated in communities which are poorly resourced in terms of access to government services including health, education, justice and extension services. The poorest people typically experience intersecting and mutually reinforcing inequalities; social exclusion is the process through which individuals or groups are wholly or partially excluded from full participation in the society in which they live[5].

As outlined above, Plan and partners in the design process considered marginalisation as the starting point for the program design. Rather than identify a single core problem, consideration of marginalisation in the program locations highlighted the interlocking problems[6] experienced by poorest and vulnerable people, households and groups. Community consultations during the design phase using PLA tools in Kenya, Uganda and Zimbabwe confirmed Plan's previous understanding (based on research and program experience in these locations) of the substantial similarities regarding poorest households and marginalised groups: women, families affected by HIV particularly widows and orphans, the elderly and people with a disability were identified in all communities. Stigma and discrimination towards people living with HIV leads to marginalisation in both households and the wider community. Women in particular mentioned disharmony in marriages (especially polygamous marriages), divorce and death of the male head of the household as leading to conflict in families and inability of widows to provide adequately for family needs. Widow inheritance and property grabbing by male relatives of the deceased due to cultural practices taking precedence over national law is common in communities. In Ndhiwa in Kenya, lack of knowledge and skills for income generation and landlessness were important factors leading to vulnerability to shocks. In Chiredzi in Zimbabwe, migration (including illegal migration) in search of employment or casual work by men and male and female young people was seen as a cause of marginalisation.

Young people from poorest and marginalised households (including households headed by women, HIV affected, or with disabilities) are among the most marginalised in communities[7]. Age-based family and social relations require deference to elders, particularly males. Many young people due to family poverty are

[5] As outlined by Kabeer. Recent studies of chronic poverty highlight the need to consider the traps that underpin chronic poverty and responses in relation to social protection, public services for the hard to reach, antidiscrimination and gender empowerment, building on individual and collective assets. See Chronic Poverty Research Centre, Chronic Poverty Report 2008-09.

[6] As outlined below, the design process took a different approach to the typical problem identification process which is the starting point for a logframe-based approach to program design. The Plan AACES design was to build on the APAC program and was not therefore a "single sector" program.

[7] DFID's Approach to Young People, Youth Mapping Study. S. Maguire, 2007

unable to complete primary school, and without further training or income generating options are then involved in unskilled work, casual labour or contributing to family subsistence activities. Male and female young people may take on risky strategies due to lack of other livelihood alternatives. Girls may enter into intergenerational sexual relationships, become pregnant and marry early, often to older men where their status in the household and role in decision making is very limited. In Ndhiwa district consultations, young women identified themselves as the most marginalised in their communities, as a high proportion were widows. Adults often had negative views of young people - particularly male youth - as idle, of doubtful morals and easily recruited for political purposes including perpetrating violence. Young people are often left out of government and other development programs, community structures and groups and family and wider decision-making.

Disability was identified as a cause of social exclusion. In Chiredzi community members said that people with disabilities have no voice and limited access to services; even well-off families do not care for disabled family members and they cannot inherit property. Stigma due to cultural understandings of disability is common in all three countries. While extended family, group and community structures continue to provide some economic and social support for vulnerable members, particularly in HIV-affected households, these are overstretched and often limited in scope, based on community consultations as well as APAC program experience.

Gender equality considerations that need to be addressed: A range of gender equality considerations need to be addressed, taking account of women's and girls' roles and needs, in promoting equal opportunities and outcomes for women and girls. This involves the removal of discrimination and structural inequalities in access to resources, opportunities and services, and the promotion of human rights.

Strategic gender interests include legal rights, protection from domestic violence and gender-based violence, increasing women's and girls' control over their sexual and reproductive health, changes in gender-based divisions of labour which overburden women and girls compared to men and boys, increased participation in decision-making in relationships, the family and in wider community and development spheres. While it is the responsibility of duty bearers (government policy makers and service providers at various levels and elected leaders at local level) to undertake their roles and responsibilities in line with national law and government policies, in many cases the duty bearers do not know their jurisdictions, the applicable policies and laws, have the required skills to carry out their responsibilities or the ability to reach marginalised people and groups. Experience in the APAC program demonstrated that while local councils are the lowest levels of the court system in Uganda, the elected leaders who constitute the local council courts have very limited knowledge of the law and often use customary norms rather than national law as the basis for making decisions regarding inheritance and "family matters", to the detriment of women and girls.

Practical gender needs include access to appropriate health services and income generating opportunities that enable women to carry out their existing productive, reproductive and community management roles.

Plan's APAC program in Kenya, Uganda and Zimbabwe through its work with the entire communities, duty bearers and women and other rights holders achieved some significant achievements, in terms of attitude and behaviour changes and increased protection of the rights of women and girls. As noted in the external evaluation, "community based dispute resolution methods, resulting from legal rights training for paralegals, community volunteers, community leaders and government officials, have enhanced the ability of poor community members with little access to the law to protect their rights, an outcome which previously eluded them."[8]

Strengths and opportunities for change and improvement: There are a range of supportive national laws and policies, international conventions and regional protocols relating to human rights endorsed by the governments of Kenya, Uganda and Zimbabwe. These provide frameworks for addressing gaps in service

[8] Jan Cossar and Associates, Final Evaluation of the Reducing Community Vulnerability to HIV and AIDS Program, May 2009, pp13-15.

provision compared to national laws and policies in a range of areas. Decentralisation of government services and planning to the county level, as in Kenya, provide opportunities for increased engagement of citizens with government. Spaces exist for civil society organisations to engage with government on policy and implementation reforms.

At community level there are a range of community assets and structures which enable people to work together in pursuit of common interests. Values of cooperation and mutual support provide a basis for the further development of groups for joint activities and community volunteerism in local-level service delivery activities for community benefit. Challenges in providing for family needs create willingness among many to improve their livelihoods. Communities retain strong cultural affiliations, attachments to cultural norms and values; cultural leaders continue to be influential in many communities and show an appetite for a more strength-based approach to development.

The youth bulge in populations can be seen as a "demographic gift", providing opportunities for all stakeholders to better engage with young people in promoting sustainable development both in the present and into the future.

Analysis of needs and gaps which could be addressed by additional external assistance (beyond what people can do for themselves and what is already offered by government and others): A key opportunity which can be addressed by external assistance is community education on rights, with a focus on addressing abuses and forms of discrimination affecting vulnerable people (women and girls, male youth, HIV affected people and people with disabilities). Knowledge of rights is a foundation for addressing social norms that legitimitise rights violations (for example, the belief in Kamuli in Uganda, that husbands beat their wives "out of love") and where marginalised people lack voice or have internalised their "rightlessness". This program will work with rights holders and duty bearers to increase local capacity to act in the protection of rights: to seek assistance in the community and from duty bearers on behalf of oneself or others, and to ensure that duty bearers are able to handle cases within their jurisdiction in line with the law, particularly inheritance of property and gender based violence matters. Advocacy work in collaboration with other civil society organisations will seek to promote long term change through policy dialogue with government.

External help to assist poorest households to have increased access to knowledge, training and economic resources including the development of group managed savings and lending schemes enables people to build their livelihoods and develop mutual support mechanisms. Facilitating the formation or strengthening of women's and youth organisations provides opportunities for members to build social support mechanisms which can contribute to individual and group empowerment.

Given current limitations in government service provision, external support to enable communities to develop voluntary community service groups to protect legal rights and resolve disputes, take action to address domestic violence and sexual abuse, carry out primary health care and home based care services and link with relevant government services can stimulate both accessibility of services as well as improved quality of services. External support for the capacity building of civil society service providers and duty bearers to carry out their responsibilities better can provide protection from shocks and maintain economic resources for marginalised people; for example, access to local legal services and alternative dispute resolution processes can protect household assets of female headed households.

3. Objectives

PRAAC has four end of program outcomes, described as follows:

1. People active in addressing inequalities for marginalised people

- In order to address inequalities affecting marginalised people it is important to work at the local level to influence the broader community to be aware of rights and reduce discriminatory behavior, while at the same time fostering marginalised people's capacity to act. Together these changes will create an environment in which marginalised people are more able to engage in their communities and play an active role in determining their own outcomes.

2. Appropriate services available to marginalised people

   To ensure that appropriate services are available to marginalised people, the program will focus on fostering the commitment of duty bearers to deliver socially inclusive services. To achieve this, the program will build the capacity of local duty bearers as well as working alongside appropriate civil society groups to raise awareness and influence behaviors of duty bearers. Where the state fails to reach marginalised people it will also be important to support civil society (across a spectrum from national organisations to informal community groups) to fill the gaps in service provision and increase service responsiveness to the needs of marginalised groups in conjunction with government.

3. Increased engagement between civil society and government to ensure that rights are upheld

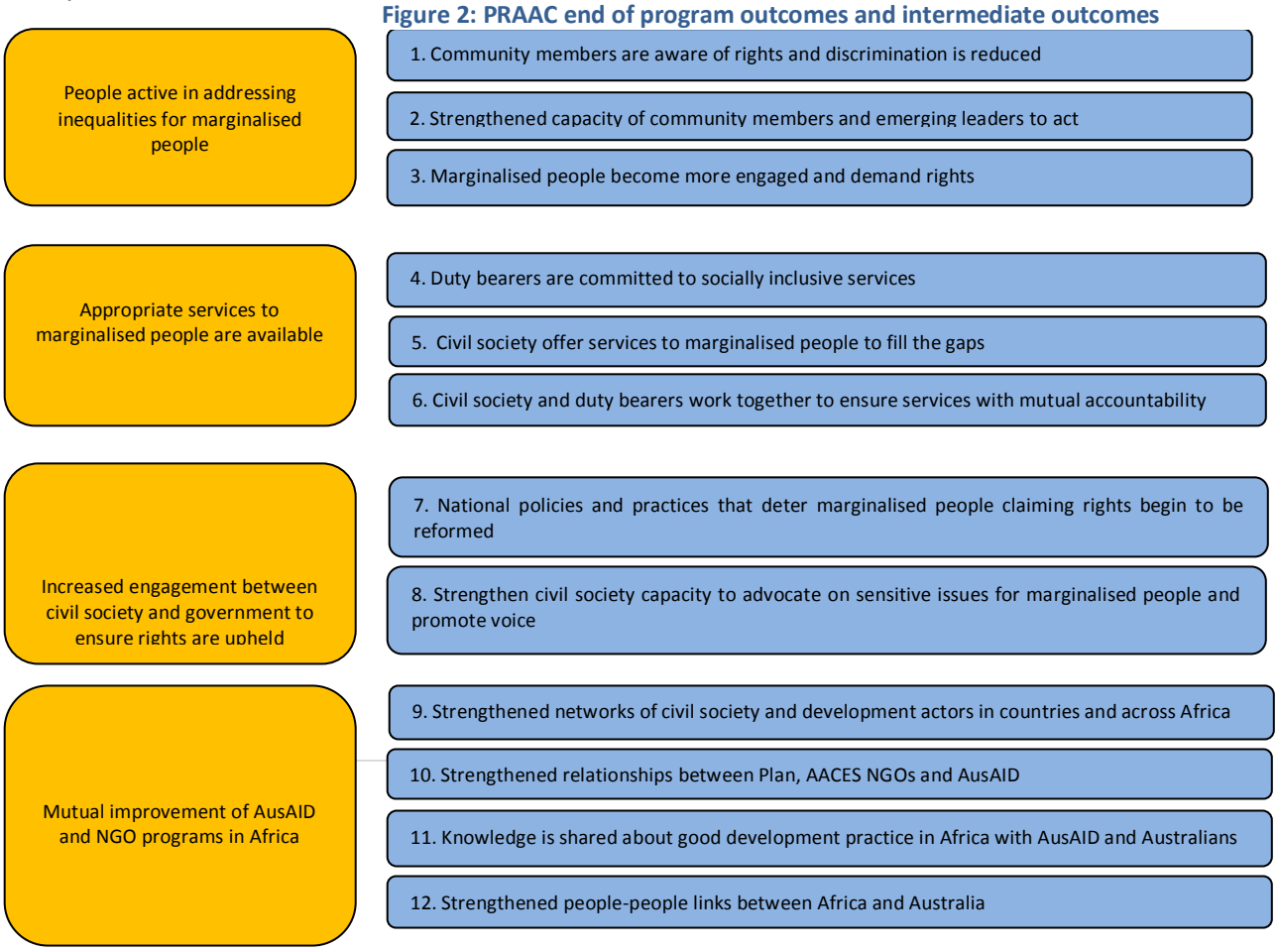
- The third end of program outcome encompasses changes at several levels: the community level, national level and possibly over time at the regional level. It involves strengthening civil society capacity to engage in policy dialogue and to hold government to account for inclusive service delivery, resource allocation and creating an enabling institutional environment to uphold the rights of marginalised people.

4. Mutual improvement of AusAID and NGO programs in Africa.

   This fourth end of program PRAAC outcome includes strengthened networks of civil society and other development actors in program communities and countries, strengthened relationships between Plan AACES partners (AusAID and NGOs), increased sharing about good development practice from the AACES program with AusAID and Australian community, and strengthened people to people links between people in Africa and in Australia. For this end of program outcome to be achieved it will be critical to ensure that learnings are captured at national, cross national/regional level and with Australia to inform the mutual improvement of AusAID and NGO programs in Africa.

These four end of program PRAAC outcomes collectively aim to ensure improved social and economic outcomes for marginalised people as well as stronger and more inclusive communities and an enabling legal and institutional environment. The PRAAC program has identified 12 intermediate outcomes which are critical for our program theory of change, and contribute to the PRAAC end of program outcomes. The intermediate outcomes also guide strategy and activity planning and implementation as well as M&E.

Figure 2: PRAAC end of program outcomes and intermediate outcomes



PRAAC's end of program outcomes correspond with the **AACES objectives**:

AACES Objective 1 – marginalised people have sustainable access to services they require - is addressed by PRAAC end of program outcomes 1, 2 and 3.

ACCESS Objective 2 - AusAID policies and programs in Africa are strengthened particularly in their ability to target and serve the needs of marginalised people-- is addressed by PRAAC end of program outcomes 3 and 4.

AACES Objective 3- the Australian public is more informed about development issues in Africa. - is addressed by PRAAC end of program outcome 4.

The PRAAC program will contribute towards progress towards two of **the Millennium Development Goals** (MDGs) prioritised by AusAID in the AACES program: MDG 1 (extreme poverty) and MDG 5 (maternal health).

Progress towards increased gender equality is essential to the achievement of all the MDGs including these two specific goals. Human rights abuses including early and forced marriage, violence against women, and gender based discrimination prevent women from taking decisions about their own health and lives, including sexual and reproductive health services.[9] The PRAAC program will address what the OECD Development Centre[10] has called "missing dimensions of the MDGs": women's control over resources including access to land and credit and women's physical security. Women's lack of control and ownership of family economic assets, including denial of inheritance rights, are significant issues in the program locations. Women - particularly those affected by HIV and AIDS - are often vulnerable to dispossession of land and other assets necessary for family economic survival. Through community education on the inheritance rights of women and girls and capacity building of community structures and duty bearers to protect inheritance rights, a major source of economic insecurity in poorest households will be addressed. Women's physical security is compromised by violence against women, which not only has physical and psychological consequences for women and girls, but can reduce their access to health services and limit their ability to negotiate safe motherhood. Where women are victims of violence, they are at much greater risk of experiencing complications or death during pregnancy and delivery.

4. PRAAC Program Theory of Change

As many development and evaluation practitioners and theorists[11] have acknowledged in recent years, civil society programs are complex and change does not necessarily happen in a linear and predictable manner. A program specific theory of change therefore provides a basis to clarify thinking about how change comes about and a framework to track change (see annex 8). Plan has taken an innovative contemporary approach to its AACES program design through the articulation of a detailed program theory of change specifically developed to guide this particular program (in contrast to general organisational theories).

The PRAAC theory of change has been developed based on experience in the Plan APAC program and refined through participatory workshops with key Plan and implementing organisation staff and other stakeholders in the design stage. It is represented in a diagrammatic form in annex 8 (M&E framework).

The PRAAC theory of change contends that to enable marginalised people to claim rights it is necessary to work in a multi-pronged manner, working intensively with stakeholders of targeted communities including rights-holders, duty bears and civil society service providers to ensure that services are on offer with mutual accountability. To make changes for our key target groups of marginalised people (see section below regarding

[9] Amnesty International, Human Rights and the Millennium Development Goals, June 2010

[10] OECD Development Centre, Gender Inequality and the MDGs: what are the Missing Dimensions?, September 2010.

[11] Guidance on M&E for Civil Society Programs Prepared by AusAID Program Managers by L. Kelly, R. David and C. Roche, for AusAID Demand for Better Governance Unit, December 2008; Rick Davies, Improved Representation of Change Processes: Improved Theories of Change, October 2002;

marginalised women and marginalised young people) it means we will need to work with the broader community and duty bearers.

In addition to working at the community level we contend that it is also necessary to influence specific policies and practices that affect marginalised people's ability to claim rights at an institutional level (this could be at the district, national or regional level). Both the place based and the policy influence processes need to be underpinned by a strategy of developing civil society capacity to engage with government duty bearers at crucial points across multiple sectors. Improving marginalised peoples' lives will require multiple strategies including developing civil society capacity and engaging at crucial points across multiple sectors.

The PRAAC program theory model depicts how 12 key intermediate outcomes will be achieved through key strategies. The program theory has three central pathways (depicted in the PRAAC program theory of change diagram by dashed vertical lines- see annex 8) which run vertically to achieve these 12 intermediate outcomes.

Recognising the interdependent nature of change processes, it is important to note that these pathways overlap and reinforce each other. The pathways are described separately below, although it should be noted that a number of the intermediate outcomes contribute to more than one PRAAC end of program outcome).

Pathway 1: Placed-based. Involves intensive work with all members of targeted communities to ensure marginalised women and young people are able to claim rights and access services. This work will be conducted in carefully identified locations in the 3 countries. The key intermediate outcomes expected to result from this work in the selected communities are: community members are aware of rights and discrimination is reduced; strengthened capacity of community members and emerging leaders to act; marginalised people become more engaged and demand rights; duty bearers are committed to socially inclusive services; civil society offer services to marginalised people to fill the gaps and civil society and duty bearers work together to ensure services with mutual accountability.

Pathway 2: Policy engagement and influence. Focused at the district, national or international levels this work is expected to affect not only the target communities but reach wider to positively affect marginalised people across the participating countries. This will be achieved by working in coalitions with other NGOs and civil society. The expected intermediate outcomes from this work are: national policies and practices that deter marginalised people claiming rights begin to be reformed and strengthened civil society capacity to advocate on sensitive issues of marginalised people and promote voice

Pathway 3: ***International learning*** has three components which are expected to result in the cross-national and regional and international policy dialogue and mutual learning: strengthened networks of civil society and development actors within countries and between African countries; strengthened relationships between Plan, AACES NGOs and AusAID; knowledge is shared about good development practice in Africa with AusAID and Australians and strengthened people to people links between Africa and Australia.

The development of the PRAAC theory of change in the design process has highlighted that program theory is a powerful thinking tool that helps teams to consider how outcomes can best be achieved, consider and articulate a clear rationale for the choice of interventions, and provide a framework to guide monitoring and evaluation, reflection and learning. It has been developed in a participatory way, with implementing organisation staff and other key stakeholders to have shared understandings of how desired outcomes might best be achieved. As outlined in annex 8, it is expected that the PRAAC program theory of change will be refined and revised based on experience in the implementation period as new learning comes to light.[12]

[12] Concept 1: A clear theory of change to guide the program, discussion paper prepared for Plan AACES regional design workshop November 2010

5. Project strategy

Partnership with implementing and collaborating organisations

Plan International staff will work in partnership and collaboration with a range of other organisations in the PRAAC program. In Zimbabwe, two partner organisations - St Peter's Community Care Program based in Chipinge, and Musasa - will be implementing with Plan. Other organisations including ASAP and the Zimbabwe National Family Planning Council are expected to provide specific inputs in the place-based community work. Collaborating organisations have been identified in all three countries in relation to the policy engagement work planned for year 1. In Uganda, these include the Uganda Law Society – Legal Aid Project, the Uganda Women's Parliamentary Association (UWOPA) and the Legal Aid Service Providers Network (LASPNET). In Kenya Plan is intending to work with a number of NGOs working in the health sector on policy engagement at district level. In Zimbabwe Musasa and Plan are intending to work in collaboration with women's and other civil society organisations in the policy engagement activities planned for year 1. Further information on implementing and collaborating organisations is included at Annex 7.

It is expected that through partnerships and joint work the capacity of Plan and key partners will be strengthened and new approaches and expertise will be drawn on for program planning, implementation and review. Areas for capacity building in key areas in year 1 have been identified for Plan and key partner organisations. The focus on working with poorest and most marginalised people among the population groups and target communities as well as working with a strength-based approach to community development may present some initial challenges. The focus on capacity building in relation to program design, M&E and adaptive management will continue from the design period. Gender analysis and policy engagement expertise is uneven across the program; these are areas where peer review and reflection processes across the PRAAC program will assist in developing capacity. Regular coordination meetings and joint M&E and reflection work will involve Plan and key partners at local level, at country level and at PRAAC program level.

Plan Australia will undertake contract management roles and provide technical and program support to Plan AACES country teams and implementing partner organisations. In year 1 this is expected to include further development of M&E and reflection processes, coordination of training and capacity building across the program and cross program reflection and documentation work. Plan Australia will also be responsible for the consolidation of program reports to AusAID, management of pooled funds and initially the main communication point for the Plan AACES program regarding programmatic issues and policy issues. Plan Australia will participate in the policy and program dialogue with AusAID and AACES NGOs, in collaboration with in-country Plan staff and partners. It is expected that over time the role of Plan in Australia will decrease; the creation of a new position of AACES program coordinator based in the region is being explored. Plan in Australia will be responsible for the Australian community engagement component, with close cooperation with in-country Plan staff and partners on the linking aspects. Included in annex 6 is a more detailed outline of Plan in Australia's organisational roles and responsibilities.

It is expected that cooperative relationships with other organisations in the community-based work, in policy engagement and influence work and in the Australian community engagement will develop over the life of the program. These are expected to include youth-led organisations.

Furthering connections made at the AACES regional meetings in Nairobi, Plan Country Office staff have already been linking with other AACES NGOs exploring areas of collaboration. In Zimbabwe AFAP's partner Community Technology Development Trust and Plan, and in Uganda World Vision, Action Aid and Plan have started meeting to develop cooperation in AACES and beyond.

Annex 6 includes a relationship chart indicating the web of relationships and linkages with PRAAC and AACES partners.

Plan and partners are keen to engage with AusAID's broader Africa-based program as it continues to develop, particularly in relation women's land and inheritance rights, community- social safety net approaches in food security and the contribution of addressing domestic violence and legal rights of women in efforts to improve

resilience and maternal mortality. Gender equality, policy engagement and civil society strengthening approaches are expected to be areas of interest to AusAID and other AACES partners. Plan and partners will contribute to experiences addressing gender inequalities in different contexts. While PRAAC in Kenya has a focus on improving maternal health, the work addressing gender violence in Zimbabwe and legal rights work in Uganda will contribute to improvements in women's access to services and rights protection which benefit their health and wellbeing, including maternal and child health. It is expected that there will be interesting opportunities to collaborate with other AACES NGOs on Australian community engagement initiatives over the life of AACES.

PRAAC Program locations

In all countries locations for the place-based work were selected in districts where Plan is already working and has existing contextual and implementation knowledge to build on. In some cases Plan has relatively recently started working in the areas selected, for example. in Ndhiwa in Kenya and Lira in Uganda. Within a district, areas which are geographically isolated, in terms of distance from the district town and with limited accessibility were prioritised. Information on what activities are being undertaken by other development actors was gathered to ensure that the areas identified had low access to basic services and knowledge of rights, and that the program would not be duplicating efforts already being made by other organisations.

Country	District	Population of proposed area to be covered by PRAAC program	Total projected population by country and overall
	Kamuli district	61,000	
	Lira district	85,083	
	Kawempe division of Kampala	98,595	
Uganda			244,679 people
	Chiredzi district	68,428	
	Chipinge district	58,125	
Zimbabwe			126,553 people
	Ndhiwa district	91,670	
Kenya			91,670 people
Total population of proposed areas			**462,902 people**

Table 2: Population of areas in which work is planned

Specific locations in three districts in Uganda, two districts in Zimbabwe and one district in Kenya have been identified. The population of the areas where the program is planning to work over the program life is summarised above (gender disaggregated population data and district contextual information is set out in Annex 7).

In year 1 the program will start work in a selected number of areas and have a staggered phase-in over the first two years of implementation in years one and two. This is to ensure that implementation approaches will be developed with due attention to quality, to allow for capacity building of implementing staff and establish learning and reflection processes to establish common approaches across the program countries and make changes as needed as learning and implementation progresses.

Key Target Groups and Beneficiaries

The key target groups for the program are marginalised women of all ages and marginalised male and female young people (aged 10-14 years up to 24 years).[13] In this program marginalisation is considered to be context specific and people may be marginalised for multiple reasons (e.g. chronic poverty, gender and age, HIV, disability).

As was elaborated in the situational analysis, women were selected as a key target group as gender inequality results in human rights abuses including early or forced marriage, violence against women and girls, discrimination and prevents women obtaining sexual and reproductive health services and making decisions about their own health and lives. Gender inequalities in opportunities and access to and control over productive resources impact heavily on poorest women and girls. While gender inequalities cut across all social divisions in society, they are particularly severe in the impacts they have on marginalised women, who are among the poorest in the community and often face additional discrimination and inequalities on the basis of disability or HIV status. Promoting gender equality and women's rights goes hand in hand with the achievement of children's rights.

While gains have been made in the under five mortality over the last 20 years, in the global effort to improve children's lives, development actors have not given concerted attention to adolescence and young adulthood[14]. While there is still much to be done for children of all ages, there is a growing sense of urgency to address the particular situation for marginalised children and young people in their second decade of life and beyond. For this program, we have taken young people to fall within an age range of 14-24 years; these are regarded as the key transitional years in the three countries, based on Plan experience. In some cases, children aged 10-13 years may be included in the program activities, if they are already out of school. The rationale for targeting marginalised female and male young people specifically draws on development literature[15] which highlights the youth bulge in the three countries, and knowledge of the social, economic and cultural marginalisation of young people in matters that affect them, including in their families and wider societies in the program areas. Young people are not only the "next generation" but are part of the present, and the transition from childhood to adulthood for marginalised young people is generally overlooked, and opportunities to address poverty, inequalities and gender discrimination are missed. This is a key period to address intergenerational transmission of poverty, through increased knowledge and protection of rights, particularly for marginalised girls and young women.

The program will include capacity building for key community members including marginalised women and young people identified through community processes, commencing with the PLA process in communities. Community members including members of key target groups willing to take up service provision roles and duty bearers will be targeted for training and mentoring. Community rights education activities will target all members of communities (whether provided by project activities directly or through capacity building of duty bearers and community volunteers) and there will be further more intensive work with a smaller number of people from the key target groups. The number of participants will be tracked through the M&E processes (see annex 8) and information on beneficiaries provided on a rolling basis as the program progresses.

[13] The definition and age range of youth varies widely, according to the roles and responsibilities that young women and young men are ascribed in local contexts. Girls who become mothers may be regarded as adults, while a 30 year old unmarried man may be considered youth. The UN for statistical purposes defines youth as people between 15 and 24 years. The African Youth Charter defines youth as people between the ages of 15 and 35 years. National definitions vary. As the term youth is often assumed to refer only to young men, and is associated with politically affiliated groups, we have used the term "young people" throughout this document.

[14] UNICEF, State of the World's Children 2011

[15] See Youth Mapping Study, DFID's Approach to Young People (2007), which identifies youth as among the most marginalised of the world's poor, in relation to high rates of HIV particularly among female 15-24 year olds in Sub Saharan Africa, unemployment and missed educational opportunities. With the youth bulge in national populations, development is a youth issue and youth is a development issue.

It is also important to note that if there are changes in policy and laws or changes in their application through the work of Plan and partners in the AACES program, there may also be indirect program beneficiaries outside program areas.

Program Strategies

The PRAAC program takes a rights-based approach to change, which involves shifting the focus of development initiatives from the needs of people living in poverty to recognition of their equal rights to access opportunities, services and resources necessary for their well-being and social inclusion. This requires attention to working with marginalised people and groups through a focus on empowerment, participation and non-discrimination, prioritising building the agency of those living in poverty to drive the development process. It also requires addressing and changing power relations: tackling unequal power relations – particularly gender relations - underlying poverty and social injustice including promoting and leveraging greater responsiveness and accountability from government and duty bearers.

PRAAC has a multi-sectoral focus. Each country has adopted a common set of outcomes, strategies, target groups, and rights focus. While all adopt a holistic approach to strengthening communities and inclusion of marginalised people within these, each country program has different emphases. Stronger emphasis is placed on legal rights and services in Uganda, on rights to health and health services in Kenya and gender equality particularly protection from gender based violence in Zimbabwe. As the program operates across three countries, with varying social and economic contexts, the respective emphases allows us to build on previous program experience as well as including new elements that address context specific issues.

The PRAAC program includes two consistent and interlocking processes that collectively contribute to the intermediate outcomes. These are the place-based (community and program area based) process and the policy engagement and influence process. Figure 3 indicates how these two processes are interlinked: issues that emerge from the place-based process will be fed into the policy-influence work, and information on policies and practices (including changes in law or policy or practice achieved through the policy influence work) disseminated at the community level.

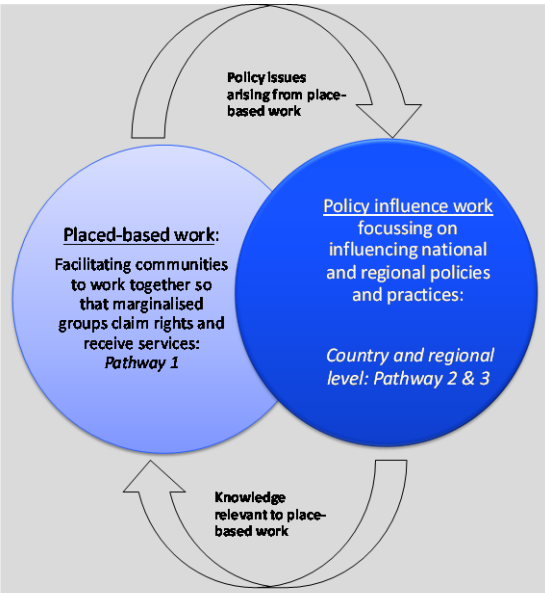


Figure 3: Two interlocking processes

The place-based process From the start of the implementation process in each location the program is intending to engage in community education and capacity building through a community-based development process conducted *with* the marginalised people, duty bearers and civil society groups. Based on our experience with piloting strength-based PLA tools in the design process, it is intended to enter communities with PLA activities as a basis to commence engagement with the community. A common set of PLA tools will be used across the three countries. Wealth ranking[16] will be one tool for community members to identify who

[16] Village mapping combined with wealth ranking was piloted in the community consultation work in the country design workshops in Uganda and Kenya. The exercises with separate groups of women, men, young women and young men worked well in identifying poorest households in the community as well as social inclusion and exclusion issues in the communities. Facilitated with a strength-based focus, the pilots were regarded by Plan, NGO and government staff who formed the facilitation teams as both engaging and thought- provoking for the participants as well as very useful in commencing a process of engaging with community members on harnessing community resources to address social marginalisation.

the marginalised people are within each community, and raise the importance of these people being including at all stages of the community development process.

Following on from the PLA, further consultations may be undertaken with poorest households, marginalised women and marginalised male and female young people who will be encouraged to play an active part in the creation of a community strengthening and inclusion (CSI) plan. The timeframe and form in which the community plans take are likely to be varied and involve changes as community awareness of rights is enhanced. Marginalised women and marginalised male and female young people will be supported to have a strong voice in the inquiry, planning, implementation and monitoring phases.

Key strategies in the place-based process are listed in table 3 below and in Annex 7 for each country program. While the actual activities to be undertaken in each community will be based on the CSI plan, a menu of activities which encourage social support and nurture a strength-based approach have been identified based on previous experience. While the three country programs are building on strategies in Plan's APAC program, an addition is that all will now include some livelihood support activities including village savings and credit associations with the poorest and most marginalised women and young people.

The program takes a deliberate strategy of doing intensive work with identified communities. To do this properly requires substantial resourcing and a shift in mode of working for Plan and partners. In addition, by working intensively with all the members of the community and slowly and steadily building the capacity of local service providers and civil society groups we believe there will be lasting impacts. It is planned to work in each ward or parish for a period of around three years, to enable phase in over the first two years of the program. This geographically focused work will provide evidence and case studies to contribute to the evidence base we require for pathway 3. The focused community work will also provide evidence to feed into the advocacy work at the national and cross-national level.

Policy influence process: The second key consistent process concerns policy engagement and practice influence at district and national levels. This process is to tackle key issues that cannot be solved at the local level as they involve practices or policy that are mandated at the district or national level. In the first year we will test the consistent process in each country in several areas relating to national law or policy that are already known to affect marginalised women and young people.

The policy engagement work has potential for large scale program impact. The experience of the community based work and evidence will inform the planning and content for policy influence activities and sharing of lessons at a district, national, regional and international levels.

Previous experience informing the design: Plan's experience in Kenya, Uganda and Zimbabwe in the APAC program has strongly informed this design. PRAAC design workshops (see annex 9) included identification of key elements from the Plan APAC program to keep, drop and create. New elements from broader experience by Plan, civil society partners and government participants were added in the planning for the PRAAC program at country level workshops.

Plan's APAC program included a rights-based approach complemented by a 'culture in development' approach to address protection of rights and social inclusion of marginalised people and groups. This involved working on rights from a range of perspectives: individual, social (including cultural values and norms) and rights in law. Experience in engaging with cultural values and cultural leaders in the three countries in the APAC program was effective in increasing protection for women and children's rights and harnessing community-based responses.[17]

[17] Plan International Uganda, CCFU and FIDA(U), 'Working with cultural leaders to promote the rights of widows and orphans affected by HIV and AIDS'; Plan International Kenya, 'Engaging cultural leaders in protecting the rights of women and children in Homa Bay Kenya'; Plan

As with the previous program, PRAAC has a strong focus on developing community based services (legal services, health services) linked to government service structures as well as building the capacity of duty bearers to carry out their responsibilities.[18] The experience in addressing the intersection of gender, poverty and HIV in the APAC program is directly applicable to addressing social marginalisation due to a range of interconnecting issues. The PRAAC program broadens the range of issues to include discrimination based on disability and age (young people aged 10-14 to 24 years).

The increased focus on engagement with marginalised young people builds on and further develops experience in the APAC program. In Kenya, under APAC a mix of strategies were applied to engage with young people in relation to HIV prevention, rights awareness as well as livelihood strategies. Over the program life, there was an increase in the number of youth groups and young women's membership, youth groups extended their range of activities to providing community services (beyond their own members) and young people increased their involvement in community discussions (including with cultural leaders), local level decision-making and government structures including the district youth council. The program will build on these achievements.

Plan in Australia has experience of linking young people in Melbourne and Indonesia in the period 2005-10 and a current Australian Research Council research project which will inform planning for an International Youth Connections program. The new approach will go beyond a linking for the sake of linking (with a primary emphasis on the needs of Australians), to facilitate young people creating media (including digital media) informed by their experiences. The media is expected to be made by young people for the purpose of social change, for example presentations to duty bearers and participatory M&E.

The proposed approaches and activities are based on previous program experience in key areas as outlined above. However there is increased emphasis in the PRAAC program in advocacy to influence government at district and national levels. While there is relevant experience among Plan and key partners (Musasa in Zimbabwe, Uganda Law Society, UWOPA and LASPNET in Uganda), it is intended that there will be on-going review and re-strategising as needed during the first year, with M&E fostering adaptive management.

PRAAC in the context of Plan's broader work: The PRAAC program fits well within Plan in Australia and Plan Country intentions to increase programmatic focus on promotion of social inclusion and the protection of rights, with a stronger focus on addressing underlying gender inequalities. Many violations of children's rights have their roots in gender-based and other social inequalities, exclusion and injustice. Achieving gender equality is therefore a core objective of Plan's work.[19] Both Plan in Australia and Country programs wish to improve our attention to disability from a rights based perspective.

Plan International is developing experience in facilitating the capacities of civil society groups and organisations from community level to increasingly advocate with government on service provision. In Kenya, a DFID supported program working with young people on governance and social accountability approaches will inform the work undertaken in Ndhiwa in the PRAAC program. Plan is also increasing its own engagement in national (for example, CEDAW shadow reporting in Uganda) and regional policy matters, including at the Pan African level and with the African Union; this related policy work will inform and complement Plan and partners policy engagement and influence work in AACES.

Plan in Zimbabwe and Uganda is in the process of developing approaches to youth programming with marginalised young people out of school settings. Plan Uganda has recently started implementing a Youth

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International Zimbabwe and St Peters Community Care Program, '"Zunde Revanhu" project: engaging traditional leaders to revive traditional social safety nets'.

[18] Plan Uganda, Strengthening the Legal Referral System: A Case Study, November 2010

[19] Plan's Gender Equality Policy, 'Building a Better World for All Children", March 2011

Economic Empowerment program which includes both vocational training as well as market based studies to inform the development of appropriate livelihood approaches; sharing of experience and resources between the two programs will benefit each other.

Plan in Australia has developed an Australian Community Engagement Framework (February 2011) which identifies four key target groups: youth, adults, civil society and the corporate sector. Plan in its Australian community engagement approaches aims to provide opportunities across an engagement spectrum (both breadth and depth) including information, action and leadership. Plan is working in partnership with the Global Poverty Project to provide curriculum support and engage young people in secondary schools using high quality multi-media presentations with interactive sessions involving students. Plan in Australia wishes to build from existing school-based work which is characterised by adult or teacher delivery of content and limited opportunity to engage beyond fundraising.

6. Major activities

Annex 3 includes an overview of the program level implementation plan (addressing cross cutting work including M&E and program-wide work. These include a range of capacity building and research activities for Plan and implementing partners in: strengths-based gender- and age-sensitive PLA; policy dialogue and influence; engaging effectively with marginalised young people; working with culture and learning-based M&E. Other work to be conducted in year 1 includes creating a tailored PLA user-guide, developing the country level M&E frameworks and conducting some small scale action research studies.

Annex 7 sets out detailed place based plans and policy engagement plans for each of the three countries; the place-based activities in each country are set out against the intermediate outcome areas. Table 3 below provides an overview of the common elements across the three countries.

Table 3: Menu of activities

Key Strategies for place-based work	Menu of activities
1. PLA process and creation of gender-sensitive community strengthening and inclusion plan	• Various PLA techniques in communities to identify who the marginalised people are and the existing resources and assets in the community, disaggregated by age and gender. • Community workshops and on-going dialogue to develop the community strengthening and inclusion plan, with marginalised women and marginalised male and female young people.
2. Rights education to whole community (women, men, girls, boys)	• Community education sessions on rights, laws and policies. • Encouraging access to services and promoting behavior change. • Awareness raising campaigns through special events – theatre, sport, marking special days.
3. Support training for village leaders and emerging leaders (including women and male and female young people)	• Training and mentoring community volunteers and duty bearers (village and traditional leaders) in various areas including human rights and national law • Training leaders and volunteers in advocacy. • Training emerging leaders in alternative dispute resolution (ADR) , bye-laws and leadership skills.
4. Build on existing rights groups and establish new ones for marginalised women and marginalised male and female young people	• Support formation/strengthening of social support groups (single sex, mixed) of marginalised women and marginalised male and female youth. • Creating forums for young people (single sex, mixed). • Life skills training and livelihood improvements for groups of marginalised women and marginalised male and female young people. • Village savings and loan (VS&L) groups for marginalised women and

	marginalised young male and female young people.
5. Link marginalised women and marginalised male and female young people and communities to services provided by civil society or duty bearers	• Link CSO service providers together. • Mobile legal clinics. • Health outreach services for men and women, male and female young people. • Development of community based services e.g. counseling and support for gender based violence, home based care, health volunteers. • Referrals to other NGOs and service providers.
6. Strengthen existing fora for civil society and government engagement	• Engagement between CSOs and government on culture, rights etc. • Project monitoring, task force and project steering committees. • Presenting research and case studies to government for a.
7. Create spaces for engagement between duty bearers & marginalised groups	• Female and male youth engagement with government. • Community dialogue with duty bearers. • Citizen (women, men and female and male young people) representation and participation in multi-stakeholder governance spaces e.g. health clinic management committees.
8. Build capacity & influence duty bearers who service targeted communities	• Strengthening government committees that oversee service provision. • Training of duty bearers on rights and development of referral networks. • Training and dialogue with line ministries and police on gender related practices including gender based violence.

Each country has identified during the design period one or more policy engagement issues that are to be addressed in year 1. Annex 7 includes the policy engagement plan for each of the three countries. The issue areas for policy engagement are summarised below:

- ***Uganda*** **-** Three advocacy issues have been identified: the Domestic Violence Act guidelines are developed and disseminated by the responsible ministry; the National Legal Aid Policy and Act is enacted and an explicit law on sexual offences is enacted.
- ***Zimbabwe –*** Implementation of the Gender Based Violence Act.
- ***Kenya*** - the overall policy focus is improved quality health services for women and children. The advocacy issue is to increase clinical staff and nurses in dispensaries in Ndhiwa district, in line with national policy standards.

Plan and partners have varied levels of experience in conducting policy influence work at the national level. The first year of policy influence work will involve capacity building of Plan staff and key partners, formation or strengthening of coalitions and networks, and piloting and refining a carefully planned and consistent process for advocacy on at least one selected topic for each country. This piloting phase will build Plan and partners' capacity to conduct advocacy work at the district or national levels. The advocacy focus areas for the first year have been identified in each country based on experience in the Plan APAC program, partner organisations' experience and expertise, country context including risks and opportunities for change. Advocacy objectives arise from a systematic analysis of the key aspects of government policy and practice that are blocking marginalised peoples' ability to claim rights and access services. It is anticipated that in the second year, the policy engagement plans for district, national and cross-national work will have an increased grounding in evidence and experience from the *place-based* work.

Activities relating to mutual improvement of AusAID and NGO programs in Africa are expected to develop through the AACES partnership meetings to be scheduled during year 1. Possible areas for policy dialogue and engagement with AusAID and AACES partners are gender equality and youth development. These are important areas for AusAID in relation to its priority sectors in the wider AusAID Africa program. It is expected that meetings with AusAID sector representatives, regional meetings (AACES specific and others), sharing of policy issue papers and case studies drawing on program experience will be some of the activities undertaken.

In Year 1 further scoping and investigation of options will be undertaken in relation to the Australian community engagement component targeting young Australians. Key areas to be covered include: consultations with marginalised young people in a sample of year 1 program locations (building on the PLA processes with young people), identify approaches that have been used by youth-focused organisations, examine feasibility of low cost technologies, resourcing requirements for training and on-going support.

It is expected that some linking activities would commence in the second year and expand thereafter, based on a participatory action research approach and resourcing requirements. In PRAAC program locations it is expected that young people will use creative ways such as digital story-telling to share their experiences and perspectives. The content might include community and group based development activities such as peer education or community "edutainment" on rights, presentations to duty bearers with messages for change or reform as part of policy engagement and influence campaigns, and M&E data to inform community inclusion plans or wider project monitoring. These materials may also be shared with other groups of young people in-country, across the three countries and with young people in Australia. This may include development of a social network of young people (rather than one to one group communications).

7. Monitoring & Evaluation

Plan has taken the opportunity provided by the AusAID AACES design guidelines to develop a detailed program theory of change to guide both program design and the development of the monitoring and evaluation framework. The concept development stage and the program design process included capacity building in this new approach for Plan staff, intended implementing and collaborating partners and broader stakeholders. This investment in participatory processes, capacity building and joint reflection and learning will continue through the implementation period with Plan and implementing organisations, and will be further extended with the involvement of community members in participatory processes, starting with the PLAs. In line with the intent of the AACES program approach, in the same way that the program itself is expected to develop and change in response to learning over five years, the program theory of change and the M&E framework is also expected to be further developed and change over the life of the program.

Critiques of the logframe/results based management models of program design and M&E have been made from a variety of perspectives encompassing both the practical and the theoretical. As noted by a range of writers, the logframe is based on a conception of linear change, from input -> output -> outcome. However, many civil society programs addressing complex social issues including HIV, exclusion and community development are underpinned by a more complex understanding of the interconnections and influences in how change comes about across individual, group, institutional and environmental domains. As noted in the Guidance on M&E for Civil Society Programs prepared for AusAID program managers, conventional M&E, based on simple indicator based assessment of predetermined outcomes, is often inadequate to capture the wider and more complex results of community development and civil society programs and do not serve information and learning needs [20].

The approach to M&E outlined in Annex 8 therefore represents a new approach being taken by Plan and implementing partners. This is different to more traditional approaches to M&E being taken by other AACES partners. It is expected that while the first year will be moving into less familiar terrain, over time the approach will help to improve our collective understanding of processes of change from the perspectives of different community members and groups, and to apply this to program improvements over the life of the program.

Learning and program improvement is critical for this program and will be embedded in the program cycle. The monitoring, evaluation, reporting and improvement (MERI) framework (annex 8) is designed to provide

[20] See Annex 1 to the Guidance on M&E for Civil Society Programs prepared for AusAID program managers the Monitoring and Evaluating AusAID Community Development Programs Initial Discussion Paper, Linda Kelly, Rosalind David, Chris Roche, July 2008

performance information to help make decisions; demonstrate the contribution of the program towards objectives, be accountable to funders and community stakeholders and manage reporting processes effectively. It is intended to be a dynamic document that will evolve and be updated over the program life as a resource to implementing organisations.

The M&E approach is designed to be **outcomes focused.** Sub-activities will be assessed annually against the extent they contribute to the four end of program outcomes, **focusing strongly on measurement at the intermediate outcome level** (see figure 2 above)**.**

The approach will embrace complexity to help implementers understand unexpected outcomes and make sense of what is working and what is not. It is intended to ensure utilisation-focused strategies to foster adaptive management to achieve positive impact in uncertain and complex program contexts. It will also be strategic in guiding Plan and partners to select a limited number of topics for more in-depth evaluation and research: namely 6 in-depth- impact case studies and 4 thematic studies around program learning.

The MERI framework will produce disaggregated data to help Plan and implementing partner organisations understand the different impacts on marginalised women and their children, and male and female young people.

The MERI framework outlines a set of evaluation questions, which are:

1. To what extent did the program contribute towards people being more active in addressing inequalities for marginalised women and marginalised male and female young people at the community level?
2. To what extent did the program contribute towards availability of appropriate services to marginalised women and marginalised male and female young people?
3. To what extent did the program contribute towards an increased engagement between civil society and government to ensure rights are upheld (at community, district, country and regional levels)?
4. To what extent did the program contribute towards mutual improvement of AusAID and NGO programs in Africa?
5. What were the unexpected positive or negative outcomes?
6. How did the program impact (positively and negatively) different people – adults, young people and children - considering gender, age and disability?
7. To what extent can or will the changes be sustained?

These key evaluation questions have been further broken down into sub-questions (see table 1 in annex 8), which are then broken down against the methods that will be used to address them (see table 2 in annex 8). A suite of mixed-methods has been selected to address these questions at program and project levels. Both quantitative and qualitative data will be collected. Methodology will include: accurate records on participation, Most Significant Change (MSC) technique, indicators of increased demand for services, a monitoring and reflection intensive, systematic evaluation of events, advocacy journaling, network mapping, case studies and peer review. Participatory M&E techniques such as NSC and community monitoring of community plans will be incorporated. This will encourage the voices of marginalised people to be heard and promote downward accountability. The MERI framework also promotes annual reflection workshops at the community and country levels to reflect on data and make sense of progress as a basis to develop the next year's annual plan.

As outlined at the AusAID March AACES meeting in Nairobi, it is expected that AusAID will require quantitative data on outputs in the six monthly "snapshot" reporting. It is expected that much of this data will be able to be drawn from program records and data on participation in capacity building, community education and other project related activities. This may include quantitative data on: number of community education sessions conducted and number of male and female participants; number of training sessions for community-based service delivery volunteers; number of people trained in alternative dispute resolution; number of social support groups formed by marginalised women. Further consideration of the quantitative data that is most appropriate will be undertaken early in year 1 as part of the country level M&E framework development.

8. Risks

Key risks were identified and ranked using the regional design workshop process, which highlighted commonalities in risks across the three countries. The full risk matrix is shown in Annex 5. A selection of those considered most likely to occur and most serious by Plan and partners and the peer review panel are highlighted below:

	Risks	Response
1.	Political context and changes in countries resulting in suspension of activities or shift in activities For example, political violence around elections and referendums	• Plan country offices and partner organisations anticipate expected periods of political tension and potential violence, monitor the environment and update risk assessment • Develop contingency plan and reschedule activities; suspend activities should the situation present a risk to staff and participants • Communication with AusAID about changes and responses required. • While certain parts of the program may need to be put on hold for certain periods, it may be possible to continue desk based work, or work that poses a lower risk • In extreme situation, temporary suspension of implementation in country/district and reallocation of funds
2.	Shrinking NGO/CSO space limiting activities in Uganda and Zimbabwe	• Careful planning of policy engagement issue, strategy, communications and engagement plan and appropriate advocacy package of tools • Work to increase and strengthen in-country CSO-government dialogues and partnerships • Increase sharing of information, collaboration and collective action, where appropriate, with other NGOs and civil society platforms • Where required due to risks, limit and scale down activities or focus on policy dissemination and implementation issues
3.	Male leaders and community members resist efforts to promote women's rights, protection from abuse and ownership of land and resources	• Community education on rights including legal rights • Capacity building for key leaders eg religious, cultural, elected leaders using appropriate training materials for each group • Engage in discussions about values that support protection of women • Enlist male volunteers and facilitators to conduct sensitive sessions • Strengthen social support for women.
4.	High turnover of community volunteers and service providers	• Promote community discussion and clear criteria for selection and clarify expectations of time and commitment • Facilitate community recognition for community service providers • Improve training and support mechanisms for volunteer service providers

5. Duty bearers resistant to changing attitudes and behaviours to provide appropriate services to marginalized people	• Regular monitoring to identify barriers to changes in attitudes and behavior among duty bearers • Identify "good examples" of role models among duty bearers to set example for peers • Re-strategise to identify alternatives – both short and longer term – that will fill gaps in service provision and put pressure on duty bearers to increase willingness to change
6. Government may mistrust purpose of advocacy work or resistant to change/implementing policies	• Careful engagement and communication strategy created and implemented • Review strategy and approach, including evidence that may be considered more compelling • Identify allies and other supporters to increase efforts, including capacity building and sensitization of other stakeholders to strategically engage with key government personnel

9. Sustainability and exit strategy

A number of aspects of the program will be sustainable in themselves. The strong focus on capacity development of community and government structures to deliver services will contribute to sustainable and on-going outcomes.

The program will build capacity of existing structures and groups. Where new structures are established, these will be linked to established structures and service providers (both government and NGO) and support provided to develop referral systems and networks. In the Plan APAC program, collaborative relationships and referral and support linkages were developed among home-based care service providers, support groups of people living with HIV and government health centres in Zimbabwe and Kenya. Community service provider groups may be assisted to start village saving and loan associations, to provide volunteers with an ongoing livelihood support which does not involve payment of allowances.

Based on APAC experience, strategies for the development of capacities of both community service providers and duty bearers have been reviewed. For example, the approach to developing the capacity of duty bearers (particularly local council members) and community volunteers to provide community education, legal advice and mediate disputes in Uganda will commence with a stronger focus on initially building capacities to carry out community education activities alongside project staff. Rather than a heavy reliance on workshop-based learning, an increased focus on mentoring and interactive training methods are expected to help duty bearers and community legal volunteers learn and develop practical skills. With a well structured and resourced program of capacity building, it is expected that "handing over the stick" can be undertaken in a phased way.

A major constraint for marginalised people accessing services and protecting their rights is the knowledge and the confidence to take action. The program focus on community development, development of local support and assistance and linkages to service providers outside the community are all designed to facilitate marginalised people being aware of their rights, empowered and supported by others to take action to protect them. The focus on community strengthening also contributes to changes in social norms that influence behaviour, for example, over time changes in awareness and attitudes lead to changed social norms and strengthening of social structures that legitimate claims and mediate disputes. The experience in the APAC program is that over time a more supportive social environment was created and the focus changed from dealing with serious cases to intervention at an early stage.

The program will strengthen the ability of marginalised people – particularly marginalised women and marginalised young people – to be able to speak for themselves and have their voices included in decision-making. The benefits of these changes will have long term benefits for young people as they attain adult status

and secondary benefits for children of women participating in the program, as these benefits continue to be felt in households and in changed gender relationships in families.

In the place-based process it is anticipated that each community will received focused attention for a period of 3 years (noting that "phase-in" will be undertaken in a staggered manner over years 1 and 2). The third year in each community will include deliberate phase-out activities, and 'handing-over the stick' to the trained and capable volunteers and emerging leaders and service providers. Throughout the 3 years of community development, attention will be given to preparing for this phase-out stage, and building the capacity of marginalised people themselves, emerging leaders and volunteers and duty bearers to ensure the continuation of appropriate services and local mechanisms for the protection of rights. While not all communities may have reached an appropriate level for sustainability of services, the three year timeframe allows for some follow-up support and evaluative activities in communities, to provide further reinforcement and strengthening in the last 12 to 24 months of the program.

In terms of the policy dialogue and influence process, as there is a strong civil society strengthening component embedded, it is anticipated that after the program has ended, partners will continue to use and adapt the skills and experience developed through the program, including selection of issues, contextual analysis, determination of entry points, and joint campaigns. In many cases it will be civil society partners who are already leading this work, but it is also expected that the program will facilitate increased spaces and engagement for citizens in multi-stakeholder governance spaces, participatory initiatives in various service sectors and develop capacities of community groups and associations to engage with local and district government on service provision issues.

There will also be a strong component of participatory monitoring and evaluation, with partners and community members being trained to meaningfully engage in the joint monitoring. It is anticipated that this will continue beyond the end of the program.

10. AusAID policy requirements

Child Protection: Plan Australia and Plan Country Offices in Kenya, Uganda and Zimbabwe have rigorous child protection policies and procedures in place to protect children from abuse. Plan conducts a specific child protection audit with a set of practice standards on an annual basis, which covers child-safe recruitment processes, child protection codes of conduct, regular staff and volunteer training on child protection and complaints mechanisms, amongst other aspects. Plan's agreements with implementing organisations include the requirement to comply with Plan's Child Protection Policy.

Risks to children in the AACES program will be considered in the annual review of risks. The program will be engaging with children (aged 10-13 to 17 years), young adults (18-24 years) as well as the broader community to increase knowledge of the rights of marginalised people and improved government and community mechanisms for protection of rights. As marginalised women and young people are key target groups, program strategies will be directed towards increasing their participation in decision-making and protection from abuses.

Environment: In the place-based work, as part of the development of a community strengthening and inclusion plan a risk analysis will be conducted. This will include some questions posed to the community about management of the environment and climate related risks within their communities; appropriate actions for management are expected to be identified within these site specific plans.

Inclusive Development: The design process has highlighted that there is patchy and incomplete information on the extent and range of disabilities among people in the intended program locations. Community consultations have identified beliefs that disabilities are due to witchcraft or cultural transgressions; people with disabilities experience stigma, discrimination and social exclusion, and lack of appropriate services. The PLA pilots found that there is significant scope in the PLA processes planned for the implementation period to engage community members in a two-step process: firstly identification of who are the poorest and most marginalised

in the community and, secondly, community perspectives on the reasons for marginalisation, as well as assets and actions to address these. The PLA processes and further follow ups will develop a more complete picture of the lived realities facing marginalised people and their families, including those with disabilities or affected by HIV and AIDS. Plan's experience in the APAC program in working with communities and duty bearers to reduce stigma and discrimination towards people affected by HIV provides a foundation for protection of the rights of people with disabilities, including different gender dimensions and experiences. The focus on addressing legal rights, gender based violence and health services in the program is relevant to women and girls with disabilities, who often face additional constraints in service access as well as increased risk of gender based violence. As outlined in the Convention on the Rights of Persons with Disabilities, it is the interaction between persons with impairments and attitudinal and environmental barriers that hinder full and effective participation of people with disabilities in society on an equal basis with others. The six principles[21] underpinning AusAID's Inclusive Development Policy are appropriate to also guide our AACES work.

11. Resources

The budget for the Plan program over the five year implementation period amounts to $8,236,219.

In recognition of the importance of year 1 in terms of the start up of the program, the year 1 budget (A$2,023,966) is larger than the projected annual budgets for the following four years. The budget for year 3 is next largest (A$1,647,941), followed by similar levels of funding in years 2 and 4 (A$1,536,417 and $1,574,936 respectively), and a smaller budget for year 5 (A$1,452,962).

The year 1 budget makes provision for purchase of assets particularly vehicles needed for the full five years of the program (3 in Uganda, 2 in Zimbabwe and 1 in Kenya), motorbikes (Zimbabwe and Kenya), computers and other office equipment. This amounts to $332,672, with one-off costs (office furniture and cabling) a further $8,713.

The year 1 budget also includes foundational activities including country level M&E framework development (building on the program level framework in Annex 8) with capacity building for Plan and partner staff to establish cross program approaches. Preparation of a strength-based PLA tool kit to be used in community entry and to provide soft baselines for comparison and tracking of change is a key foundational activity for M&E. Several small action research studies are to be undertaken in year 1: a health facilities assessment study in Ndhiwa district (to provide the basis for advocacy at the district level in Kenya) and a study on youth engagement in Uganda.

It is expected that year 3 (Mid Term Review) and year 5 (End of Program Evaluation) will have additional requirements for funds. Overall 10.5% is allocated to M&E over the program duration.

Staffing components in-country and Australia comprise a total of $590,593 in year 1. While our M&E approach means that all Plan and implementing partner staff will be involved in M&E, four dedicated M&E staff (one in Uganda, two in Zimbabwe and one in Kenya) are included in the staffing complement to reflect its importance.

Plan staff (in country and in-Australia) and partner staff costs total $590,593 in year 1. As noted in the External Evaluation of Plan's APAC program, additional human resources was needed to ensure overall management of the complex and diverse work, with a focus on establishing performance management and learning systems. This has been taken into account in considering the staffing establishment in-country for PRAAC.

Provision has been made for regional learning meetings bringing PRAAC teams together for annual reflection meetings which will be focused on M&E analysis and cross program reflections. The funds are being held as a

[21] Respect and value the contribution of people with disabilities (PWD), PWD will play an active and central role, promote rights and respect the diversity of PWD, take gender into account, focus on children, promote people to people links and partnership.

program pool of funds. Program support costs (2.7% in year 1) have been budgeted, over the five years the current projection is 3.36% of the total budget.

Budgeting for AACES objective 2 has been undertaken on a pooled basis, to provide for personnel travel and living costs involved in participating in AACES meetings at a regional or country level basis. In addition provision has been made for training and workshop costs and for the production of policy issue documents and reports by the end of year 1. Of the total budget, 3% has been allocated for AACES objective 2 on an equal basis over the five years.

In relation to AACES objective 3, 5% of the total budget has been allocated to this objective. In year 1 it is planned that some scoping work will be undertaken to investigate options for a youth- linking component. Provision has been made for some scoping for both Australia-based staff and Africa based personnel to participate in the scoping study. There is also provision for some piloting to take place towards the end of the year, including a meeting held in Australia with some participants from Africa to help develop the plans for Australian community engagement in year 2 and production of some initial materials.

Plan Australia costs comprise personnel costs for Australia-based staff. The scope for a regionally based PRAAC program coordinator is being explored; if arrangements are made for a regionally – based person to work with the three country teams and other AACES partners in the region, some amendment to the budget will be required.

Administrative costs of 10% have been budgeted for years 1 to 5.

Plan has not made any allocation of NGO funds towards AACES for year 1. However it is expected that in subsequent years Plan in Australia may be able to supplement the AusAID funding in some areas.