

Church Partnership Program

Phase 4.1: July 2022 to December 2025 &

Phase 4.2: January 2026 to December 2029

Component 4: Building Community Engagement in Papua New Guinea (BCEP) Program

Component Design Document

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Executive Summary

Since 2004, the governments of Australia and Papua New Guinea (PNG) have worked in partnership with PNG's seven 'mainline' churches to promote 'holistic, inclusive, and sustainable development'¹ under the Church Partnership Program (CPP). Representing 71% of the country's Christian population, these churches wield enormous social influence and deliver half the country's health and education services, reaching many rural and remote areas where government services are limited.

The seven mainline churches are the Anglican Church, Baptist Union, Evangelical Lutheran Church, Roman Catholic Church, The Salvation Army, Seventh Day Adventist Church, and the United Church. They include PNG's largest church, the Catholic Church, as well as one of its smaller churches, The Salvation Army. Over three CPP phases, these churches have worked in partnership with Australian non-government organisations (ANGOs) from their sister Australian churches; as well the mainline churches 'peak' body, the PNG Council of Churches (PNGCC), and governments from each country. All partners have committed to continue into a fourth phase of the program.

While identifying as PNG 'mainline' churches, each has very different theological and organisational cultures and traditions (see section 2). Yet, through CPP, they have developed norms and processes for collaboration and shared learning. With the support of ANGO partners, they have produced joint theologically based approaches to development (2014) and gender equality (2015); and, through the current CPP Charter, solidified their common purpose for working together (most recently updated in July 2021). The development of this Component Design Document (CDD) has benefited from these established collaboration processes. However, in the next phase, the continuation of the current high levels of CPP partner collaboration cannot be assumed, rather, they must be carefully nurtured and guarded.

Integrating the fourth phase of CPP under BCEP

The fourth phase of CPP will be delivered under the major new Australia-PNG governance initiative, the Building Community Engagement in Papua New Guinea (BCEP) Program. The BCEP program brings together a diverse group of partners from PNG's most influential state and non-state organisations, including civil society organisations, think-tanks, and the media. The long-term goal is to influence citizen-government interaction, which is currently weak, to become more constructive and inclusive. To achieve this, BCEP will create a portfolio of interventions that promote constructive citizen-government engagement for jointly solving practical development problems, such as basic service delivery issues, that will benefit the whole community, including women, marginalised and vulnerable groups.

The next phase of CPP is designed as an integrated but distinct component of the BCEP program. CPP's end-of-program outcomes closely align with BCEP's. CPP's program logic identifies points for engagement with other BCEP partners. CPP's management and implementation arrangements include processes for collaboration and learning with other BCEP partners. However, CPP will continue to be led by its own apex governance decision-making body comprised of PNG church leaders, with ANGO, PNG and Australian government representatives.

¹ P. 11. July, 2021, CPP Charter

Lessons learned

The fourth phase of CPP builds on the foundations and learning from past phases, with a focus on four areas of direct relevance to BCEP: policy engagement, social accountability, GEDSI and partner collaboration and localisation.

The CDD sets a program logic that brings these four areas together to achieve clear end of program outcomes. Learning from the last phase, the design includes significant investment in fit-for-purpose MEL systems at program (CPPCO) and CPP partner levels, as the backbone of effective implementation. Innovative MEL approaches which enable monitoring of CPP's progress in promoting behaviour change and are in alignment with BCEP's approach are proposed (see section 6).

Past CPP phases acknowledged the significant potential for CPP partners to have a positive influence on PNG public policy and the importance of organisational capacity development for localisation, including PNG partners taking over leadership of grant arrangements from ANGOs. However, neither of these areas were actively supported in the last phase and progress has been slow. Learning from this experience, the next phase dedicates significant program attention and resources to organisational development/localisation and policy engagement. The design proposes implementation pillars in each of these areas, with attached results to monitor progress (at output and intermediate outcome levels).

Policy engagement remains a new area for most partners. However, in the current CPP Charter, all partners have committed to 'strengthen their engagement, and advocacy with PNG government at all levels'. The integration of CPP into BCEP provides an opportunity for actively supporting PNG church partners' policy engagement and influencing. BCEP is designed to support evidence generation for policy influencing as well as diverse policy engagement processes, including engaging the media and developing coalitions for change.

The need for a dedicated focus on supporting and measuring organisational capacity development was a clear learning from the last phase. While all CPP PNG church partners require some organisational support, each is at a different level of readiness for localisation and will have flexibility to pursue this objective on an "opt-in" basis, consistent with the CPP-3 Mid Term Review recommendation (see Annex 5).

Past CPP phases have laid the groundwork for significant progress on GEDSI and social accountability in the fourth phase. At the end of phase 3, CPP partners worked with faith-based INGO (Tearfund) to design projects for the development of each PNG church partner organisation's own approach to social accountability. The essential first step is embedding an understanding of accountability within each church organisation.

With the development of the "Gender equality Theology," CPP partners made significant progress over the last phase in building church acceptance of the importance of GEDSI and laying the foundations for influencing negative community attitudes. The effectiveness of this work can be improved with better monitoring of how attitudes are changing or not.

Program outcomes and logic

Goal and end of program outcomes

The long-term CPP-4 goal is: "to improve delivery of public services and goods to vulnerable and marginalised communities." 'Vulnerable and marginalised communities' are defined as including women, people accused of sorcery, people living with disabilities, and people in rural and remote

communities. This CPP goal has the same focus on service delivery as BCEP's goal: "to strengthen citizen-government engagement for improved service delivery and provision of public goods."

CPP's end-of-program outcomes make clear that, like BCEP, CPP sees strengthening the interaction between the community and public authorities as the means for improving the development and implementation of policies for the delivery of public services. The term 'public authorities' is used to cover not just 'state authority' but the authority that churches have in providing services on behalf of the government. The CPP program will focus on engaging with and influencing both sets of public authorities.

The CPP goal is to be achieved through two end-of-program outcomes supported by four program pillars. The CPP outcomes also contribute to BCEP's end-of-program outcomes:

- CPP contributes to BCEP EO1 "Selected state and non-state actors collaborate effectively to tackle targeted development problems" through the CPP EO1 "Government and Church communities constructively engage to deliver inclusive development outcomes." Two CPP pillars will directly contribute to this end outcome: 1) information access and evidence generation; and 2) social accountability.
- CPP contributes to BCEP EO2 "Targeted PNG decision-makers explicitly integrate gender equality and inclusive social norms into efforts to tackle targeted development problems" through CPP EO2 "Government and Church decision-makers actively promote gender equality, disability, and social inclusion." CPP pillar 3 will directly contribute to this end outcome through efforts to use the Gender Equality Theology to promote GEDSI.

CPP's pillar 4 will maximise change on both CPP EOs through processes to support collaboration, learning and joint actions among CPP and BCEP partners.

Intermediate outcomes

The CPP's four program pillars will work together to achieve end-of-program outcomes through intermediate outcomes under each pillar as follows:

1. **Information access and evidence generation pillar** will focus on ensuring that a) communities have access to the information they need for constructive engagement with government and/or problem solving and b) evidence is generated from their church activities to inform CPP partners policy dialogue with public authorities (government and church) leading to the making of better policies that achieve more inclusive development outcomes. The intermediate outcomes are:
 - 1.1 CPP partners deliver selected services/activities in thematic priority areas with improved monitoring & evaluation for generating policy evidence
 - 1.2 CPP partners constructively engage with government in policy processes, individually and collectively (through the PNGCC and/or BCEP coalitions for change), utilizing evidence as appropriate
 - 1.3 Church community members demonstrate increased awareness on selected public issues.
2. **Social accountability pillar** involves developing CPP partners capacity to implement social accountability initiatives. The focus is on building the capacity of CPP partners to use social accountability approaches to facilitate constructive engagement between the community and public authorities (government and church). This is expected to lead to the solving of practical development problems, including in the delivery of basic services. Successful social accountability interventions rely on the work under pillar 1. Namely, the community requires access to

information on the problem and their rights, and the government needs policy solutions based on evidence. The intermediate outcomes are:

- 2.1 CPP partners develop their own church social accountability approaches
- 2.2 CPP partner facilitate community members to constructively engage with government and/or church authorities in church accountability pilot projects
- 2.3 PNGCC facilitates the generation and sharing of CPP partner's learning and evidence on social accountability

3. Gender Equality Theology and GEDSI Pillar is focussed on changing negative gender and social attitudes that are commonly held in PNG towards women, people with disability and other socially excluded groups. The focus is on influencing change within church organisations by focussing on the attitudes of church leaders and ensuring church policies are inclusive; as well as seeking to directly influence the attitudes of community members. This pillar continues, with increased ambition, the significant work CPP partners have done in past phases to provide services to women and other vulnerable groups. Work in this pillar will leverage the CPP Gender Equality Theology. This pillar will also help to ensure that social accountability initiatives (pillar 2) as well as information access and evidence activities (pillar 1) are inclusive of women and other vulnerable groups. The intermediate outcomes are:

- 3.1 Selected Church leaders demonstrate gender equal and socially inclusive attitudes
- 3.2 Selected Church policies are revised to align with the GET and GEDSI
- 3.3 Community members demonstrate gender and socially inclusive attitudes

4. Partner Development and Collaboration Pillar will underpin the work across all three pillars above. The first part of this pillar is focussed on building PNG church partners' organisational capacity and resilience, with the flexibility to pursue localisation on an 'opt-in' basis. The CPP capacity development process will support CPP partners to assess needs, define capacity support and plan and measure gains made, with a particular focus on strengthening GEDSI, MEL and financial management. The second part of this pillar is focussed on facilitating collaboration and learning between CPP partners to maximise their collective impact. To facilitate collaboration, CPP will build on the norms and processes developed in previous phases as well as broker engagement with other BCEP partners. The modality of thematic working group, led by specific CPP partners, will continue; and a new modality of 'standing committees' devoted to sharing learning on common internal organisational development areas (MEL, financial management, GEDSI) will be created. The intermediate outcomes are:

- 4.1 PNG Church partners have increased organizational capacity for localisation
- 4.2 CPP partners collaborate for learning and produce common positions on selected issues
- 4.3 CPP partners contribute to BCEP learning and participate in selected joint actions

Management and governance arrangements

The governance arrangements from the current phase have been streamlined to increase efficiency and maximise oversight by church leaders, working with DFAT, GoPNG and ANGO representatives in the CPP apex governance body.

The responsibility for the delivery of the program rests with the managing contractor DFAT has procured for BCEP. They will provide the team for the CPP Coordination Office (CPPCO) who will manage CPP under the guidance of DFAT and the CPP apex governance body. The current DFAT Justice, Accountability and Subnational Team within the Australian High Commission will remain responsible for day-to-day program oversight, risk management and decision-making.

The Strategic Development Team will continue into the next phase, but they will have a more strategic role to conduct six monthly review and reflections of CPP performance against the program logic, and membership will be expanded to include all ANGO partners alongside their PNG Church colleagues. The CPPCO will facilitate review and reflection exercises, which will include DFAT and other key stakeholders.

Compared with past phases, the role of the CPPCO goes beyond coordinating the program to include proactive engagement with CPP partners to adding value to their work. The CPPCO will provide regular feedback to CPP partners on their implementation progress, with suggestions for quality improvements. Increased resources for provision and measurement of CPP partners' capacity development are proposed. The CPPCO will include long-term professional positions to provide capacity development support (with a focus on GEDSI and MEL), facilitate learning, and manage reporting. National professionals are preferred for these positions.

Delivery approach

The fourth phase of CPP is designed to achieve end of program outcomes at the end of 7.5 years of implementation. This phase will be delivered over following two stages:

- CPP 4.1 – from July 2022 to December 2025
- CPP 4.2 – from January 2026 to December 2029

Continuation from the first stage (CPP 4.1) to the second (CPP 4.2) will be subject to adequate progress against intermediate and end of program outcomes, as assessed by an independent review. At the start of CPP 4.1, the full fourth phase will be set up in a six-month Inception Period (from July to December 2022).

Each CPP partner is at a different level of readiness to pursue the results outlined in the CPP program logic. For some partners, these results are highly ambitious and they may need spend much of CPP 4.1 adapting their activities and developing the capacity required to implement new activities. The realistic progress that each partner can be expected to make will be determined in the Inception period

DFAT has selected a Managing Contractor (MC) to manage the delivery of CPP as an integrated component of BCEP. The MC will perform these functions through a BCEP Program Management Team (PMT), and a CPP Coordination Office (CPPCO) (management arrangements are outlined in section 5). Compared w CPPCO has a slightly different role from previous is to have an enhanced role to support partners as detailed in section 4.3.

In the Inception period, the MC will develop a delivery approach that build mutually supportive linkages across three delivery levels:

- BCEP: for building coordination and synergies for BCEP outcomes
- CPPCO: for partner capacity development support, shared learning and programming toward collective
- CPP partners: for delivery of individual 3-year CPP partner plans to achieve outcomes

Strategies, processes, and support will flow down from the BCEP PMT through the CPPCO to CPP partners. Conversely, results and learning will flow from the CPP partner level up through the CPPCO to the BCEP level.

The CPPCO is a crucial link in the delivery chain. The CPPCO will work closely with the BCEP PMT to interpret and apply strategies and processes to CPP, while working closely with CPP partners to

provide capacity development support and help them implement their plans. The CPPCO will filter, aggregate, and analyse CPP partner results and facilitate collective forums to share and crystallise learning, leading to joint actions. Most of the functions related to financial and risk management, DFAT compliance and performance management will be performed by the BCEP PMT enabling the CPPCO to focus on supporting CPP partners.

CPP is a complex and ambitious program working in high-risk operational environment and is rated a high-risk program against DFAT's Risks and Safeguard Tool. The MC will put in place robust risk management processes in the Inception Period in accordance with DFAT policies, including fraud prevention. These processes will provide the DFAT JAS Team with a clear line of sight over the CPP delivery chain and enable the proactive identification and avoidance or mitigation of risks.

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CPP Partners and Stakeholders

CPP Partners		
PNG Church partners		Australian NGO partners
Church	Responsible implementing unit	
1. Anglican Church in PNG	Anglicare PNG	Anglicans in International Development ²
2. Baptist Union	Baptist Union Secretariat	Transform Aid International (TAI)
3. Evangelical Lutheran Church of PNG	CPP Office, Support Services Department	Australian Lutheran World Service (ALWS)
4. Roman Catholic Church in PNG	Catholic Bishops Conference Development Commission with Caritas PNG	Caritas Australia
5. The Salvation Army (TSA) PNG	Development Unit, Department for Programmes	The Salvation Army (TSA) Australia
6. Seventh Day Adventist Church	Adventist Development and Relief Agency (ADRA) PNG	Adventist Development and Relief Agency (ADRA)
7. United Church PNG	Development Unit, United Church PNG	Uniting World
Other partners		
Peak body: Papua New Guinea Council of Churches (PNGCC)	GoPNG: Department for Community Development and Religion	GoA: Department of Foreign Affairs and Trade
Key Stakeholders		
Managing Contractor (MC)—responsible for managing the CPP Coordination Office Various stakeholders—Christian Health Service, National Churches Education Council, Melanesian Institute, GoPNG national ministries, departments and agencies, and provincial and local-level governments.		

² Name recently change from Anglican Board of Missions Australia

Acronym List

ADRA	PNG Adventist Development and Relief Agency
ANGO	Australian non-government organisations
BCEP	Building Community Engagement in Papua New Guinea
CPP	Church Partnership Program
CPPCO	Church Partnership Program Coordination Office
DFAT	Department of Foreign Affairs and Trade
DfCDR	Department for Community Development and Religion
ELCPNG	Evangelical Lutheran Church of Papua New Guinea
GBV	Gender based violence
GEDSI	Gender equality, disability and social inclusion
GET	Gender Equality Theology
GoPNG	Government of Papua New Guinea
MC	Managing contractor
MEL	Monitoring, evaluation and learning
OoR	Office of Religion
CDD	Component Design Document
PGK	Papua New Guinean Kina
PNG	Papua New Guinea
PNGCC	Papua New Guinea Council of Churches
PNGEA	Papua New Guinea Evangelical Alliance
SARV	Sorcery accusation related violence
SDA	Seventh Day Adventists
SLG	Senior Leadership Group
SCs	Standing Committees (for example, in MEL, financial management)
ToC	Theory of change
TSA	The Salvation Army
TWG	Thematic Working Group
UCPNG	Uniting Church Papua New Guinea
USA	United States of America
WASH	Water, sanitation and hygiene

Glossary of key concepts

Concept	Definition applied in this design document
Advocacy	'Influencing the decisions, policies and practices of powerful decision-makers, to address underlying causes of poverty, bring justice and support good development'. (Tearfund CCM toolkit)
Collective Action	When different parties (individuals and/or organisations) work together to solve a specific problem. While the parties will have different interests for working on the problem, each has incentives to influence change. Recent research suggests that effective collective action requires an incentive framework to be put in place whereby all parties demonstrate they are credibly <u>committed</u> to achieving change in advance and <u>act together</u> to achieve the change. ³
CPP Charter Principles	The design is underpinned by the following CPP Principles: locally focused and strength-based; inclusive and protection-based; participatory and respectful collaboration; respectful communication; continuous learning and innovation.
CPP Partners	Refers to the partnership between the PNG Church organisation, it's development unit, and their sister ANGO partner. Others program partners (that is, PNGCC, GoA and GoPNG) are referred to by name.
Gudpela Sindaun	A PNG measure of wellbeing and the common good; it reflects 'a life in balance' – balancing the rights of those who have been before, those who are here now and those who are yet to come. Key to localisation of CPP, Gudpela Sindaun is the platform to support CPP leadership, decision making and local solutions, enabling transition from a Western model of wellbeing (Wealth) to a PNG model of wellbeing (Abundant Life) in which family and community are central'. ⁴
GEDSI Mainstreaming	Integrating gender equality, disability and social inclusion (GEDSI) more effectively in all activities, regardless of the sector or focus. ⁵
GEDSI Targeted	In addition to mainstreaming, CPP partners implement targeted GEDSI activities and investments such as: safe houses, referral pathways, partnerships with disabled people's organisations, women's organisations, GBV and SARV response programs.
Localisation	As an evolving field of practice in both development and humanitarian action, there is no single definition of localisation. At DFAT, localisation in development is understood as a 'method to drive more effective development outcomes by improving the agency of affected people and local actors (including partner governments) so that development action is locally informed, locally led and meets the needs of local people.' ⁶ Most importantly, good localisation is driven by an intention to localise.
Policy	Defined broadly as specific actions based on a set of decisions. Many people equate policy with legislation, but it also includes non-legislative decisions and actions such as setting and implementing standards, allocating resources between organisations, changing the levels of subsidies or taxes, or consulting specific groups in the policy-making process. This document includes within this definition of policy action, local activities to facilitate the community to take collective action with government to solve local problems and develop social accountability projects.

³ Adapted from Abt, November 2021, The Logic of Collective Action.

⁴ CPP Charter, July 2021

⁵ DFAT Gender Equality and Women's Empowerment Strategy 2016-2020

⁶ Localisation Note: DFAT's Approach to Localisation (2021)

Concept	Definition applied in this design document
Policy influence	The ‘goal to be achieved’, or evidence that an intervention has influenced decisions and/or actions (often the intervention involves networking and the generation of evidence).
Policy engagement	The ‘means of achieving the goal of policy influence’. Better engagement may lead to greater influence, although the opposite can be case, that is, greater influence may lead to improved engagement. The relationship between these two concepts will shaped by the policy context. ⁷ Approaches to policy engagement are often defined as falling across spectrum from collaborative to confrontational. Based on international experience, and in alignment with the BCEP design, this paper argues that collaborative approaches are the most constructive and effective in the PNG context.
PNG Church partner	Refers to the PNG Church organisation including its development unit
Social accountability	A process in which informed citizens hold governments to account for delivering quality public services and resources. Social accountability refers specifically to the relationship between those who manage and provide public services and citizens who use these services. Social accountability is different from ‘higher level’ accountability relationships that focus on national level policy making or election cycles. Social accountability is locally experienced: it is a relationship that is most relevant to the daily life of citizens at the community level who are concerned with getting access to local government officials, monitoring local budget spending, and discussing the quality of services. Those supporting social accountability believe that when citizens engage with service providers, for example through participating in planning local services, attending public meetings to improve quality or involvement in oversight bodies, their views are more likely to be heard and to influence government policy and practice leading to better quality services. ⁸
Social Norms	Social norms are rules of conduct or models of behaviour expected by a society or social group. These are rooted in customs, traditions and value systems that develop and change over time. Social norms do not necessarily uphold ethical, fair or inclusive values or behaviour. Gender norms are a sub-set of social norms and define the expected roles of men and women. Hurtful and exclusionary norms are those which disadvantage women and vulnerable groups such as people with disabilities or those that are accused of sorcery in PNG.
Twin-track approach to GEDSI	Including both GEDSI mainstreaming across all activities and targeted GEDSI activities. This is considered good practice and is aligned with the DFAT Gender Equality and Women’s Empowerment Strategy (2016-2020) and Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia’s aid program.

⁷ Adapted from ODI, 2014, ROMA: A guide to policy engagement and influence.

⁸ From ITAD, ‘What works for Social Accountability?’, Findings from DFID’s Macro Evaluation, Policy Briefing, June 2017. Critics of social accountability however point to an ‘accountability trap’ in which the contribution to improved services remains localised and short-lived if social accountability initiatives are not part of a more strategic intervention in policy making

1. Introduction

The Church Partnerships Program (CPP) is one of Australia's most important and long-standing development initiatives in Papua New Guinea (PNG). The CPP brings together partner organisations from:

- a) PNG's seven mainline churches with their sister Australian churches Non-Governmental Organisations (ANGOs) (see Table 1, p. iii)
- b) the PNG Council of Churches,
- c) the Department for Community Development and Religion (DfCDR), Office of Religion (OoR), Government of PNG, and
- d) the Department for Foreign Affairs and Trade (DFAT), Australian High Commission to PNG.

The first phase of CPP commenced in 2004 and the program, now in its third phase, is due for completion in mid-2022. All partners have committed to a fourth phase that is to be delivered as a central component of the new Australia-PNG development initiative, the Building Community Engagement in Papua New Guinea (BCEP) Program. This document presents the design for CPP's fourth phase to be implemented over 7.5 years from mid-2022 to end-2029. The remainder of this section outlines the strategic rationale for the fourth phase of CPP, the BCEP program's objectives, the design methodology and the structure for the rest of this component design document (CDD).

1.1 CPP's Strategic rationale

The CPP forms a key part of the PNG-Australia Comprehensive Strategic and Economic Partnership (2020), which defines how the two countries work together to build country-to-country linkages, and support PNG's growth, stability, and security. The agreement recognises 'the role of religious institutions, including churches, in strengthening communities and delivering vital services in PNG, and commits to building links between religious institutions in each country'.⁹ In an Indo-Pacific context characterised by growing tensions and geo-strategic uncertainties, the established links between sister churches in both countries strengthens the bilateral relationship.

The BCEP Program is designed to complement Australia's other development investments in PNG and promote DFAT policies, while working alongside the Government of PNG. The CPP will engage closely with DfCDR, and Office of Religion (OoR) to build synergies with government service delivery and policy-making processes.

From the start of the first phase, the rationale for CPP has been to strengthen the role that PNG's seven mainline churches play in the development of Papua New Guinea's communities and the delivery of vital services. Given that these churches constitute 71% of PNG's Christian population,¹⁰ CPP has significant potential for impact at scale. Over three phases, the Program has worked continuously with the same seven partners to strengthen how they work collectively, as well as through their own church organisations, to increase impact. While past phases have recognised churches potential influence on government policy, this potential is yet to be realised. The integration of CPP into DFAT's BCEP provides the framework for actively supporting partners to realise this policy advocacy potential in the next phase.

⁹ <https://www.dfat.gov.au/geo/papua-new-guinea/papua-new-guinea-australia-comprehensive-strategic-and-economic-partnership>

¹⁰ According to the last national census in 2011

1.2 BCEP's Objectives and approach

The BCEP program is designed to provide the high-level framework for CPP and other complementary governance interventions. The BCEP goal is: 'to strengthen citizen-government engagement for improved service delivery and provision of public goods.'¹¹ Currently, the interests of many PNG citizens are not well represented in PNG's policymaking and implementation processes, nor do PNG citizens meaningfully participate in these processes. As a result, PNG's development policies are not meeting the needs of many its citizens, especially women, people with disabilities and other vulnerable groups. The root cause of this problem is the weak interaction between the PNG government and its citizens.

To promote this goal, the BCEP program brings together a diverse group of state and non-state actors, representing different parts of PNG's civil society (see box 1), to influence citizen-government engagement to become more constructive (end outcome 1) and inclusive (end outcome 2). As churches are so highly respected and influential with PNG communities and the state, they can make an immense contribution to these outcomes, particularly if they work in concert with each other and the BCEP's broader partners.

For more constructive citizen-government engagement, BCEP's first end of program outcome is that 'Selected State and Non-State actors collaborate effectively to tackle targeted development problems.' BCEP will support initiatives that promote collaboration between state and non-state actors (including churches) to solve practical development problems from which all parties stand to benefit. Examples include making local service delivery more responsive to community needs and influencing government resource allocations to better reflect community priorities.

To make citizen-government engagement more inclusive, BCEP's second end of program outcome is that 'targeted PNG decision-makers explicitly integrate gender equality and inclusive social norms into efforts to tackle targeted development problems.' The routine exclusion of some social groups from PNG's public decision-making processes, particularly women, people with disabilities and other vulnerable groups, results in decisions that disregard or discriminate against the needs and interests of these groups. Deeply entrenched and discriminatory socio-cultural norms and traditions are the root cause of this problem. BCEP will support leaders that challenge these discriminatory social norms and positively promote gender equality and social inclusion.

Box 1: BCEP Components

The BCEP Program will be delivered through the following five components:

1. **PNG Coalitions for Change:** works with PNG CSOs to build coalitions of influential actors, including the media and the churches, to achieve change on specific issues of national or subnational significance.
2. **Media Partnerships:** works with PNG media to strengthen their capacity to act as a watchdog over government and give voice to citizens. This component will also assist other program partners, including churches, to better engage the media to achieve their goals.
3. **Social Accountability partnerships:** supports INGOs/PNG CSOs to develop and implement social accountability projects to achieve improvements in service delivery (experience and learning from this component will be shared with CPP partners)
4. **Church Partnerships:** as described in this design document.
5. **GoPNG Partnerships:** works with selected GoPNG departments interested in improving their transparency and citizen engagement: the Department of National Planning and Monitoring (DNPM); the Department of Community Development and Religion (DfCDR); and the Department for Implementation and Rural Development (DIRD). Specific support is to be designed in the BCEP inception phase.

¹¹ Section D.2, DFAT, 2021, BCEP Investment Design Document

1.3 Design methodology

This Component Design Document (CDD) has been developed through a collaborative, consensus-based approach with CPP partners and representatives of the Australian and PNG governments. The Australian High Commission in Port Moresby engaged a design team to facilitate the process and produce this CDD¹² (see Annex 4 for list of stakeholders consulted). Drafting instructions included building on the learning and foundations of past phases (including recommendations of the Mid-Term Review for phase three) and integrating the next phase into the BCEP program (see Annex 5). A mix of international and national development professionals, including PNG CPP representatives,¹³ made up the design team.

The design process took place from August 2021 to April 2022 during the height of the COVID-19 pandemic in Australia and PNG. The international design team members were unable to travel to PNG over this time and face-to-face meetings with partners and other stakeholders in PNG were not possible. While these circumstances created challenges for conducting a collaborative design process, the design team adapted by making extensive use of communications technology (particularly Zoom), drawing on the experience of the PNG professionals in the team, and adopting an iterative design process with time for discussions with partners at each step along the way.

The first step of the design process involved individual consultations with all partners to discuss their learning from past phases and organisational priorities for the next phase. From these and other stakeholder consultations and document reviews, the design team prepared analysis on two key potential areas of CPP focus – policy engagement and advocacy, and GEDSI (see Annex 3). Next, the design team facilitated three online workshops with all church partners on central elements of the CDD.¹⁴ To help focus workshop discussion, the design team prepared papers to frame the issues under consideration and shared these in advance. The full draft CDD was provided to all partners and presented to Church leaders for feedback and endorsement.

1.4 Document Structure

The next section of this CDD provides important background information on churches in the PNG context (section 2). Section 3 presents key lessons from past phases of CPP and the implications for the next phase. The Program's high-level outcomes and logic, with the delivery approach, are explained in section 4. This is followed by the management and governance arrangements (section 5) monitoring, evaluation and learning processes (MEL) (section 6), high-level budget (section 7) and key risk and safeguard management arrangements (section 8). Supporting documents are provided in the Annexure (including a draft monitoring and evaluation (MEL) framework with indicators at Annex 1).

¹² The Justice, Accountability and Subnational Team of the Department for Foreign Affairs and Trade (DFAT) at the Australia High Commission (AHC) in Port Moresby commissioned a design team through the Quality Technical and Assurance Group managed by OPM Australia.

¹³ The CPP provided an experienced manager from one of the partners as a core member of the design team and a senior leader from the PNGCC to provide quality review and strategic advice.

¹⁴ The topics were: CPP's outcomes and theory of change; aligning partner priorities with CPP outcomes; and implementation arrangements

2. Context and background

The CPP's PNG church partners are identified as PNG's 'mainline' churches,¹⁵ but each has very different cultural, theological, and organisational histories. This section analyses the context of church-state relations in PNG to understand how CPP can support partners to better engage with and influence government policy and contribute to the BCEP goal of '*strengthened citizen-government engagement for improved service delivery and provision of public goods*'.¹⁶ The section summarises some of the key institutional structures and incentives that shape CPP church partners different relations to the PNG state and their interest in engaging on policy issues.

2.1 Churches in the PNG Context

The current relationship between churches, the state and the community originate in the missionary period. The missionary period was characterised by increasing competition between faiths to evangelise the population. This competition reinforced the multiple other social and cultural divides already existing between PNG's numerous language and kinship groupings.¹⁷ The period helps explain the hundreds of denominations and faiths that are estimated to be operation in PNG today,¹⁸ and their presence in many remote and rural areas where the government has little reach.¹⁹

Growth from the missionary period

Four CPP partners were a part of PNG's first missionary wave, the Catholic, Lutheran, Anglican, and Uniting Churches. These churches arrived in the mid-19th century before the start of European colonisation in 1884. As PNG decolonised over the latter part of 20th century, these churches increasingly worked together. For example, they set up the Christian media company, Word Publishing Company Ltd (which produces PNG's only Tok Pisin newspaper) and the Christian policy think-tank, the Melanesian Institute (based in Goroka). The other three CPP partners arrived in the early-to-mid 20th century (SDA, Baptist, and TSA) when there was an explosion of different Christian denominations and faiths entered the country.

CPP partners are based in different parts of the country, with greatly varying numbers of followers, reflecting their missionary histories. The Catholic Church has the largest following (26%) and the Baptist and TSA, the smallest (at 0.4% each). Most partners have limited geographic coverage, and mainly work in the places where missionary work was conducted. However, the Catholic Church has the broadest national coverage followed by the Lutheran Church, which has the second largest following (18.4% of Christians in 2011).²⁰ Both denominations are found throughout the country. Establishing a strong presence in the highlands, the SDA are now the third largest and are also found in most towns. Except for the SDA church (whose followers has increased from 10% to 13% of PNG's Christians), the number of people identifying with mainline Churches is either stable or declining slightly in relative terms.

¹⁵ The use of the 'mainline' term in PNG differs significantly from its original use in the USA where it refers to the traditional, established 'protestant denominations of the USA in contrast with evangelical, fundamentalist, and charismatic Protestant denominations' (from: https://en.wikipedia.org/wiki/Mainline_Protestant)

¹⁶ Section D.2, DFAT, 2021, BCEP Investment Design Document

¹⁷ Gibbs, Phillip 2005, SSGM Working Paper 2005/1, Political Discourse and Religious Narratives of Church and State in Papua New Guinea

¹⁸ Gibbs, 2005 ibid

¹⁹ See, p 13-14, Denoon, D. 2005

²⁰ The Lutheran Church is not in the Autonomous Region of Bougainville.

Importance of service delivery

Since the missionary period, the provision of health and education services has been an important part of churches relationships and reputations with their communities. Today the government provides the great majority of the churches' funding for these services and requires churches to meet government policies and regulations. However, within a mixed church-state service provision system, churches have built a reputation for better service delivery. In each of these sectors, government funding arrangements and church delivery responsibilities differ, bringing different challenges for churches engagement with the government, particularly at the national level.

Key issues include:

- Unreliability of government funding for church health services over the last 10 years, compromising service delivery
- Government control over the employment of teachers, including those allocated to church schools, compromising church's ability to manage poor teachers and maintain quality services.

²¹

In adversely affecting church service delivery, these issues have the potential to damage churches relationships and reputations with their communities.

While both sectors have established mechanisms for church-government engagement, they mainly function to facilitate the flow of information and/or funding from the government down to the churches and are otherwise focussed on the two issues above. The opportunity for churches to contribute to better policy by bringing their grassroots implementation experience to the policy table is not being maximised through these structures. To shift the way in which these engagement mechanism's function would likely require bringing along many stakeholders beyond those directly involved in CPP.

The health sector has two key engagement bodies, the Catholic Church Health Service (CCHS) and the Christian Health Service (CHS), consisting of 27 churches, including the other six CPP partners. The education sector has a single engagement body, the National Churches Education Council (NCEC), which represents 10 churches, including all seven CPP partners. While there are fewer stakeholders in education, the NCEC arguably has less ability to coordinate churches compared with the CHS. The latter acts as the government's financial agent for church health services, receiving government funding and disbursing to churches, but NCEC has no such role with government disbursing funds to each individual church directly.

Church coordination and engagement with government

Churches recognised the importance of organising and coordinating with each other to engage the PNG government more effectively. In the 1960s church membership, 'peak bodies' were set-up. The PNG state recognises two such bodies which remain in operation today: the PNG Council of Churches (PNGCC) and the Evangelical Alliance of PNG (PNGEA).

The ecumenical PNGCC has seven members, including six CPP partners—Anglican Church in PNG, Baptist Union, Evangelical Lutheran Church of PNG, Roman Catholic Church in PNG, The Salvation Army PNG, Uniting Church PNG²²—and accounts for 58% of the Christian population (2011 census). The PNGCC also seeks to coordinate with the other peak body, the PNGEA. The PNGEA consists of

²¹ Unlike the health sector, where church health workers are directly employed by the church service provider, in education, the government employs all teachers including those working in church schools.

²² The Gutnius Lutheran Church of PNG is only member of PNGCC that is not a CPP partner

numerous, mainly small, evangelical churches, accounting for 6% of PNG's Christians in the 2011 census. Their membership includes two CPP partners—Baptist and Salvation Army (they are in both peak bodies).

Many mainly Pentecostal faiths did not join either body. There is a widespread perception that Pentecostal faiths are rapidly growing in followers at the expense of other denominations but the evidence for this is not clear.

The Seventh Day Adventist (SDA) Church, the remaining CPP Church partner, has also not formally joined either peak body. However, they regularly participate in PNGCC meetings as an observer, and often lend support to PNGCC's advocacy and community education initiatives. The SDA Church's theological position on ecumenism prevents them from full membership of the PNGCC.

Summary

Despite different cultural, theological, and organisational histories, the seven CPP partners have developed norms and processes for collaboration and shared learning over successive phases of the Program. They have developed joint theologically based approaches to development (2014) and gender equality (2015); and, in the current CPP Charter, re-affirmed their common purpose for working together:

To achieve holistic, inclusive, and sustainable development, leading to *Gutpela Sindaun*—increased prosperity and well-being for individuals and communities.²³

However, the continuation of such a level of collaboration cannot be assumed—rather it must be carefully nurtured and guarded through an understanding of the issues on which unity is possible and those where interests are less common.

2.2 Churches policy engagement potential

Under the current CPP Charter, partners have agreed to 'strengthen their engagement, and advocacy with PNG government at all levels'.²⁴ The BCEP design recognizes churches' significant potential to contribute to PNG policy, given their influence and credibility with the PNG state and society and their experience in delivering services, particularly to remote, rural communities. However, policy engagement is a relatively new area for most CPP partners, in which they lack understanding, capacity and confidence. Moreover, churches' different cultural, theological, and organisational structures and histories limit the potential issues for collective advocacy, particularly at the national level.²⁵

CPP partners' different church structures and cultures shape how they can engage with government, and the policy issues on which they can do so. A key issue is the degree to which partners' development units—who lead churches work with CPP—are integrated into, and can coordinate with, other units in their church structures. This integration varies significantly and is likely to affect the ability of partners to engage on core church service delivery areas, such as health and education.²⁶ CPP partners will be better placed to engage on policy issues within the mandates of their development units, such as community development/social services, disaster relief/humanitarian response, gender equality (combatting violence against women and children) and the inclusion of disadvantaged people, particularly those with disabilities.

²³ P. 11. July, 2021, CPP Charter

²⁴ P. 10 July 2021, Church Partnership Program Partnership Charter

²⁵ Gibbs, 2005, *ibid*

²⁶ Note, the ELCPNG is the only CPP partner not to situate their CPP office within the church's development unit. To maximize integration, in the current ELCPNG structure, the CPP office is situated in the Support Services Department while development services (together with health services and education services) are in the Social Services Department.

Local policy engagement and problem solving

CPP partners are well positioned to engage on policy issues at the local level. There are two main opportunities for churches:

- to act as trusted intermediaries between communities and subnational governments (provincial/district/local level) to solve local development problems and policies issues. Some partners have relevant experience on which to draw. For example, under CPP, seven churches came together in Simbu Province to work with government and support community leaders in the Guna-Goreku tribe to address long-standing problems of tribal fighting, domestic violence, and sorcery-accusation related violence. These leaders supported the community to join a new entity, the Guna-Goreku Hauslain Association, and facilitated collective action to address the source of these problems, unequal power relations between men and women. Given their credibility and trust with the community, the churches were ideally placed to facilitate and drew on tools developed under CPP, the Gender Equality Strategy, as a theological basis to guide actions.²⁷
- to engage with communities to directly solve problems in relation to their own delivery of services. While churches' roles as agents of government service delivery may limit the interest of some churches for such problem-solving, protecting and promoting their reputation for good service delivery creates a stronger incentive to act. However, churches need to develop the organisational culture and confidence to raise and address problems in a constructive way.

One of the main challenges for such local problem solving is how to constructively align PNG's underlying, 'informal' cultural systems developed over centuries, with PNG's 'formal' systems (e.g. state structures).²⁸ However, various successful models have been developed and applied in PNG, from which CPP partners can learn. These include social accountability tools applied by INGOs in PNG, some of whom will be BCEP partners (under component 3), and the example of Oil Search Foundation's recent support to the Hela Health Clinic. The Oil Search Foundation developed a framework for constructive engagement with the community and the state based on the following three interlinked Tok Pisin concepts:

- **Wokbung:** working in partnership/union. Unions are endorsed/legitimised through *kastom wok*, that is customary practices or ceremonies.
- **Luksave:** the act of acknowledging, listening, perhaps repaying a favour and, always paying due respect to someone or some group
- **Hanmak:** the degree to which you are accepted into a group based on having delivered something tangible (that is, left a mark).

The application of this framework is illustrated in box 2.

Box 2: Case Study: Oil Search Foundation's culturally respectful partnership approach with Hela Health Clinic

Faced with losing their health service provider (Médecins San Frontières) and with few prospects of finding a replacement, the government approached Oil Search Foundation (OSF). The OSF agreed to provide support, entering a partnership with government and the community to deliver health services to the Hela Clinic. The partnership was formally launched at a ceremony in Hela attended by GoPNG Secretaries and community leaders as well as the Oil Search CEO. The presence at the event of such senior leaders, especially the CEO—who

²⁷ Governance Partnership, 2019, Guna – Goreku Stretim Hauslain Association Enabling change from within: A case study of local solutions for social change

²⁸ This section is based on Martin Brash's analysis developed for the Oil Search Foundation for how to build effective partnerships by addressing the dynamics of PNG's socio-cultural context.

was described by the community as ‘... bringing himself to the eyes of the Hela people...’—represents an appropriate act of *luksave*. The preparation for, and way the event was conducted—involving pledges of support, agreement signings and official openings—was a case of *gutpela luksave na gutpela kastom wok long strongim wokbung*.

From the launch, OSF established a long term set of reciprocal obligations and expectations with its partners. This required OSF to live up to its commitments but also meant they could call on government and other partners to make inputs when required to drive the hospital agenda forward. In this regard, the formal system and the cultural system were aligned; relationships are key in both systems and involve negotiating obligations and making sure partners are happy are common in both. Through its track record in providing the resources for Hela, the OSF partnership has successfully built community support for the hospital and strengthened the respect levels that the community have for the partners. This is a clear demonstration of *hanmak*.

National policy engagement and problem solving

Church partners’ engagement on policy issues at the national level is more challenging, particularly on service delivery issues. Given current tensions between church and government over health and education service delivery (see 2.1), some CPP partners may perceive a risk of adding further pressure to their relationship current relationship with government. A focus on national government policy questions could also distract from where problems could be solved by more effective community-church engagement at the local level. Lastly, churches’ role as government service providers could compromise churches’ credibility to act as trusted intermediaries between government and community.

Despite these challenges, the context of PNG church-state relations presents at least three inter-linked avenues for pursuing national-level policy engagement:

1. **PNGCC:** collective and policy engagement by CPP partners quietly through the PNGCC reduces many of the risks from partners engaging individually. Several partners indicated this was their preferred approach for national policy engagement. This is precisely the role for which PNGCC was set up by the mainline churches in the 1960s. The PNGCC was inactive for many years but has been revived under its current leadership. In the last phase, CPP, along with other donors such as Bread for the World, began developing the organisation’s very limited capacity. The PNGCC will continue to work with the Seventh Day Adventist Church (the only mainline church that is not a formal member of the body) on policy issues where all mainline Churches share concerns. The PNGCC’s recent role in tackling COVID-19 misinformation highlights the proactive public policy role the body can play, working in concert with government.
2. **Evidence generation:** individual or collective church engagement with government based on evidence for the:
 - government scale-up of partners’ local development activities proven to be effective.
 - development and/or revision of government policy based on partners’ frontline service delivery experience.

The first opportunity builds on and seeks to maximize the impact and sustainability of CPP partners’ existing work. The second opportunity will build on collective learning about service delivery problems generated through CPP partners’ experience.

3. **Multi-stakeholder coalitions for change:** Individual or collective CPP partner participation in broad coalitions for influencing change on selected government policies. This is potentially the most complex of the three policy engagement approaches as multiple stakeholders need to

agree on an issue and advocacy approach. However, churches already have experience of working in coalitions to build on. For example, in their participation in the ‘Community Against Corruption Coalition’ (CACC) working alongside civil society (Transparency International), the private sector and media; and in the current coalition of ten church denominations supporting the government’s action plan to address sorcery-related violence.

3. Lessons learned

This section summarises relevant key learning from past phases and the implications for improving CPP’s performance in the next phase. This section covers the effectiveness of partner programs for achieving inclusive development; opportunities and learning for partners to increase their engagement on policy issues and adopt social accountability approaches; learning from GEDSI work; and lessons on how to better strengthen PNG church partners’ organisational capacity for localisation and sustainability.

3.1 Development effectiveness

The mid-term review of the current phase (2019) found that CPP’s effectiveness was being hindered by the lack of a clear program logic showing how partners’ individual and collective work would come together to achieve overall program-level outcomes, so that the ‘whole is greater than the sum of its parts.’ While the CPP Charter articulates a very high-level vision for the program, neither this or other documents (for example, the design document) provided a clear and realistic strategic framing. Without this framing:

- much of the focus in the current phase has been at the input and activity level—reinforced by an annual activity planning and reporting process where only loose links were made to very general outcomes at the program level as defined in the CDD.
- while promoting partner collaboration was an important part of CPP, the Program’s focus was on specific development programs with their local communities. This was also the main channel through which CPP’s shared approaches were implemented.
- establishing functioning MEL systems at program and partner levels has been difficult (without clearly defined outcomes and a program logic against which to measure progress).
- governance and management bodies have tended to focus on the administration and operation of the program rather than its strategic direction.

The learning for the next phase is to create a sharper and more realistic strategic framing for the program while still providing partners with space to respond to the urgent needs of their local communities and leaders. This can be achieved by:

- **CPP program logic:** developing a CPP strategic framing or program logic where each partner can see where their own individual work fits. The program logic in section 5 was developed through a series of zoom workshops with partners. One workshop showed that most partners have overlapping priorities in terms of thematic/sectoral areas.
- **CPP partner plans:** supporting partners to take a more outcomes-oriented focus that supports their organisational sustainability by linking funding to three-year CPP partner plans with clearly defined high-level results related to the CPP program logic. These plans could be based on partner’s work in thematic/sectoral areas where they have a comparative advantage. Many partners already have organisational strategies that could be used for this purpose, although CPP would only fund the components of those strategies that align with the program logic. Other partners will need assistance to write their own program plans in the Inception period.

- **Behaviour change:** for many partners, an increased focus on outcomes means a greater focus on educating the community and influencing their behaviours and attitudes. For example, this could be behaviours related to COVID-19, WASH or adult literacy (aligned to partners' thematic focus areas), and attitudes and behaviours related to gender equality and people with disabilities. In the next phase, CPP partners will have the opportunity to work with BCEP's media partners to learn how the media can be engaged to increase their behaviour change objectives.
- **MEL:** developing separate but linked MEL frameworks at program and partner level so that results at one level can be easily filtered and aggregated to the next level. The MEL framework should provide the basis for partner-level and program-level reporting. The CPP Coordination Office (CPPCO) needs to be resourced with significant in-house expertise to build partners MEL capacity.
- **Learning:** could be made more strategic strengthened by integrating learning objectives into the program logic and based on emerging partner thematic priorities, as well as GEDSI, MEL, financial management and social accountability.

In the next phase, there is an opportunity to increase impact by building on CPP's foundations for coordination while leveraging the potential of partners' community engagement and development activities to be used for the generation of evidence for policy influencing.

3.2 Policy engagement and social accountability

While the CPP design document for the current phase recognised church partners significant potential to contribute to PNG policy, the Program did not actively support partners to do so, and little policy engagement took place. To increase engagement on policy issues in the next phase, CPP partners will require significant capacity development support tailored to their specific organisational needs. CPP partners should also have flexibility to engage on policy issues as appropriate to their organisational confidence and comfort. Some CPP partners have very limited policy engagement experience and have not seen this as part of their role in the past.

Given CPP's limited experience supporting policy engagement, this CDD draws lessons from international experience, as documented in the BCEP Design Document (section C) for how to support policy engagement in the next phase. The CPP design takes a broad definition of policy engagement and influencing as both:

- efforts to change government legislation, standards, and the design and implementation of policy, using evidence, as well as
- local actions, like the community working together with government or other public authorities (for example, churches) to solve local problems.

CPP can support partners to influence both types of policy engagement. However, international evidence from similar contexts to PNG shows that focusing on local problem-solving to begin with can build the capacity and confidence for engaging in the development of national laws and policies later. The key learning for engaging at these different levels relevant to CPP is summarised below.

Social accountability processes: local problem solving

Social accountability processes can be effective in solving local problems, such as basic service delivery when they promote collaboration between the community and public authorities. Though often defined as 'informed citizens holding governments to account for delivery of public services', in practice, constructive, non-confrontational engagement focussed on problem-solving has been shown to be the most effective approach to social accountability and is the approach proposed for adoption

by CPP partners in PNG. The concept is that when citizens engage with service providers, for example through participating in planning local services, their views are more likely to be heard and to influence government actions leading to better quality services.²⁹ While relatively few social accountability projects have been implemented in PNG, BCEP includes the main INGOs that have current, successful experience (under component 3).

Effective social accountability initiatives require skilled and trusted intermediaries to broker constructive engagement with communities and government. As outlined in section 2.2, churches are trusted by communities but need to develop social accountability skills to effectively broker constructive engagement, whether to solve problems with government or their own church delivery of services.

CPP partners' work with the faith-based INGO Tearfund at the end of the current phase, offers a way to develop these social accountability skills. Tearfund is internationally recognised for their work in helping churches adapt and adopt social accountability approaches. Their approach starts with a focus on internal organisational change. Tearfund builds churches' understanding of concepts such as social accountability and policy engagement, to embed these within each church's unique organisational culture. To achieve this, churches develop their own scriptural/theological understanding of the place of accountability in their church mission. They also identify appropriate terms for explaining concepts like 'accountability', 'civic engagement' and 'advocacy' in local languages and the terminology of their church.

National policy engagement

Partners will require ongoing support over the long-term to develop confidence to engage at the national level to influence policy. However, the three opportunities for promoting policy engagement identified in section 2.2 can be leveraged as follows:

1. **PNGCC:** CPP could develop PNGCC's organisational capacity to develop and implement a strategic plan to meet its members' priorities (see section 3.4). At the same time, the PNGCC could be supported to become an effective platform for church partners to collaborate and learn about social accountability and how evidence generated at this level could be applied to national issues.
2. **Evidence generation:** PNGCC and Partners will require support to generate and analyse evidence, develop policy influencing strategies, and design future activities with a view to evaluating their potential for scaling up and/or informing policy (through both government and church structures). CPP could engage PNG policy think-tanks, including the Melanesian Research Institute to conduct research and analysis.
3. **Multi-stakeholder coalitions for change:** while there may be few issues on which all seven partners would like to advocate for change, the BCEP Program (under component 1) can facilitate selected CPP partners to participate in coalitions with diverse organizations from the private sector, civil society and the media.

3.3 Gender, disability, and social inclusion

Since inception, CPP has demonstrated increasing commitment to gender, disability and social inclusion (GEDSI). In the Phase 3 design, GEDSI was both mainstreamed and included at the outcome

²⁹ From ITAD, 'What works for Social Accountability?', Findings from DFID's Macro Evaluation, Policy Briefing, June 2017. Critics of social accountability however point to an 'accountability trap' in which the contribution to improved services remains localised and short-lived if social accountability initiatives are not part of a more strategic intervention in policy making

and goal level, which raised the profile of GEDSI within the program. The following is a summary of GEDSI achievements in CPP3:³⁰

- The launch of the Gender Equality Theology (GET), endorsed by all partners
- Four churches (SDA, Baptist Union PNG, UCPNG and the Catholic Church) have used GET within their theological colleges or church leader training
- Increased work and focus on gender-based violence (GBV) with the development of new safe houses (Catholic Church, SDA and UPNG); emerging referral pathways; GBV response in health (UCPNG); GBV and protection in Disaster Risk Response (Catholic)
- Gender equality and male advocate training at the community level (Anglican and Catholic)
- GEDSI audit (SDA)
- Gender mainstreaming in adult literacy (Anglican Church)
- Focal points in gender (UCPNG) and disability inclusion (Lutheran)
- Uniting Church focus on increasing women’s leadership
- Formalisation of the gender working group including all CPP partners
- Improvements in sex-disaggregated data collection (all partners)

The mid-term review indicated that the GET could be the basis of community mobilisation to improve gender equality, address GBV prevention and challenge gender norms. The GET is aligned to good GEDSI practice as it promotes gender equality and social inclusion, and a rights-based approach. It utilises the language of faith-based organisations to promote gender equality and social and disability inclusion. It also has an empowerment focus for women and people with disabilities and an understanding that gender roles and norms can change. As the GET refers to people with disabilities as ‘deemed unclean’ (conveying a cultural attitude observed in biblical times) CPP will attempt to sensitively counter this narrative so as not to reinforce stigmatisation of people with disabilities. The GET as it stands has not been adapted to community gender equality programs and lacks materials for delivery or monitoring.

Several partners also provided gender equality training and mainstreaming of GEDSI throughout their activities. Within the MEL Framework, GEDSI was integrated into indicators, key evaluation questions, and improvements in the collection of sex-disaggregated data. However, there were gaps in the MEL system and indicators focused mainly on numbers of training participants, with no measurement of what is learned at community level gender training. It also lacked a measure of changes in attitudes of new church leaders resulting from GET training, in other words outcomes. Disability inclusion was also identified by CPP partners as an area to improve.

The learning for the next phase is to implement a twin-track approach where partners focus on GEDSI specific activities and improved GEDSI mainstreaming, aligned to DFAT gender and disability strategies.³¹ Priorities identified by partners for GEDSI-focused priorities include: GBV and sorcery accusation related violence (SARV), and inclusion of women and people with disabilities in community decision-making processes. This approach requires a fit-for-purpose MEL system that measures changes in knowledge and attitudes and collects sex and disability disaggregated data. The implications for the next phase are to provide additional resources, including specialist gender/GBV and MEL expertise to support partners to monitor these outcomes along with specific disability inclusion support.

To assist data collection and reporting, GEDSI could be improved in CPP4 through the development of a program wide GEDSI action plan (Draft GEDSI Action Plan in Annex 3) and linked partner GEDSI action plans, which detail partners plans for both mainstreaming and GEDSI specific activities. Implementation of these plans should be monitored on an annual basis.

³⁰ There are many other achievements at the project level. This list is a summary of high-level achievements.

³¹ DFAT Gender Equality and Women’s Empowerment Strategy (2016-2020) and D

3.4 Partner organisational capacity development

Empowering and enhancing PNG church leadership is core to CPP's localisation agenda, as defined in the CPP Charter. A specific aspect of localisation concerns transferring responsibilities to manage grant agreements from ANGO to PNG churches. Under the phase 3 design, CPP was expected to make significant progress toward localisation through targeted partner organisational capacity development, resulting in grants primarily managed by PNG Church partners, rather than ANGOs. However, progress over phase 3 has been slow and no PNG partners will have moved to lead grant agreements by the end of this phase.

The recommendation from the Mid-term Review is that:

'CPP should transition to a model whereby Abt PNG channels funds directly to those PNG partners who desire a change should be set in motion on an opt-in basis, considering the aspects outlined in the review. A structured three-year transition plan should be agreed, based on thorough organisational capacity assessments and risk assessments and incorporating measures to strengthen alternative partnership modalities between PNG Church and ANGO partners.'³²

Lessons from phase 3³³ include:

- PNG church partners require more responsive, targeted, and hands-on, in-country capacity development support focussed on the organisation rather than individuals. Common areas of organisational weakness are in GEDSI, MEL and strategic financial management
- Need for clarity on responsibility for providing capacity development support in a single central entity. In the last phase, responsibility was unclear as it was spread across the CPPCO, the Governance Partnership (Abt) Management Office and ANGO partners.
- Each partner should be able to pursue localisation objectives on an 'opt-in basis.' Some CPP partners need assistance to determine their readiness to move toward localisation, and others have complex organisational governance structures that do not easily facilitate localisation. ANGOS will still have an important role in capacity development, but this role will be different for each ANGO/CPP partner.
- Organisational assessment should be undertaken jointly with each CPP partner at the start to determine the capacity development support to be provided and provide a baseline against which progress can be assessed on a regular basis.
- Continue thematic working groups as part of the organisational development approach. For example, the Finance Working Group, which has applied a train-the-trainer approach, has been effective.

In addition to the PNG Church partners, the CPP provides organisational capacity support to the PNGCC. In the last phase, CPP, along with other donors such as Bread for the World, began providing some support to develop the organisation's very limited capacity. CPP supported the PNGCC to coordinate the COVID-19 public education campaign. In the next phase, CPP has an opportunity help the PNGCC develop sustainable organisational capacity to better deliver on its mandate and facilitate collective church voice and action. The CPPCO could provide support PNGCC to develop a strategic plan that represents the priorities of its members as well as provide strengthening to internal governance, financial and management organisational processes. The CPP should support PNGCC to present the strategic plan for approval according to the governance processes in its constitution. Further details of the role of PNGCC are included in Section 6.3.

³² PNG QTAG, *Church Partnership Program Mid-term Review*, 29.

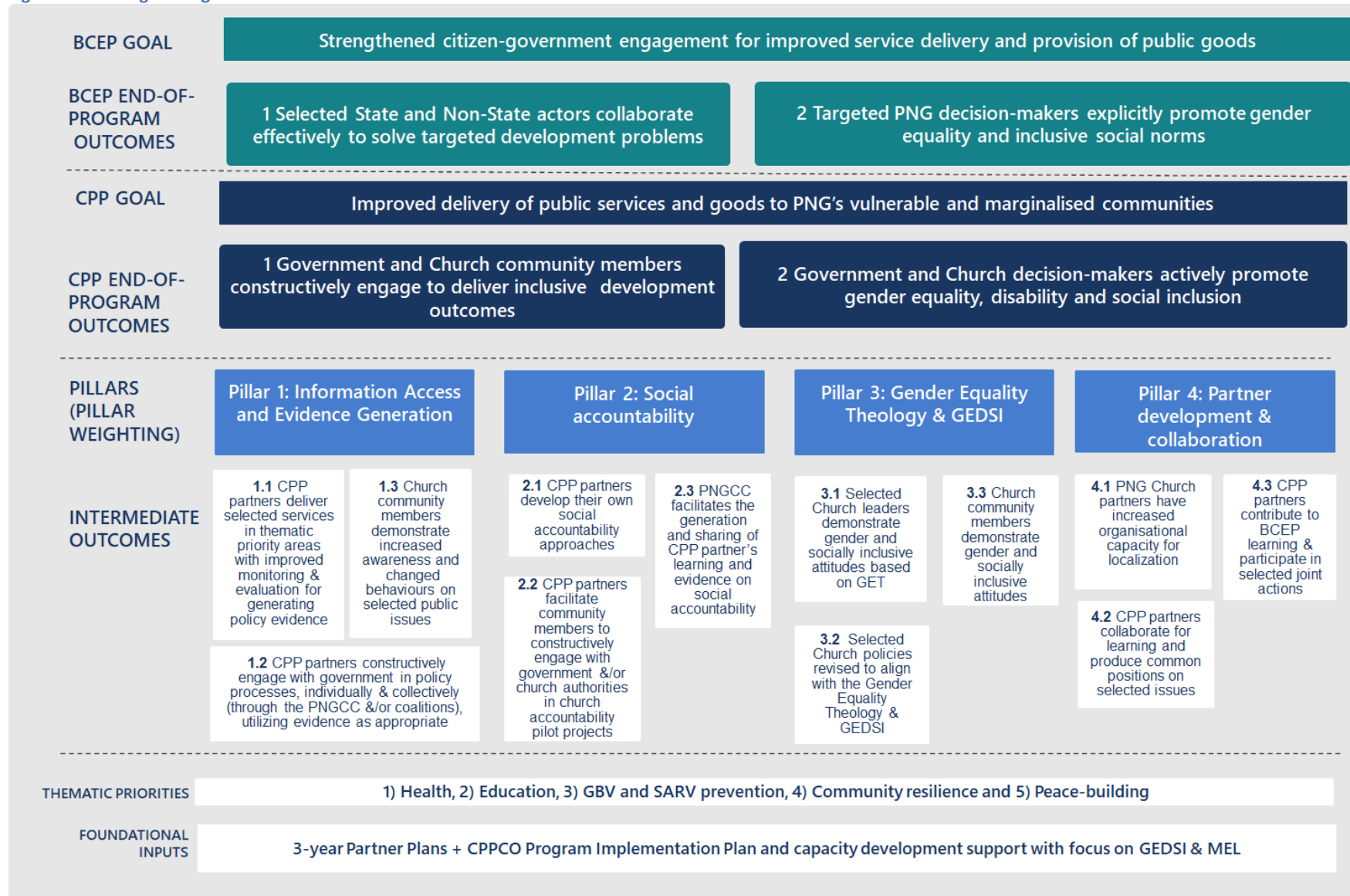
³³ These lessons are drawn from the CPP-3 Mid-Term Review, Abt Associate's: Targeted Study: Localisation within the Church Partnership Program (2021), and design team discussions with stakeholders.

4. Expected outcomes

4.1 Program logic

The CPP program logic is represented in the diagram below and explained in the following section.

Figure 1: CPP Program Logic



4.2 Explanation of logic

CPP's goal and end of program outcomes: alignment with BCEP

The diagram above shows that the CPP program logic integrates into the BCEP program logic through alignment of goal and end of program outcomes. The CPP's end of program outcomes will be delivered through four implementation pillars that will also contribute to BCEP's end of program outcomes.

The long-term BCEP goal is: "to strengthen citizen-government engagement for improved service delivery and provision of public goods." BCEP's central governance issue is the weak interaction between state and non-state actors in the design and implementation of policy. By tackling issues where more and less powerful actors have interests in common, such as practical improvements to how essential services are provided, BCEP aims to directly impact people's lives. Doing so will demonstrate how constructive citizen-government interaction can change how PNG is governed.

The long-term CPP goal is: "to improve delivery of public services and goods to vulnerable and marginalised communities." CPP is also focussed on the same broad issue of strengthening the interaction between public authorities for improving the delivery of public services. However, CPP has expanded the focus beyond state actors to the broader category of "public authorities", which includes state as well as church authorities. Moreover, CPP has a particular focus on making sure services are reaching vulnerable and marginalised communities, with a specific focus on women, people accused of sorcery, people living with disabilities, and people in rural and remote communities.

The CPP goal is achieved through two end of program outcomes like BCEP's end of program outcomes.

CPP contributes to BCEP end outcome 1: "selected state and non-state actors collaborate effectively to tackle targeted development problems" through the CPP end outcome 1 "government and church community members constructively engage to deliver inclusive development outcomes." Two CPP pillars will directly contribute to this end outcome:

- Pillar 1: focusses on the provision of information to the community on development problems and issues; and the generation of evidence from church activities on how to improve development policies and engage with government through the PNGCC and/or broader coalitions.
- Pillar 2: supports PNG church partner facilitated social accountability initiatives that promote constructive community engagement with public authorities (government and church).

CPP contributes to BCEP end outcome 2: "targeted PNG decision-makers explicitly integrate gender equality and inclusive social norms into efforts to tackle targeted development problems" through CPP end outcome 2: "government and church decision-makers actively promote gender equality, disability, and social inclusion." CPP pillar 3 will directly contribute to this end outcome:

- Pillar 3: aims to influence changes in the attitudes of church leaders and the community toward GEDSI as well as change internal church policies and procedure toward GEDSI. Both efforts will be based on supporting the operationalisation of the gender equality theology as well as mainstreaming of GEDSI through all activities.

CPP's pillar 4 will maximise change on both CPP end outcome through processes to support collaboration, learning and joint actions among CPP and BCEP partners. Pillar 4 also supports long-term sustainability through processes to develop CPP partners organisational development for localisation.

Finally, where possible, CPP outcome indicators have been harmonized with BCEP indicators to support aggregation and learning across BCEP partners (see Annex 1).

CPP's intermediate outcomes and outputs

The four implementation pillars will work together to achieve CPP's end of program outcomes (see box). Each pillar has intermediate outcomes and outputs which presented below.

Box 3: How the four CPP pillars work together

1. **Information Access and Evidence Generation Pillar:** involves CPP partners leveraging their current activities to ensure that a) communities have access to the information they need for constructive engagement with government and/or problem solving and b) evidence is generated from these activities to inform CPP partners dialogue with public authorities (government and church) leading to the making of better policies that achieve more inclusive development outcome.
2. **Social Accountability Pillar:** involves developing CPP partners capacity to implement social accountability initiatives. The focus is on building the capacity of CPP partners to use social accountability approaches to facilitate constructive engagement between the community and public authorities (government and church). This is expected to lead to the solving of practical development problems, including in the delivery of basic services. Successful social accountability interventions rely on the work under pillar 1. Namely, the community requires access to information on the problem and their rights, and the government needs policy solutions based on evidence.
3. **Gender Equality Theology and GEDSI Pillar** is focussed on changing negative gender and social attitudes that are commonly held in PNG towards women, people with disability and other socially excluded groups. The focus is on influencing change within church organisations by focussing on the attitudes of church leaders and ensuring church policies are inclusive; as well as seeking to directly influence the attitudes of community members. This pillar continues, with increased ambition, the significant work CPP partners have done in past phases to provide services to women and other vulnerable groups. Work in this pillar will leverage the CPP Gender Equality Theology. This pillar will also help to ensure that social accountability initiatives (pillar 2) as well as information access and evidence activities (pillar 1) are inclusive of women and other vulnerable groups.
4. **Partner Development and Collaboration Pillar** will underpin the work across all three pillars above. The first part of this pillar is focussed on building PNG church partners' organisational capacity and resilience, with the flexibility to pursue localisation on an 'opt-in' basis. The ambition is that PNG church partners have the necessary skills to continue to thrive when the Program finishes. There is particular focus on building capacity in common areas of weakness in GEDSI, MEL and financial management, but support will be tailored to the needs of each PNG church partner. The CPP capacity development process will support CPP partners to assess needs, define capacity support and plan and measure gains made. The second part of this pillar is focussed on facilitating collaboration and learning between CPP partners to maximise their collective impact. To facilitate collaboration, CPP will build on the norms and processes developed in previous phases. These include the thematic working groups on agreed topics. This pillar will also facilitate collaboration for learning and joint action with other BCEP partners.

Pillar 1: Policy evidence and information access

Pillar 1 is based around CPP partners current CPP development activities (under Partner Annual work Plans, PAPs) but seeks to increase the effectiveness of these activities and maximise opportunities for taking this work to scale through incorporation in broader government or church policies. Effectiveness will be increased by creating a) strategic three-year plan under which these activities will be delivered to achieve outcomes in agreed thematic priorities (see section 4.3) and b) fit-for-purpose MEL frameworks to measure progress and capture learning and knowledge as evidence for policy influencing (see section 4.3). There are three interrelated intermediate outcomes under this pillar.

Pillar 1 Intermediate Outcomes:

- 1.1 CPP partners deliver services/activities in thematic priority areas with improved monitoring & evaluation for generating policy evidence
- 1.2 CPP partners constructively engage with government in policy processes, individually and collectively (through the PNGCC and/or coalitions), utilizing evidence as appropriate
- 1.3 Church community members demonstrate increased awareness on selected public issues.

These intermediate outcomes are designed to drive a significant change in how CPP partners have approached their development activities compared with the past. Most of these activities have involved the delivery of services to beneficiaries and/or the provision of information on key public issues, such as COVID-19 vaccination or how to vote in national elections. The first two intermediate outcomes (1.1 and 1.2) relate to the former type of activities and the third intermediate outcome (1.3) to the latter.

In relation to service delivery activities, this Pillar aims to encourage partners to develop and implement activities with the potential to be scaled-up for increased impact. This aim is new for many partners and has implications for how activities are designed (with pathways for potential scaling up) and measured (to collect evidence for scaling up) (1.1). The main pathway for scaling up is expected to involve learning from successful pilot/trials informing government policy, although another effective pathway is that CPP partner activities inform their own churches policies. Gender, disability and social inclusion should be mainstreamed through all activities.

The second intermediate outcome involves partners analysing the evidence from pilot activities and developing strategies to constructively engage with relevant government or church authorities, at national or local level, to advocate for policy change based on the evidence. CPP partners could undertake this engagement individual or join with like-minded church partners and work through the PNGCC or join with like-minded other BCEP partners and work through a BCEP coalition for change. CPP partners recent work in developing adult literacy programs is an example of a current activity that could be well suited to scaling up through adoption in government policy.

Both these intermediate outcomes assume that CPP partners' capacity can be built in the design and monitoring of pilot activities, the generation and analysis of policy evidence, and government policy engagement. Although, CPP could also engage qualified third-party organisations, such as the Melanesian Institute to conduct policy research and analysis for CPP partners. The focus of policy engagement should ensure that policies promote gender equality, disability and social inclusion, in collaboration with disabled people's organisations and women's organisations.

Pillar 1 also seeks to strengthen the vital role CPP partners play in providing information on important public issues related to their development activities. Intermediate outcome 1.3 seeks to increase the effectiveness of CPP partner's public information campaigns, by ensuring that there are measures in place for measuring if community awareness has increased. In addition, under BCEP component 2, CPP partners will be able to access technical advice from media experts (from MDI) on how they can improve the effectiveness of their public education campaigns, including by using different media channels (e.g. Digital) to maximise reach.

Indicative outputs under this pillar are:

Pillar 1: Indicative Outputs

CPP partners design & implement:

- (pilot) activities in thematic priority areas, with processes for M&E and evidence collection
- community information, education and communication activities on selected issues related to thematic priority areas

CPP partners (individually/collectively):

- analyse evidence and the policy implications and/or engage third parties to conduct analysis (e.g. Melanesian Institute)
- develop ‘influencing plans’ for engaging in policy processes, including through the PNGCC (where relevant)

Pillar 2: Social accountability

Pillar 2 strongly links to BCEP and builds on the work that CPP partners commenced at the end of phase 3 on how to build each church’s capacity in social accountability. The BCEP design advocates an approach to social accountability based on building *constructive* engagement between communities and public authority figures (whether in church or government) to solve practical local development problems. Through the delivery of social accountability projects, BCEP partners (including CPP partners), can contribute to the achievement of BCEP’s end outcome 1: “selected State & Non-State actors collaborate effectively to tackle targeted development problems.”

Work with Tearfund at the end of phase three helped to increase CPP partners’ appreciation of the potential for applying “faith-based social accountability approaches” to achieve practical development outcomes. The intended “end” of social accountability approaches is essential services that better meet community needs and/or other development problems solved. The “means” for achieving this end is constructive interaction between communities and public authorities. Constructive interaction can be defined as communities having confidence and trust to raise their needs/problems with public authorities and public authorities having confidence and trust to discuss with communities how they can work together to address those needs/problems. The key to the success of social accountability is the presence of trusted intermediaries to broker interactions through a tailored process that is inclusive of vulnerable and marginalised groups.

CPP partners are well-placed to act as trusted intermediaries because of churches long established relationships and credibility with local communities and government, and their knowledge of front-line service delivery challenges. However, they require coaching and training in how to apply social accountability approaches to their specific organisational and operational contexts. The intermediate outcomes under this pillar are based on Tearfund’s work with partners at end of phase three. The three intermediate outcomes are:

Intermediate Outcomes:

- 2.1 CPP partners develop their own church social accountability approaches
- 2.2 CPP partners facilitate community members to constructively engage with government and/or church authorities in church accountability pilot projects
- 2.3 PNGCC facilitates the generation and sharing of CPP partner’s learning and evidence on social accountability

Sustainably building capacity in social accountability starts with ensuring that each CPP partner’s wider church organisation understands and supports the concept. This requires explaining social

accountability in terms that PNG churches and communities understand and defining the theological basis for the concept. Close engagement with church leaders throughout this process is key.

International experience shows that explaining social accountability in local languages can be a challenge, as there is often no equivalent to the English word 'accountability'. This situation applies in PNG. In Tok Pisin, for example, there is no word for accountability or related concepts such as 'advocacy'. To help churches understand how social accountability relates to Christian theology requires the study of relevant Christian scriptures. Faith-based organisations like Tearfund have experience in guiding churches through such studies.

Each CPP partner needs to be supported to take their wider church through this foundational work, at a pace that is appropriate for their organisation. Intermediate outcome 2.1 is the culmination of this foundational work: each CPP partner has adapted and adopted their own social accountability approaches.

Once CPP partners have developed their own social accountability approaches, the next step is to pilot them. In implementing pilots, intermediate outcome 2.2 places the emphasize on constructive community engagement with public authorities, as this directly relates to CPP partners' roles as trusted intermediaries. The result of this constructive interaction (problems addressed/services improved) is captured at the next level in the program logic (the CPP and BCEP end outcome levels).

Lastly, intermediate outcome 2.3 promotes cooperation between CPP partners on social accountability by building the capacity of the PNGCC to act as hub for the generation and sharing of learning and evidence on social accountability. While the PNGCC will be primarily focussed on CPP partners, they will also promote collaboration and learning with other BCEP partners under BCEP's social accountability component.

Achievement of intermediate outcome 2.3 will mean that the PNGCC has been strengthened to perform its core constitutional functions of promoting cooperation between churches and liaison with government authorities. The PNGCC will also have access to a rich body of local evidence for analysis and use in national policy advocacy. As the peak body for mainline churches, establishing the PNGCC as a knowledge and learning hub for faith-based social accountability contributes to the sustainability of CPP's efforts promote this approach and increase churches capacity.

To deliver these intermediate outcomes, indicative outputs, taken from the Tear Fund proposal (see Annex 6) are listed below:

Pillar 2: Indicative Outputs

CPP partners:

- develop GEDSI-sensitive Social Accountability approaches and action plans, based on a scriptural understanding of social accountability
- obtain leaders buy-in and agreement to Action Plans
- Pilot Social Accountability approaches
- Monitor and collect evidence from pilots
- Share evidence and learning in PNGCC forums and contribute to generation of CPP Social Accountability Theology

Pillar 3: Gender Equality Theology and GEDSI

Pillar 3 builds on the commitment of CPP partners to promoting gender equality and social inclusion and the implementation of the Gender Equality Theology, and commitment to issues such as the prevention of GBV and SARV. This pillar is closely aligned to the BCEP outcome of targeting PNG decision-makers explicitly integrating gender equality and inclusive social norms into efforts to tackle targeted development problems. CPP will focus on the measurement of attitude change as an indicator of norm change.

Pillar 3 Intermediate outcomes

- 3.1 Selected Church leaders demonstrate gender equal and socially inclusive attitudes
- 3.2 Selected Church policies are revised to align with the GET and GEDSI
- 3.3 Community members demonstrate gender and socially inclusive attitudes

Churches are highly respected in the community and a key source of information for communities on various public issues. The critical assumption underpinning this pillar is that church leaders can be effective role models in their communities and demonstrate gender equal and socially inclusive attitudes if they understand and apply the CPP Gender Equality Theology³⁴ in their work. For example, CPP partners could focus on measuring attitude changes among the young and emerging leaders currently being trained on GET at Theological Colleges. This could also include community church leaders such as the leaders of women’s church groups. Under this pillar, CPP partners will continue to be supported to promote GET as the basis for training church leaders and community members on GEDSI. Each partner will define their focus.

Efforts to change church attitudes toward GEDSI could be undermined by internal organisational policies and practices that limit opportunities for women, people with disabilities and other excluded groups to participate in church activities. To promote GEDSI within their organisations, CPP partners will identify current key church policies that could be amended to promote positive GEDSI attitudes in line with GET.. These policies could relate to women’s leadership, disability inclusion, referral pathways that include Churches, CPP partner policies, development arm policies, and health and education policies as examples. Each partner will define which policies they will focus on.

At the community level, PNG Church partners will develop community information and education materials in line with GET to influence community attitudes concerning GEDSI. GEDSI will also be mainstreamed through thematic priorities (health, education, GBV/SARV, community resilience and peacebuilding) and programmatic priorities such as social accountability and partner development and collaboration. CPP partners should also engage with women’s organisations and disabled peoples’ organisations to support delivery of community GEDSI activities.

Robust MEL processes will support these activities to monitor how attitudes change (or not). The GEDSI focus of each program will be documented by each CPP partner in a GEDSI action plan which will be monitored on a six-monthly basis.

BCEP’s media partners will support church partners in developing media engagement strategies that enable them to engage multiple forms of media (print, radio, digital) more effectively to maximize audience reach and influence.

Pillar 3: Indicative Outputs

³⁴ And/or the individual PNG Church partner’s policy that is equivalent CPP’s GET

CPP partners develop and implement GESDI action plans that include

- Designing and implementing activities to raise Church leaders awareness of GET
- Conduct a stocktake of Church policies and identify how to revise in line with GET and GESDI norms
- Develop GESDI community awareness activities in partnership with women's organisations (such as NCW) and disabled peoples organisations
- Mainstreaming GESDI into all activities

CCPCO supports

- GESDI action planning for each partner
- GESDI MEL to measure attitude change
- GESDI Working group

Pillar 4: Partner development and collaboration

Pillar 4 will underpin work across all three pillars above to maximise the collective impact on both EOPOs. The first part of this pillar is focussed on building PNG church partners organisational capacity and resilience necessary for promoting the sustainability and localisation of CPP's work (intermediate outcome 4.1). The purpose of the second part of this pillar is to promote collaboration, learning and joint actions between CPP partners (intermediate outcome 4.2).

Pillar 4 intermediate outcomes:

4.1 PNG Church partners have increased organizational capacity for localisation

4.2 CPP partners collaborate for learning and developing common positions on selected issues

4.3 CPP partners contribute to BCEP learning and participate in selected joint actions

Organisational development and localisation

Localisation of PNG Church partners will continue to be promoted through organizational development support. Each partner will define its tailored approach to organizational capacity development in a capacity development plan. The capacity development plans will articulate capacity development responsibilities for ANGOs, the CPPCO and other groups, such as Tearfund or specialist GESDI organizations (such as women's organisations and DPOs), recognizing the unique governance structures and readiness for localisation of each CPP partner. Each ANGO will have different specific roles, based on their own and their PNG partners different organisational strengths. The specific roles will be defined with PNG church partners in the Inception Period and included in partner budgets.

As CPP partners move towards localisation, a financial management capacity assessment of each of these groups and the whole organization should be conducted. This involves developing an understanding that sound financial management is not restricted to direct management of the grant process but involves strategic financial planning, an understanding of risk management, due diligence and fraud control and needs to be integrated throughout the partner organization. All groups (board, management, program, finance) need to be part of a mutually beneficial change process that would be outlined in the capacity development plans.

Partner collaboration and learning

This work area is closely related to BCEP, and BCEP and CPP partners will benefit from joint learning and collaboration on complex development issues such as improving service delivery to marginalized

communities, changing attitudes regarding GEDSI, preventing gender-based violence and promoting the localisation of PNG partners. These complex issues benefit from learning from the experience of the diverse groups represented in CPP, women’s organisations and DPOs, and documenting learning. This learning will contribute to the evidence base to inform policy development and implementation within Church and Government. These processes are supported through structured learning processes such as thematic working groups within CPP and close collaboration with BCEP learning forums and processes. These are further detailed in sections 4.2 and 6.

Pillar 4 Indicative Outputs:

CPPCO

- Assesses partner's organisational capacity, develops and provides support.
- With partners, develops a structured CPP learning approach, including identifying thematic learning topics.
- Facilitates CPP learning and develops and disseminates learning products.
- With BCEP, facilitates CPP partners participation in BCEP learning forums.

CPP partners

- Articulate role of ANGOs in the capacity development plans in the inception phase
- Implement capacity development plans
- Share learning on improving services & challenging GEDSI attitudes
- Share approaches on joint issues such as PSEAH, child protection and localisation

4.3 Delivery approach

The fourth phase of CPP is designed to achieve end of program outcomes at the end of 7.5 years of implementation. This phase will be delivered over following two stages:

- CPP 4.1 – from July 2022 to December 2025
- CPP 4.2 – from January 2026 to December 2029

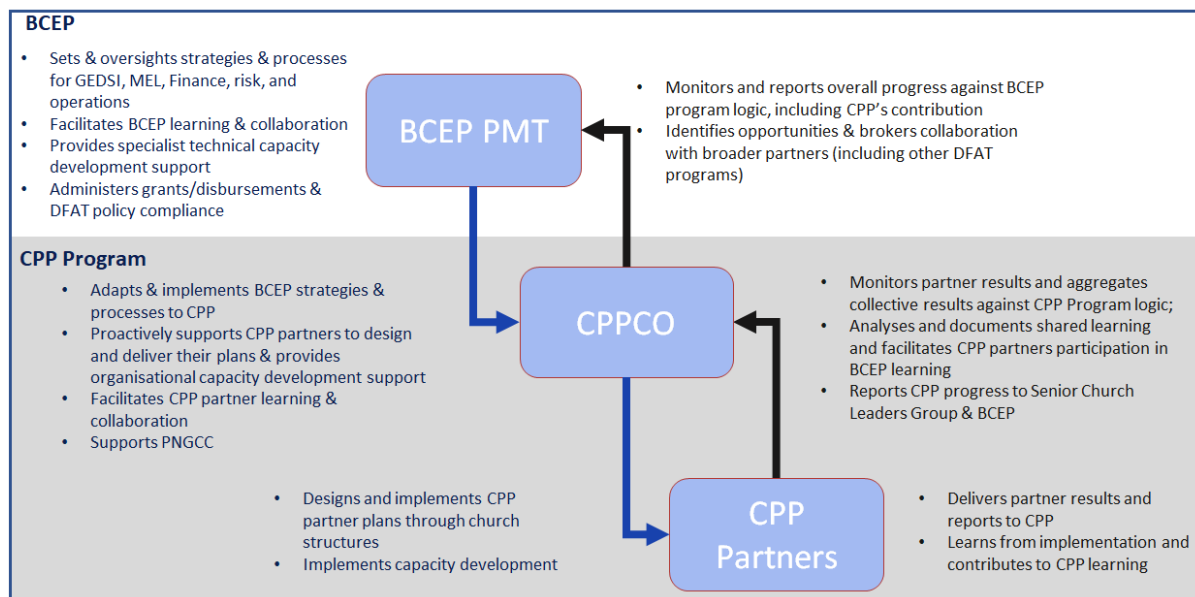
Continuation from the first stage (CPP 4.1) to the second (CPP 4.2) will be subject to adequate progress against end of program outcomes, as assessed by an independent review. At the start of CPP 4.1, the full fourth phase will be set up in a six-month Inception Period (from July to December 2022).

DFAT has selected a Managing Contractor (MC) to manage the delivery of CPP as an integrated component of BCEP.³⁵ The MC will perform these functions through a BCEP Program Management Team (PMT), and a CPP Coordination Office (CPPCO) (management arrangements are outlined in section 5).

The MC will develop the delivery approach in the Inception Period. The delivery approach needs to coordinate and link CPP delivery across three levels, as illustrated in the figure below:

³⁵ The MC was selected through an open procurement with responsibility for managing the overall BCEP program, including CPP.

Figure 2: Linkages across CPP delivery levels



The diagram proposes mutually supportive linkages across CPP's three delivery levels that are both top-down (left-side, blue script) and bottom-up (right-side, grey script). From the top-down, strategies, processes and support will flow from the BCEP PMT through the CPPCO to CPP partners. From the bottom-up, results and learning will flow up from the CPP partner level (where most results and learning will originate) through the CPPCO to the BCEP level.

The CPPCO is a crucial link in the delivery chain. The top-down processes involve the CPPCO interpreting and applying BCEP strategies etc to CPP and engaging closely and proactively with CPP partners to help them implement their plans and provide capacity development support. Most of the functions related to financial and risk management, DFAT compliance and performance management will be performed by the BCEP PMT enabling the CPPCO to focus on supporting CPP partners. The bottom-up processes involve the CPPCO filtering, aggregating, and analysing CPP partners results and facilitating collective forums to share and crystallise learning, leading to joint actions.

There are two critical factors for the success of the next phase. The first is that CPP partners are proactively supported by the CPPCO to a) refine their development programming to take a more strategic, outcomes-focussed approach and b) develop their organisational capacity—particularly in the areas of policy engagement and social accountability, which are new for many partners. The second is that CPP partners are given the flexibility to adapt and develop their current activities to this new approach at a pace that is appropriate for their organisation. For some CPP partners, their current activities may need to continue for much of CPP 4.1 and may only be changed by the start of CPP 4.2.

The CPPCO and CPP partners will work together to set up inter-linked delivery processes in the Inception Period. The CPPCO will need to:

- set guidelines and frameworks within which CPP partners can develop their own processes and plans; before then
- finalising CPPCO processes based on CPP partner processes and plans

The key CPPCO and CPP partner processes are outlined below. Each ANGO will support CPP partner processes, with specific roles to be defined in the inception period.

CPPCO

The CPPCO will lead development on the following key processes and deliverables:

1. **CPP Program Implementation Plan:** due at the end of the inception period, the CPP Implementation Plan will document the CPPCO’s approach to working with CPP partners to deliver the outcomes in the CPP program logic. This plan will cover
 - Program Background: update on the problem of service delivery to PNG’s vulnerable and marginalised communities and relevant lessons learned
 - Overall program approach to deliver the Program Logic
 - Learning and collaboration approach (linked to MEL see below)
 - GEDSI approach (see below)
 - CPP Partner capacity development approach (see below)
 - PNGC capacity development approach (see below)
 - Program governance and management arrangements
 - Financial and risk management, including three-year budget

2. **MEL system and framework:** The CPPCO will develop the MEL system to capture CPP partner results against the CPP Program logic and provide data to the PMT to inform overall progress against the BCEP Program logic. The arrangements for the CPP MEL system and framework are outlined in Section 6.

3. **Operations Manual:** The CPPCO will develop an Operations Manual to outline the operational systems and procedures for the efficient and effective implementation of CPP. The CPPCO and CPP partners are the primary audience for the Operations Manual. The Operations Manual will complement the CPP Implementation Plan.
 The CPP Operations Manual will focus on the systems and procedures that are specific to CPP, identifying when CPP will follow BCEP systems. The list below provides an indication of the different types of systems and procedures to be managed by the CPPCO and the BCEP PMT. The division of labour between the CPPCO and BCEP PMT will be clarified and confirmed in the Inception period

CPP Operations	BCEP Operations (relevant to CPP)
<ul style="list-style-type: none"> • Partner capacity development processes, including MEL & GEDSI technical support 	<ul style="list-style-type: none"> • Financial management, including partner grant disbursements, acquittals, financial audits, and due diligence
<ul style="list-style-type: none"> • Partner templates and guidelines: <ul style="list-style-type: none"> ○ Planning and activity development ○ Reporting ○ Budgeting (see below) 	<ul style="list-style-type: none"> • Risk management and safeguarding compliance
<ul style="list-style-type: none"> • Partner MEL and GEDSI guidelines 	<ul style="list-style-type: none"> • Recruitment, procurement, sub-contracting, and grant-making
<ul style="list-style-type: none"> • CPP Management and governance: <ul style="list-style-type: none"> ○ Structure and Terms of Reference for positions & governance bodies ○ Recording of minutes etcl 	<ul style="list-style-type: none"> • Specialist technical assistance: financial management, internal governance and programmatic areas
<ul style="list-style-type: none"> • Internal communications 	<ul style="list-style-type: none"> • External communications

The template for the development of CPP Partner budgets will include a guide for the proportion of grant to be allocated to pillars and management lines. The table below is indicative only. The

budget weightings are for discussion with all CPP partners and confirmation in the Inception period.

Partner Grant Budgets: Indicative Breakdown	
Budget line	%
Pillar 1: Information access and evidence generation	23%
Pillar 2: Social accountability	15%
Pillar 3: Gender Equality Theology and GEDSI	15%
Pillar 4: Partner development and collaboration	20%
Management	
• Prime program management and quality assurance	10%
• In-country program management	8%
• MEL	10%

4. **Consolidated annual CPP work-plans and budgets:** to be developed under the three-year Implementation Plan for approval by DFAT on an annual basis. The consolidate Program work plan should provide a summary of CPP partner work-plans and include the CPPCO work-plan activities.
5. **Progress reports and partner annual audits:** The CPPCO will collect CPP partner progress reports to assemble regular consolidated CPP progress reports. The BCEP PMT will be responsible for managing annual partner financial audits.
6. **GEDSI approach and action plan:** The CPP GEDSI approach and action plan will based on CPP partner GEDSI action plans and aligned with BCEP’s GEDSI approach. The aim of the plan is to promote cross-partner learning and the achievement GEDSI changes through DFAT’s twin-track approach (combining mainstreaming and targeting). GEDSI support will focus on gender equality and disability inclusion - as disability inclusion was identified as an area to improve by CPP partners. The CPP GEDSI action plan is expected to include issues such as supporting CPP partner learning on how to implement GET and monitor progress in changing the attitudes and behaviours of both community members and church leaders.
7. **Capacity development approach:** The CPP approach to capacity development will be based on past learning and include:
 - An initial organisational assessment on each PNG church partner conducted by the CPPCO jointly with the CPP partner (PNG Church and their ANGO). This assessment will identify capacity weaknesses and provide a baseline against which capacity development can be measured. The assessment will have a priority focus on capacity in strategic financial management, GEDSI and MEL.
 - Development of a tailored capacity development plan for each PNG partner. The plan will set specific organisational strengthening targets, define the resources and budget required (eg. whether the ANGO will be providing support or the CPPCO etc), and how progress will be measured.
 - Regular progress monitoring and review of progress against targets.
 - Targets could include localisation, defined as the PNG Church partner having the capacity to take over grant management responsibilities from their ANGO partner.

- Promote collective CPP partner learning on areas of common organisational weaknesses through CPP working committees in financial management, GEDSI and MEL.³⁶

8. **PNGCC capacity development approach:** The PNGCC’s involvement in CPP, unlike that of church partners (above), is not based on a grant agreement relationship. The program logic underpinning CPP outcomes is premised on PNGCC effectively performing its constitutional mandate and facilitating collective church policy engagement at the national level. To support the PNGCC fulfill this mandate the CPPCO will:
1. Provide tailored organisational capacity development support based around PNGCC’s strategic plan; and
 2. Support PNGCC to facilitate CPP learning and collaboration on social accountability

In the current phase, preliminary work was commenced on PNGCC’s strategic plan. In the Inception Period, the CPPCO will support the PNGCC to complete this plan, including a budget, for endorsement by the organisation’s relevant governance body (Heads of Churches Forum or General Assembly). The plan is expected to cover the same components as partner program plans (see above). Once completed, the CPPCO will discuss how CPP can best support PNGCC to implement the plan, concentrating on those components most relevant to the Program’s outcomes. While PNGCC is unlikely to receive grant funding, technical assistance and other support could be considered, including funding office running costs.

The CPPCO will also look for opportunities for where PNGCC could leverage CPP’s resources. Examples include, timing SLG and PNGCC Heads of Church Forum (section 5) meetings, which include most of the same members, to take place sequentially at the same location; and co-locating the PNGCC office with the CPPCO office.

CPP Partner level

At the CPP partner level, the key process and tools for delivery are:

1. **CPP Partner plans:** To be developed in the Inception period (July-December 2022) to cover the three-year period under CPP 4.1 from January 2003 to December 2005. These plans are to be based on existing plans for those CPP partners that already have such plans. At the end of CPP 4.1, CPP partners will review their progress in implementing their plans and develop new four-year plans to cover the period under CPP 4.2 from January 2026 to December 2029.

The purpose of these plans is to provide a framework under which CPP partners can deliver activities to contribute to PNG church outcomes that align with the pillars in the CPP program logic. In the Inception period, CPP partners will review and revise their current activities as well as develop new activities to achieve CPP program results. As an example, Annex 7 illustrates how ADRA’s 2021-2022 partner activity plan activities could be reviewed and revised to fit under the CPP program logic.

With ANGO support, each CPP partner will develop activities in their comparative areas of strength across CPP’s five thematic priority areas: health (including WASH and COVID-19 response), education (including adult literacy), GBR and SARV prevention, community resilience (covering climate change adaptation (CCA) and sustainable livelihoods) and peacebuilding. These thematic

³⁶ The term “working committees” refers to groups that were set up in previous phases in key operational and strategic areas. Working committees are distinct from “thematic working groups” which will also be continued from previous phases in programmatic priority areas, such health etc.

priorities are based on the previous phases. On discussion with DFAT, CPP partners have some flexibility to work in other thematic areas of strategic relevance to the CPP (and BCEP) program logic, where urgent need or church comparative advantage can be demonstrated.

In Inception, the CPPCO will provide guidelines for the development of CPP Partner Plans. These plans will cover:

- Problem analysis: analysis of specific governance issues that the CPP partner is seeking to address (relating to the better delivery of public services and goods that are inclusive of PNG's vulnerable and marginalised communities).
- Expected outcomes and change pathways. CPP Partner's high-level outcomes and the logic models how activities will contribute to outcomes
- Implementation activities: designed to deliver each part in the CPP Partner logic model
- Management and governance arrangements
- Financial and risk management, including three-year budgets
- GEDSI Action Plans: mainstreaming and targeted (under pillar 3)
- Capacity development requirement and actions (see section above)
- Media engagement requirement and actions (to support community information, education and communication activities)

The CPPCO guidelines for development of CPP Partner Plans will provide criteria for the types of activities that are eligible for funding (such as those in alignment with CPP pillars with clear GEDSI focus) and are not eligible (such as most infrastructure development/maintenance and any activities normally funded by GoPNG). The CPPCO will review CPP partner plans and provide feedback for strengthening before providing the plan to DFAT for final approval.

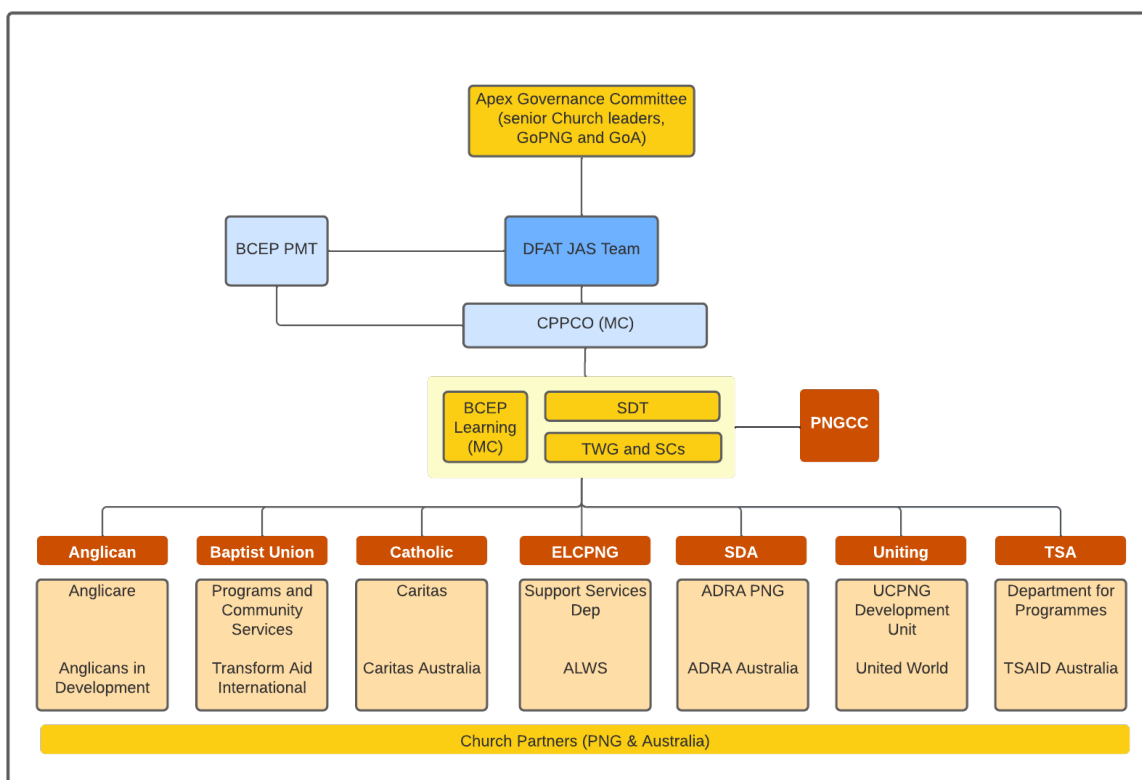
2. **Monitoring, Evaluation and Learning (MEL) Framework:** to be based around the CPP partners logic model and activities (in the three-year plan). The framework will include realistic and achievable indicators, where relevant, adopting indicators from the CPP MEL framework. CPP Partner MEL frameworks will also outline their approach for leading thematic working groups they are responsible for, such as learning questions to be explored over the life of the program.
3. **Annual Work-plans and budgets:** to be developed under the three-year plan for approval by DFAT on an Annual basis.
4. **Progress reports and annual audits:** The CPPCO will provide templates for progress reporting in line with the grant disbursement cycle. CPP partners are expected to report six monthly against their three-year plans and annual work plans on activity implementation/achievement of results and budget delivery. CPP Partners will also be required to undertake annual financial audits for accountability and learning/developmental purposes.

5. Management and Governance

5.1 Structure

The management and governance structure for the next phase of CPP are represented in Figure 3 and explained further below.

Figure 3: Management and Governance Structure



5.2 Responsibilities

This section presents the key management and governance responsibilities at program and partner levels. In the Inception Period, the CPPCO (see 4.3 and 5.3) will develop the Program’s Operations Manual which will provide more detail on the roles and responsibilities outlined below. The Operations Manual will be developed in consultation with partners and approved by the Senior Church Leaders Group (SLG) at the end of the Inception Period.

The key program-level management and governance bodies and their functions are:

Apex Governance Committee

The current Senior Church Leaders Group (SLG) continues from the current phase as CPP’s apex decision-making body. The members of CPP Apex Governance Committee are the church leaders of the seven CPP partners, the General-Secretary of the PNGCC, an ANGO partners’ representative, GoPNG (DfCDR) representative, and a GoA representative. To streamline governance arrangements, the current Partners Leadership Group, which has the same members as the SLG but sits under it will not be continued.

The CPP Apex Governance Committee is responsible for the program’s strategic direction and performance. This Committee will meet biannually to review the Program’s performance and endorse reports, plans and other key documents (for example, the mid-term review). The heads of partners’ PNG development units (or relevant bodies responsible for CPP engagement) may attend this Committee at the request of their Church leaders.

DFAT Justice, Accountability and Subnational Governance

The DFAT Justice, Accountability and Subnational Governance (JAS) Team is responsible for the efficient and effective delivery of CPP in line with the directions set by the CPP SLG.³⁷ To perform this function, the JAS Team reviews and approves:

- CPPCO program processes, plans, and reports and
- Partner program plans and reports

The JAS Team will have formal management meetings with the CPPCO on at least a monthly basis, and more frequently during the inception period. They will directly engage with partners through regular participation in collaboration and learning forums.

BCEP Program Management Team

Reporting to DFAT-JAS, the BCEP Program Management Team (PMT) is responsible for the effective management of the overall BCEP program. They will have oversight of the CPPCO and provide technical support (including social accountability,³⁸ coalition facilitation, policy advocacy and research). They will also provide the following services across BCEP, including to the CPP:

- collaboration and learning processes, including MEL, GEDSI, political economy analysis and communications
- administration of DFAT policies, including grants and financial management, risk management, and PSEAH and child protection
- Consolidated BCEP program performance, financial and risk reporting to DFAT (including CPP)
- Liaison with DFAT on all program issues.

The BCEP PMT will be run by the DFAT appointed MC.

CPP Coordination Office

In the next phase the CPPCO is to have an enhanced role to support partners as detailed in section 4.3. In summary, the CPPCO's main roles include:

- Proactively engaging with partners to identify risks, solve problems, building capacity and document successes and learning;
- Producing consolidated CPP program performance, financial and risk reporting to the BCEP PMT (including collating results from across partners);
- Coordinating with the BCEP on administration and compliance issues (including PSEAH and child protection);
- Acting as secretariat for the other governance bodies (SLG, SDT etc); and
- Engaging regularly with DFAT-JAS on CPPCO implementation.

The CPPCO staffing complement will be configured to enable proactive engagement with partners and the provision of tailored capacity development support. At a minimum, the CPPCO will require dedicated professionals in GEDSI (with specific focus on gender equality and disability inclusion) and

³⁷ Ultimately, the DFAT-JAS team is responsible to the Governments of Australia and PNG under the Comprehensive Strategic Economic Partnership (CSEP), for the efficient and effective delivery of CPP

³⁸ Both the CPPCO and the BCEP PMT are expected to include designated Social Accountability experts. The BCEP PMT will oversight and coordinate with the CPPCO/Tearfund to ensure complementarity and learning in relation to social accountability work. The design document will integrate the Social Accountability approach and work-plan the partners have developed with Tearfund over 2021.

MEL, as well as other project management/capacity development professionals that can provide ongoing, hands-on support to partners.

The MC will provide the CPPCO team and physical office.³⁹ The BCEP PMT is responsible for performance management of the CPPCO. At the same time, the CPPCO will work directly to DFAT-JAS, meeting them regularly.

The division of responsibilities between the CPPCO and BCEP PMT will be confirmed in the Inception period. The table below is indicative:

Function	CPP Operations	BCEP Operations (relevant to CPP)
Governance financial & operations management	<ul style="list-style-type: none"> • CPP partner templates for developing budget and financial reports • Support for CPP Management and governance arrangements 	<ul style="list-style-type: none"> • Partner grant disbursements, acquittals, financial audits, and due diligence • Risk management and safeguarding compliance • Recruitment & procurement
CPP Partner plans	<ul style="list-style-type: none"> • Partner templates, guidelines & assistance: <ul style="list-style-type: none"> ○ Planning and activity development ○ MEL & Reporting ○ Budgeting (see below) 	<ul style="list-style-type: none"> • Review for alignment with BCEP processes
Partner capacity development	<ul style="list-style-type: none"> • Core organisational development • MEL, GEDSI • Social accountability 	<ul style="list-style-type: none"> • Financial and risk management • internal governance and • other specialist technical areas.
Communications	<ul style="list-style-type: none"> • Internal communications 	<ul style="list-style-type: none"> • External communications

Strategic Development Team

The Strategic Development Team (SDT)⁴⁰ will have a similar function to that defined in the CPP Charter. However, compared with past phases, the SDT will be more focussed on strategic program issues and less on day-to-day operational/administrative issues. The SDT's main means of strategic engagement will be through six-monthly forums where CPP's performance and learning over the previous period will be reviewed and discussed (including financial progress). These forums could be timed to fit with CPP's reporting cycle to DFAT.

The membership of SDT will consist of the heads of development units of all PNG partners; representatives of all ANGO partners; and a representative from each of DFAT and Office of Religion.

³⁹ The location of the CPPCO office is a matter for the MC and DFAT in the Inception Period. Several partners requested that the CPPCO be set up in a separate office to the BCEP PMT to facilitate partner engagement in the Program and preserve CPP's well-established identity as a distinct, faith-based development initiative. However, the considerable cost of a separate offices (potentially leaving less funding for CPPCO core functions) needs to be weighed against such potential benefits.

⁴⁰ In the CPP Charter, the SDT is called the Senior Operations Group (SOG) but in practice is more commonly referred to by the former name.

5.3 Transition and Inception deliverables

Transition

The key activities and milestones in the transition from phase 3 to the start of phase 4 are:

Activity/deliverable	Resp.	Month
1. BCEP PMT and CPPCO team mobilisation and office set-up	MC	March-April
2. BCEP PMT and CPPCO team meets with partners	MC	March-April
3. CPP Partner Grant Agreements novated from Abt to Cardno	MC	March
4. CPP Partner's Inception Phase Core-activity Work-plans <ul style="list-style-type: none"> Each partner to develop work-plans and budgets for priority, core activities to be implemented over the 6-month inception period July-December 2022 Priority activities are those which are essential to continue because <ol style="list-style-type: none"> they will be core to the partners work in the next phase disruption to the activity will undermine existing partnerships and beneficiary outcomes CPPCO to provide template and guidelines for work plans Negotiation of new grant agreements for inception period 	CPP Partners	April-June
5. CPPCO develop Program Inception Plan, covering: <ul style="list-style-type: none"> Supporting partners to develop 3-year Development Plans and MEL Frameworks Developing the CPP MEL Plan and Framework (in alignment with BCEP) (including reviewing the CPP Program Logic) Developing the CPP Operations Manual, with clear demarcation of roles between BCEP, PMT & CPPCO on communications, risk management, financial management and DFAT compliance issues Negotiating three-year grant agreements with partner following approval of their program plans. 	CPPCO	July-Dec

Inception

The key Inception period activities and deliverables at the start of phase 4.1 are:

Inception period activities	Resp.	Month
1. CPP Partner: <ul style="list-style-type: none"> 3-year plans and budgets MEL frameworks First year detailed work plan and budget (See 4.3) 	CPP Partners	July-December
2. CPP Operations Manual	CPPCO	July-Nov
3. CPP Implementation Plan	CPPCO	July-Nov
4. Internal CPP Communications Plan (in alignment with BCEP Communications Plan)	CPPCO	Jul-Oct 2022
5. CPP Consolidated annual work plans and budgets	CPPCO	As approp.
6. 6 monthly Program Progress Reports	CPPCO	As approp.

6. Program monitoring, evaluation and learning

Monitoring, evaluation and learning (MEL) supports accountability and demonstrates the effectiveness of program delivery and results. In particular, the MEL Framework (MELF) will address the challenges of aggregating data across partners to provide results for the whole program, with a balance between quantitative and qualitative data. The MELF provides evidence that contributes to ongoing program improvement. A draft MELF is included in Annex 1.

As specified in earlier sections, the two end of program outcomes for CPP4 are:

- Government and Church communities constructively engage to deliver inclusive development outcomes
- Government and Church decision-makers actively promote gender equality, disability, and social inclusion

6.1 MEL Principles

The MEL for this program will measure progress towards outcomes by articulating the timing and methods for data collection. It covers the initial 3.5 year timeframe of the program and will be updated as needed to reflect changes in the program approach. It has been designed based on lessons learned from the mid-term review of CPP3 and with input from program partners throughout the design phase.

The following principles will apply to MEL across the program:

Program improvement: Ongoing monitoring is focused on learning quickly and adapting strategies with a focus on increasing promising approaches.

Focus on outcomes over outputs: The MEL Framework strengthens focus on measuring, understanding, and communicating outcomes across the program. This is supported by the CPPCO as it a considerable shift from previous MEL approaches within CPP.

Collaborative learning: The MEL Framework prioritises sharing lessons between CPP's partners and the BCEP program. Given the complexity of this program, ways of working will need ongoing reflection and adjustment.

Promoting gender equality, disability, and social inclusion: The MEL Framework emphasises a twin-track approach to gender equality and social inclusion with a focus on both GEDSI mainstreaming across all activities and GEDSI-focused activities, aligned with the DFAT Gender Equality Strategy (2016-2020). The program is focused on documenting changes in social and gender attitudes and behaviours, in addition to sex and disability disaggregated data.

6.2 Responsibility

The CPPCO will have overall responsibility for finalising and implementing the CPP Program MELF.

DFAT will appoint a Quality Technical and Review Group to conduct independent annual reviews of the progress of all BECP components, including CPP, in achieving outcomes.

6.3 Implementation

MEL processes are required at two levels:

Program MEL: The CPPCO will develop and implement a Program-level MEL system to aggregate results from individual partner program plans and collective interventions against the CPP theory of change (ToC). The MEL system will include a MELF with a limited number of high-level qualitative and quantitative indicators under which the results from partners' program plans can be captured. While each partners' program plans will be different, they are expected to include similar outcomes, and indicators with common features (such as changes in the behaviour of community members and Church leaders) providing the basis for a cohesive, program-level ToC.

Program MEL will be used for progress reporting against the CPP ToC, informing learning on how to improve, and providing data on CPP's contribution to the higher-level outcomes in the BCEP ToC. In the Inception Phase, the CPPCO will lead partners in a review and refinement of the CPP ToC and the draft MELF, ensuring alignment with the BCEP ToC and setting targets.

Partner MEL: In the inception phase, the CPPCO will support each partner to develop their own MELF to meet their organisation’s unique strategic plans, priorities, stakeholders, and objectives, while also aligning with the program MELF. These Partner MELFs will provide information for partner progress reporting against their program plans. The CPPCO will take results information from these reports to show aggregate progress against the CPP ToC.

6.4 Data collection

Appropriate MEL tools will be identified to best support the MEL system developed in the Inception Phase. However, for the sake of simplicity, systems could be based around ‘conventional’ result-based management tools that track changes from ToC outputs to outcomes. However, such conventional approaches often tend to rely on quantitative indicators which are not good at capturing changes in behaviours and relationships that characterise the influencing work proposed in the draft CPP ToC; nor helpful to understand how and why changes have occurred. To meet these purposes, the design team proposes that conventional MEL tools could be complemented with the inclusion of more innovative tools to capture qualitative results. The draft MELF is being developed with some indicators based on tools being adopted by the overarching BCEP Program.

The following tools have proven useful in collecting the types of qualitative results mentioned above:

- **Outcome Mapping:** a planning, monitoring and evaluation approach that captures changes in the behaviour and relationships of key actors and has been used extensively on social accountability initiatives.
- **Change Strategy Testing:** developed by The Asia Foundations in the Philippines for their DFAT-funded Coalitions of Change work and successfully applied in PNG under DCP. This involves developing a Change Strategy in the design of each project, which is revised on a six-monthly basis or more frequently if required. The approach allows for new contextual or technical knowledge to be incorporated, results to be recorded, and objectives reviewed and revised.
- **KAP surveys:** The CPP partners and CPPCO will collaborate on the development of common knowledge, attitude and practice surveys and pre-post surveys to ensure that data is collected about GEDSI attitudes at the baseline, mid-line and at the end of project.

The value of these approaches is that they help implementers to think strategically and provide useful information for reflection and learning. Moreover, tracking progress in this way produces evidence in support of claims of contribution to the results observed.

Results database: The BCEP design also proposes the development of a database to record qualitative and quantitative results data and financial information. The CPPCO should have access to this database to directly input CPP information.

6.4 Planning and Reporting Cycles

Partners will report to the CPPCO on a six-monthly basis. The CPPCO will use individual partner reports to prepare consolidated and summarised six monthly program reports to DFAT. Program reports will also provide information on CPPCO’s activities including the effectiveness of its capacity development support to partners. These program reports to DFAT will be provided to CPP partners and be discussed in SDT reflection meetings.

Similarly, partners will prepare annual plans against their three-year program plans. From partner program plans, and against the three Program Implementation Plan, the CPPCO will develop annual

plans to submit to DFAT, which will also be shared with CPP partners and discussed in SDT reflection meetings.

6.5 Learning Processes

Partner collaboration and learning lies at the heart of CPP. The CPPCO will be responsible for overseeing all collaboration and learning initiatives, though individual partners may lead thematic working groups in identified areas, following current CPP practices.

In the Inception Phase, the CPPCO will develop learning processes as part of setting up the CPP MEL systems. Learning processes will align with BCEP learning processes and include learning objectives, questions, and topics and how these are expected to contribute toward effectiveness. The draft MELF has been set up to measure the contribution of CPP learning to CPP outcomes. The CPPCO will have capacity to fund applied research to support learning objectives.

More broadly, the CPPCO will develop learning processes and culture across the program to facilitate all partners to learn before, during and after delivery. The aim is to develop a positive learning culture that accelerates learning, both from success and failure, and that is backed by effective communications so that successes can be taken to scale where possible and that there is ‘failing fast’ to avoid replication of unsuccessful interventions.

The aim is to strengthen CPP collaboration and learning by going beyond existing partners to include other BCEP partners. Established CPP processes for collaboration and learning will be continued and new BCEP process added. The main learning mechanisms will be:

- **BCEP Learning processes:** These will be facilitated by the BCEP PMT and will focus on learning between BCEP components to build coordination and synergy and breakdown silos. As the program evolves, learning opportunities will be developed to promote coordination with other Australian sectoral investments where accountability of service providers is an important factor (for example, DFAT’s Law and Justice program on GBV and SARV policy advocacy, PNG Partnerships for Improving Education and the PNG-Australia Transition to Health on education and health policy advocacy).⁴¹ Up to two BCEP learning events will be facilitated on identified topics per year.
- **CPP Learning processes:** The CPPCO will facilitate learning reflection processes on thematic areas and overall progress against the CPP ToC. The former processes will build on existing CPP forums and groups for GEDSI, MEL, and financial management. The latter processes will focus on learning between partners on effective program implementation to deliver outcomes. CPP Learning is also expected to involve around 1-2 learning events on identified topics per year. Processes include:
- **Thematic Working Groups.** The CPPCO will continue to facilitate CPP Thematic Working Groups, led by CPP partners. The topic for these groups will be discussed and agree with CPP partner in the Inception period, but some of the current thematic work groups are expected to continue. In addition, a Social Accountability thematic working group, led by the PNGCC will be established.
- **Standing Committees.** The CPPCO will facilitate and lead standing committees (SC) to promote organisation development in the three key areas of: GEDSI, MEL and financial

⁴¹ In the Inception Period, the MC will work with DFAT to identify opportunities and mechanisms for building synergies with these and other DFAT programs.

management. These working committees will build on the CPP groups already established in these areas.

- **CPP Six-monthly partner reflections and learning forums.** These will mainly comprise the members of the SDT and should include finance team representatives.⁴² These meetings focus on reviewing program progress as captured in six-monthly reports to DFAT with a focus on discussing learning and analysing how to improve program outcomes. These will be facilitated by the CPPCO and involve the current members⁴³ of the SDT/SoG.⁴⁴

6.6 Resources

CPP resourcing for MEL is expected to follow B CEP resourcing levels. The CPPCO is expected to spend approximately 10% of its budget on MEL resources. The CPPCO is expected to have a similar structure to the current phase, with 6-7 full-time professionals. This will include one senior MEL professional and a junior professional, primarily responsible for data collation. However, all members of the CPPCO will have some responsibility for MEL, under the leadership of the senior MEL CPPCO professional. This senior CPPCO MEL professional will be responsible for developing and implementing the CPP MEL plan and framework, as well as overseeing MEL capacity development to partners. They will work closely with the B CEP MEL professional (in the B CEP Program Management Team).

Similarly, each partner is expected to allocate 7-10% of their budgets to MEL. Most partners already have dedicated MEL professionals. In the Inception Phase, the CPPCO will work with partners to confirm their MEL resourcing requirements when helping them develop their own MELF.

In recognition of the limited expertise in MEL in PNG, the CPP MEL working group provide an important mechanism for developing the skills of partners as well as CPPCO staff.

The development of three-year partner program plans with MEL Frameworks, capacity development plans and budgets are one of the main innovations of the next phase. The CPPCO will provide detailed guidance and support to partners in the development of these program plans (see section 5.2).

For partners who have existing development work program plans, CPP will seek to base funding around these existing strategies. Partner will be asked to identify elements of their strategies most relevant to CPP outcomes.

6.6 Evaluation

The next phase of CPP is to be implemented over 7.5 years, divided into an initial 3.5 year period, with a possible four-year extension. An independent mid-term review of CPP will be conducted after approximately three years of implementation to assess effectiveness and likelihood of achieving program outcomes by the end of the four-year extension period. This review will be used to determine whether CPP is continued into the second period. The CPP evaluation will also inform a similar mid-term review of the overall B CEP.

In addition, the CPP will support evaluations of individual partners' strategic and thematic collective action work.

⁴² In the early days it is unlikely the finance staff will feel confident about participating but part of building the capacity is to build the general understanding that a strong finance voice is part of the mutually beneficial systematic approach

⁴³ The current membership consists of: Heads of development units across CPP PNG Churches; two ANGO representatives representing all ANGOs; DFAT; and OoR representative.

⁴⁴ The SDT (Senior Development Team) was renamed the SoG (Senior Operations Group) in the most recent CPP Charter

7. Budget

7.1 High level Program budget breakdown

Table 1 below provides a high-level breakdown of the budget for CPP 4.1. This budget is further explained below.

Table 1: Indicative, high-level CPP 4.1 budget breakdown

Item	Year 1	Year 2	Year 3	Year 4	Total
Partner grants	6,300,000	6,300,000	6,300,000	6,300,000	25,200,000
CPPCO:					
a) Core functions (staff & ops)	650,000	650,000	650,000	650,000	2,600,000
b) Programming support & capacity development:					
• Social Accountability	500,000	500,000	500,000	500,000	2,000,000
• Technical Assistance (various)	200,000	200,000	200,000	200,000	800,000
• PNGCC capacity development	150,000	150,000	150,000	150,000	600,000
• Research and Learning	50,000	50,000	50,000	50,000	200,000
• DFAT strategic opportunities (TBD)	150,000	150,000	150,000	150,000	600,000
Subtotal	1,700,000	1,700,000	1,700,000	1,700,000	6,800,000
Total	8,000,000	8,000,000	8,000,000	8,000,000	32,000,000

The CPP total annual budget is set at AUD 8 million per year, which is the same as the current phase of the program. The budget breakdown is indicative only and there is scope to move funding across budget lines with DFAT’s approval.

To provide the CPPCO with increased resources and capacity to support partner capacity development and social accountability activities, the grant ceiling for each partner has dropped slightly from the current phase to AUD900,000 per annum. This is exclusive of dedicated funding for social accountability pilot activities (and technical support), additional strategic opportunities (such as responding to emerging crises) and capacity building of PNGCC. Additional funding may be available to CPP partners who meet expenditure forecasts and acquittal requirements (if there are underspends across components of the BCEP program).

For transparency, the budget outlines the CPPCO key budget lines

- a) Core functions (staff and operations): this includes costs for BCEP PMT oversight and support (note 2)
- b) Programming support & capacity development:
 - Social Accountability (an indicative amount)
 - Technical Assistance (various) (estimate)
 - PNGCC capacity development (estimate, based on DFAT advice)
 - Research and Learning (estimated)
 - DFAT strategic opportunities (for DFAT use)

8. Risk management and safeguards

CPP is a high-risk investment, as assessed against DFAT’s Risks and Safeguard Tool. The most important strategic risks and control measures are summarised here (see Annex 2)

8.1 Key Risks and mitigation

Major risks	Mitigations
a) Operating context	
<ul style="list-style-type: none"> Ongoing COVID-19 pandemic, which could disrupt Program inception and implementation, making it difficult for the Program to develop trusting stakeholder relationships which are vital to the success of the Program 	<ul style="list-style-type: none"> To respond to COVID-19 issues, the MC will be required to develop a Business Continuity Plan and a Risk and Safeguard Management Plan during the inception period to ensure essential functions can be carried out, while reducing COVID-19 risk to personnel as far as possible
<ul style="list-style-type: none"> National elections in May 2022 could disrupt program partners and beneficiaries over several months and disrupt consultation plans in the Inception period. 	<ul style="list-style-type: none"> To respond to potential disruption from the election, Program and partner plans will have flexibility to respond to changing priorities and context
b) Implementation to achieve end of program outcomes	
<ul style="list-style-type: none"> End of program outcome 1: constructive citizen-government engagement. In delivering services on behalf of government, churches are also agents of the state, potentially compromising their status as trusted intermediaries. Moreover, as churches have some direct power over delivery of services, focussing on citizen-government engagement could distract from where problems could be solved by more effective community-church engagement. A final risk is whether churches have the capacity and experience to take a problem-solving approach.⁴⁵ 	<ul style="list-style-type: none"> Support partners to develop their own social accountability/problem solving approaches. This method involves first strengthening churches own internal accountability understanding, culture and processes before supporting churches to pilot their approaches.
<ul style="list-style-type: none"> End of program outcome 2: inclusive citizen-government engagement. Some church leaders, and male champions, particularly in remote and rural areas reinforce discriminatory social norms. Challenging norms and attitudes, particularly regarding gender equality can result backlash and increased violence against women. 	<ul style="list-style-type: none"> Supported partners to carefully select the issues on which they seek to influence change and identify leaders who are champions in those areas. Develop strategies to influence attitudes and behaviours of Church leaders. At the PNGCC level, the Program will facilitate open communication between church leaders on the importance of supporting strong GEDSI policies. At the partner level, GEDSI action plans and learning on their implementation will be widely shared with CPP and the broader BCEP program. Program will monitor for signs of a potential backlash and change program to avoid this.

8.2 Risk control policies and processes

Risks will be carefully managed by DFAT-JAS to ensure that program implementation is not negatively impacted by risks. Post will ensure that the MC is assessing and managing risks according to DFAT’s

⁴⁵ A problem-solving approach is almost the opposite to the ‘assets-based’ approach that is emphasized in the CPP Charter. A recent DCP Case study on CPP’s collective action work questioned partners capacity to take a problem-solving approach (Abt, November 2021)

requirements. These requirements will be stipulated in the head contract and assessed on a regular basis.

The MC will update the Risks and Safeguards Assessment in the Inception Report and in all future progress reports (Six-Monthly). In the Inception Period, the MC will put in place a rigorous risk management and fraud control system in accordance with DFAT's requirements as outlined in DFAT's Risk Management Guide for Aid Investments (which includes the Risk and Safeguards Tool) and Fraud Control Toolkit for Funding Recipients.

This system will ensure that that DFAT's policies are adhered to by all CPP partners, including environment and social safeguards, fraud control, child protection and prevention of sexual abuse and harassment, gender equality and social inclusion, and health and safety.

ANGOs have Child Protection and PSEAH policies are compliant with all DFAT safeguards as part of their DFAT NGO accreditation. As the prime grant holders, ANGOs provide ongoing support to PNG church partners with oversight from the CPPCO. Support to compliance of PNG Church partners will be a priority focus of the organisational capacity development plans.

Child protection and PSEAH: The risk of child protection SEAH incidences is rated as high due to the dispersed nature of the implementation of the CPP. The PSEAH and Child Protection risks will be mitigated ANGOs and the CPPO through ongoing training and support for both Child protection and PSEAH for PNG church partners. This support includes do no harm approaches, identifying and mitigating risks and collaborating with partners and stakeholders throughout implementation.

The MC is responsible for monitoring and reporting compliance with DFAT policies. They are also responsible for communication with, and training of, all Program staff and sub-contractors/grantees in the implementation of policies and tools to ensure adherence throughout implementation. The MC will build into sub-contractor/grantee agreements, their obligations for understanding and adherence to DFAT policies. Auditing and reporting requirements outlined in these policies will also be included in operational procedures including regular updates to DFAT's Risk and Safeguard Tool and compliance reported six-monthly (and the Inception Report). The MC must have experience in the effective management of fiduciary risk and fraud control to DFAT requirements and report to DFAT on a regular basis as outlined in the head contract. This will include oversight of partner compliance with operational policies, requiring expertise at the operational level, to review partner financial reports and undertake additional due diligence and risk processes to ensure compliance with safeguards and financial policies.