

# Strongim Pipol Strongim Nesen (SPSN)

Completion Report Volume 1



# Completion Report Volume 1

SPSN Completion Report

Client: Department of Foreign Affairs and Trade

ABN: 47 065 634 525

Prepared by

**AECOM Services Pty Ltd**

Level 28, 91 King William Street, Adelaide SA 5000, Australia

T +61 8 7223 5400 F +61 8 7223 5499 [www.aecom.com](http://www.aecom.com)

ABN 46 000 691 690

15 July 2016

Job no: 60451461

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## Quality Information

Document      Completion Report Volume 1


Ref              60451461

Date            15 July 2016

Prepared by    Trevor Ole, SPSN Program Director and Helen Disney, Research, M&E and  
Performance Reporting Specialist

Reviewed by    Diane Barr, SPSN Contractor Representative

### Revision History

Revision	Revision Date	Details	Authorised	
			Name/Position	Signature
1.0	15 July 2016	Initial issue	Diane Barr SPSN Contractor Representative	

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## Abbreviations

Abbreviation	Description
ABC	Australian Broadcasting Corporation
ABG	Autonomous Bougainville Government
AIDS	Acquired Immune Deficiency Syndrome
ALAC	Advocacy and Legal Advice Centre
ARoB	Autonomous Region of Bougainville
AHC	Australian High Commission
AoPE	Association of Professional Evaluators
AUD	Australian dollar
BbP	Buk bilong Pikinini
BCG	Bacillus Calmette-Guérin
BPBP	Bougainville Peace Building Program
C1, C2, C3, C4, C5	Component 1, Component 2, Component 3, Component 4, Component 5
CCAC	Community Coalition Against Corruption
CBO	Community-Based Organisation
CBR	Community-Based Rehabilitation
CDD	Community Driven Development
CDF	Capacity Development Framework
CDW	Community Development Worker
CDS/ CDS2	Community Development Scheme
CEDAW	Convention on the Elimination of Discrimination Against Women
CHW	Community Health Worker
CIMC	Consultative Implementation and Monitoring Council
CISP	Coffee Industry Support Program
CM	City Mission PNG
CSNU	Callan Services National Unit
CSO	Civil Society Organisation
DCDO	District Community Development Officer
DFAT	Department of Foreign Affairs and Trade (Australia)
DFCDR	Department for Community Development and Religion
DGTP	Democratic Governance Program – Transition Phase
DID	Disability Inclusive Development
DNPM	Department of National Planning and Monitoring
DPO	Disabled Persons Organisation
DPSC	District Peace and Security Committee
ECCE	Early Childhood Care and Education
EHFV	Eastern Highlands Family Voice

Abbreviation	Description
EHP	Eastern Highlands Province
EITI	Extractive Industries Transparency Initiative
ENB	East New Britain Province
EPSP	Economic and Public Sector Program
EU	European Union
FHI360	Family Health International 360
FSV	Family and Sexual Violence
FSVAC	Family and Sexual Violence Action Committee
GBV	Gender-Based Violence
GESI	Gender, Equality and Social Inclusion
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
GPS	Global Positioning System
HHISP	Health and HIV Implementation Services Provider
HIV	Human Immunodeficiency Virus
HRDN	Human Rights Defenders Network
ICDP	Integrated Community Development Project
IDIB	Inclusive Development In post conflict Bougainville
INA	Institute for National Affairs
INGO	International Non-Government Organisation
JGC	Joint Governing Council
JOA	Joint Organisational Assessment
KLOM	Komuniti Lukautim Oi Meri
KP	Key Partners
KPP	<i>Komuniti Prosek Plen</i> or Community Project Plan
LGC	Local Grant Committee
LLG	Local Level Government
LPV	Limited Preferential Voting
LTA	Long-Term Adviser
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MDGs	Millennium Development Goals
MDI	Media Development Initiative
MoU	Memorandum of Understanding
MP	Member of Parliament
MSCD	Manus Support: Community Development
MTDP/MTDP2	Medium Term Development Plan
NACD	National Advisory Committee on Disability

Abbreviation	Description
NATG	National Assistive Technology Guidelines
NATTB	National Apprenticeship and Trade Testing Board
NBC	National Broadcasting Corporation
NBDP	National Board for Disabled Persons
NDOE	National Department of Education
NDRAC	National Disability Resource and Advocacy Centre
NEFC	National Economic and Fiscal Commission
NGC	National Grant Committee
NGO	Non-Governmental Organisation
NMAG	National Museum and Art Gallery
NOPS	National Orthotics and Prosthetics Service
NPD	National Policy on Disability
NTC	National Training Council
NZAID	New Zealand Aid
PGF	PNG Governance Facility
PGK	Papua New Guinea Kina
PNG	Papua New Guinea
PNGADP	Papua New Guinea Assembly of Disabled Persons
PNGEC	PNG Electoral Commission
PNG LNG	PNG Liquefied Natural Gas
PWD	Person With a Disability
PWSPD	Pacific Women Shaping Pacific Development
RCI	Result Core Indicators
RGC	Resource Governance Coalition
REDD	Reducing Emissions from Deforestation and Forest Degradation
RRRC	Reef and Rainforest Research Centre
RSD&LGP	Rural Service Delivery and Local Governance Project
RTO	Registered Training Organisation
SERC	Special Education Resource Centre
SMART	Specific, Measurable, Achievable, Realistic/Relevant, Time-bound
SoS	Scope of Services
SPSN	Strongim Pipol Strongim Nesen
STA	Short-Term Adviser
STaRS	National Strategy for Responsible Sustainable Development
STI	Sexually Transmitted Infection
TIPNG	Transparency International PNG
TOT	Training of Trainers
TVRP	Treaty Village Resilience Project



Abbreviation	Description
UNCAC	United Nations Convention Against Corruption
UNCRC	United Nations Convention on the Rights of Children
UNCRPD	United Nations Convention on the Rights of Persons with a Disability
UNTOC	United Nations Convention on Transnational Organised Crime
URS	URS Australia Pty Ltd
VAP	Voter Awareness Program
WASH	Water, Sanitation and Hygiene
WNB	West New Britain Province
WDP	Ward Development Plan
YACA	Youth Against Corruption Association

## Glossary – Explanation of Key Terms used in SPSN

Term	Definition
Civil Society	Civil society is an arena of collective action. In PNG it includes communities, clans and tribes, as well as groups that are voluntarily formed, autonomous, non-profit and for public purposes (e.g. community based organisations, church groups, women's groups, NGOs, landowners, and networks etc.). A strong civil society includes local grassroots associations, intermediary groups like grassroots support membership organisations, networks and NGOs, and at the highest level, specialised support organisations.
Democratic Governance	Engagement between civil society, the private sector and government to ensure that public resources and services are distributed more effectively, efficiently and equitably and to increase the transparency and accountability of government. At the community level, SPSN also supports citizen engagement with traditional leadership or informal structures as an aspect of democratic governance.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Gender equality	Both women and men are able to share equally in the distribution of power and influence; have equal opportunities, rights and obligations in the public and private spheres, including in terms of work or income generation; have equal access to quality education, health services and capacity-building opportunities; have equal possibility to develop their full potential; have equal access to resources and services within families, communities and society at large; and are treated equally in laws and policies.
Social Inclusion	Social Inclusion defines a situation where all citizens are free and able to participate in society socially, economically and politically. Exclusion from these benefits is usually because of the 4 'D's': disease, disadvantage, disability and discrimination. While some people are affected in one area, the most vulnerable will be affected in all spheres and are most likely to be poor, restricted from contributing to and benefitting from development and are often the least visible. Social inclusion requires us to identify the most vulnerable people and work towards including them in development programs.
Sustainability	The continuation of benefits from an intervention after assistance has been completed. The probability of continued long-term benefits.

## Executive Summary

Strongim Pipol Strongim Nesen (SPSN) has been a six year (2010-2016) nation-wide partnership in Papua New Guinea (PNG) between the PNG and Australian Governments during which Australia invested almost \$AUD120 million to contribute to “PNG Vision 2050”, the “PNG Development Strategic Plan (2010-2030)” and the “Medium Term Development Plan (2011 – 2015)”. SPSN has been delivered by a managing contractor. AECOM Services Pty Ltd (formerly URS Australia Pty Ltd). From July 2016 the SPSN program will become a pillar of the new PNG Governance Facility (PGF) and therefore this Completion Report contains lessons learned and recommendations for the implementation of PGF. This Completion Report is in two volumes - Volume 1 provides the review of the overarching achievements of the six year program, with some key appendices of program details; Volume 2 contains a chapter for each of the five individual Components of SPSN, and further appendices of program details including 48 case stories of SPSN’s contribution to improving the lives of Papua New Guineans.

### Implementation

The SPSN goal was ***to enable civil society, together with the State and others, to better meet the needs and priorities of men, women and children in communities across PNG***. This Goal was pursued by implementing a Theory of Change that linked three key outcome areas – capacity development, democratic governance and access to services. To implement this Goal it was recognised that both effective government and a strong and active civil society are crucial for good governance and delivery of services. A further key element of the SPSN service delivery approach was that good organisational governance and democratic governance were promoted and demonstrated in the support provided to SPSN partners and stakeholders. SPSN promoted six principles of democratic governance – participation, responsiveness, accountability, transparency, equality, and legitimacy. These principles were also applied to organisational governance.

It has been widely acknowledged as evidenced in this Completion Report that SPSN’s service delivery approach was *“responsible for a greater part of the achievements made by SPSN”*<sup>1</sup>.

SPSN did not act directly on communities but, using an Actor-Centred Approach, worked through stakeholders and service providers (partner organisations) who in turn worked with communities and other partners. SPSN’s role was to strengthen stakeholders and partners to ensure that they could deliver the proposed outcomes associated with SPSN.

Stakeholder satisfaction with SPSN was high - members of Local Grant Committees (LGC) and the Joint Governing Council (JGC); partner organisations, including the Key Partners in Component 1; and community members across PNG have provided positive feedback over the course of the program. At the final JGC meeting in June 2016 both government and community representatives expressed appreciation for the way in which SPSN had brought people together in partnerships with the government, civil society organisations (CSO) and communities, to pursue demand driven projects and achieve valuable outcomes. SPSN has been found to have extensive positive recognition across PNG, providing the Australian Department of Foreign Affairs and Trade (DFAT) with wide and positive exposure across the country, SPSN received a rating of 5 out of 6 in the 2015 DFAT Partnership Performance Assessment for the program.

### Relevance

SPSN delivered the policy and aid relevance for the needs of the men and women in PNG, as seen in achievements in capacity development, democratic governance, and access to services; and to the priorities of both the PNG and Australian Governments. This was despite changes in the political and policy context in both PNG and Australia. SPSN laid a good foundation for future work to evolve into the next iteration of an Australian funded democratic governance program/initiative.

### The Component Approach

To achieve SPSN’s Goal, the activities were organised into five Components to deliver outputs and contribute to the outcome areas, (budget figures are in PGK and AUD):

1. **Component 1:** Strengthened practice and promotion of democratic governance by Key Partners – PGK67.8m (AUD30.5m);
2. **Component 2:** Communities working together to address identified priorities – PGK39.8m (AUD17.7m);

<sup>1</sup> Whole of Program Performance Study, undertaken for SPSN by an independent consultant on a short term contract, p 1

3. **Component 3:** Improve local governance in selected geographic areas – PGK29.1m (AUD13.1m);
4. **Component 4:** Strengthened collaboration and networks of stakeholders for the promotion of democratic governance - PGK18.5m (AUD8.5m); and
5. **Component 5:** Strengthened human capital of men and women for the practice of democratic governance – PGK3.8m (AUD1.7m).

All Components contributed to the success of SPSN and to learning about what works well and what doesn't. The relative costs of delivery as covered in Chapter 4 *Efficiency* and Chapter 9 *Lessons learnt and innovation*. However creation of a Component structure needed to be balanced with a strategy that is resourced, driven, managed and monitored to ensure the coherence of the program. Collaboration, reflection and joint reporting processes and mechanisms were essential to ensure this coherence.

### **The Grants Approach**

A total of 423 grants were implemented by partner communities, organisations, networks and partnerships from the local community to the national level in all of PNG's 22 provinces and 87 of the 89 districts.

The majority of grants were managed through Component 2:

- 305 small/medium/large grants with 251 completed, 42 closed, 6 withdrawn and 6 fraud cases.
- 50% of the projects were in areas with relatively good access and 50% were in remote locations with poor accessibility.
- 88% of projects were associated with the health, education or gender equality sectors.

Chapter 2 in Volume 2 of this Completion Report provides clear details of the management and outcomes of the Component 2 grants program.

A key mechanism in Component 2 has been the use of Local Grant Committees (LGC)<sup>2</sup> as the formal link between SPSN and the provincial administration to engage government officers at all levels in the province; to provide the foundation for democratic governance gains; and to improve the engagement between government and community at the project level. In 16 of the 22 provinces, the LGCs brokered arrangements for Provincial Government, District Administration or the Member of Parliament, to assist in meeting the requirement for 10% contribution to funding from communities thereby leveraging government resources.

Analysis of the delivery costs confirmed the relatively high cost of implementation of an effective grants program with a cost of AUD1.26 to deliver AUD1.00 of grant funds. However if development is to be inclusive, and sustainable, it must be undertaken **by** the people themselves rather than **for** the people; SPSN's grants program has successfully done this. To impose top down development, rather than working at all community levels, could be a higher cost if women and men in communities who comprise approximately 85% of the population are not included.

The SPSN grants program enabled Australian aid funds to reach rural and urban communities across the country and to support the process of sustainable community development in these communities.

### **Outputs and outcomes – effectiveness in capacity development, democratic governance and access to services**

Each Component had a set of objectives and outcomes linked to the SPSN Goal, Theory of Change and Program Logic<sup>3</sup>. Across each Component the program focused on the eight key thematic areas of education, health, gender equality, disability, civic awareness/civic education, law and justice, HIV/AIDS, and disaster risk reduction. Data on the achievements in these thematic areas was collated by the SPSN Manubada database (where the thematic areas were called primary markers) enabling the reporting on results to stakeholders and partners. Investment in grants across the five Components in the thematic areas totalled PGK 159 million (AUD 71 million) from a total SPSN program expenditure of AUD119 million:

- Education PGK19.8m (AUD9.2m) through 105 grant agreements.
- Health PGK11.1m (AUD5.1m) through 105 grant agreements.
- Gender equality PGK27.9m (AUD12.9m) through 101 grant agreements.
- Disability PGK10.0m (AUD4.6m) through 21 grant agreements.
- Civic awareness PGK85.2m (AUD39.3m) through 62 grant agreements.

<sup>2</sup> Originally called Provincial Grant Committees

<sup>3</sup> These elements are explained in the Program Description and Chapter 8 Monitoring and Evaluation

- Law and Justice PGK0.9m (AUD0.4m) through 7 grant agreements.
- HIV and AIDS PGK0.4m (AUD0.2m) through 5 grant agreements.
- Disaster Risk Reduction PGK0.3m (AUS0.1m) through 4 grant agreements.

More than 1 million direct beneficiaries (51% female) were reached with:

- Capacity development in a wide range of personal skills and service delivery skills including health (more than 12,000 men and women), literacy (more than 10,660), gender equality and social inclusion (more than 9,780), environment and climate change (more than 7,440), democratic governance training (more than 7,320), financial management and sustainability (approximately 6,670), water, sanitation and hygiene (more than 5,300) leadership (more than 4,630) agriculture (approximately 3,840), and technical and vocational skills (for more than 3,820). Across all of the Components over half a million days of training (511,210) were recorded in the SPSN TrainTrack database, working out at an average of 5 days per participant. SPSN also built a cadre of community development workers in all provinces to support the partners and conduct regular monitoring visits.
- Increased skills and experience of men and women to express and identify their preferences, as well as to participate in planning, implementation, monitoring and evaluation of activities, and to hold government and other service providers to account which contributed to improved democratic governance and transparency of planning and allocation processes. Capacity was built amongst women and men, they in turn developed their organisations and programs using the skills they learned and this has contributed towards national development.
- Access to a very wide range of inclusive services and infrastructure – particularly:
  - Community identified needs including 39 classrooms, 28 health posts, 27 resource centres, 73 water systems (1,045 water supply points), and sanitation (more than 440 latrines);
  - Priority areas such as:
    - Access to hygiene awareness (35,290) and health aid posts (6,340).
    - Disability services (8,329 people), inclusive education for 151 children, and assistive devices for 8,179 people with disabilities.
    - Family and sexual violence counselling (6,310) and awareness raising for more than 195,000 women and men.
    - Income generation for 4,020.
    - Child protection support to 12,140 children.
    - More than 550,000 people on voter education and citizen's rights<sup>4</sup>.
- Gender equality and social inclusion were mainstreamed in SPSN activities leading to 51% of beneficiaries being women and girls, and a more moderately successful 45% of participants in training being women.

More than 400 government and civil society organisations (CSO) received capacity building:

- A total of 210 CSOs were reported to have improved financial management, project management, human resources, technical capacity or improved governance and 237 CSOs now have greater skills and knowledge to engage with government to improve service delivery.
- 330 CSOs were reported to have strengthened networks with government.
- SPSN successfully built the capacity of more than 3,500 government officers across provinces and more than 160 government organisations (mostly sub-national) were reported as having increased capacity (in the form of systems, skills, knowledge, networks, etc.) to engage with civil society to improve service delivery. The government officers were active in planning, allocation and implementation of the projects and have been found in follow up studies conducted by SPSN to be applying the knowledge, skills and processes they learnt to other programs in which they are involved.
- Significantly the Department of Provincial and Local Level Government Affairs (DPLGA) is reported to be reviewing and updating the SPSN/DPLGA Ward Planning Guide and training materials to support the implementation of the District Development Authorities.
- At the national level, support through the transformative partnerships of Components 1, 3 and 4 led to the implementation of the Extractive Industries Transparency Initiative (EITI), the State-CSO Partnership Policy and the National Policy on Disability, which addressed development of both the service systems and access

<sup>4</sup> The numbers provided in this section are rounded. Appendix D Result Core Indicators in this Volume gives the detailed data – and particularly the gender breakdown

to services. Service provider partnerships increased coordination, better service responses, and increased access especially in the areas of family and sexual violence, early childhood education, peace building and disability.

### ***Sustainability and Impact***

Sustainability was built into the SPSN program approach in a multi-layered model to develop the foundations and enabling environment needed for ongoing development in PNG. SPSN initiatives at national, sub-national and community levels sought to lay foundations that would build demand for both democratic governance (systemic) and good organisational governance.

The main foundations targeted were social sustainability with the building of engaged communities with:

- more women involved in decision making;
- a 'culture' of democratic and good governance;
- modelling and facilitating democratic governance behaviours and principles particularly at the local level;
- developing services using both democratic governance and good organisational governance practices; and
- integration of activities into sub-national and community systems where possible.

The Chapter on Component 2 in Volume 2 summarises tangible sustainability at a human level:

*The grants enabled women and men in communities across PNG to experience change in their communities and their lives. SPSN has brought about changes in how women see their role in community life, in how people with a disability are included in community activities, in how tribal war is not always seen as the only action to consider. It has empowered people who have little contact with government services and has demonstrated how community development projects should be run and how communities should use the same approaches with funding from government.*

As the demonstration of democratic governance practice progressed, SPSN partners increasingly realised the importance of involving government at all levels in their programs and that partnering at the initial stages of the project can be an entry point for civil society engagement with government into the future.

The impacts achieved in SPSN have been variable given the short-term nature of the program, but nevertheless taking an overview of the SPSN activities and outcomes across PNG, SPSN has made a significant impact on the creation of an enabling environment of people, organisations and partnerships ready to capitalise on further programs, initiatives and funding to continue the development of the key areas of service delivery and democratic governance. As the PNG government reforms progress, there are more men and women able to engage with this process at all levels of society in PNG. There is not yet a critical mass of men and women but there is discernible evidence, and an increasing numbers of observers who see a turning point for improved democratic governance emerging in PNG.

### ***Summary***

SPSN made significant achievements against its Goal and objectives, and demonstrated both useful approaches and the potential challenges of democratic governance work at PNG's stage of development.

SPSN was effective in strengthening community capacity, promoting democratic governance and improving access to services. SPSN allocated considerable resources and funds to build the capacity of the grant partners especially in the areas of financial management, project management and monitoring and evaluation. Not only was this essential to ensure the successful delivery of the SPSN program, it also ensured that future projects in these communities and organisations are also being implemented and managed competently.

The power of partnership and democratic governance modalities was demonstrated and better understood. SPSN has identified many valuable lessons during its six years of operation. Key lessons identified relate to service delivery approaches: partnerships, networking, collaboration and sector development; the potential to link with PNG government reforms; and the implementation of an effective and efficient grants program.

## RECOMMENDATIONS

**Recommendation 1:** If a second generation approach and strategy for the SPSN Theory of Change is developed, for the PGF program, it should ensure that, in agreement with the PNG Government, the program implementation contributes to PNG's reform process - particularly the implementation of local planning through District Development Authorities; greater inclusion of the private sector; and stronger accountability to citizens to achieve change.

**Recommendation 2:** If a Component based approach is implemented in the next phase, a strong strategy should be developed at the outset and mechanisms for collaboration, coordination and reflection between Components should be a priority to achieve the coherence of implementation and program results.

**Recommendation 3:** SPSN Gender equality initiatives should be linked to important PNG developments such as the recent Department of Health Gender Policy; the Pacific Women Shaping Pacific Development program; and the Family and Sexual Violence Action Committee hosted by CIMC. More emphasis should be given to leadership development and economic empowerment for women in initiatives which include working with men on gender awareness and working with women.

**Recommendation 4:** Disability initiatives should build on the existing partnerships facilitated and supported by SPSN.

**Recommendation 5:** Depending on the findings of an assessment of the overall progress in addressing HIV/AIDS in PNG, the next phase of SPSN should have more emphasis to the needs of men, women and children living with HIV/AIDS, particularly with social inclusion at the local community level.

**Recommendation 6:** Democratic governance programs should have the resources and be able to call on expertise to facilitate and support strategic partnerships from the national to the local level in policy and service development. Partnership support should be informed by the findings from SPSN.

**Recommendation 7:** Building on SPSN's success, time, skills and resources for tangible organisational capacity development should be equally prioritised with those allocated to program delivery to ensure sustainability and ongoing development for SPSN partners so they can build a critical mass of civil society and government organisations, to act as change agents for transformative democratic governance change.

**Recommendation 8:** The role of Community Development Workers should be further developed, as a contribution to the workforce in PNG should be considered as an element of democratic governance programs.

**Recommendation 9:** The next phase of SPSN should prioritise the inclusive capacity development of men and women and people with particular needs to build the critical mass of change agents at all levels from local communities to national government. This should include capacity building in practical approaches to Monitoring and Evaluation.

## STRONGIM PIPOLO STRONGIM NESEN (SPSN)

### OVERVIEW

**Goal:** To enable civil society, together with the State and others, to better meet the needs and priorities of men, women and children in communities across PNG.

**Program Budget:** AUD 138m      **Duration:** 2010 - 2016

**Program Expenditure:** AUD 119m

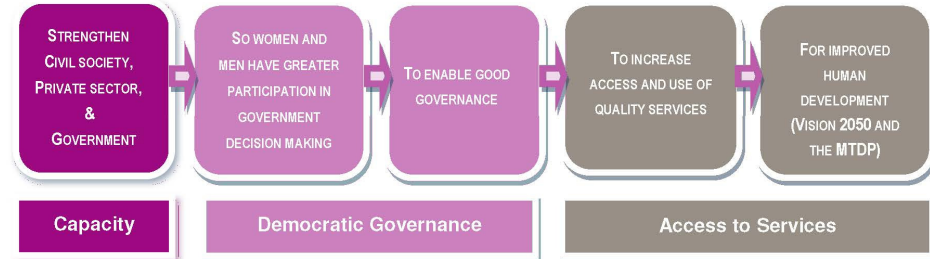
**Location:** Head office Port Moresby, Field Offices - Mt. Hagen, Lae, Kokopo and Buka from 2010 to 2014 and then all activities were centralised to Field Offices in Port Moresby and Buka

**Total number of Grants:** 423 with Total Value AUD 71m

- Implemented by partner communities, organisations, networks and partnerships from the local to the national level
- In all of PNG's 22 provinces and 87 of PNG's 89 districts

**Beneficiaries (direct):** 1,003,000 (51% female & 49% male)

### KEY OUTCOME AREAS FOR THE SPSN THEORY OF CHANGE



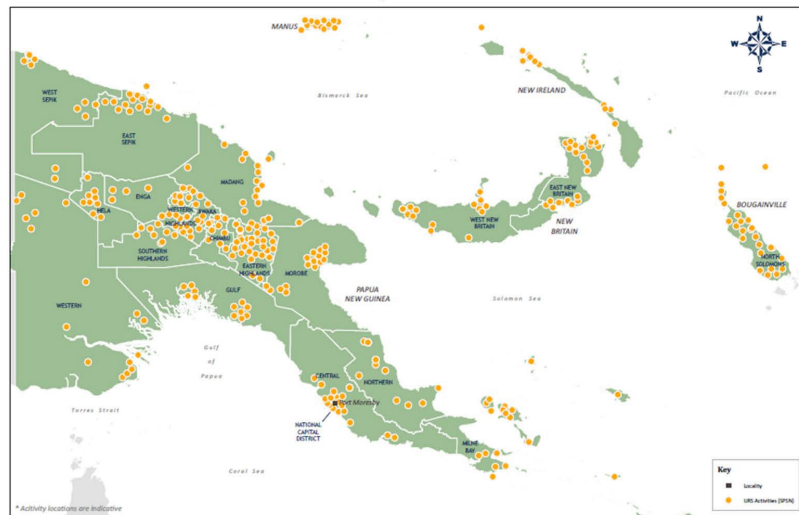
#### CAPACITY DEVELOPMENT

**88,661 participants** (45% women) in training activities including 78,464 community members, 3,501 government officers and 2,993 civil society organization staff  
**210 CSOs** received support to strengthen organisational capacity

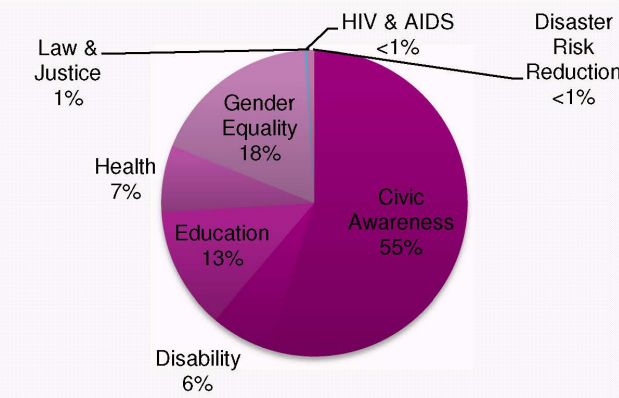
#### DEMOCRATIC GOVERNANCE

**235 CSOs** increased skills, knowledge & ability to engage with government  
**330 CSOs** strengthened networks with government  
**160 sub-national government agencies** have increased skills, knowledge & networks for democratic governance

### SPSN GRANT PROJECTS BY LOCATION



### SPSN GRANTS ACROSS 8 KEY THEMATIC AREAS BY VALUE



#### ACCESS to SERVICES

**73 WASH projects**, 39 classrooms, 28 health posts, 27 resource centres  
**Disability Services** with 27,000 assistive devices and education support  
**Family & Sexual Violence services** providing 6,310 victims with counselling



## 1.0 Introduction

This Completion Report for the Strongim Pipol Strongim Nesen (SPSN) Program is in two volumes. This first Volume provides the review of the overarching achievements of the six year program, with some key appendices with program details. Volume 2 contains a chapter for each SPSN's Components, and further appendices with detailed program information. Appendix E in this volume gives the Table of Contents for Volume 2. The five Components are identified in the program description in the next chapter - Chapter 2 SPSN.

The structure for this Report volume is similar to that of the Volume 2 Component chapters. Volume 1 is a summary report on the program as a whole and as such refers only to some key aspects of each Component. The individual Component chapters in Volume 2 provide detail and a sense of SPSN's powerful accomplishments. A description of the Component activity is followed by discussion against the criteria of Effectiveness, Efficiency, Relevance, Sustainability and Impact; followed by discussions of Lessons Learnt, Innovation, Conclusions and Recommendations. While Volume 1 includes chapters for Gender Equality and Social Inclusion (GESI), and Monitoring and Evaluation (M&E), the individual Component chapters in Volume 2 report on these throughout the text rather than in specific sections.

Another key feature of Volume 2 are 48 case stories – in many ways the heart of SPSN's accomplishments. The nature of the case stories is that they were mostly written in the field by the SPSN Papua New Guinean staff and Community Development Workers (CDW) who had been trained to conduct the monitoring for the projects. The stories draw as much as possible on direct quotes and the way in which the people involved talk and think about the various SPSN supported activities and projects.

Within the chapters in both Volumes the rich detail of the work is related to the key elements of SPSN's the Monitoring and Evaluation Framework – the Goal, Theory of Change, Program Logic and Key Evaluation Questions. These elements are explained in the Program Description and Chapter 8 Monitoring and Evaluation.

Democratic governance refers to government decision-making being the result of engagement between the State and civil society, and to public decision-making and good governance in and between communities and civil society. Good governance also refers to the governance of organisations. For SPSN democratic governance is captured in six principles: participation, responsiveness, accountability, transparency, equality and legitimacy. The next Chapter provides more information on these principles.

To summarise – this Volume seeks to give a clear picture of the totality of SPSN and Volume 2 seeks to provide greater detail on the work and achievements for each of the five Components that made up the program.

## 2.0 SPSN – Strongim Pipol Strongim Nesen

Strongim Pipol Strongim Nesen (SPSN) has been a six year (2010-2016) nationwide partnership in PNG between the PNG and Australian Governments. Australia budgeted AUD138 million<sup>5</sup> to contribute to “PNG Vision 2050”, the “PNG Development Strategic Plan (2010-2030)” and the “Medium Term Development Plans (2011–2015 and 2016-2017)”. SPSN has been delivered by a managing contractor, AECOM Services Pty Ltd (formerly URS Australia Pty Ltd). From July 2016 the SPSN program will become a pillar of the new PNG Governance Facility (PGF).

A Timeline for SPSN is provided in Appendix B of this Volume and a Component timeline is provided in each Component Report in Volume 2.

### 2.1 Democratic Governance in SPSN

SPSN followed three previous programs working in the area of democratic governance and community development (Community Development Scheme (CDS), Community Development Scheme 2 (CDS2) and the Democratic Governance Program – Transition Phase (DGTP)). The experience and analysis from these programs informed the SPSN design which sought to assist PNG to turn its high levels of economic growth into investment by PNG in democratic governance, service delivery and human development outcomes. The response was to support capacity development in both service delivery and democratic governance, and also to stimulate better allocation of resources to increase the supply and quality of inclusive basic services across PNG.

SPSN supported activities that promote democratic governance (linking citizens, civil society groups and government) to improve service delivery and demonstrate the democratic governance principles:

- Participation: Encouraging citizens to TAKE PART and actively play a positive role in their own communities, making Papua New Guinea (PNG) a fair, safe, healthy, prosperous and happy society.
- Responsiveness: Influencing institutions, businesses and government to be FLEXIBLE AND CONSIDERATE reacting QUICKLY and FAIRLY to the needs and wishes of citizens.
- Accountability: Promoting responsibility so that everyone; citizens, organisations and government, all accept the CONSEQUENCES of their own actions and/or inactions.
- Transparency: Promoting FREEDOM OF INFORMATION and OPPOSING SECRECY so that decisions which affect people’ lives are clearly understood, debated and explained.
- Equality: Creating a fairer society, by eliminating prejudice and discrimination, ensuring JUSTICE and HUMAN RIGHTS for all, regardless of gender, race, disability, age, sexuality, religion or educational background.
- Legitimacy: Ensuring the HONESTY and FAIRNESS of leadership in business, NGOs, community based organisations and Government by promoting open forums and democratic elections without bribery, bullying or intimidation.

### 2.2 The SPSN Goal and Theory of Change

The SPSN Design recognised that both effective government and a strong and active civil society sector are crucial for good governance and delivery of services.

**SPSN’s Goal has been to enable civil society, together with the State and others, to better meet the needs and priorities of men, women and children in communities across PNG.**

The SPSN Theory of Change starts with the premise that the enabling environment and the willingness and capacity of all parties to engage in shared decision making processes needs to be strengthened in order for meaningful engagement to occur. This includes the ability of men and women to express and identify their preferences, as well as to participate in planning, implementation, monitoring and evaluation activities, and to hold government and other service providers to account. It also includes the ability of government to engage meaningfully with and be responsive to demands from civil society.

A third element that is now included in democratic governance activities as a key partner is the private sector. While the private sector is not strictly part of civil society in most definitions (including that in the Glossary of this report), when working in democratic governance most participatory processes should be open to private sector representation as well. In SPSN’s later years, following an increased focus on the private sector in Australia’s aid

<sup>5</sup> While the total SPSN budget was AUD138m, the actual expenditure to the end of May 2016 was AUD118.2.  
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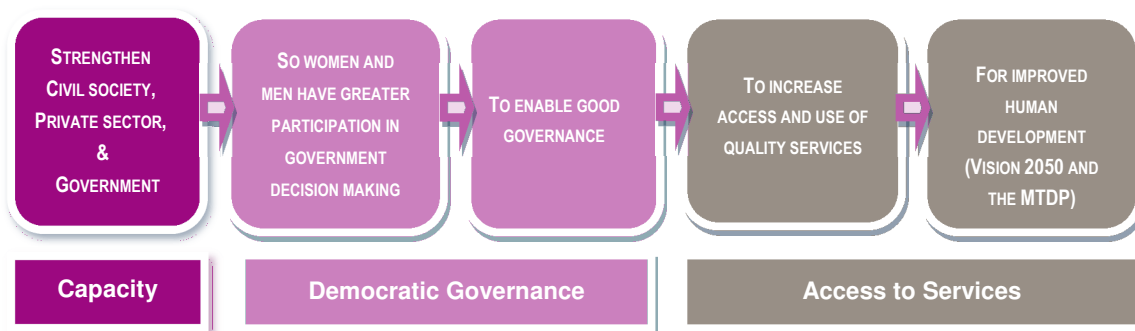
policy, engagement initiatives sought to include the private sector with increasing success as will be demonstrated in this report.

Effective engagement in these areas requires: human capital with specific skills; incentives for engagement; functional and structural capacity; and democratic governance values.

The SPSN Theory of Change is a five-step premise involving three key Outcome Areas:

- Strengthened capacity of individuals and organisations associated with government and civil society;
- Democratic governance with people in communities understanding and applying the principles of democratic governance; and
- Access to services especially in the areas of health, education, disability and gender.

**Figure 2-1 Democratic Governance Theory of Change**



While the diagram in Figure 2-1 implies a very linear process it is not, either in chronology, or in intention. Capacity development is a driver for outcomes for both improved democratic governance and increased access to well-managed inclusive services. Outcomes in increased access to and use of services were measured as an outcome of democratic governance but, importantly, improved democratic governance was also recognised as an outcome area in its own right.

The Monitoring and Evaluation Framework for SPSN developed 10 key evaluation questions to monitor the implementation of the program in line with the Theory of Change, the well-established DAC evaluation criteria for development assistance<sup>6</sup> and other key development criteria from Australia's Aid program - gender equality and social inclusion (GESI), monitoring and evaluation (M&E), lessons learnt and innovation. These questions link to and are addressed in the chapters of this volume of the Report. The Program Logic sets out the key outcomes for SPSN which are used as the structure in Volume 1 of the Completion Report and in the Component chapters in Volume 2.

## 2.3 SPSN Program Activities and Outputs

To achieve the SPSN Goal, the activities to deliver outputs, and contribute to the outcomes areas, were organised into five Components (budget figures are in PGK):

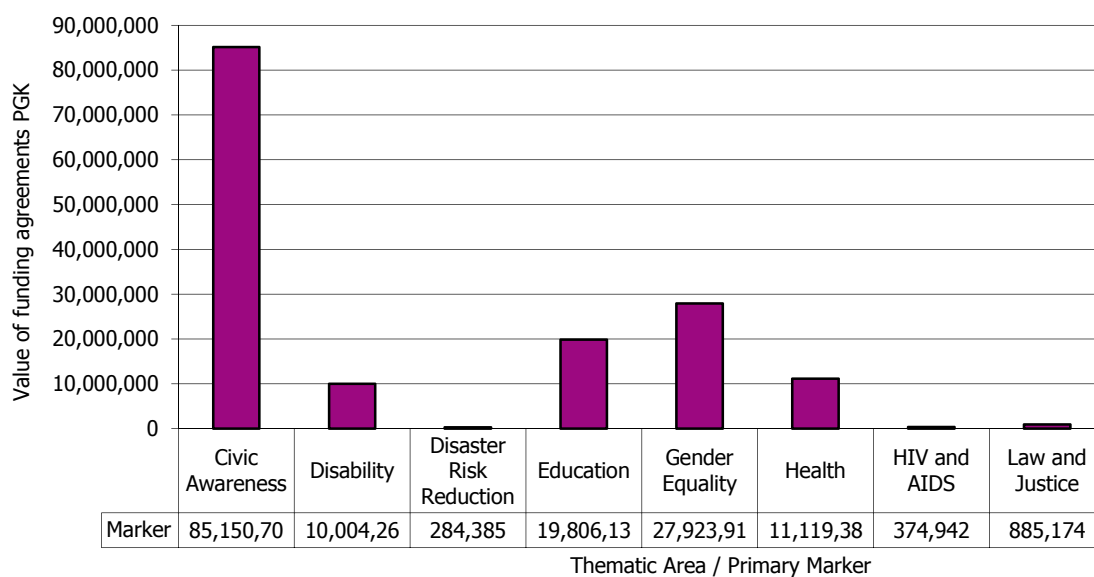
- Component 1: Strengthened practice and promotion of democratic governance by Key Partners – PGK67.8<sup>7</sup>m;
- Component 2: Communities working together to address identified priorities – PGK39.8m;
- Component 3: Improve local governance in selected geographic areas – PGK29.1m;
- Component 4: Strengthened collaboration and networks of stakeholders for the promotion of democratic governance - PGK18.5m; and
- Component 5: Strengthened human capital of men and women for the practice of democratic governance – PGK3.8m.

<sup>6</sup> Criteria from the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) relevance, effectiveness, efficiency, impact, and sustainability

<sup>7</sup> While the funding for the CARE ICDP project was included in Component 1, the coordination for this grant was placed under Component 3 and the Manubada database also had the grant under Component 3.

Each Component had a set of objectives and outcomes linked to the SPSN Goal, Theory of Change and Program Logic. Across these Components the program has worked in the eight key thematic areas of education, health, gender equality, disability, civic awareness/civic education, law and justice, HIV/AIDS, and disaster risk reduction, Data on the achievements in these thematic areas was collated in the SPSN Manubada database<sup>8</sup> with the use of Primary Markers enabling the reporting on results in this Volume and in the Component chapters in Volume 2. Figure 2-2 shows the total funding for each of these thematic areas across SPSN and the number of funding agreements for each is given below the figure.

**Figure 2-2: Value in PGK of funding agreements by key thematic areas (primary markers)**



There were:

- 105 funding agreements for Health;
- 105 funding agreements for Education;
- 101 for Gender Equality;
- 62 for Civic Awareness;
- 21 for Disability; and
- 7, 5 and 4 for Law and Justice, HIV/AIDS, and Disaster Reduction respectively.

Governance for SPSN was provided through a Joint Governing Council (JGC), made up of men and women from the Government of Papua New Guinea, Government of Australia, and civil society. The allocation of medium and large grants was managed through a National Grant Committee (NGC) and 22 Local Grant Committees (LGC) comprising government and civil society representatives in the provinces, National Capital District and Autonomous Region of Bougainville, managed the allocation of small grants.

**2.3.1 Grants and Outputs**

The SPSN program funded a total of 423 grants. These grants funded a very wide range of activities including:

- New services, activities and infrastructure with a local governance focus across all Components but particularly to communities in Component 2;
- Funding to extend the reach of the existing democratic governance activities and service delivery of Key

<sup>8</sup> see Section 2.5 Monitoring and Evaluation

Partners in Component 1<sup>9</sup>, including the important support to the national media organisation National Broadcasting Corporation (NBC) which particularly resulted in the very successful coverage of the Pacific Games in 2015;

- Partnership based initiatives in all Components;
- Networking, collaboration, policy dialogue and sector research activities particularly in Components 1 and 4;
- Community development, organisational governance, democratic governance in all Components and importantly Bougainville peacebuilding in Component 3; and
- Training and capacity building for women and men in Component 5.

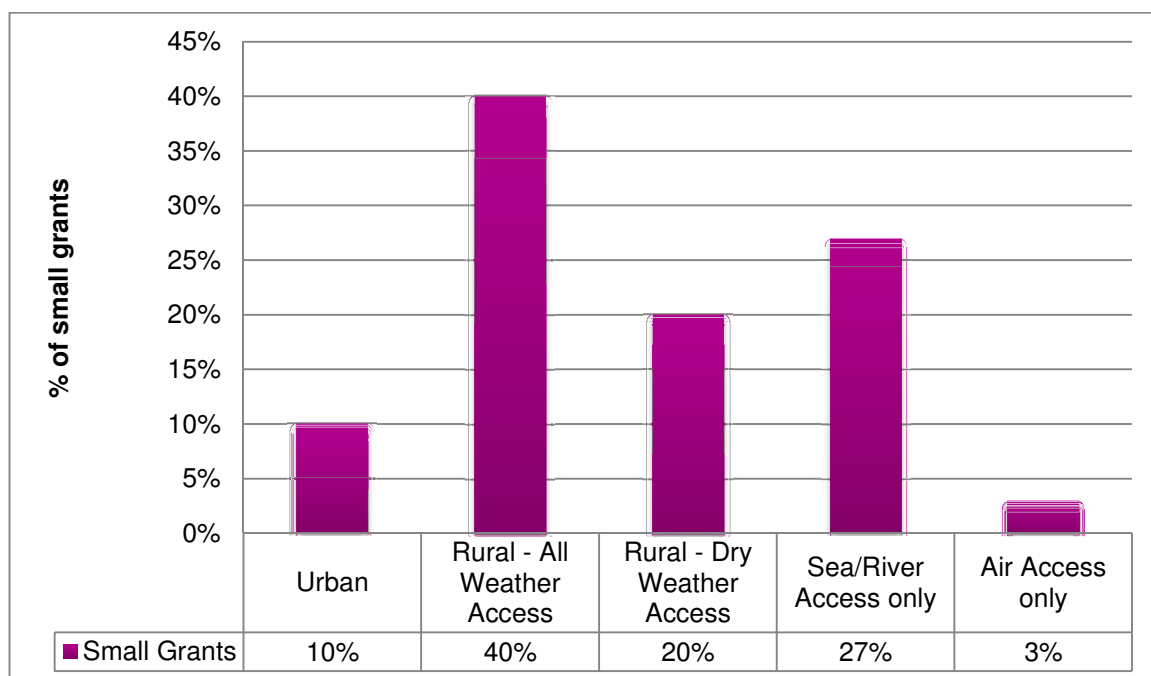
In all, grants were provided to approximately 400 partner organisations ranging from small community based organisations to large local or international NGOs and government organisations.

Through all of these activities SPSN reached a total of more than 1,003,300 direct beneficiaries – of whom 51% were women. For many of the activities there were additional indirect beneficiaries, people whose lives were touched by SPSN activities - for example people who benefited from the construction of classrooms in their village, or families who benefitted from mothers who started to generate an income after skills training. Data collected in project monitoring, particularly in Component 2, enabled SPSN to give a conservative estimate that approximately three million men, women and children across PNG were either direct or indirect beneficiaries.

The program had grant-funded activities in all 22 provinces (including the National Capital District and the Autonomous Region of Bougainville) and in 87 of the 89 districts. In terms of regional distribution of the 305 grants in Component 2, the breakdown of grant numbers was as follows: Highlands 84, Momase 50, Southern 74, New Guinea Islands 52 and Autonomous Region of Bougainville 45 grants.

50% of the grants funded inclusive services and infrastructure in remote rural areas. Remote areas were identified as accessible only during dry weather, by sea or river only, or only by air – see Figure 2-3. Some locations required a 2 – 4 day walk from the nearest centre or road.

**Figure 2-3: Distribution of SPSN small grants by accessibility**



An SPSN study found that 79% of small grant projects were implemented within one ward and 15% between 2 and 5 wards.

<sup>9</sup> There were 7 Key Partners in Component 1: Transparency International PNG (TI PNG), Consultative Implementation and Monitoring Council (CIMC), City Mission, Buk bilong Pikinini, Callan Services, Eastern Highlands Family Voice (EHFV) and the National Broadcasting Corporation (NBC)

### 2.3.2 Support and Outputs

The support given through SPSN to partners and stakeholders in government, civil society and communities, and the outputs recorded against the three Theory of Change outcome areas comprised:

- Capacity development:
  - For 88,661 participants (45% women) including community members (78,464), staff of partner organisations (2,993), government officers (3,501), community development workers (995) and 411 from the private sector, in a wide range of skills and knowledge for democratic governance and service delivery.
  - For 210 civil society organisations in organisational development such as planning, project and financial management, monitoring and evaluation, and good governance.
- Capacity development for government and civil society in the SPSN facilitation of and support to the grant processes, from the national level through the National Grant Committee (medium and large grants) to the local level (small grants through the Local Grant Committees) in Component 2 – details of this important part of SPSN are in the Component 2 Chapter of Volume 2.
- Capacity development across all Components, including:
  - Joint Organisational Assessments in Component 1.
  - Training in all Components, including specifically tailored training; accredited training through Component 5; and inputs from SPSN trained Community Development Workers (CDW) - especially their involvement to support the monitoring of projects.
  - Across all of the Components over half a million days of training (511,210 days) were recorded in the SPSN TrainTrack database<sup>10</sup>, working out at an average of 5.8 days per participant.
  - Advisory inputs from long-term and short-term SPSN staff and advisers – particularly in Components 1 and 2.
- Democratic governance
  - SPSN facilitation of robust engagement through partnerships, networking and collaboration opportunities, as a neutral and trusted broker between civil society actors and governments at national and sub-national levels. Partnerships on national and local level governance, collaborative action, sector-wide service coordination, and equality and equity for gender and disability - in all Components but particularly in Components 1, 3 and 4.
  - Provision of advice and research to sector networks, and delegation of the implementation of projects to a number of partners in sector networks in Component 4.
  - Promotion of key democratic governance principles especially gender equality (women in management), transparency and accountability in the project planning and implementation activities in Component 2.
- Access to a very wide range of inclusive services and infrastructure – particularly:
  - community identified needs such as 39 classrooms, 28 health posts, 27 resource centres, 73 water systems (1,045 water supply points), and sanitation (more than 440 latrines);
  - priority areas such as:
    - access to hygiene awareness (35,290) and health aid posts (6,340).
    - disability services (8,329 people), inclusive education for 151 children, and assistive devices for 8,179 people with disabilities.
    - family and sexual counselling (6,310) and awareness for more than 195,000 women and men.
    - income generation for 4,020 women.
    - child protection support to 12,140 children.
    - more than 550,000 people on voter education and citizen's rights<sup>11</sup>.

Further information on the range of services and the gender breakdown is found in Section 3.4 below.

<sup>10</sup> See Section 2.5 Monitoring and Evaluation

<sup>11</sup> Numbers provided in this section are rounded. See Appendix D Result Core Indicators for detailed data and gender breakdown

## 2.4 The SPSN Service Delivery Approach

SPSN had five principles of service delivery: work at as local level as possible; align with the priorities and processes of the Government of PNG; positive discrimination for women and the disabled; do no harm; and child protection. As will be seen, evidence of the implementation of these principles is found across all five Components.

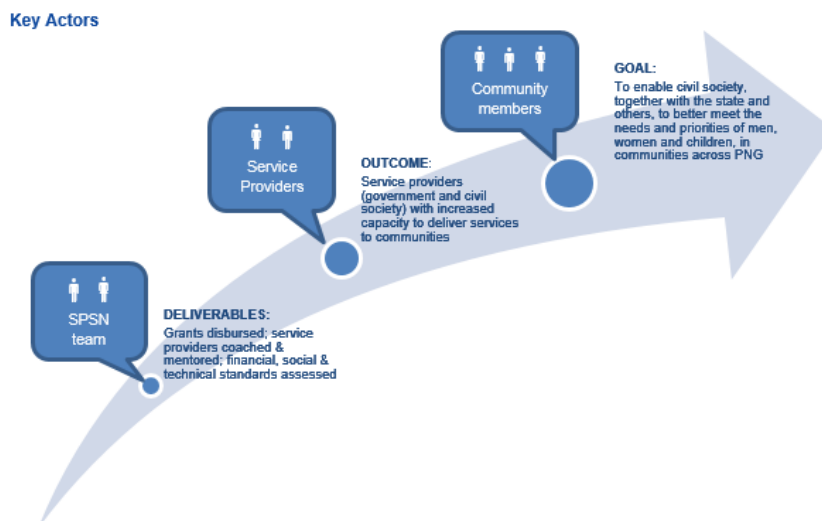
The majority of the SPSN program was delivered using what is called an Actor-Centred Approach in that SPSN did not act directly in communities but worked through stakeholders and service providers (partner organisations) who in turn worked with communities and other partners. Therefore SPSN's role was to strengthen these stakeholders and partners to ensure that they could deliver the proposed outcomes associated with SPSN.

This approach shows the complexity and coherence of the program in that even the service delivery approach addressed good governance as it worked to support partners and stakeholders to be effective. The approach was based on the sound analysis that drove SPSN. It contributed strongly to SPSN achievements, as reported by an independent review of the Whole of the SPSN Program Performance (WOPP Study) completed by a short term adviser<sup>12</sup>. However the approach inevitably also affected the timeframe and the cost of the work as will be explored in the Effectiveness and Efficiency chapters (Chapters 3 and 4). Figure 2-4 below shows the Actor Centred Approach.

Across the Components, this actor-centred approach and some direct implementation practices were both applied in a variety of successful ways working with:

- informal and formal governance structures at the local governance level – particularly in Component 3;
- civil society organisations (CSO) community based organisations (CBO), faith based organisations (FBO), Registered Training Organisations (RTO), and international NGOs (INGO) - all Components;
- wards (more than 480), Districts, Local Level Governments (LLGs) and Provinces – in Components 1 to 4;
- direct service delivery by SPSN in the Manus Support - Community Development (MSCD) project and Bougainville Peace Building Program (BPBP) - Component 3.

**Figure 2-4: The Actor-Centred Approach of SPSN**



## 2.5 Monitoring and Evaluation in SPSN

The M&E approach across SPSN collected both qualitative and quantitative data which was entered into the program's two databases: project data in the Manubada database; and training data in the TrainTrack database. A comprehensive set of data collection tools was developed and extensively used in Component 2 from 2012.

Early in the Component 2 grant process, support was given to partners in the Komuniti Prosek Plen (KPP) stage to understand M&E and develop their M&E plan for good project management.

<sup>12</sup> Whole of Program Performance Study, independent STA report to SPSN referred to in this report as the WOPP study

For Components 1, 3 and 4 there was more of a focus on supporting partner organisations to develop and implement an M&E framework to be the basis for their own internal reporting for good governance, and also for reporting to SPSN for accountability – demonstrating the democratic governance principles. In the latter part of the program SPSN Component Coordinators increasingly linked the partner reporting to the SPSN data collection tools to enable consistent types of data to be collected across Components 1 to 4 for collation in the Manubada database.

Component 5 had two different periods of data collection linked to two distinct strategies within the Component. Initially training was provided by SPSN and data was collected for TrainTrack with specific tools. However from 2015 when the strategy changed to outsourcing the training to Registered Training Organisations, these organisations were required to provide training reports including the necessary data for TrainTrack.

SPSN consisted of 423 grants across PNG's 22 provinces and large numbers of women and men benefitted from increased capacity and successful democratic governance outcomes. Significant coverage and reach was achieved particularly where large awareness raising exercises were conducted, and where the outreach to communities and organisations in training or workshop activities resulted from train the trainer/train the facilitator methodologies with their 'cascading' effect.



## 3.0 Effectiveness

This assessment of effectiveness is structured around the first five of the 10 Key Evaluation Questions (KEQ) from the SPSN M&E Framework. The first KEQ relates to the quality of implementation of the initiative. KEQs 2 to 4 cover the three key outcome areas of the SPSN Theory of Change:

- increased capacity of individuals and organisations (government and civil society) in relation to both democratic governance and service delivery (strengthening of civil society);
- increased effective democratic governance based on greater awareness, increased skills for engagement and participation in public decision making, and development of mechanisms, processes and networks to support democratic governance; and
- increased access to and use of basic inclusive services across PNG.

### 3.1 The quality of SPSN Implementation (KEQ1)

Overall SPSN has been completed **on time and within budget** with more than 420 grant projects completed and 14 projects transitioned to the PNG Governance Facility (PGF). The program made a substantial investment in organisations and communities involved in service provision and advocacy for improved governance. The quality of implementation contributed to very high stakeholder satisfaction, and key achievements across the three outcome areas.

#### 3.1.1 Stakeholder Satisfaction

Members of Local Grant Committees and the Joint Governing Council; partner organisations, including the Key Partners in Component 1; and community members across PNG have provided positive feedback over the course of the program. At the final JGC meeting in June 2016 both government and community representatives expressed appreciation for the way in which SPSN had brought people together in partnerships with the government, CSOs and communities, to pursue demand driven projects and achieve valuable outcomes.

Funding cuts leading to withdrawal of approved funds, and changes in direction as a result of changes in Australia's Aid program have at times caused tension and dissatisfaction but these have been addressed and the overall satisfaction level has been found to be high. An example of stakeholder satisfaction can be seen in the feedback from the Minj Urbanisation Committee which was a small grant partner.

The Chairman of the Minj Urbanisation Committee

*"We got training from SPSN: the project team went to Goroka for a week for training. It was useful, how to use the money, looking after the community, gender, health, PWD, HIV/AIDS. We learnt about managing funds, procurement, budget and acquittal. We did a consultation process which we wouldn't have done without SPSN. It was good; it led to a voluntary clean-up of the area. We had a person living with HIV on the project working committee actively participating in all aspects of design and implementation". (Public Toilets Project, Minj, Jiwaka Province, Component 2 small grant, PGK87,165 (AUD39,224)).*

Reported in the SPSN Whole of Program Performance Report

SPSN has had extensive positive recognition across PNG, providing DFAT with wide and favourable exposure across the country and SPSN received a rating of 5 out of 6 in the 2015 DFAT Partnership Performance Assessment for the program.

Feedback through training evaluation results, M&E, and tracer studies<sup>13</sup> on the training across the Components confirmed the increase in participants' skills, knowledge and confidence, and also their satisfaction with the training.

#### 3.1.2 The power of Democratic Governance in the Allocation Processes

Another critical factor in the quality of SPSN implementation was the demonstration of good democratic governance in the fairness, responsiveness and transparency of the allocation of grants across the country. This accountable strategy was established through the SPSN Geographic Strategy<sup>14</sup> which was publicly available and transparently explained allocation criteria, particularly for the allocation of the small grants budget. The method to

<sup>13</sup> Tracer studies follow up the progress in capacity development through pre- and post-tests at the time of training and then an 'ex -post test at least three months after training.

<sup>14</sup> SPSN Geographic Strategy, 2011.

allocate funds used a formula which drew on publicly available PNG data for each province on: population; provincial revenue; and service delivery cost. Medium and large grants were not allocated across provinces but funded on technical merit. The SPSN National Grant Committee determined which medium and large grants were funded.

### 3.1.3 Implementation of Social Inclusion

Social inclusion is an important policy priority for both the PNG and Australian Governments, and covers the inclusion of issues of gender, geographic access, and the inclusion of specific groups in the community such as people with disabilities (PWD) and people living with HIV (PLHIV). The geographic access was addressed as outlined above.

The SPSN project monitoring tools collected data on the involvement of women, PWDs, and PLHIVs in the projects. Five ratings were used from 'no involvement' (rating 1) through involvement in 'meetings but not management' (2) and 'active participation in activities not management' (3) 'involvement in management' (4) through to 'full participation in all aspects of the project' (5). Analysis of the results across SPSN showed that the outcome for women was very good, for PWD good, but only one third of projects identified involvement of PLHIV:

- women were actively involved (ratings 2-5) in 96% of projects, including full participation in project management in 60% and only 4% of projects had no participation of women (rating 1).
- people with disabilities were actively involved in 69% of projects with 31% of projects having no participation.
- people living with HIV were actively involved in 34% of projects but there was no identified participation in 66% of projects.

An important Component 4 project delivered assistive devices to over 8,750 persons with a disability (39% women) across the country, as of the end of May 2016, through provincial and district delivery camps<sup>15</sup>. The distribution will be continued through the service delivery partnership that was strengthened through initiatives in Component 4.

### 3.1.4 Coordination and Learning between Components

Another dimension of the quality of implementation was the extent of coordination and learning between Components – both coordination of SPSN support activities and coordination between SPSN partners. Examples from both categories include significant links between the work of Components 1 and 4 in the areas of disability policy and service development, and in the last two years between Component 5 training and the capacity needs of Component 1 Key Partner CSOs. City Mission and the Consultative Implementation and Monitoring Council (CIMC) worked in partnership to take an integrated approach to law and justice and gender violence issues, and Eastern Highlands Family Voice worked collaboratively with churches and the Eastern Highlands Provincial Health Authority to address family and sexual violence issues.

The primary attention given across Components to some of SPSN's main thematic areas – health, education, gender, disability, civic awareness, and democratic governance outcomes – also provided coherence and lessons learnt (Section 9) across the Components. At Program completion some SPSN staff held the view that there could have been more planned, supported and monitored initiatives to foster cross Component coordination and learning. A particular lack of coordination was that Component 5 training resources could have been mobilised sooner to support the work across all Components rather than focus on Component 2 where most of the resources were directed in the first years. To effectively achieve this coordination a strategy should be developed at the beginning of the next stage of SPSN, as a pillar of PGF. PGF should adopt a mechanism for monitoring and reflecting on the coordination aspect of the work. As a basic step, use of reporting structures – for example in Six Monthly Progress Reports – should include a chapter on coordination and collaboration in the overall program.

### 3.1.5 Staff and Implementation

SPSN staff and the Community Development Workers (CDW) has been another critical factor in the quality of implementation. Based on interviews with stakeholders, and examination of documents, the Whole of Program study concluded: '*Staff are acknowledged and respected as being dedicated, hard-working, fair, receptive, flexible and helpful in everything they do. The work ethic has been strong and many staff have received capacity building and job related training*'<sup>16</sup>. CDWs played a significant role by working directly with grantees to support and monitor implementation. Further information on the role of the CDWs is provided in the Component 2 chapter in Volume.

<sup>15</sup> Temporary locations at district level where the service providers invited PWD to come to be assessed and supplied with suitable assistive devices

<sup>16</sup> WOPP Study p 47

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Experienced SPSN CDWs were quickly taken up by employers with several going into government positions and others working for the private sector on national interest projects such as the PNG Liquefied Natural Gas project.

In summary the Whole of Program study reported that the quality of implementation had been 'good to very good'<sup>17</sup>.

### **3.2 Strengthened Capacity of Civil Society, the Private Sector and Government for Good Governance (KEQ2)**

SPSN has been a complex and many-layered program with the activity organised into the five Components but requiring coherence within the overall design across Components – a matrix management challenge, with horizontal and vertical dimensions. One of the principles of implementation has been to ensure that every contact with partners, stakeholders and communities was an opportunity to:

- demonstrate democratic governance, and good governance; and
- improve capacity development in relation to both governance and service delivery.

The program developed capacity by demonstrating and drawing attention to the democratic governance principles in its own work – e.g. the way in which CDWs undertook the monitoring visits for M&E demonstrated transparency and accountability. All training courses had a session on the democratic governance principles and what they meant for organisations, individuals, communities and government.

The Whole of Program independent review reported that:

*“This approach is responsible for a greater part of the achievements made by SPSN”<sup>18</sup>.*

The success of this approach can be seen in the outcomes reported under democratic governance in section 3.3 below and in the results of a study of infrastructure undertaken by SPSN<sup>19</sup>. The infrastructure project study found that, while the buildings constructed in non-SPSN projects without capacity development in democratic governance look the same as those in SPSN, when you assess the ownership and use of the building, and the capacity and attitudes of the community, the results are very different. SPSN projects demonstrated community ownership, accountability and inclusive management, and the communities were more inclusive, and more engaged in ongoing activities with government.

The study concluded that the infrastructure grants were possibly the most successful for this reason. Further analysis of the outcomes of the medium and large grants in C2 found that there had been little call for medium size grants (PGK81,000 to PGK160,000) and that the larger grants (PGK161,000 to PGK500,000) went to larger organisations and INGOs which had involved the community less in the project planning and identification of needs, and were not as successful as the small grants (PGK5,000 – PGK80,000) at achieving the SPSN goal of meeting the needs of women and men.

#### **3.2.1 Strengthening Government Capacity**

The ability of government to engage meaningfully with, be responsive to demands from civil society, and be more accountable, are key factors for improved democratic governance. SPSN has successfully built the capacity of more than 3,500 government officers across provinces and more than 160 government organisations (mostly sub-national) were reported as having increased capacity (in the form of systems, skills, knowledge, networks, etc.) to engage with civil society to improve service delivery<sup>20</sup>. The government officers were active in planning, allocation and implementation of the projects and have been found to be applying the knowledge, skills and processes they have learnt to other programs in which they are involved.

Accountability has been improved with M&E training for 360 CDWs and government officers across the provinces. Tests after their training and in follow up tracer studies indicated that the increased knowledge and skills are still being applied in their work.

#### **3.2.2 Community Capacity for Democratic Governance**

The increased ability of men and women to express and identify their preferences, as well as to participate in planning, implementation, monitoring and evaluation of activities, and to hold government and other service providers to account has contributed to improved democratic governance and transparency of planning and

<sup>17</sup> WOPP Study, p 1.

<sup>18</sup> WOPP Study p 1

<sup>19</sup> Promotion of Democratic Governance Study, SPSN, 2015

<sup>20</sup> RCI 88 in Appendix D Result Core Indicators

allocation processes. Capacity building of civil society organisations has meant greater participation in government decision making to increase access to and use of quality services. Community organisations have improved capacity to measure results; have developed their own M&E frameworks; and have reported that for the first time they will be able to use these frameworks to measure results, rather than just outputs.

A total of 210 CSOs were reported to have improved financial management, project management, human resources, technical capacity or improved governance and 237 CSOs now have greater skills and knowledge to engage with government to improve service delivery<sup>21</sup>.

### 3.2.3 Organisational Capacity

In Component 1, which was 40% of the SPSN funding, it became apparent that more technical and general support should have been provided to the Key Partners whose capacity was not as high as had been thought and resulted in some not being able to maximise use of the funding available. In particular Key Partners did not allocate adequate resources to implement their capacity development plans after the SPSN funded Joint Organisational Assessments (JOAs). Roll-out of activities was sometimes given priority by the Key Partners over ensuring that the organisation had the capacity to manage the projects well. Nevertheless an internal analysis of the change between the first benchmark JOA of the Key Partners in 2012 and a second JOA process conducted in 2015 showed improvement in capacity in all seven organisational management issues and particularly in project management and governance<sup>22</sup>.

Component 1 also invested in increased capacity for Key Partners to increase staff, provide new staff housing, new accommodation for young people attending a youth service, and computers and other equipment.

### 3.2.4 The Contribution of Training to Capacity Development

Training for capacity development covered 21 topics in a total of 1,239 training initiatives including a very wide range from the principles of democratic governance, literacy, economic empowerment and development, health, hygiene, GESI, to finance, and the environment – Table 3-1.

**Table 3-1: Number of training events by type of training and numbers attending**

Type of training	# of events	# of participants
Health	77	12,053
Education/Literacy	108	10,666
GESI Training	179	9,783
Environment/Climate Change	20	7,442
Democratic Governance Training	30	7,323
Finance Training	61	6,670
Ward Development Committee Training	88	5,944
WASH (Water, sanitation and hygiene)	79	5,318
Management/Leadership	112	4,632
Agriculture	65	3,841
Technical/Vocational Skills	125	3,820
Peace Building training	20	2,732
Family and sexual violence	56	2,569
IBGA Training	47	1,356
Training Providers Training	24	1,203
MCH (maternal and child health)	16	968
M & E (and/or Database) Training	46	699
Provincial Grants Training	39	637
KPP Training (Community project planning)	28	501
Sports	10	342
Joint Organisational Assessment Training	9	162
<b>TOTALS of events and participants</b>	<b>1,239</b>	<b>88,661</b>

<sup>21</sup> ibid, RCI 84 and 87

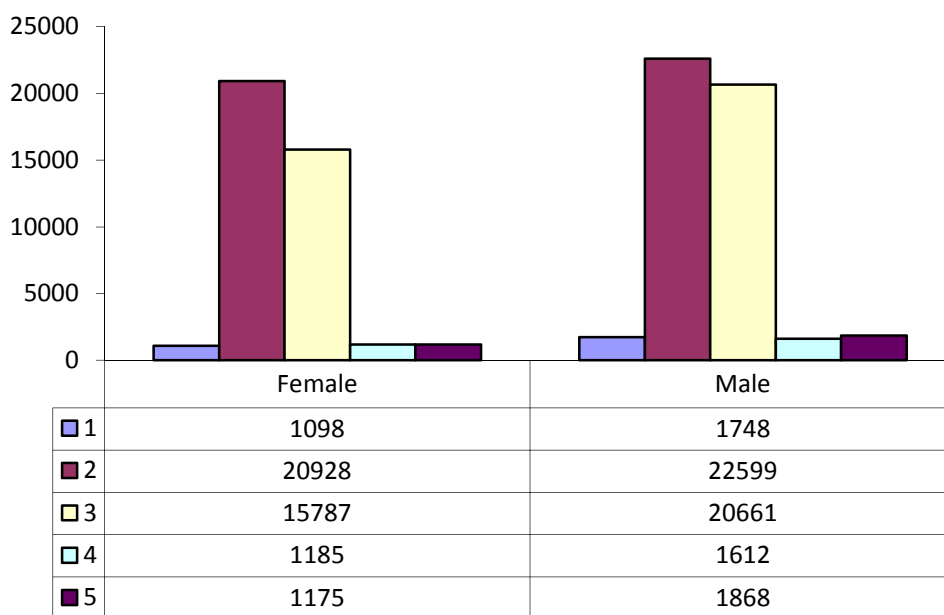
<sup>22</sup> The seven capacity areas of the JOA are organisational identity, governance, project management, network and partnership, financial management, personnel management, and administration and information management

Plantation Fellowship Ministry of PNG said in an interview:  
 “SPSN strengths – monitoring, capacity building, community balance, project planning, budgeting, ..... We had a lot of training from SPSN before implementation, financial management, budget control, very helpful, gender equity nothing new for us, we are tracking this”. (Adult education Centre, Component 2 Large Grant PGK500,000 (AUD225,000))<sup>23</sup>

TrainTrack data recorded a total of 88,661 recipients of SPSN training<sup>24</sup>: 40,173 females and 48,488 males (Figure 3-1).

**Figure 3-1: Total training participants across all Components by gender**

**Participants by Component disseggregated by Gender**



The ratio of women to men trained is 45/55%. This is a good result but achieving a higher proportion of females can be impacted by the fact that there are more males employed in the government and the private sectors. Fifty per cent of those attending an SPSN training event - 44,329 - were from Component 2 grant activities. Attendances in training included<sup>25</sup>:

- 77,815 participants from communities;
- 3,513 participants from government;
- 2,944 participants from CSO/NGOs;
- 861 participants being trained to be Community Development Workers (CDWs);
- 766 attendances by SPSN workers; and
- 331 participants from the private sector.

Under Component 2, 80% of grants (244) had training as an activity of the project and 20% (61 grants) had some form of awareness activity. Most of the training was associated with the issues of water, sanitation and hygiene (WASH), literacy, agriculture, gender and social inclusion (GESI), environment/climate change and management/leadership. Community capacity was also enhanced with the provision of infrastructure as outlined in Section 2.3 above – a total of 167 infrastructure facilities were completed.

<sup>23</sup> Reported in the SPSN Whole of Program Performance Report

<sup>24</sup>. In a small number of cases a person may have attended 2 training events but it is estimated by the SPSN Team Leader that this would have occurred in very few occasions, less than 5 per cent.

<sup>25</sup> More than 2000 attendances were recorded as other – this is likely to be participants whose personal details were not complete. In section 2.3.2 the figures for these categories are higher because they are for all capacity development activities.

This level of increased access to training was an important capacity development outcome. In Component 5 in the last year of SPSN an outsourcing strategy was adopted which provided accredited training through eight Registered Training Organisations (RTOs) bringing this into line with the new PNG training system. The RTOs conducted 25 training activities across nine capacity areas. From this training 3,043 people received certificates recognised by PNG's accredited training system.

In summary significant outcomes were achieved in capacity development for project management, good organisational governance, democratic governance, service delivery, individual skills, awareness and knowledge of more than 88,000 people.

#### **Training on the national budget and services to mobilise community demand for accountability in government**

CIMC conducts workshops on a Service and Budget Charter to enhance the knowledge of community leaders and the public to understand the National and Provincial budgets of the country. The understanding around this key information is lacking for many people in the country to hold the government accountable. The CIMC Coordinator conducted a Service and Budget Charter workshop in Morobe where the Land Mediation allowance component of the National and Provincial budget was presented.

Mr Gae Galang a community leader from Sipaia Village, of Lae district had attended the Land Mediation training organised by the Law and Justice Program in Morobe in 2013 and since then has been a volunteer land mediator assisting his LLG and District. Gae then participated in the Service and Budget Charter workshop. After the service and budget training Gae commented:

*I didn't know that funds were budgeted for the Land Mediation work, especially break down outline of Land Mediation allowance component of the National and Provincial budget. The Provincial Land Division has never provided this information to me and other land mediators. They were using us as volunteers to provide mediation services in the Province.*

Gae said information is power and he will use the information provided in a just and right way to promote such government policies at the grass roots level but also demand for his and other rights, especially to do with fees and allowances when it comes to doing their work as Land Mediators. This information is vital to give citizens a basis for holding their government accountable in relation to budget and services.



### **3.3 Engagement between Government and Civil Society (KEQ3)**

#### **3.3.1 Engagement at the Community Level**

At the community level traditional community processes in PNG are open and participatory and therefore there is a good basis for democratic governance. The challenge is how to translate this beyond clans and tribes to broader collaborative groupings and so show how this foundation can be mobilised to identify community needs, and develop and manage services and infrastructure in fields such as health, education, and water, sanitation and hygiene (WASH).

A key mechanism in SPSN Component 2 has been the Provincial Grant Committees (PGC) which became known as the Local Grant Committees (LGC). The LGCs were the formal link between SPSN and the provincial administration to engage government officers at all levels in the province and provided the foundation for democratic governance gains at this level, and for improved engagement with government at the community and project level.

Sixteen of the 22 provincial governments, through the District Administration or the Member of Parliament, participated in meeting the requirement for 10% contribution to funding from communities thereby leveraging government resources. This type of engagement will continue such as in the significant example of Enga LGC which has allocated PGK50,000 a year to support SPSN initiatives and has been receiving the acquittals from the SPSN funded organisations.

At the end of SPSN out of a sample of 221 Component 2 grant projects, 67% had active government involvement in the project; 15% had just kept government informed; and only 18% had little or no involvement of government.

In Component 3 where the initiatives were about local level governance in selected geographic areas the highlights were:

- The Bougainville Peace Building Program sponsored 17 reconciliations between the various parties involved in disputes from the Crisis which threaten democratic governance and needed to be resolved before the vital referendum required under the Bougainville Peace Agreement can be held in 2019.
- The operation of local level governance bodies that are called Village Assemblies were strengthened and this work is now being replicated in other parts of Bougainville.
- Challenges of working with government at the local level were encountered as successful Ward planning capacity building activities have not yet been able to overcome the disjunction between planning at Ward level and allocation of resources at District level. This connection is meant to exist in the arrangements under both the Organic Law on Provincial and Local Level Government (1995) and the new legislation establishing the District Development Authorities but the implementation process is realistically still likely to take 3 – 10 years.

Across SPSN the Result Core Indicators (RCI) show the following achievements in democratic governance:

**Table 3-2: Key indicators of DEMOCRATIC GOVERNANCE PRACTICE: number of reported incidences**

80. CSOs supported to track service provision	157
81. CSO/CBO with increased interaction with Government to improve service delivery	443
82. CSOs supported to facilitate civil society engagement in the development of new/revised government policies	61
83. Wards assisted to demand improved services from LLG, District, Provincial and Central governments	486
86. CSOs with strengthened networks with government.	330

These results show that several hundred organisations have had opportunities for increased practice of democratic governance in partnerships and joint activities. Reaching 486 Wards or 8% of the total of 6,100 Wards in PNG has been a significant outcome.

A qualitative study completed by SPSN<sup>26</sup> demonstrates that in 8 of 20 project communities visited for this research:

*“all 6 democratic governance principles were practiced and/or promoted by project executives, the outcome being an empowered community with access to improved services.”*

Communities were challenging leaders, and better management ideas were being canvassed. As well, in 8 other projects a ‘medium’ level of democratic governance was observed. This meant that some of the principles were practised and the outputs had been achieved. The most recognised principle was equality; accountability was least considered.

Service provider partnerships were effective in SPSN and strong examples were:

- Human Rights Defenders’ Network’s (HRDN) Rapid Response Teams for gender based violence which included the police and Department for Community Development and Religion (DfCDR) officials with other service providers in a network in Eastern Highlands Province.
- Buk bilong Pikinini working with World Vision to create community committee partnerships to take ownership of the libraries in their respective localities – these partnerships included government and the private sector.

### 3.3.2 Engagement at the National Level

At the level of national bodies, sectors and civil society, other factors which made partnerships and institutional strengthening more difficult, particularly in Components 1, 3 and 4, have been:

- the Civil Society sector is small but diverse.
- the government has been slow to trust civil society previously.

<sup>26</sup> *Promotion of democratic governance principles*, April 2015. The sample is small (20 projects) spread across the four regions.

- although many government plans and strategies call for partnership approaches and participation, government officers have not had the skills, knowledge, processes, or funding to progress such approaches.
- the private sector is at present concentrated in a small number of urban centres.

The SPSN design recognised the importance of building and strengthening links between and amongst CSOs, and that enhanced capacity for collective action is a necessary pre-requisite for influencing improved governance and service delivery. In supporting democratic governance initiatives, SPSN offered the advantages of: channelling the funds required to build such networks; being a neutral and trusted broker for coalition development; being able to maintain regular contact for support and monitoring, providing research support on policy and sector issues; and having expert facilitators in its ranks. The facilitators were able to combine technical knowledge, strong understanding of PNG networks and brokering capabilities, to help with front-line facilitation for some of this coalition building. Capacity development outcomes were also essential to ensure partners had the capability to build and sustain coalitions.

SPSN has achieved important outcomes in this work especially as explored in more detail in the reports on Components 1 and 4 in Volume 2. In this Volume the highlights are identified.

There was synergy between the objective of Component 1 activities to mobilise and strengthen partnerships for transformative change and the democratic governance aims of some of the Key Partners. Building on this potential SPSN was able to support the development of some significant partnerships:

- i) the **Extractive Industries Transparency Initiative (EITI)** was established to promote transparency in the extractive sector in line with global governance standards for the industry. EITI has been a significant platform for bringing key government decision makers and civil society together, as well as the private sector. As the Transparency International PNG (TIPNG) former Operations Manager Jerry Bagita stated: *“Before EITI we didn’t know anyone at Treasury, it was very hard to get information out of them, now it’s just at our fingertips. When I ask for it they give it to me in 5 minutes.”*  
EITI had direct donor facilitation, which highlights the value of support provided through such a partnership mechanism. EITI has also resulted in requests from key agencies such as the Internal Revenue Commission, the Department for Petroleum and Energy, and the Mineral Resources Authority for TIPNG to provide briefings on EITI to their officers and EITI has now been implanted well beyond TIPNG.
- ii) **State-CSO Partnership Policy.** Attempts to establish a “CSO peak body” with a view that such a body might legitimately represent the interests of the variety of CSOs that have formed, and be able to take up dialogue and joint action with Government effectively had stalled until CIMC was supported to facilitate identification of options for such a body. Senior SPSN personnel participated in the discussions and began to scope out specific options that might break the deadlock. One of these options was overwhelmingly supported by CSOs. Work on this initiative is continuing based on valuable partnership outcomes which offer a clear potential for delivering practical outcomes for national development through service delivery, improving social accountability and strengthened dialogue, and partnership between State and civil society.
- iii) A third example of powerful partnership gains has been in Component 4 where a cluster of initiatives developed between **Disability Sector** partners have resulted in:
  - a. Adoption of a new, improved National Policy on Disability (NPD) which is supported by the sector and under which a national team made up of the three lead agencies in the NPD has been providing support to provinces and agencies promoting inclusion and mainstreaming.
  - b. Disability Inclusive Development Initiative has developed guidelines that will assist organisations to engage with various levels and sectors of government.
  - c. National Assistive Technology Guidelines Project Steering Committee made up of three national Departments, disability service providers, development partner and Disabled Persons Organisations (DPOs) which developed guidelines and then implemented a large project to distribute 27,000 assistive devices for PWDs.
  - d. Declaration of Melanesian sign language as PNG’s official fourth language by the National Executive Council in 2015.

*“Through the Access to Mobility Program and the National Board for Disabled Persons (NBDP) /National Orthotics and Prosthetics Service (NOPS) Assistive Devices Delivery Project, our relationship with the Physiotherapy department has strengthened. Previously NOPS and Physiotherapy, like most centres, do not*



*work together, even though they need each other when trying to fully address the need of a client.” (Prosthetic and Orthotic Officer in Charge – NOPS Mt. Hagen)*

- iv) **Pacific Women Shaping Pacific Development (PWSPD)** – Learning Exchange Workshop. 130 organisations from all over PNG including civil society organisations, churches, government, international NGOs, academic institutions and donors came together to share and learn about current programs and approaches working to address gender inequality. The exchange explored strategies to address the current gaps and identify areas where efforts can be scaled up. Information gathered informed the PNG Country Plan under the PWSPD initiative funded by the Australian Government.

**Case Study: SPSN support to the PNG Extractive Industries Transparency Initiative**

<b>Name of organisation</b>	Transparency International PNG (TIPNG)
<b>Name of project</b>	Extractive Industries Transparency Initiative (EITI)
<b>Grant Agreement number</b>	GAI.1.01.02
<b>Component</b>	1. Strengthened practice and promotion of democratic governance by Key Partners
<b>Location of project</b>	Port Moresby
<b>Subject of the story</b>	Major national democratic governance partnership in mining

Transparency International in PNG (TIPNG) approached DFAT and SPSN to support the development of the Extractive Industry Transparency Initiative (EITI) early in the SPSN partnership. EITI is a voluntary global governance standard that promotes transparency in the Extractive sector in countries that sign up to it. Specifically it does this by bringing together key players in the sector and getting them to account for all payments made to governments and publishing this report as a public document on an annual basis.

As EITI operates on the basis of a partnership between government, civil society and the private sector, TIPNG was aware that it needed to establish support across all these groups to make EITI a reality in PNG. DFAT funding enabled the conduct of a series of workshops during which these parties were brought together to examine the opportunity and if possible build a unified coalition to take the necessary steps to apply for EITI candidacy.



SPSN supported TIPNG as a neutral facilitator for many workshops, most importantly helping to solidify a united civil society organisation (CSO) approach that brought together CSOs from key sectors to agree on a mechanism that would legitimately represent them and provide connections back to the rest of the CSO community. There were parts of the government that were resisting the EITI movement and the workshops were a chance to learn and share information in order to overcome these concerns. The private sector also needed convincing that both CSOs and Government were duly organised and committed before they were willing to finalise their engagement. Exxon Mobil and Ok Tedi were both present at the workshops to discuss this issue. In a real sense the workshops helped to achieve these outcomes.

PNG submitted its application for candidacy to the global EITI network in 2015 and in 2016 released its first EITI Country Report which stated GoPNG’s intention to implement the report’s recommendations. Building on this opportunity, CSOs have now created the PNG Resource Governance Coalition (PNGRGC) in order to continue the resource protection agenda with other sectors such as forestry and fisheries. SPSN was invited into the PNGRGC establishment process, supporting its development and hosting the elections to create the CSO board arrangement for the organisation.

The private sector was successfully engaged in a number of democratic governance partnerships – EITI, initiatives of the Consultative Implementation and Monitoring Council, Buk bilong Pikinini’s library partnerships, City Mission’s service delivery projects, and the Community Coalition Against Corruption.

It is clear from these examples and confirmed in both the WOPP study and a study of Component 1 for SPSN by an independent reviewer<sup>27</sup> (C1 Study) that the funding has allowed Key Partners to strengthen their ability to influence government policy and practices, to influence positive changes in attitude and beliefs and make much needed contributions for the good of the women and men of Papua New Guinea. The power of the partnership modality at the national level for transformative change can be seen, but it has also been very apparent that time, skills and money are essential to effective partnership building to achieve sustainable outcome.

### 3.4 Community access to, and use of services (KEQ4)

While the longer-term goal of SPSN is increased democratic governance, the other key goal has been to increase access to and use of basic inclusive services across PNG. This section sets out the very wide range of improved access to services that has been achieved. It is important to note that this outcome area faces challenges in that the responsibility for services both in development of service systems and capacity, and in funding of them lies with governments. Progress can be made to a point but in the end government funding and capacity as well as partner capacity determine how much greater an increase can be achieved.

#### 3.4.1 Increased access to services for communities

Component 2 had the strongest focus within SPSN leading to increased access to services for communities - 167 communities have improved outcomes in health, education, gender or economic empowerment services. Funding was provided for services and/or for construction of new infrastructure, or improvement of existing infrastructure. In relation to the result core indicators, six of the indicators are for infrastructure. Table 3-3 shows the outcomes in this area particularly the increased provision of services and the associated improved access to water and sanitation, to new or improved health services (151), and to classrooms and other education facilities (143).

**Table 3-3: Key indicators of ACCESS to SERVICES - infrastructure: number of reported incidences**

13. Water supply points constructed or rehabilitated (tanks, bores etc.)	1,045
14. Latrines constructed/repared in households, schools or communities	442
17. Health facilities established or improved	151
29. Classrooms built or upgraded	48
32. Other education facilities built or upgraded (e.g. Buk bilong Pikinini 16 libraries, staff houses, administration blocks, Special Education Resource Centres (CERCs)	95
73. Law and justice facilities established or improved (e.g. village court houses)	1

One of the challenges for effectiveness in relation to increased service delivery is that it is of course the responsibility of the various levels of government in PNG to fund the service so that when infrastructure is constructed, extended or improved this must be linked to government service plans (e.g. supply of teachers, health workers, and operational costs for the services). The Component 2 commitment to planning with government was therefore a major priority and it is reported that the majority of the buildings and facilities constructed or improved through SPSN are now in use. For example a study of a sample of seven of the 27 resource centres found that the resource centres are being used as planned<sup>28</sup>.

Another challenge for communities is the maintenance of facilities. SPSN’s emphasis on community ownership included a target for the community to have a maintenance plan and people trained to carry out the maintenance. An SPSN study of 16 projects in which classrooms were constructed found that 75% of projects were using the buildings for the intended purpose – school classrooms, and they had both trained maintenance teams and an agreed maintenance plan in place for sustainability.

<sup>27</sup> Review of Component 1 of SPSN, SPSN 2016

<sup>28</sup> Resource Centre Evaluation Study SPSN 2015 p 13

In summary, there was therefore a good level of effectiveness in the use of the facilities provided under Component 2.

### 3.4.2 Increased access to services for men, women and children

In relation to increased access to services for men, women and children, most of the 89 RCI for SPSN are indicators associated with access to services so there is extensive data on this outcome area. There are 31 'paired' indicators - separate records for women and men for the same indicator type (i.e. 62 of the 89 indicators) in line with SPSN's mainstreaming gender in its implementation approach. A further two indicators collect only the data for women on those specific outcomes. These results can be categorised in thematic service delivery areas. The indicators that are in bold are from the DFAT Aggregate Development Results<sup>29</sup>.

**Table 3-4: Key indicators for access to HEALTH services**

<b>1 &amp; 2 Persons provided with increased access to safe water - 52% women</b>	<b>78,874</b>
<b>3 &amp; 4 Additional persons with increased access to basic sanitation - 52% women</b>	<b>26,691</b>
5 & 6 Additional male & female students with access to safe water - <b>46% female students</b>	9,880
7 & 8 Additional male & female students with access to basic sanitation - <b>45% female students</b>	10,673
9 & 10 Additional male and female students with access to hand washing facilities - <b>49% female students</b>	4,542
11 & 12 Persons with increased knowledge of hygiene practices - <b>53% women</b>	35,228
18 & 19 Persons with access to a new or improved health facility (aid post) - <b>54% women</b>	6,339
20 & 21 Male and female health workers trained - <b>68% female health workers</b>	387
<b>22. Additional births attended by a skilled birth attendant</b>	<b>92</b>
23 & 24 Persons provided with voluntary HIV/AIDS and STI testing, counselling and other care services - <b>80% women</b>	4,090
25 & 26 People Living With HIV/AIDS (PLWHA) supported to participate in socio-economic activities in their communities - <b>74% women</b>	85
27 & 28 Persons trained in the delivery of comprehensive HIV prevention and care services - <b>55% women</b>	276

Increased access to health services was particularly strong for WASH services in the community and for students in schools. The lower access levels for female students probably reflect the higher proportion of males in schools in PNG. More than 3,200 women living with HIV were able to access counseling and care services – an important social inclusion outcome.

**Table 3-5: Key indicators for access to EDUCATION services**

<b>30 &amp; 31 Male and female children enrolled in school - 50% female children</b>	<b>5,316</b>
<b>33 &amp; 34 Male and female teachers trained - 56% female teachers</b>	<b>915</b>
35 Schools or institutions implementing revised/new curriculum, due to the inclusion of special education and adult literacy	62
36 & 37 Men and women trained in literacy - <b>50% women</b>	3,915
38 & 39 Men and women trained in technical, vocational or life skills - <b>51% women</b>	8,214
40 & 41 Men and women trained in democratic governance or leadership - <b>33% women</b>	6,785
42 & 43 Male and female public servants trained (excludes teachers, police or law and justice officials) - <b>32% women</b>	173

<sup>29</sup> DFAT *Aggregate Development Results*, February 2015 – for information write to [development.results@dfat.gov.au](mailto:development.results@dfat.gov.au)

Success and effectiveness in education services was primarily in increased access for children to school as a result of building of classrooms: especially good with equal representation of girls; a good increase in the trained teachers; and important increased skills in technical and vocational skills for employment for equal numbers of women and men.

The level of leadership training was good at nearly 6,800 people however because this was primarily for government officers, the gender balance reflects the gender balance in the government workforce – i.e. only one third were women.

**Table 3-6: Key indicators relating to GENDER EQUITY**

<b>45. Project committees with women in positions of responsibility (leader, treasurer, technician, secretary etc.) on WASH projects</b>	<b>330</b>
46 & 47. Persons increasingly engaged in income generation activities - <b>71% women</b>	5,023
<b>48. Women who gained access to agricultural technologies (improved practices, techniques and approaches to production, processing and marketing</b>	<b>2,791</b>
<b>50 &amp; 51. Persons who increase their access to financial services – 75% women</b>	<b>2,281</b>
<b>52 &amp; 53. Persons with increased incomes where results are sustainable up to 3 years after intervention – 58% women</b>	<b>1,526</b>
54 & 55. Persons who received awareness on family and sexual violence – <b>48% women</b>	197,690
<b>56. Women survivors receiving services such as counselling, refuge centres</b>	<b>6,316</b>

Access to gender equity initiatives for women redressed the balance in relation to economic empowerment – indicators 46, 50 and 52; and services to survivors of violence – indicator 56. The family and sexual violence outcomes reflect the specific initiative to engage men in behaviour change and to train male advocates. Further information on achievements in gender equality are covered in Section 7.1 Gender equality.

**Table 3-7: Key indicators relating to services for PEOPLE WITH DISABILITIES**

57 & 58. People living with a disability or care givers with additional/improved support services – <b>39% women</b>	8,329
59 & 60. Persons provided with disability services like prostheses and assistive devices – <b>38% women</b>	8,179
61 & 62 Male and female children able to access schools that have been made more accessible to children with a disability – <b>56% females</b>	151
63 & 64 Persons trained in disability – <b>56% women</b>	3,913
65 & 66 People living with a disability supported to participate in economic and social activities in their communities – <b>45% women</b>	166

Increased access to services and devices for people with disabilities has been a major outcome for SPSN – linked to the important initiatives at the national level reported in Section 3.3. As a result of disability awareness and rights training 3,913 more people now have a better understanding of the rights and needs of PWDs.

Although numbers reported are not high, the increase in inclusive education for children with disabilities is a significant first step for people with disabilities and community awareness.

In summary the Whole of Program study observed that in small communities the projects bringing much needed services “*have been life changing and in some cases life saving*”<sup>30</sup>.

### 3.4.3 Replicating good practice

Opportunities to achieve greater impact through the sharing and replication of good practice were particularly evident in the areas of disability and gender. Two examples were the Disability Data Collection trial survey in West New Britain Province (WNB) and the Coffee Industry Support Project (CISP). The first disability data survey from WNB is being replicated in East New Britain, Manus and Eastern Highlands Provinces. The CISP has proven to be a successful approach to economic empowerment for women whilst also influencing attitudes and behaviour

<sup>30</sup> WOPP Study 2016 p 27

of partners in the coffee industry to be gender inclusive in their workplace and programs. Reports indicate an improvement in gender relations as a result of capacity building initiatives leading to a change in attitudes and behaviour both in the workplace and in families. One woman commented:

*'Now we share things more equally – if I am busy in the coffee garden he can also take care of the children and start the fire for cooking, collect the water and so on – it's like this now'.*

Due to its success, a scoping and situational analysis in Bougainville was completed to determine whether a project in the cocoa and/or copra industries could utilise the methods and materials developed in the CISP.

#### New classroom increases student enrolment – access to services

<b>Name of organisation</b>	Menebonbon Ward Development Committee
<b>Name of project</b>	Double Elementary Classroom
<b>Grant Agreement number</b>	S104
<b>Component</b>	2. Communities working together to address identified priorities
<b>Location of project</b>	East New Britain
<b>Subject of the story</b>	Improvement in students learning and teachers performance



Paul Tadil in front of the SPSN funded classroom

Mr. Paul Tadil is a phonics teacher at Menebonbon Phonics School in the Bitapaka LLG in Kokopo District, East New Britain province. He has been teaching twenty students under the age of five years old in a community hall for the past two years.

He reported that the teaching environment during those years was not conducive as classes get disrupted when there is a community meeting or when there is bad weather. In rainy seasons, students are sent home because the rain falls through the leaking roof and it destroys teaching materials. However,

this has now changed due to SPSN funding of PGK87,000 for a double classroom. It has changed the lives of these little

children who can enjoy their classes better unlike following weather patterns or disruption from community meetings.

Increased enrolment has brought the Ward Development Committee and parents to work together to send three additional community members for teacher training to meet the growing demand of parents wanting to send their children to the phonics school.

Mr Tadil said *“because of the SPSN project, the community agreed to pay half of the school fees for the three teachers to acquire certificates in Phonics Teacher Training and then come back to the community and teach. This also boosted the teachers’ motivation to teach the children.”* He continued to say, *“We the teachers are also getting positive feedbacks from parents on the improved students learning because of the conducive learning environment.”*

Mr. Tadil reported that the project had impacted the lives of parents, teachers and students and the whole community.

### 3.5 Unexpected positive or negative outcomes from SPSN (KEQ5)

In any program there are often unintended or unplanned outcomes and these can be both positive and/or negative. As SPSN implemented its projects, and as stories of these unintended outcomes began to arise, SPSN included them in its case stories and in the final evaluation process for individual projects. Often, a project would complete its outputs and outcomes would begin to become evident but often there was something extra that was

occurring. These unintended outcomes manifested themselves in changes in community attitudes. One example was where the project was to construct and operate an aid post in Komoli community of Imbonggu District, Southern Highlands Province. After the aid post was completed it was operating well and the government had assigned a health worker and medical supplies were being delivered regularly. However one day one clan member was killed by an opposing clan and when the decision was made to engage in tribal war, members of the community reminded the others that if they went to war then the opposing clan would burn down the aid post as they knew it was a valued asset within the community. Therefore the community decided not to have the tribal war but to engage in negotiation and compensation and to bring the matter to resolution peacefully. This story was not an isolated incident and there were several projects with similar stories of communities deciding not to fight and risk losing a community asset. Another example relates to social inclusion where a classroom was constructed in a community and boys and girls were going to school but a child with a disability was also able to attend this school and his fellow classmates could now see that this child had an ability that they had not previously seen (he excelled at school work) and he is now included in school activities and the other children have a better understanding of why we should look at a person's ability rather than their disability (see story below).



This is the story of Emmanuel Wan, who unlike other children was born without hands. However, this did not stop him excelling in school or doing what other children do.

Emmanuel's mother Veronica Wan said she never dreamt of sending Emmanuel to school because of his disability and the distance. "I thought he was not a normal child, he wouldn't be able to hold a pencil to write but he proved me wrong. He writes with his left leg and has a very keen interest in education," she said. She added that Emmanuel was the Dux of Kunmong Elementary School last year and believes he will do the same this year. He says his aim is to complete his education and become someone in his community. I

am excited that you have built a classroom in my village, I have this desire to complete my primary education and would like to see my school have more classrooms," he said. When asked what he thought about the Australian Government's contribution to Kunmong Elementary School, Emmanuel said "I am so happy with this assistance because if they had not helped, I wouldn't be in school." The Kunmong Elementary School located in the Koma Peng area of the Tambul/Nebilyer District, Western Highlands Province was funded by the Australian Government through the Strongim Pipol Strongim Nesen Program at a total cost of PGK70,848.60 (AUD 30,500).

In Component 2, 78% of projects had an unplanned positive outcome with the main areas being government interaction, technical skills for community members, legitimacy of CSO executives and attitudes to tribal fights. Also 48% of projects recorded unplanned negative outcomes with the main areas being land ownership issues, mismanagement of funds and jealousy of neighbouring communities. As SPSN progressed, staff became more adept at identifying both positive and negative issues and working with the communities and partners to build on them or overcome them.

## 4.0 Efficiency (KEQ 9)

The activity funding in SPSN was distributed across the Components as shown in Table 4-1 and this is combined with information for each Component about the number of beneficiaries reached and the cost to deliver AUD1.00 of service.

**Table 4-1: Funding investments by component and cost per beneficiary and of delivery**

Component	% of Total Reimbursable Operations Cost	Beneficiaries	Cost per beneficiary (AUD)	Cost to deliver AUD1.00 (AUD)
1	12%	483,770	94	0.14
2	57%	171,340	113	1.26
3	15%	308,080	48	0.42
4	10%	38,430	187	0.42
5	6%	3,045 (participants)	558	1.18

The differences between Components in the cost to deliver AUD1.00 are informative. While Component 1 may appear very efficient there is evidence that there was not sufficient support to the Key Partners given the level of their organisational capacities. Their capacity had been anticipated to be higher but the assessments in the JOA and the experience of working with them in the first few years, revealed there were important gaps. In response to the evident need for more support, staffing for the Component was increased from 1 to 3, and more training was provided through Component 5 to support the organisational development plans that they adopted based on the JOA findings. The Key Partners also struggled to maximise their outputs in projects that were more complex than the local level grant projects. Since Component 1 was 40% of the SPSN budget this would need a better strategy in future.

On the other hand in Component 2 the delivery cost was the highest but the completion rate and achievement of outputs was high, the fraud rate was low, and the coverage of remote areas for equality of access to services was very good with 50% of the grants being in remote rural areas. Another factor for Component 2 was that there had been high set up costs to begin with because of the size of the exercise to get the grant program properly established, but by the end of the program projects were being implemented in shorter timeframes with high quality outcomes because of the solid foundations that had been built.

In between these two levels, the cost of Component 5 became higher when the outsourced training strategy was adopted but the outcomes for participants were improved in that they received recognised training certificates. Components 3 and 4 had similar delivery costs and the cost profiles were similar in that the awareness raising activities in both were lower than the network costs. However the results of the network activities were more tangible in the form of delivery and coordination of services (e.g. assistive devices and services for family and sexual violence) and very soundly based national policy and system improvements based on greater commitment to partnerships

Several of the Component chapters in Volume 2 analyse the inputs to outputs for the specific Component. Overall inputs and outputs are covered in the SPSN program description in Section 2.

The initiatives in Component 4 are useful to identify the efficiency challenges experienced in SPSN. Whilst disability has been an important area of achievement for SPSN, the success rate in meeting planned outputs was lower than targeted. The players in the sector were relatively weak in capacity related to staffing, organisational and technical capacity and ongoing issues of governance so the level of SPSN inputs to achieve outputs was high however the investment should lead to more sustained change. While efficiency of effort would need improvement, in future this may not be achievable until more capacity (not just of people but of systems and processes) is firmly in place.

The other key area from Component 4 was gender related projects and here partner organisations which were international NGOs (INGOs) had higher overhead and personnel costs but this was balanced by a high level of effectiveness. Civic education was more cost effective, the method of delivery being direct awareness-raising through a network of local organisations.

These kinds of challenges are not unusual in such a program and with the findings of SPSN's careful monitoring, the next generation of SPSN could make efficiency gains building in a staged process on the foundations that were built through investments of time and money. Efficiency gains should continue to improve.

One of the dilemmas for development projects has been whether to achieve outcomes using systems parallel to a government’s systems in order to achieve results more quickly or whether to accept the slower progress and possibly higher cost of working within government systems to develop their capacity as well as deliver services. In Component 4 the delegated delivery model demonstrated great potential to reach a large number of people in a cost-effective way. This occurred on two fronts:

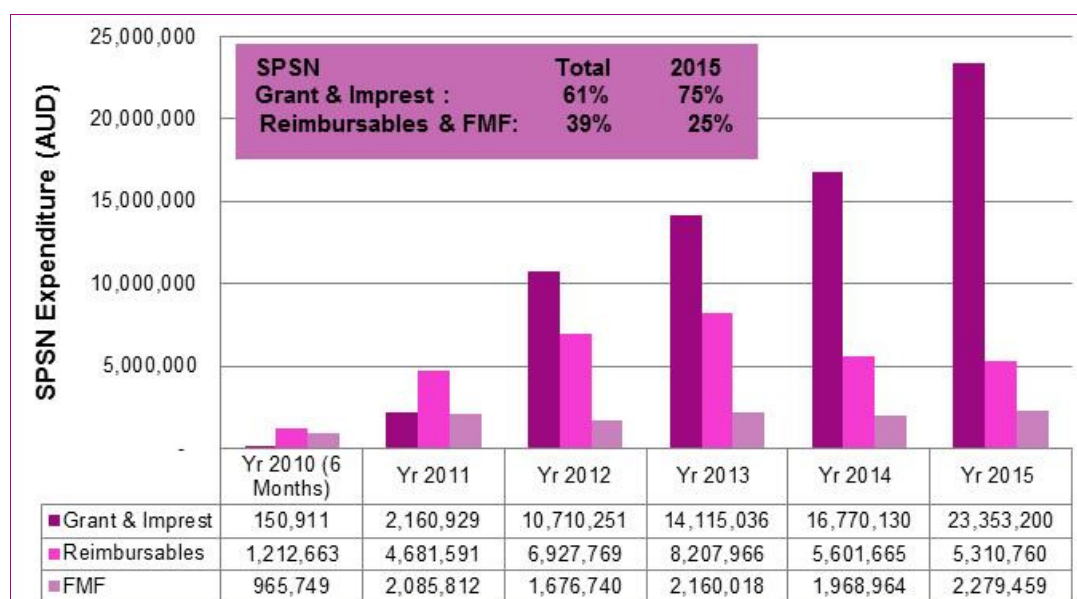
- Building on existing formal structures and increased engagement with Government – there was strong evidence that project interventions that built on the government’s existing service delivery mechanisms were highly efficient. For example the NBDP Assistive Device Delivery project used existing agencies of Government to deliver the program including NOPS, SERCs, Physiotherapy units, health centres and clinics which enabled services to be delivered throughout the country and even to remote places, and the cost-effectiveness was supported by fully-funded positions paid by the Government. The PNG Development Cooperation Policy of 2016 states that there is no longer a choice to work outside of PNG Government systems.
- Using existing networks and creating partnerships to deliver program activities - the wide use of networks, public and private, was a critical factor in ensuring the efficient delivery of wheelchairs and assistive devices across PNG. Network-based joint activities have proven far more efficient than individual efforts. By using the network, members can achieve a lot more, than they would do alone, sharing resources, expertise, local knowledge, having greater reach and coverage. This was evident for all three thematic areas, gender, disability and civic education.

The findings from SPSN, in relation to the complex balance between input costs, outputs and outcomes, should be further analysed using cost benefit analysis to inform the next generation of grants programs. This would particularly assist with judgement of realistic levels of cost of delivery/ investment for effective and sustainable outcomes.

As at June 2016, the Australian aid program will have invested almost AUD120 million through the SPSN program. There has been a steady increase in grant and imprest expenditure (outputs) with a complementary reduction in the costs of delivering the Program (inputs). In 2012 the percentage of grant/imprest disbursement over operational costs was 124%; in 2013 135%; in 2014 221% and in 2015 308%. 2015 saw outputs total 75% of program expenditure with the average for the whole SPSN program being 61% for outputs (grant and imprest expenditure) and 39% for reimbursable operational costs and management fees.

The chart below depicts the improved efficiency over the life of the Program.

**Figure 4-1: Grant/Implementation, Reimbursables and FMF by Year**



In the early years of the program there was an inevitable tension between getting the necessary grant management systems in place and ensuring the grant process was progressing well. This resulted in delays due to the time and resource intensive process to develop and implement relevant project and grant management systems and processes (e.g. project design and planning, financial management) including promoting the



meaningful inclusion of Community Development Workers and government and civil society representatives from the Local Grant Committee from the relevant province. Effective implementation at this stage of the program was vital to the sustainability based on good organisational and community governance. Improvement initiatives throughout the implementation have meant that by the end of the program, projects were implemented much faster than previously as the systems in place were more streamlined and efficient and incorporated lessons learned from the earlier stage.

Thus the improved efficiency was achieved while continuing to promote democratic governance principles with partner organisations and communities. Evaluation studies conducted by the SPSN M&E Team have found evidence that where project communities have incorporated democratic governance principles into the implementation and operation of the project, they appeared to have happier and more empowered community members who took ownership and initiated sustainable benefits from the services being delivered. The resource centre at Kibuttz in Fayantinya LLG, Henganofi District, EHP *“has been the light bearer in this community”*, said the ward councillor. *“We fought recently but the property was never touched by warring parties and no damage done to the properties”*.

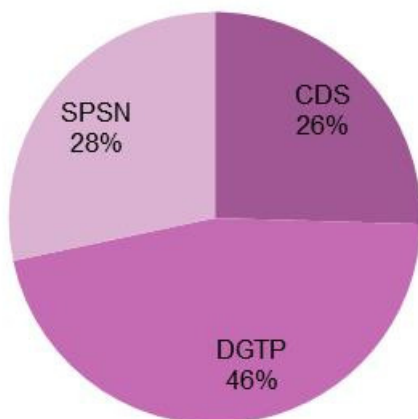
#### 4.1 Fraud Risk Management

To reduce the risks of misuse of grant funds, SPSN provided training to grant partners during an implementation briefing (prior to grant signing). Topics included procurement, financial management (cash books and receipts), M&E and fraud, where SPSN built the capacity of partners to manage projects efficiently free from fraud. This was augmented by a system of monitoring visits to grant projects and in the case of small grants, this was part of the M&E process but the visit was also intended to continue to build the capacity of the grant partner by assisting with financial management and supporting resolution of any implementation bottlenecks. The aim was to have a stronger, competent grant partner who delivered on the outputs and the objectives of projects which delivered benefits to communities.

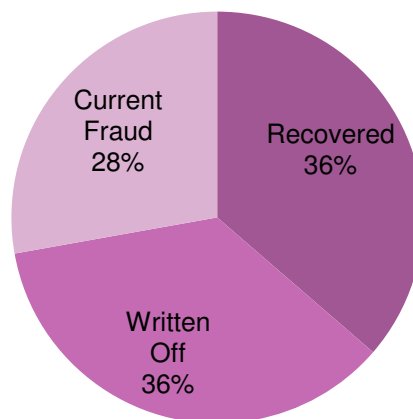
To date in SPSN there have been 81 fraud cases with a total value of PGK1.25m (AUD 560,000). Of these total cases, 43% of the total number and 28% of the total value came from SPSN while the remainder came from precursor programs (CDS and DGTP) that were handed over to SPSN to resolve. Also of the total amount, 36% has been recovered, 36% written off and 28% is currently outstanding awaiting final resolution.

Figure 4-2: Total Fraud Value

#### Total Fraud Value by Origin of Fraud



#### Total Fraud Value by Current Status



As at 31 May 2016, there were 28 current fraud cases, of which two had been fully repaid and were awaiting closure and six had been partially repaid. The high repayment has been due to quick and regular follow up with the suspects. SPSN wanted it known that the program would be “tough on fraud” and that all funds must be accounted for and acquitted and there was zero tolerance for fraud. With the focus on fraud during the Implementation Briefing training and the reporting of all fraud cases to DFAT and to the Police, it became widely known that SPSN was serious with any form of fraud and this reduced the incidence of fraud across what is potentially a risky process. In several cases SPSN has used a potential fraud situation as a learning case for the community and facilitated discussions with the community to understand their responsibility and how they can deal with members of their group who try to defraud them. SPSN maintained its vigilance against fraud throughout the time of the program and provided training to staff and partner organisations to ensure that they understood the implications of fraud.

## 5.0 Relevance (KEQ 7&8)

There are several dimensions to assessing the relevance of the SPSN program:

- How aligned are the SPSN activities and outcomes with:
  - GoPNG policies and systems;
  - Australian Aid's policies;
  - Communities needs and priorities; and
  - The needs of the partners through which SPSN has worked in it's Actor-Centred Approach (see Figure 2-4 in Section 2).
- How well has SPSN monitored and responded to changes in the context in PNG.

### 5.1 Alignment with PNG Policies and Systems and meeting the needs of the men and women of PNG

One of the primary statements of the aims of SPSN was to contribute to PNG's Vision 2050, the PNG Development Strategic Plan (2010-2030) and the Medium Term Development Plan (MTDP 2011–2015). These three documents were the primary development frameworks at the time SPSN started and the priorities established in SPSN aligned with the priorities in these documents:

- the pillars of human capital development and gender, institutional development and service delivery, and cultural and community development.
- the key thematic areas of good governance, healthy, educated and skilled citizens, basic infrastructure, enabling citizen values and participation, and environment and climate change.
- the increasing focus on improvement of services at the District and Provincial level with the Provincial Services Improvement Program (PSIP) and District Services Improvement Program (DSIP).

SPSN's original design largely focused on delivering democratic governance outcomes, but in 2010, due to a shift in policy focus (agreed to by both the Australian and PNG governments), the objective of the program changed to service delivery. In the end both service delivery and governance outcomes drove the program. In addition the local level planning approach, which was used across Components 1 – 4, meant that grants and activities were responding to community needs and priorities. In Component 4 many stakeholders noted that the 'voice of PNG' comes through strongly in the National Policy on Disability and the National Assistive Technology Guidelines as a result of the breadth and depth of consultation that went into developing the policies.

Section 2 Program Description and Section 3 Effectiveness give considerable evidence of the linkage of SPSN projects to community identified needs.

### 5.2 Alignment with Australian Aid Policies

SPSN adhered to Australian Aid priorities at that time. The Mid-Term Review for SPSN and the Church Partnership Program (CPP) in 2013 concluded that the CPP and SPSN design were relevant to the promotion of democratic governance and *"have been the primary DFAT programs providing resources to build the capacity of civil society for improved democratic governance and accessible quality services"*<sup>31</sup>. Australia's key thematic areas included health, education, gender equality and empowerment for women, disability, law and justice, and good governance. Outcomes in all of these areas are covered throughout this report. SPSN was structured to align with these priorities and the Volume 2 Component reports give details of the links to Australian aid policies.

### 5.3 Changes in the policy context in both countries

Since SPSN's inception in June 2010, there have been significant changes in the frameworks and priorities of both the PNG Government and Australian Aid. When AusAID was merged with DFAT, economic development and economic empowerment of women became key priorities and these became a focus in the last years of SPSN. SPSN has achieved considerable results in the agreed priorities of both Governments – education, health, gender equality and social inclusion, civic awareness, human capacity development and the National Training agenda, infrastructure, and disability.

<sup>31</sup> Independent Review of two Democratic Governance Programs in PNG (2013) p7

The National Training Agenda was embraced with the outsourced accredited training in Component 5. Skills gained from SPSN training enabled Community Development Workers (CDWs) to facilitate community development initiatives and collective solutions to address issues, needs and problems that arise within a community. Fifty-four trained and experienced CDWs have moved on to get employment with government, private sector and civil society organisations; contributing to both national and organisational human resource capacity.

Less was achieved on economic development; a priority that was emphasised by the two Governments from mid-way through SPSN after program activities and allocations were well advanced. An interesting initiative in this context was the training of community rangers in the Treaty Village Resilience Project in service delivery enabling future 'fee for service' businesses to be developed (e.g. for Treaty Awareness visits, biosecurity, research and health services).

Following the election of a new PNG government in 2012 considerable work has been done by the PNG Government on: decentralisation leading to the District Development Authority (DDA) Act of 2014; sustainable development of a green economy in the National Strategy for Responsible Sustainable Development (STaRS) and a second MTDP was adopted in 2015 (MTDP 2 2016-7). In 2015 PNG's first Development Cooperation Policy was adopted with a focus on ensuring PNG's sovereignty is respected in the use of development cooperation resources<sup>32</sup>. SPSN had a commitment to working at a local level, particularly in Component 2. Implementation of the DDA Act is continuing but is a longer term process. In the next PGF phase of SPSN, engagement with this initiative and working through this system for planning, budgeting and implementation should be a high priority. Ward planning features strongly in the role of DDAs and DPLGA is using the SPSN supported Ward Planning Guide to update LLG guidelines for planning.

In the STaRS document there is a Critical Activities Matrix and a Development Results Framework<sup>33</sup>. Much of SPSN's work has been pursuing priorities which are also found in these guides. Continued analysis of these directions and of the progress in their implementation will be important for all development partners and their programs. Education, health, infrastructure, law and justice and economic development continue as high priorities. While MTDP seldom uses the term gender, there are more than 20 references to the needs of women.

Reviewing programs in the light of context changes – particularly in PNG, is a key program management task that can be difficult to balance with ensuring goals are being met in a tightly framed program such as SPSN. In Component 1 there was the extra need to assist the Key Partners to monitor contextual change and to be aware of how these changes impacted on the policy areas of their core focus. SPSN actively supported and assisted the development of the State-CSO Partnership Policy which has the potential to be a major mechanism for civil society and government to negotiate and drive PNG's ambitious agenda for development.

Overall the Key Partners valued the SPSN support that was given but believed there should have been more available - and this is the view of the SPSN team as well. Component 1 support to Key Partners was under resourced because the Key Partners were found to have lower capacity levels than was anticipated.

The policy and aid relevance of SPSN was maintained despite the changes identified and there is a good foundation for future work to evolve further with the next iteration of a democratic governance program.

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<sup>32</sup> 2015 PNG Development Cooperation policy, Department of National Planning and Monitoring

<sup>33</sup> National Strategy for Responsible Sustainable Development (STaRS) pp. 16 and 52

## 6.0 Sustainability and Impact (KEQ 6)

### 6.1 Foundations for Sustainability in the SPSN Approach

Sustainability was built into the SPSN program approach in a multi-layered model to develop the foundations and enabling environment needed for ongoing development in PNG. SPSN initiatives at national, sub-national and community levels sought to lay foundations that would build demand for both democratic governance (systemic) and good organisational governance. The main foundations targeted were:

- building capacity not just of individual people, but of communities, organisations, networks, and the processes and mechanisms of government – what could be termed social sustainability with the building of engaged communities with more women involved in decision making, and growing a ‘culture’ of democratic and good governance.
- modelling and facilitating democratic governance behaviours and principles particularly at the local level – creating a culture at the local level based on the democratic governance principles.
- developing services using both democratic governance and good organisational governance practices.
- integrating activities into sub-national and community systems where possible.

In the previous chapters of this report evidence has been given of the successful foundations that have been nurtured in all of these dimensions: the capacity built in people, organisations, communities, partnerships and networks, the actual practice of democratic governance in communities and national networks which led to good project management and increased access to services.

### 6.2 Building on Foundations

In a six year program spread across the country, progress beyond the stage of firm foundations was variable, as would be expected given the starting point in 2010. Some communities, districts, provinces and national bodies were more ready than others to engage with the initiatives and had the skills, knowledge and attitudes needed. In these cases ownership was becoming more robust and resilient and there was evidence of ‘snowballing’ outcomes from activities – for example:

- Towards the end of SPSN Enga LGC allocated PGK50,000 a year to support SPSN initiatives and projects started to send their acquittals to the Provincial Administration not only to SPSN.
- As the networking and collaboration in the disability sector developed, more projects could be undertaken and the results were more soundly based. This is reflected also in Section 5.1 in the comment that the ‘voice of PNG’ was in the new version of the National Policy on Disability – sector approaches are a good means for furthering outcomes and sustainability.
- Communities supported in ward development planning by the CARE ICDP initiative were able to leverage funding from the district and provincial service improvement funds (DSIP and PSIP) particularly in Eastern Highlands Province.
- In the SPSN internal study on WASH projects<sup>34</sup> some project communities have taken their own initiatives to identify and train resource people within the community to perform maintenance roles and this has increased the likelihood of sustainability of project outcomes.
- Component 1 training was provided for the Key Partners to support them to develop robust financial sustainability strategies for their core funding. In most countries in the world CSOs struggle to resource core funding either from government or the community because of the focus on funding activities; less attention is given to the organisational capacity to support them to achieve quality outcomes. Financial management training was also available to SPSN partners in the Component 5 outsourced training on financial management. Participants from communities, organisations and government attended financial training in a total of 161 training events - 6,670 attendances.
- Although the linkages to the private sector such as those already mentioned in Section 3.3 (EITI, Consultative Implementation and Monitoring Council, Buk bilong Pikinini’s library partnerships, City Mission’s service delivery projects, and the Community Coalition Against Corruption) are not extensive, there is evidence of improving engagement of this powerful part of society for democratic governance developments.

<sup>34</sup> WASH evaluation Study, SPSN 2015, p13

SPSN has sought to foster an enabling environment of this kind, which progresses demand for greater democratic governance, and further development. This environment requires effective leadership in all walks of life and SPSN provided 112 leadership training activities to more than 4,630 men and women. The training of women in leadership is discussed in Chapter 7 Gender Equality and Social Inclusion.

There is evidence of sustainability in communities where active participation by all community members in planning and implementing projects has taken place and where government interest and involvement has been engaged. In these cases there is more awareness of the potential of working collaboratively with government and more demand for local governance activities and shared funding approaches.

In January 2015 the Australian Office of Development Effectiveness (ODE) released a paper on working in decentralised service systems which pointed out that '*good practice examples of facilitating local ownership and effective capacity building could be built on and replicated*'<sup>35</sup>. There are multiple such examples from SPSN which could be picked up by the PNG government and by PGF.

### 6.3 Impact

SPSN has experienced the natural variability of sustainability for a short-term program, but taking an overview of SPSN activities and outcomes across PNG, SPSN has made a significant impact. This impact includes the creation of an enabling environment of people, organisations and partnerships ready to capitalise on further programs, initiatives and funding to continue the development of key areas of service delivery and democratic governance. As PNG government reforms progress there are more men and women ready to engage with this reform process with relevant increased skills and confidence. There is not yet a critical mass of people but there is discernible evidence of increasing numbers of observers who see a turning point of this kind emerging in PNG. SPSN has contributed to this turning point and PGF can continue to contribute to the process.

There were examples of those being trained moving on to work with other organisations. Some are now working on key national development initiatives including those in the private sector such as the PNG Liquid Natural Gas project. The development of the Key Partners under Component 1 links with government policy to work in partnership with civil society and also helps support them to transition to PGF or other programs.

As can be seen from these examples and as was confirmed in both the Whole of Program Study and a study of Component 1 for SPSN by an independent reviewer<sup>36</sup> the SPSN funding has enabled Key Partners to strengthen their ability to influence government policy and practices, to influence positive changes in attitude and beliefs, and make much needed contributions for the good of the women, men and children of Papua New Guinea.

*'The Key Partners have a national focus and have been responsible for focusing government attention on issues such as elementary schooling, literacy, election processes, ethics, and family and sexual violence'*<sup>37</sup>.

In Component 2 impacts in both rural and remote communities have included contributions to the continuing reductions in the incidence of water borne diseases and related deaths, increased access to health posts and supervised births, continued growth in the number of children in school and the continued development of small industries. However outputs such as more classroom capacity, better facilities for processing agricultural products, more access to microfinance, more services for women, people with a disability or HIV/AIDS should produce many notable impacts in the years to come. These are comprehensively recorded in the databases, and reported in internal and independent studies.

Impacts from Component 3 could be expected through a youth cohort increasingly engaged in healthy pursuits, and support for survivors of family and sexual violence through community mobilisers. Conservation activities under Reducing Emissions from Deforestation and forest Degradation (REDD) in Manus should produce good outcomes for landowners. A further significant area of impact for Component 3 has been the success in peace building and reconciliation in Bougainville.

Component 4 successes should continue to produce good outcomes: in particular the disability survey, which is increasingly being implemented across the country, will provide government with sound knowledge of the incidence and nature of disability within PNG.

<sup>35</sup> Office of Development Effectiveness, '*Working in decentralised service systems: choices for the Australian Aid Program*', DFAT, Canberra 2015, p 2

<sup>36</sup> Review of Component 1 of SPSN, SPSN 2016

<sup>37</sup> Whole of Program Study p 45

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Revision 1.0 –15 July 2016

Prepared for – Department of Foreign Affairs and Trade – ABN: 47 065 634 525

Strong relationships and a workable model have been established with PNG Registered Training Organisations in line with the GoPNG policy for development of the National capacity development system. This in theory should:

- Create greater variety and extended capacity development options;
- allow for scale-up or down according to market needs; and
- strengthen a locally delivered resource which is continuously accessible by more men and women in PNG, rather than being tied to program budgets, ownership and lifespan.

The power of the partnership modality at the national level for transformative change can be seen in SPSN activities but it has also been very apparent that time, skills and money are essential to effectively build partnerships to achieve sustainable outcomes.

According to the CIA Factbook on PNG<sup>38</sup> people under 25 years of age account for 54% of the PNG population (34% are under 15). This cohort clearly needs to be a continuing key focus for sustainability and development in PNG. SPSN activities which have targeted youth have made a difference: in healthy lifestyles; the Manus sports projects; the NBC program aimed at improving young people's recognition of democratic rights, and activities improving young people's lives through access to education and job training. This should be a priority focus for the PGF.

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<sup>38</sup> <https://www.cia.gov/library/publications/the-world-factbook/geos/pp.html> - accessed 28 June 2016

## 7.0 Gender Equality and Social Inclusion

In SPSN, gender equality and social inclusion (GESI) has been implemented in a commitment to promoting gender equality on the one hand, and the inclusion of people with disabilities (PWD), and people living with HIV/AIDS (PLHIV) on the other.

SPSN established a Social Inclusion Development Reference Group to guide SPSN to ensure that activities implemented are consistent with and fulfil PNG and Australia's obligations under international law, policies and development frameworks in relation to GESI. In order to monitor the implementation and report on the results 'gender equality', and 'disability' were 'primary markers', and 'HIV/AIDS', as a cross cutting issue, was one of the 'key words' in the SPSN data collection and analysis. The 89 Result Core Indicators included 34 indicators of outcomes for women and girls (31 for men and boys), 10 for disability, and six for HIV/AIDS. In disability and HIV/AIDS the indicators were also separated into those for women and girls, and those for men and boys.

Monitoring visits included in particular a focus on collecting quantitative and qualitative data to assess the level of inclusion in relation to the three SPSN Theory of Change outcome areas – capacity development, democratic governance and access to services. Increased capacity, increased participation in democratic governance and increased access to services were all targeted.

### 7.1 Gender Equality

A focus on gender in SPSN begins in the Goal, which refers to the 'men and women' (and children) of PNG rather than the 'people' of PNG. In addressing the core issue of gender equality in Papua New Guinea, SPSN has implemented a strategy in relation to many dimensions:

- its own policies and operations - including a specific Gender officer position in the SPSN team.
- policies and operations of funded partners and the projects they implement – particularly in the Komuniti Prosek Plen which was a key initial step in community ownership of projects and in which giving a 'voice' to women by ensuring women were present and involved in the planning processes was a core requirement.
- gender equality in activities promoting democratic governance work including community mobilisation and gender awareness for both women and men to support women's engagement and address key issues such as family and sexual violence and economic empowerment.
- gender, and family and sexual awareness for men – including a funded project in Eastern Highlands Province which established 'male advocates' as part of the service system in communities.
- contribution to the development of a National Gender Policy for PNG.
- capacity development and services for women and girls particularly in relation to leadership, management and economic empowerment training, and family and sexual violence services.

SPSN supported the development by the DfCDR of the PNG National Gender Policy, which has since been brought under a new National Gender and Social Inclusion Policy. The work of a coalition of individuals and organisations (PNG Safe Motherhood Alliance) to create a national movement to ensure that pregnancy and childbirth are safer for all mothers and babies was financially supported by SPSN.

In the SPSN M&E system, all data are gender disaggregated with separate indicators and reporting routinely gave gender breakdowns. In the evaluation studies, separate focus group discussions were held with men, women and youth, and female M&E staff ensured that women felt comfortable to discuss topics together.

Twenty-three per cent of all SPSN projects were specific gender equality projects and 18% of the total value of SPSN projects are associated with these gender projects. These statistics refer to the gender specific projects but even though other projects may not be classed as gender projects, gender was still a central part of all projects as gender equality is one of the democratic governance principles promoted through all projects. The independent review of Whole of Program Performance of SPSN reported "*data retrieved from the SPSN database points to full participation of women in all aspects of 60% of all projects*<sup>39</sup>". Increased participation and empowerment of women is a key step in transformative change.

Women beneficiaries were more than half of the total – nearly 510,000 out of the total of more than 1,003,000 direct beneficiaries – were women. Women particularly benefitted from projects in Components 1, 2 and 3. In

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<sup>39</sup> WOPP study, 2016, p48



Component 3 this included women's involvement in, and as beneficiaries of, the peace-building initiatives in Bougainville.

Equality was not achieved across all capacity development in that only 45% of participants were women. Where participants were drawn broadly from the community, there were more equal numbers of men and women reflecting the proportions in the community, but where participation was from people in the workforce the representation of women reflected the proportion in the workforce.

Nearly 198,000 women and men received awareness on family sexual violence and with this awareness targeted men, 52% were males. Funding for the Family and Sexual Violence Action Committee of CIMC should be a priority for advocacy to the PNG Government and for priorities in the PGF.

More than 14,300 women received training in literacy, technical and vocational skills, financial management and leadership. Women make up 70% of more than 5,020 people reported to have increased incomes following skills training. Women in the coffee industry received valuable support in the SPSN funded Coffee Industry Support Project (CISP) and are now selling their coffee direct to coffee exporters.

The commitment to mainstream access for women and girls achieved good results as shown in the reporting on the Result Core Indicators in Section 3 Effectiveness. In particular:

- 78,874 people (55% women) have increased access to safe water.
- 35,228 people (53% women) had increased knowledge of hygiene practices.
- More than 6,330 people (54% women) had increased access to a new/improved health facility (aid post).
- 28 new classrooms were constructed benefitting 5,316 students (50% girls).
- 915 teachers (56% women) were trained through education projects in communities.

SPSN developed a Gender Equality and Social Inclusion Action Plan which gave staff responsibility for ensuring that gender was both targeted through SPSN activities as well as mainstreamed through all processes. A full time Gender and Social Inclusion Coordinator has overseen the implementation of the action plan and assisted staff with its implementation. SPSN stated in its Operations Handbook that it would have women in at least 51% of staff positions. SPSN has succeeded in keeping to this goal with women making up 55% of the personnel of SPSN over the six years - at 88 out of the 161 total staff<sup>40</sup>. The Bougainville Peace Building Program has an employment ratio of 64% females and 36% males. In 2015 SPSN undertook a Gender Stocktake as a comprehensive guide for staff to SPSN's approach to gender throughout its activities.

The DFAT Gender Equality and Women's Empowerment Strategy of 2016 identifies three priorities:

- enhancing the voice of women in decision making, leadership and peace building;
- promoting women's economic empowerment; and
- ending violence against women and girls.

These are also reflected in the Pacific Women Shaping Pacific Development program (PWSPD) and its M&E Framework released in December 2015. As reported above SPSN has implemented strategies and activities, and achieved results, in these three priorities and the headline indicators associated with them in the PWSPD M&E Framework.

In summary SPSN's approach focussed on

- disaggregated data capture to both lead and report a focus of gender;
- changes in gender relations, with a particular focus on ending violence;
- increased access for women to key needs such as income, training and education (including economic empowerment), and services; and
- collecting stories of change – see the Case Studies in Volume 2.

## 7.2 Social Inclusion

### 7.2.1 People with Disabilities

The Disability sector and the needs of people with disabilities became a significant focus in SPSN particularly in Component 4. The priority focus was in keeping with priorities of both the PNG and Australian Governments.

<sup>40</sup> See Appendix E SPSN Personnel 2010-2016 in Volume 2 of this Report

Disability was one of the four main thematic areas for SPSN and a total of more than PGK10m (AUD4.5m) was invested in disability specific projects – 21 funding agreements.

As covered in section 3.3.2 one of the four major partnership strategies in SPSN was with partners in the disability sector. This partnership mobilised a cluster of initiatives including a fundamental review of the National Policy on Disability (NPD) leading to adoption of a new Policy with the widespread support and ownership of the sector. Under the new NPD, a national team made up of the three lead agencies in the sector has been providing support to provinces and agencies promoting inclusion and mainstreaming. Melanesian sign language was declared by the National Executive Council to be the fourth official language of PNG.

The Disability Inclusive Development Initiative developed guidelines assist organisations to engage with varying levels and sectors of government, and the National Assistive Technology Guidelines Project Steering Committee which included government, service providers and Disabled Persons Organisations (DPOs), developed and implemented guidelines for the distribution of 27,000 assistive devices for PWDs. A study of the impact of the assistive devices for PWDs found that their lives had improved with greater mobility and social inclusion.

Across SPSN Component work, more than 8,300 men and women with disabilities now have increased access to services and inclusive education is available for 151 children with disabilities – a modest increase but a significant first step in changing education options for children with disabilities.

In Section 3.1.3 *Implementation of social inclusion*, details are given of a study of the involvement of PWDs in the planning and management of projects in SPSN - people with disabilities were 'actively involved' in 69% of projects. This is a good result for social inclusion strategies.

Finally and of longer term strategic importance, a Disability data collection survey and register is being gradually introduced in provinces thereby supporting planning based on good data on the number of PWDs and their needs.

#### **7.2.2 People Living with HIV/AIDS**

The inclusion of people who identify as living with HIV/AIDS (PLHIV) was not such a high priority for SPSN but five grants worth a total of PGK 375,000 (AUD 169,000) were allocated to projects specifically for PLHIV. Results achieved included:

- 4,090 PLHIV (80% of whom were women) were provided with voluntary HIV/AIDS and STI testing, counselling and other care services.
- 85 PLHIV (75% of whom were women) supported to participate in socio-economic activities in their communities.
- 276 PLHIV (50% of whom were women) were trained in the delivery of comprehensive HIV prevention and care services.

In the study on involvement in the planning and management of projects referred to in 7.2.1 above, it was found that the involvement of PLHIV had not been good with people living with HIV 'actively involved' in only 34% of projects and there was 'no participation' or 'no PLHIV present in the community' in 66% of projects.

Clearly there may be a need for much more to be done on this issue in PNG but programs and services for HIV/AIDs have been a high priority for donors in PNG so a situational assessment would be very important to guide any initiatives for the PGF in this field.

## 8.0 Monitoring and Evaluation

Monitoring and evaluation (M&E) had two purposes in SPSN:

- Firstly to collect and analyse qualitative and quantitative data from SPSN to inform management improvements and reporting during the program, and to provide for end of program evaluation and reporting
- Secondly to build the capacity of all stakeholders in SPSN in the practical monitoring and evaluation for good planning, management and accountability.

### 8.1 The SPSN M&E Framework and System

Three guiding documents, a set of 13 tools and resources, and two databases provided the M&E framework and system. Figure 8-1 at the end of this chapter on M&E gives a visual summary of the link between the outputs and outcomes of SPSN. It can be seen from this figure that SPSN and this Completion report directly address these outcomes.

Implementation of the original, and first guiding M&E document, the M&E Framework (MEF)<sup>41</sup> was supported by a very clear, practical and user-friendly Guideline document which came out late in 2012 and which included the standard tools and resources that were to be used particularly in Component 2<sup>42</sup>. The Guideline, the second guiding document, was for training purposes and covered the monitoring process and the links to both the use of the databases – Manubada for program detail and TrainTrack for training data - and to the analysis, reflection and reporting system that was followed within SPSN.

In particular the analysis, reflection and reporting was undertaken every six months in preparation for the SPSN Six Month Progress Report to DFAT. This system ensured that the data was used throughout and not just at the end of SPSN. Throughout the implementation of the program the M&E system has produced credible information on results and issues which has been used by SPSN to inform program improvements and lessons learnt.

Special evaluation studies on topics including community engagement with government, promotion of democratic governance, and the relationship between democratic governance and access to services were conducted. The studies informed SPSN on the theory of change and engaged with communities to obtain feedback and demonstrate the governance principles.

The third guiding document was an M&E Plan for the final months of SPSN<sup>43</sup> to bring together the M&E initiatives to encapsulate the performance, monitoring and impact of SPSN, keeping in mind the next phase of governance programs proposed by the Australian Government for Papua New Guinea.

The M&E Plan aimed to answer the key questions to communicate the whole-of-program story through performance and impact by consulting the Theory of Change and the Program Logic outlined in the program's MEF. The plan was implemented and has provided the rich detail and evidence for this report and the Component reports in Volume 2.

Very significantly the approach to M&E in SPSN was properly embedded in good project/activity planning – the guideline covered project planning with goals and outcomes; action planning with activities and outputs; through to development of an M&E plan with the indicators and how the data will be collected and analysed. As the projects progressed, regular participatory monitoring visits were conducted by CDWs and SPSN staff who wrote up the reports for data entry in Manubada. SPSN staff, CDWs and DCDOs conducted an average of 2.8 monitoring visits per project.

As Component 2 projects came to an end, completion visits were conducted and Completion Reports prepared. These were particularly focussed on outputs. In the last two years approximately 30% of the Component 2 grants had a Project Evaluation visit conducted and report completed at least three months after the completion of the project. This final report covered both quantitative and qualitative information on the use of the project outputs and the perceptions of the grantees and communities on project outcomes.

To accommodate learning about what was working and what was not working in this complex exploratory program - that is SPSN, two broad approaches were used to collect data and assess SPSN's results against the evaluation questions. This included aggregating results against a core set of quantitative indicators (the Result Core Indicators already referred to extensively in Section 3 Effectiveness) and collecting additional information using a

<sup>41</sup> SPSN Monitoring and Evaluation Framework, December 2011.

<sup>42</sup> SPSN M&E Guideline introduced late in 2012 and updated at regular intervals.

<sup>43</sup> SPSN M&E Plan, 2016.

mixture of methods such as evaluation studies, participatory evaluations, case stories, and joint organisational assessments.

Key principles guiding the M&E approach were identified as: outcomes focused; supporting both learning and accountability; gender equality and social inclusion; look for the unexpected, and accommodate changes in implementation; and strengthen partners' M&E systems. This set of principles reflected and therefore supported the key principles of SPSN.

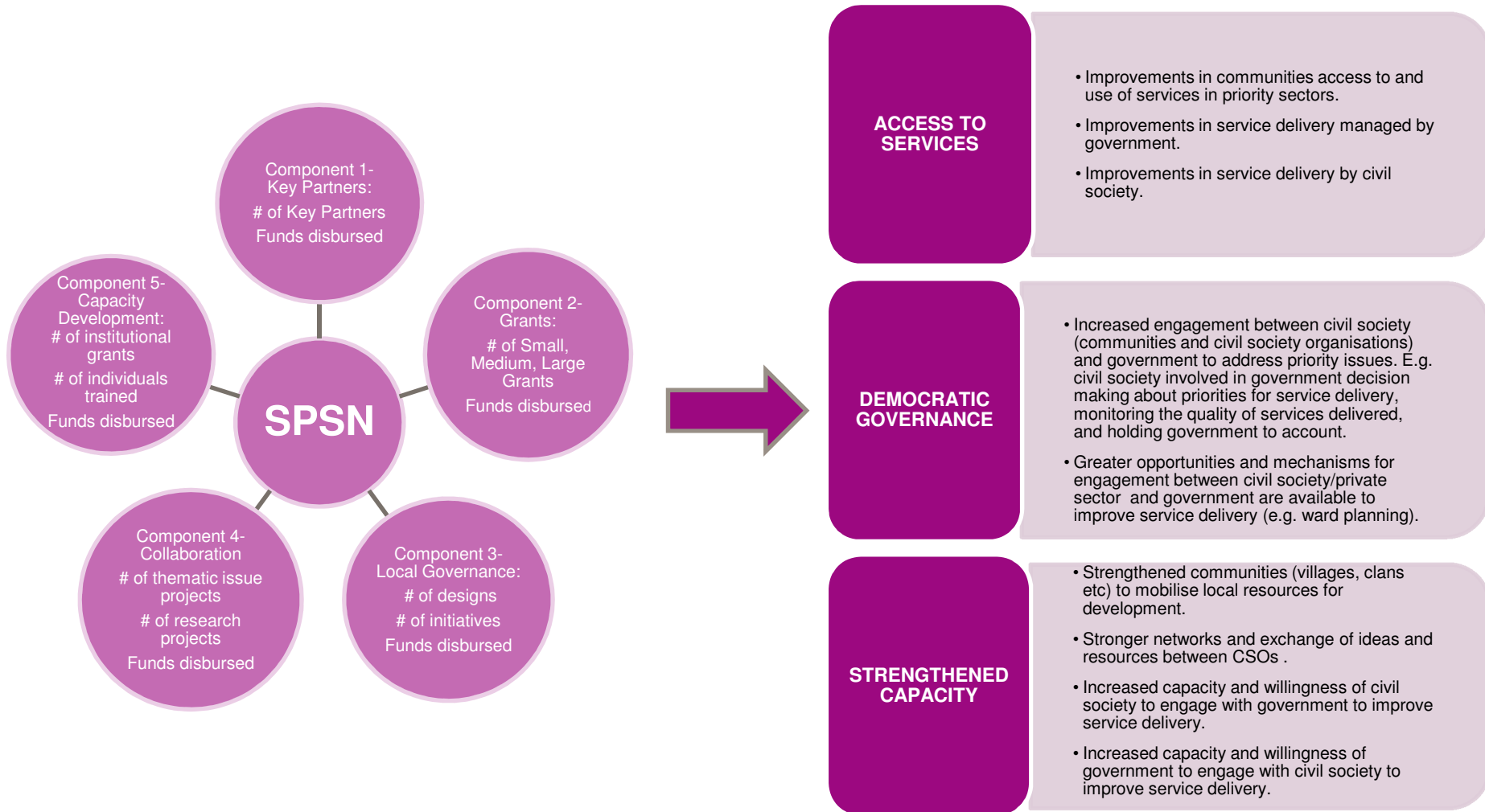
## **8.2 Building Stakeholder M&E Capacity**

In all engagements SPSN staff worked with partners to develop and support their M&E systems. In Component 2 this process started in the Komuniti Prosek Plen (KPP) stage and was enhanced in the Implementation Briefing and Grant Agreement signing (IB&GA) workshops. As projects progressed community members and organisations were engaged in the participatory monitoring processes which were linked to the democratic governance principles of transparency and accountability.

For Components 1, 3 & 4 there was more of a focus on supporting partner organisations to develop and implement an M&E framework to be the basis for their own internal reporting for good governance, and reporting to SPSN for accountability. To ensure that there was coherence across SPSN, in the latter part of the program the SPSN Coordinators in these Components increasingly linked the partner reporting to the SPSN data collection tools to enable consistent types of data to be collected across Components 1 – 4 for the Manubada database. In Component 1 capacity building for the Key Partners focussed particularly on assisting them to move from progress reporting that was very strong on narrative to use of outputs and outcomes that more clearly showed results. The role of Component 5 in this was that M&E courses were available for communities and for CDWs, with nearly 700 participants completing M&E training.

SPSN demonstrated good M&E practice and with involvement of communities and organisations in M&E processes furthered capacity building through experiential learning.

**Figure 8-1: SPSN Components and their common Outcome Areas**



## 9.0 Lessons Learnt and Innovation (KEQ10)

There have been many lessons learnt from the six years of implementation of SPSN. Each Component report in Volume 2 covers a number of lessons, so in this overall report highlights are covered. More lessons and more detail can be found in Volume 2. Details of the program aspects related to many of these key lessons have been referred to earlier in this report so the key lessons are summarised here.

**i) The SPSN Theory of Change:** the way in which the service delivery approach of SPSN addressed the three outcome areas of the Theory of Change - capacity development, democratic governance and service delivery - was found to support the achievement of soundly based outcomes in all three areas. Experience in Components 1 – 4 confirmed the value of incorporating and demonstrating a democratic governance approach in the implementation of projects, from small grants through to national level organisations, networks and partnerships. However getting the balance right/understanding the inevitable flow of the implementation process is vital:

- Delays to begin with were inevitable given that it was vital to ensure sound grant management processes were established – the rate of increase of expenditure is not linear to begin with but increases after an initial establishment period.
- The value in the process of delivery must be recognised as well as the end result of grant funding and project outcome. Factors need to be in place for sustainable outcomes. SPSN's approach addressed this issue – e.g. the Komuniti Prosek Plen model in Component 2 promoted partnerships, sustainability and democratic governance principles.
- Underpinning all program activities with organisational capacity building which addressed both governance and service delivery – capacity building and organisational strengthening in key areas of governance, management and finance, hand-in-hand with the delivery of services and programs, to ensure the quality of output, and timely implementation and reporting. This was particularly evident in national organisations where more hands-on support was needed to improve good governance practice.

**ii) Engagement with government:** SPSN partners increasingly realised the importance of involving government at all levels in their programs and that partnering at the initial stages of the project can be an entry point for civil society engagement with government into the future. SPSN's work on the State-CSO Partnership Policy is a particularly relevant opportunity for emerging opportunities to link up such partnerships more effectively through government engagement, policies and systems, much like SPSN's successful work in bringing partners together through its work in supporting the revised National Policy on Disability as discussed in Component 4.

Government is important to PNG citizens who are in the main politically active and expect government to engage with them but do not have the skills or processes to engage with government in this way. SPSN has fostered ways citizens can hold governments to account.

As service delivery is the responsibility of Government, embedding Key Partner inputs alongside more effective engagement of Government's service delivery agencies at the national level would provide opportunities further opportunities to strengthen the service delivery system at all levels of government and society.

In future a stronger focus on supporting the PNG Government with its own democratic governance framework and linking planning and resourcing processes to their mechanisms such as the District Service Improvement Program processes, District Development Authority work plans, and Local Level Government and ward planning processes will be increasingly important. This engagement is now a requirement in the PNG Development Cooperation Policy as covered in Section 5 Relevance. Significantly the Department of Provincial and Local Government Affairs (DPLGA) is reported to be reviewing and updating the SPSN supported Ward Planning Guide and training materials to use in the implementation of the District Development Authorities.

**iii) Partnership:** Whilst SPSN helped bridge the gap to an extent, future partnership arrangements between DFAT and Key Partners can only be improved if DFAT has the time and space to dedicate to these partnerships, and Key Partner structures are further developed to allow for this. The PGF may help to create this opportunity by freeing DFAT staff and providing more options for support to partners. Forums between DFAT and the partners as once or half yearly events where partnership can be discussed collectively, and individually on the sidelines of the forum, would be a valuable initiative. The Component 1 report provides a good summary of a number of lessons learnt about partnerships in SPSN.

**iv) Democratic governance:** Historically, PNG governments and officials have viewed CSOs with suspicion, and vice versa, resulting in a fairly negative relationship. The EITI and ALAC experience indicates that some form of official platform helps to bridge the mistrust between CSOs and government, especially to promote information exchange and build enduring relationships that can support a range of future collaborative activities.

At the community level the budget monitoring training provided by CIMC for communities in district settings indicates that civic education or the provision of government information – in this case budget information – is a strong incentive for communities to consider and undertake collective action.

**v) Inter-Component learning:** there may have been more opportunities to link some grants under Component 2 to the networks of the Key Partners. This could have meant that Key Partner efforts with their networks could have been strengthened and collective action between them resourced. Similarly, agents working on disability and gender equity under Component 4 could have been used to greater effect in advising Key Partners on their gender and social inclusion programs throughout the life of SPSN.

There is a need to build on the sound ground work in the Components by establishing a strategic framework for operations which more effectively integrates the Components to add value to one-another and extend the reach and results of this type of program – e.g. Component 1 partners who were more experienced with Democratic Governance could have been more effectively engaged to support smaller grantees who had limited experience in this area.

**vi) Networking and collaboration:** In some provinces networking and collaboration was weak. It highlights the need to have an overall strategy in place for networking and collaboration to deliver initiatives effectively in line with key objectives. Findings from the Assistive Devices Study highlighted the need for a provincial networking and collaboration strategy to be in place to engage effectively with stakeholders at all levels to support programs when entering the province, district or communities. These strategies need the inputs of network partners and sector stakeholders to ensure they are workable in the PNG context and remain relevant to those they will benefit. In addition, given the decentralisation system of Government, a provincial strategy will make it easier to integrate programs into the local context and have a lasting effect on stakeholders.

**vii) Social inclusion:** The increased participation and inclusion of marginalised groups in society has been a key feature of many projects in SPSN but particularly in Component 4. Consultation with target groups was crucial for program development and delivery so that it remains relevant and meets the needs of those it targets. Programs targeting women and PWDs or children must consult properly with the target group during design and implementation. Then through promotion of democratic governance, women and people with disabilities were successfully involved in implementation and management of projects.

**viii) Sectoral approaches to program delivery:** Achievements, experiences and learnings in SPSN have shown that the gains from a sectoral focus outweigh any shortcomings, and can bring about more positive gains for the sector at the broader level than organisations can achieve working individually. However in the disability sector, services provided only focused on the health and education needs of PWDs. Although it is a start, other aspects including the economic and social needs of PWDs need to be strengthened to fully integrate PWDs into society.

*“Assistive devices helped people to become mobile but yet, mobile to do what? A holistic development approach is needed” (Male, PWD).*

There is a significant risk in using the same partners for a number of projects in the same sector particularly with limited capacity and human resourcing. This was the case with the PNG Assembly of Disabled Persons, a new NGO, which had projects with Component 4 and 5, and were also part of the Motivation and NBDP projects. Further sector politics and personality differences have been a key challenge to work through when trying to strengthen networks and improving collaboration of key stakeholders in a sector. SPSN found that an impartial stance was crucial while trying to manage expectations of all parties concerned.

**ix) Grant program implementation:** the success of the grants program management in Component 2 has led to identification of a number of valuable lessons which are briefly summarised here with important detail given in the Component 2 report in volume 2:

- Centralised management after the closing of three regional offices: approximately 70% of the Component 2 grant funding was done in the centralised approach and 67 new grants were started and completed in much less time than with the first grants. SPSN improved its management of teams and coordinated the field work more effectively in the centralised approach than from the regional office approach.

- Quality project planning based in wide community participation during the KPP field work: identification of major outputs and activities, project budgets based on realistic cost analysis and quotes considering factors including location, freight and technical design were all key factors. Project planning with the community allowed the SPSN team to discuss and demonstrate the democratic governance principles and enabled government officers to participate in the process, establishing the link between government and community that was often not there before the project started.
- Implementation Briefing & Grant Agreement (IBGA) Training with the CSO leaders, CDWs and DCDOs prior to the disbursement of the grant funding was an important activity of the grant management process. A total of 36 IBGA trainings were conducted building the capacity of the CSOs; reinforcing the need for strong financial management; and stressing the implication of fraud. While the cost to do this training may seem high with an estimated cost of PGK43,000 per training, the benefits of improved community skills and reduced risk of fraud justify this investment.
- Coordination with Government: The LGC in each of the 22 provinces was the focal point for coordination with the government and the link to the provincial administration. The LGC made decisions based on development needs and priorities of the province. The LGCs have also facilitated the 10% contribution from the provincial and district administrations and this process empowered the communities to engage closer with the government as well as government being willing to work with the community. In some Provinces like Jiwaka and Bougainville, the local Member of Parliament used his DSIP funds to pay the 10% contribution. These and other MPs contacted SPSN requesting additional grant funds for their district and they indicated they would be only too willing to provide the 10% contribution.
- Procurement: Initially Lae was identified as the major procurement hub for the Highlands, Momase and New Guinea Islands regions based on cost because at the time the provinces were charging high prices and could not guarantee supply. However this decision slowed the grant process in a number of ways (see C2 report) and later procurement was moved back to individual provinces and local procurement was found to be a much better option. SPSN considered the risk of allowing grantee to do their own procurement to be too high and so continued to do the procurement on behalf of the grantees. This kept the tranche payments to grantees small and reduced the risk of fraud.
- Monitoring: monitoring visits built the capacity of government DCDOs to monitor projects; built the capacity of the grantee's executive committee to prepare a monitoring report, conduct community meetings, maintain a cashbook and facilitate solutions to problems; allowed any issues with the project to be identified, discussed in a community meeting and resolved by the community; was an opportunity for SPSN staff and CDWs to engage the community and demonstrate the democratic governance principles e.g. when conducting a community meeting to discuss progress with the project, if there were no women then they would either actively request women to attend or postpone the meeting until the women were available and knew that it was appropriate for them to attend.

**x) Economic empowerment and income generation** became a more significant goal in the later stages of SPSN and is a key part of the agenda for both GoPNG (through Vision 2050) and the Australian Government. This would mean future programming would need a strategy, theory of change, and technical support incorporating enhanced attention to democratic governance linked to economic empowerment, service delivery and capacity development objectives. Technical support in issues such as marketing and financial sustainability would be needed.

**xi) Private sector engagement:** In SPSN engagement with the private sector was limited but was increasing and proved highly valuable when it occurred, reaffirming that a more sophisticated engagement strategy is also required to leverage their inputs to development.

**xii) Innovation:** SPSN worked with sub-national government and politicians interested in being involved with the small grants program. The 10% community contribution required in the Component 2 grants program was in many cases provided in part by the community and in part by government or politicians. In Jiwaka, the Provincial Administration provided a contribution to the 10% for their new seven grants and they then asked communities to contribute the remainder based on their ability to pay i.e. remote rural communities contributed much less than a community near the highway with multiple options for cash income. Some politicians have requested SPSN to do more grants in their area and they would pay the 10% contribution up front or a higher percentage if necessary. SPSN has developed the necessary systems to enable it to respond quickly to support an activity, provide the funding and build the capacity of the partner where and when required. Examples for this include reviewing WASH project designs for the United Church, assisting Transparency International in developing an M&E plan to assist them in tracking progress and reporting, and assisting PNGADP in establishing appropriate financial and



human resource systems. Various government officers, politicians, non-government organisations and mining corporations approached SPSN to support them in conducting ward planning in their districts. This initiative enabled SPSN to work closely with the District, Local Level Government, and Wards, and to gain a better understanding of the political and administrative mechanisms at play while contributing to improved practices within the district.

## 10.0 Conclusions and Recommendations

SPSN made significant achievements against its goal and objectives and demonstrated both useful approaches and the potential challenges of democratic governance work at this stage in the development in PNG.

### 10.1 The power of the Theory of Change and how it was implemented

This Report provides details and evidence of significant and tangible results relevant to the priorities of the women and men of PNG and the PNG and Australian Governments from the six years of human resource and financial investments in the SPSN program. These results were in the three key outcome areas of the SPSN Theory of Change – capacity development, democratic governance and access to services

Nearly 90,000 women and men received capacity development support for democratic governance and service delivery:

- from the experiential learning of being involved in all aspects of planning through to monitoring and evaluation of projects.
- from training.
- and from a range of workshops and major awareness raising campaigns.

More than 400 government and non-government organisations particularly in the key sectors of health, education, gender equality and disability also received important capacity development and organisational development support for both democratic governance and service delivery.

Democratic governance skills, knowledge, and attitudes were developed in people and government and non-government organisations - particularly at the local and subnational levels but also in seven national Key Partners and other civil society bodies including the private sector. However at the end of SPSN there is a clear view that better links are now needed between the democratic governance mechanisms and service development initiatives at the national and subnational levels. This would build on the model demonstrated in the partnerships in and role of the Local Grant Committees which were a key feature of Component 2.

Opportunities to participate in and demonstrate democratic governance were facilitated by support from SPSN staff, CDWs and advisers and more than 400 grants to communities, wards, districts, provinces, non-government organisations of all kinds and government agencies at all levels. A critical factor in the quality of implementation of SPSN was the demonstration of democratic governance in the fairness, responsiveness and transparency of the allocation of grants across the country.

As summarised in the Component 2 Chapter in Volume 2;

*The grants enabled women and men in communities across PNG to experience change in their communities and their lives. SPSN has brought about changes in how women see their role in community life, in how people with a disability are included in community activities, in how tribal war is not always seen as the only action to consider. It has empowered people who have little contact with government services and has demonstrated how community development projects should be run and how communities should use the same approaches with funding from government.*

The experience of SPSN confirmed that effective engagement requires: human capital with specific skills for engagement; incentives for engagement; functional and structural capacity; and democratic governance values.

As an outcome of the capacity development and democratic governance initiatives, services were increased in the 20 provinces, the National Capital District (NCD) and the Autonomous Region of Bougainville (AROB) and 87 out of the 89 districts of PNG. In fact it is a conclusion of this Report that the original assumption that the SPSN service delivery approach of incorporating democratic governance into project implementation and making every engagement an opportunity for exposure to the experience of democratic governance was shown to be successful. This approach built an enabling environment of women and men and organisations able to participate in further development in PNG pursuing all of the six democratic governance principles of: participation, responsiveness, accountability, transparency, equality and legitimacy. An evaluation study by SPSN found that 80% of projects in Component 2 were demonstrating at least some if not all of the democratic governance principles.

In the last year of the program, the need to reach the private sector was addressed with some success. Given the priorities of both the PNG and Australian Governments it is anticipated that this would be a central element of the approach to democratic governance in the future.

The validity of the Theory of Change was demonstrated well and the approach was seen as critical to change. However as discussed in Section 6.2 *Building on foundations* it is vital that this type of initiative is complementary to PNG reform processes to link planning, governance and service development to PNG systems. In SPSN there were a number of examples of projects leveraging government funding for specific activities in wards in Eastern Highlands Province and in the LGC in Enga province. This type of approach can contribute to, support, and where appropriate, influence developments.

**Recommendation 1:** If a second generation approach and strategy for the SPSN Theory of Change is developed, for the PGF program, it should ensure that, in agreement with the PNG Government, the program implementation contributes to PNG's reform process - particularly the implementation of local planning through District Development Authorities; greater inclusion of the private sector; and stronger accountability to citizens to achieve change.

## 10.2 The Component Approach

Each of the Components through which the SPSN funding and support were organised, had by design a different focus and approach but all contributed to results in the four key thematic areas of health, education, gender equality and disability.

The experience of SPSN showed that the democratic governance based approach may take time and money but that the results are more sustainable being grounded in ownership, skills, and good systems and processes. One of the ways in which this was shown was in the experience of Component 1 – support to Key Partners – which was a lower cost to deliver but in which the results were not as strong as those for Component 2 in delivery of intended outputs and outcomes. The differing costs for the delivery of each AUD1.00 of funding were from AUD 0.14 for Component 1 to AUD 1.26 for Component 2.

It is also the view of SPSN that the time taken to develop policies, processes and systems, and to build staff and grantee capacity in the first year to 18 months in Component 2 led to improving performance over the following years such that the second batch of projects were progressed and successfully completed within two years. Any reduction in cost would have resulted in less capacity built, less exposure to the principles of democratic governance and possibly in higher levels of fraud. It is also argued that this improvement would have continued with future funding batches based on the sound foundations.

This experience points to the need to have sufficient time for development of a well grounded grants system to ensure good use of the funding. Pressure from many sources to speed up the process or to try to keep the cost of system building to an unrealistic minimum may lead to quick but non-sustainable wins – such as buildings that are not 'owned' or used, support that is not based in a sound assessment of the need e.g. the low level of resourcing for capacity building of the Key Partners in Component 1.

The partnership based initiatives of Components 3 and 4 were of the same level of costs for delivery namely AUD 0.42. This level of costing supported good outcomes in both Components and may provide a benchmark for partnership approaches.

In Component 5 the final delivery cost was AUD1.18 per AUD1.00 which was thought to be high for training costs. This was primarily because of the cost of setting up as well as delivering new courses through contracts with Registered Training Organisations (RTOs) in line with the GoPNG policy for development of the national capacity development system. This was seen as an important sustainability initiative for training in new fields so that the providers could develop their courses and not be dependent on the budget of one program.

All Components contributed to the success of SPSN and to learning about what works well and what doesn't as covered in Chapter 9 *Lessons learnt and innovation*. Creation of Components needs to be balanced with a strategy to ensure the coherence of the program is resourced, driven, managed and monitored. Collaboration, reflection and joint reporting processes and mechanisms would be valuable.

**Recommendation 2:** If a Component based approach is implemented in the next phase, a strong strategy should be developed at the outset and mechanisms for collaboration, coordination and reflection between Components should be a priority to achieve the coherence of implementation and program results.

### 10.3 Gender Equality and Social Inclusion (GESI)

Implementation of GESI in SPSN was mostly very successful – there were less outcomes and impacts for people living with HIV/AIDS than for women and girls and people living with disability. Because of the inclusive approach the capacity of women and men was developed and they in turn developed their organisations and programs using the skills they learned and overall this has contributed towards national development.

SPSN used an approach which both mainstreamed gender and disability, and pursued specific initiatives for both priorities. SPSN maintained a strong connection with the Pacific Women Shaping Pacific Development (PWSPD) program. Details of the GESI outcomes are covered in the Report.

Two areas which emerged for further consideration were the need to pursue more leadership training for women and girls, and more initiatives for economic empowerment. Leadership training based on workforce membership when the workforce is predominantly male cannot reach enough women to give voice to more women – this is reflected in the results in SPSN. The economic empowerment projects and training provided were successful but made up a small proportion of the overall program. Women in PNG have made it clear that it is vital that these initiatives are seen as including men and empowering women and men together.

**Recommendations 3:** SPSN Gender equality initiatives should be linked to important PNG developments such as the recent Department of Health Gender Policy; the Pacific Women Shaping Pacific Development program; and the Family and Sexual Violence Action Committee hosted by CIMC. More emphasis should be given to leadership development and economic empowerment for women in initiatives which include working with men on gender awareness and working with women.

**Recommendations 4:** Disability initiatives should build on the existing partnerships facilitated and supported by SPSN.

**Recommendations 5:** Depending on the findings of an assessment of the overall progress in addressing HIV/AIDS in PNG, the next phase of SPSN should have more emphasis to the needs of men, women and children living with HIV/AIDS, particularly with social inclusion at the local community level.

### 10.4 The Transformative Power of Partnerships

Projects in all Components but particularly Components 1 and 4 demonstrated the transformative power of partnerships, especially effective partnerships with government. Partnership approaches can build on the importance of relationships in PNG. At the national level significant partnerships included EITI, the State-CSO partnership policy and the Disability Sector partnership which addressed development of both the service system and access to services. Service provider partnerships increased coordination, better service responses, and increased access – as for example in the partnerships between:

- the Human Rights Defenders' Network's (HRDN) Rapid Response Teams, the police and Department for Community Development and Religion (DfCDR) officials with other service providers in the service network in Eastern Highlands Province.
- Buk bilong Pikinini working with World Vision to create community committee partnerships which included government and the private sector to take ownership of the libraries in their respective localities.
- The Manus Support Community Development and Bougainville Peace Building Programs where applying sound democratic governance principles including participation in partnerships led to inclusive identification of local needs and priorities such as culturally appropriate peace building in Bougainville and a sports strategy targeting at-risk youth in Manus.
- A partnership between the consumer based PNG Assembly of Disabled Persons with the Australian disability specialists of CBM Nossall provided disability rights training.

In Component 5, innovative partnerships between a private sector provider and a church based organisation provided financial literacy training, and between a professional association and a tertiary level college provided monitoring and evaluation training.

Partnerships with government can contribute to ensuring that initiatives are firmly within/compatible with PNG national frameworks, systems and reforms. To support this approach it was found in Component 4 that early in the development of partnerships it is very important to provide or resource research to underpin the partnership strategy.

The report on Component 1 in Volume 2 explores the findings from SPSN about building successful partnerships. Some of the main findings were:

- Partnerships take time, effort and common values - time for dialogue on strategic issues and priorities for change; effort is needed to maintain open and regular communications; democratic governance principles are valuable for engaging key partners.
- The effect of having money exchanged and tangible items and projects delivered certainly strengthens the partnership and enables organisations to prioritise it.
- Partnerships need to take account of the extent of the partners' interests and capacity and to review processes regularly.
- Partnership brokering requires expertise. The value of experienced facilitators and the use of neutral brokers are examples of inputs that can help foster strong partnerships.

**Recommendation 6:** Democratic governance programs should have the resources and be able to call on expertise to facilitate and support strategic partnerships from the national to the local level in policy and service development. Partnership support should be informed by the findings from SPSN.

## 10.5 The Importance of Capacity Development

Tangible outcomes in increased grantee organisational capacity were equally prioritised with tangible outputs and program delivery imperatives (particularly from donors) in Component 2 but not in Component 1. As a result more progress was made with achieving planned outputs and outcomes in Component 2 than in Component 1. When the Joint Organisational Assessment (JOA) process was implemented in Component 1 this proved its worth with important improvements in project management and organisational governance, but more needed to be achieved with a clear strategy for resourcing the organisational development plans.

Another finding in SPSN has been that it is important to have resources for flexible use of technical support through short-term advisers and engagement of local expertise, to augment support from any long term advisory support in a donor program, to cater for the range of capacity support that will be identified in assessment processes.

The cohort of CDWs developed through the series of democratic governance programs – CDS, CDS2 and DGTP<sup>44</sup> - has been a valuable initiative building a workforce appropriate to the community and organisational development needs of PNG at this time.

As discussed in *The Component Approach* above inclusive capacity development of men and women and people with particular needs should underpin all of the Components as the Component 5 report concludes:

*It is clear in any aid program environment that human development is the key to sustainability. In this regard, a strategic, well-resourced and properly monitored capacity initiative can produce invaluable development results. In any future program, more can be done to utilise capacity development more effectively by affording it greater priority.*

SPSN also showed that an M&E strategy which included inclusive capacity building in practical approaches to M&E for partners can make a significant contribution to the democratic governance principles of accountability, transparency and equality.

**Recommendations 7:** Building on SPSN's success, time, skills and resources for tangible organisational capacity development should be equally prioritised with those allocated to program delivery to ensure sustainability and ongoing development for SPSN partners so they can build a critical mass of civil society and government organisations, to act as change agents for transformative democratic governance change.

**Recommendations 8:** The role of Community Development Workers should be further developed as a contribution to the workforce in PNG should be considered as an element of democratic governance programs.

**Recommendations 9:** The next phase of SPSN should prioritise the inclusive capacity development of men and women and people with particular needs to build the critical mass of change agents at all levels from local communities to national government. This should include capacity building in practical approaches to Monitoring and Evaluation.

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<sup>44</sup> Community Development Scheme, Community Development Scheme 2 and Democratic Governance Transition Program

## 11.0 Standard Limitation

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## Appendix A

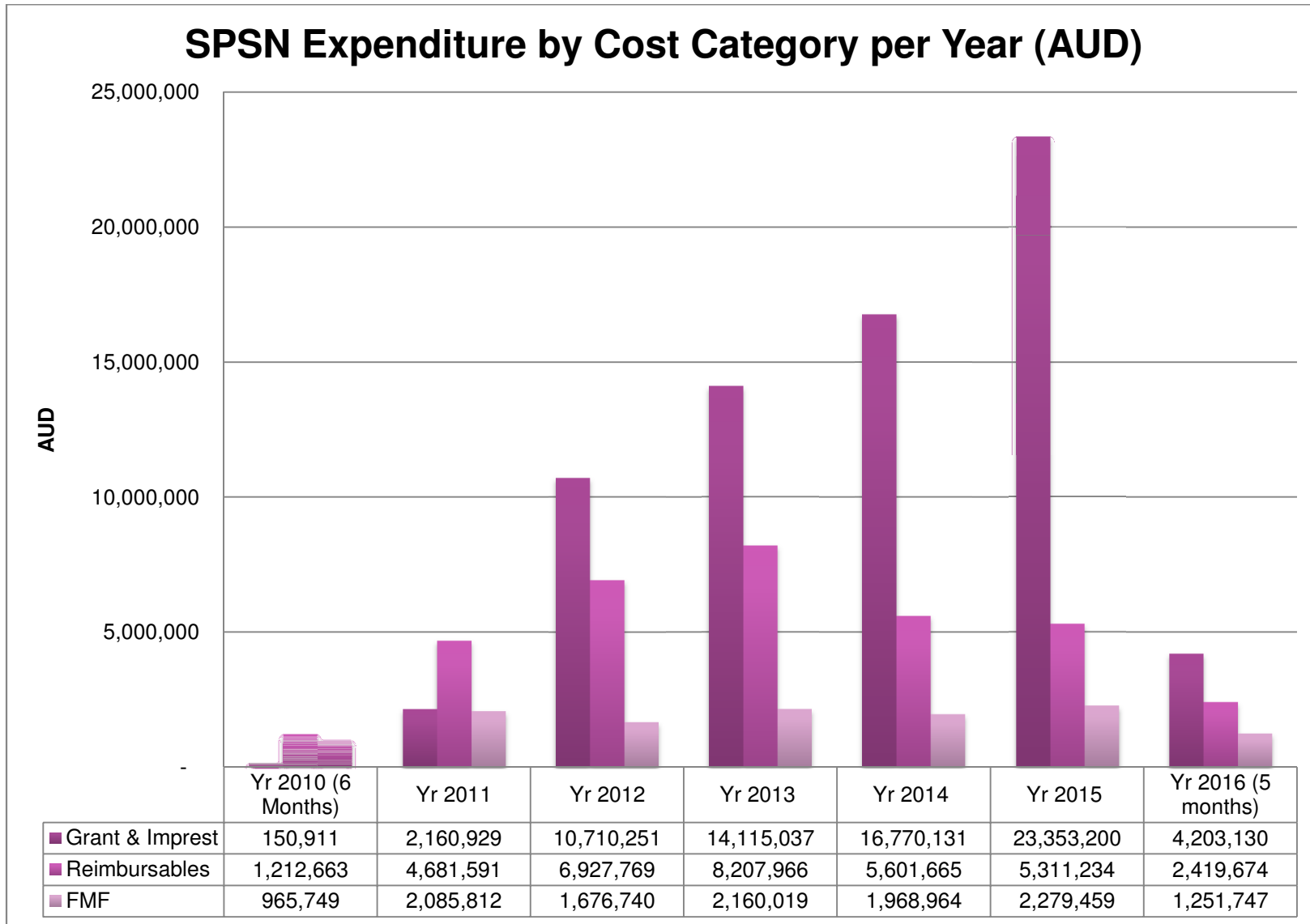
# Financial Management

## Appendix A Financial Management

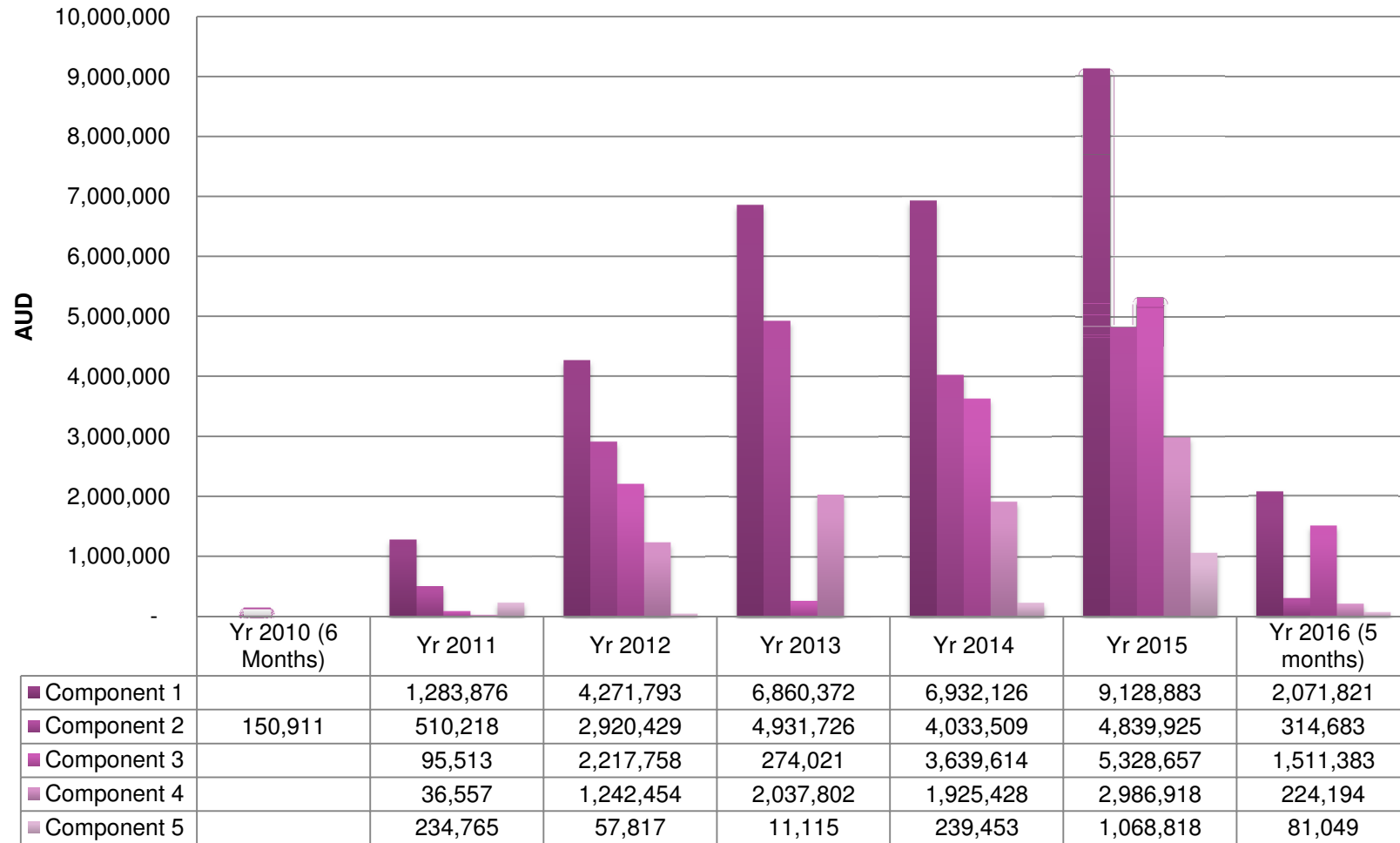
Strongim Pipol Strongim Nesen								12/07/2016		
Financial Report for SPSN		Agreement No 55234: Amendment 2								
Currency AUD				Contract Start Date		7/06/2010				
				Contract End Date		30/06/2016				
Budget v. Expenditure Summary										
As at end of May 2016 - Based on Actual reporting to DFAT										
	2010	2011	2012	2013	2014	2015	2016 Jan-May	PROJECT TO DATE - SUMMARY - Project Start to May 2016		
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Total Contract Budget	Project To Date Actual Exp to May 2016	Total Contract Actuals/Budget Spent as a %
<b>Grant Funds &amp; Implementation Costs</b>										
Component 1		1,283,876	4,271,793	6,860,372	6,932,126	9,128,883	2,071,821	45,851,752	30,548,870	67%
Component 2	150,911	510,218	2,920,429	4,931,726	4,033,509	4,839,925	314,683	19,447,844	17,701,401	91%
Component 3		95,513	2,217,758	274,021	3,639,614	5,328,657	1,511,383	14,793,450	13,066,946	88%
Component 4		36,557	1,242,454	2,037,802	1,925,428	2,986,918	224,194	7,256,963	8,453,354	116%
Component 5		234,765	57,817	11,115	239,453	1,068,818	81,049	1,688,695	1,693,017	100%
<b>Imprest Total</b>	<b>150,911</b>	<b>2,160,930</b>	<b>10,710,251</b>	<b>14,115,036</b>	<b>16,770,130</b>	<b>23,353,201</b>	<b>4,203,130</b>	<b>89,038,704</b>	<b>71,463,588.27</b>	<b>80%</b>
<b>Reimbursable Operational Costs</b>										
<b>Office Operations Costs</b>										
Head and Field Office costs	321,402	1,088,016	1,431,356	1,239,106	1,012,654	1,036,475	455,820	11,893,558	6,584,828.42	101%
Other Reimbursable Costs	163,128	1,126,979	2,438,595	2,036,131	856,760	923,538	332,940		7,878,070.98	
<b>Re-Class Adjustment</b>									-2,500,377	
<b>Consultant Pool</b>										
Short Term Advisers	183,513	627,029	450,916	979,998	115,227	255,765	37,222	24,210,018	2,649,669.75	93%
National and LTA Personnel	563,724	2,286,697	3,646,011	4,779,916	3,785,346	3,094,982	1,593,693		19,750,369.18	
	-	-	-	-	-	-	-			
<b>Reimbursable Operational Costs Total</b>	<b>1,231,767</b>	<b>5,128,721</b>	<b>7,966,878</b>	<b>9,035,151</b>	<b>5,769,986</b>	<b>5,310,760</b>	<b>2,419,674</b>	<b>36,103,576</b>	<b>34,362,561.33</b>	<b>95%</b>
<b>Fixed Term Management Fees and Costs</b>										
<b>FMF Total</b>	<b>965,749</b>	<b>2,085,812</b>	<b>1,676,740</b>	<b>2,160,019</b>	<b>1,968,964</b>	<b>2,279,459</b>	<b>1,251,747</b>	<b>12,897,720</b>	<b>12,388,489.88</b>	<b>96%</b>
<b>TOTAL</b>	<b>2,348,428</b>	<b>9,375,463</b>	<b>20,353,869</b>	<b>25,310,207</b>	<b>24,509,079</b>	<b>30,943,420</b>	<b>7,874,551</b>	<b>138,040,000</b>	<b>118,214,639.49</b>	<b>86%</b>

Note: In 2014, costs associated with CDW/field workers and grant cycle training from 2010 to 2014 (AUD2,500,377) were moved from Reimbursable costs to Component 2 Imprest costs.





## SPSN Grant/Imprest Expenditure by Component per Year (AUD)



## Appendix B

# SPSN Timeline

## Appendix B SPSN Timeline

2010

SPSN head contract was signed in June and the managing contractor ,URS Australia Pty Ltd, started to mobilise staff in July. Staff recruitment commenced and consultations commenced with the Australian High Commission. The Joint Governing Council was established. Each component began to develop its processes and guidelines for implementation.

2011

Field Offices were established in Port Moresby, Mt. Hagen, Lae, Kokopo and Buka. Under Component 2, there was a call for expressions of interest for the grants program and these were assessed and project planning work commenced. Governing bodies (grant committees) were established at national and provincial levels. Grant Agreements were signed with the original Key Partners (Component 1) and with provincial partners for Component 3. Initial networks were identified under Component 4 and preliminary activities commenced. Component 5 developed and delivered training programs for Community Development Workers and government officers to support the grants program. The SPSN Monitoring and Evaluation Framework was prepared and work began to establish a database (Manubada) to support implementation and monitoring and evaluation.

2012

New Key Partners were selected through a merit based process and grant agreements signed. The Joint Organisational Assessment process was conducted with partners. Project planning fieldwork continued and grants were approved by the National and Local Grant Committees. Training for grantees was conducted and the first small grant was in place in July (Component 2). New initiatives under Components 3 and 4 in the areas of family and sexual violence and electoral support commenced. A capacity Development Framework was prepared under Component 5 and training to support the grant program continued. A monitoring and evaluation guideline was prepared to support M&E across the program.

2013

Key Partners implemented activities in grant agreements and received support from SPSN aimed to build capacity. Grants continued to be signed and implemented under Component 2 and procurement of materials and equipment proceeded. Community Development Workers and staff provided support to grant partners. Component 3 work expanded to include support to Manus Province and to CARE in the highlands. Component 4 focused its work on three sectors: disability, gender equality and civic awareness and provided support to partners in these areas. Under Component 5, SPSN conducted a nation-wide training program in M&E for Community Development Workers and government staff.

**2014**

Key Partners continued to report on achievements against their plans and acquit funds back to SPSN; all showing signs of improved capacity. Under Component 2, funds were disbursed, materials and equipment procured and monitoring visits conducted. New grants were approved and work on these commenced.

New initiatives started under Component 3 in addition to the existing work on peace building and Manus support.

Under Component 4, work in the three sectors continued with SPSN providing more support to partner organisations to build capacity.

Component 5 began work on an outsourced training approach.

SPSN was extended until June 2016 but in line with an agreed closure plan, it shut down three Field Offices and kept only the Field Offices in Port Moresby and Buka and also 35% of staff completed their employment contracts.

**2015**

Work began with all partners to prepare them for the end of SPSN.

A follow-up Joint Organisational Assessment was conducted for all Key Partners and all the Partners continued implementing planned activities.

Under Component 2, grants began to be completed and final monitoring visits were conducted.

Under Components 3 and 4, SPSN continued to support the partners to implement their activities and become more involved in policy development work across a range of sectors.

Component 5 delivered nine outsourced training programs which aimed to build the capacity of partner organisations across a range of skill areas.

The Australian High Commission requested SPSN to find savings within the budget and this caused a reduction in planned activities.

**2016**

All grant partners finalized their activities and submitted reports and acquittals.

SPSN worked with the Australian High Commission and the new PNG Governance Facility on the transition from SPSN to the new facility.

SPSN conducted final meetings of the Joint Governing Council and the 22 Local Grant Committees to update them on progress with SPSN and to discuss future activities under the new facility.

SPSN conducted a range of evaluation studies to gain an understanding of the outcomes of the Program to provide input to the Program Completion Report.

SPSN provided staff with practical skills in finding new employment after SPSN.

SPSN handed over all assets and closed the offices.

## Appendix C

# Planned Outputs and Budget

## Appendix C Planned Outputs and Budget

As at April 2016 – Exchange Rate: 0.45.

Grant Funds and Implementation Costs	Planned Outputs (Total Program)				Budget (AUD)		
	SPSN Head Contract	Revised Unit Costs	Actual Program to Date	Difference between Plan and Actual	Plan (Total Program)	Actual Expenditure (to date)	% Spent
<b>Component 1</b>					45,851,752	30,451,308	66%
- partners	9	9	7	2			
<b>Component 2</b>					19,447,844	17,716,333	91%
- small grants:	1,000	372	259	113			
- medium grants:	100	74	13	61			
- large grants:	30	28	33	-5			
<b>Component 3</b>					14,973,448	12,349,449	82%
- initiative design	4	4	3	1			
- initiative implementation	4	4	9	-5			
<b>Component 4</b>					7,256,963	8,295,963	114%
- thematic activity:	10	10	21	-11			
- research projects:	9	9	2	7			
<b>Component 5</b>					1,688,697	1,693,018	100%
- training individuals:	2,000	1,200	3,043	-1,843			
- training institutions:	68	24	11	13			
<b>Total</b>					<b>89,038,704</b>	<b>70,465,738</b>	<b>79%</b>

Note: Outputs refer to signed funding deeds and approved projects under implementation.

Note: SPSN Head Contract figures for the Total Program Plan Budget are based on the Contract Amendment signed in June 2015 for a revised 6 year SPSN program.

Note: Revised Unit Cost figures are based on the Head Contract numbers but are adjusted to allow for current unit costs used while maintaining the same total budget, especially in Component 2 e.g. where the initial planned average unit cost of a small grant was \$12,500 but the actual was \$33,600 so instead of 1,000 small grants @ \$12,500 we have 372 @ \$33,600 giving the same total small grant budget of approximately \$12,700,000.

Note: Program to Date figures are from the start of the SPSN Program to 30/04/2016

Note: Actual Expenditure (to date) data includes the costs reclassified from Reimbursable to Imprest in July 2014. This includes AUD2,500,377 which is allocated to Component 2 in this table.

Appendix D

# SPSN Result Core Indicators



## Appendix D SPSN Result Core Indicators

### Inception to 2016

SPSN developed a set of Result Core Indicators (RCIs) that applied across all Components. The RCIs are all quantitative and have been aggregated across the program to help tell a story of what has been achieved. The indicators in **bold** are the Australian Government Aggregate Development Result Indicators<sup>45</sup>. The results reported in this Appendix are up to 30 June 2016. In the body of this Completion Report (Volumes 1 and 2) slight variations may be reported where figures were based on an earlier cut-off in May 2016. The data on RCIs was collected throughout the projects in the monitoring tools of the SPSN M&E system. In most cases these tools were used by the SPSN staff and trained Community Development Workers (CDWs). The data was then stored and collated in the SPSN database named *Manubada*. A report on the RCIs was provided in every Six Month Progress Report during SPSN.

No.	Indicator	Total Achieved
<b>ACCESS TO SERVICES</b>		
<b>HEALTH</b>		
<b>1</b>	<b>Number of women provided with increased access to safe water</b>	<b>41,454</b>
<b>2</b>	<b>Number of men provided with increased access to safe water</b>	<b>37,420</b>
<b>3</b>	<b>Number of additional women with increased access to basic sanitation</b>	<b>14,033</b>
<b>4</b>	<b>Number of additional men with increased access to basic sanitation</b>	<b>12,658</b>
5	Number of additional female school students with access to basic sanitation	4,576
6	Number of additional male school students with access to basic sanitation	5,304
7	Number of additional female school students with access to safe water	4,861
8	Number of additional male school students with access to safe water	5,812
9	Number of additional female school students with access to hand washing facilities	2,238
10	Number of additional male school students with access to hand washing facilities	2,304
11	Number of women with increased knowledge of hygiene practices	19,008
12	Number of men with increased knowledge of hygiene practices	16,280
13	Number of water supply points constructed or rehabilitated (e.g. tanks, bores etc.)	1,045
14	Number of latrines constructed/repaired in households, schools or community sanitation facilities	442
15	Number of water facilities that have a functioning management committee in place	221
16	Number of water systems fully functioning after one year	211
17	Number of health facilities established/improved	151
18	Number of females with access to a new/improved health facility (aid post)	3,471
19	Number of males with access to a new/improved health facility (aid post)	2,868
20	Number of female health workers trained	264
21	Number of male health workers trained	123
<b>22</b>	<b>Number of additional births attended by a skilled birth attendant</b>	<b>92</b>
23	Number of women provided with voluntary HIV/AIDS and STI testing and counselling and other care services	3,279
24	Number of men provided with voluntary HIV/AIDS and STI testing and counselling and other care services	811

<sup>45</sup> DFAT, *Aggregate Development Results*, DFAT February 2015 – for information write to [development.results@dfat.gov.au](mailto:development.results@dfat.gov.au)

No.	Indicator	Total Achieved
25	Number of women living with HIV/AIDS supported to participate in socio-economic activities in their communities	63
26	Number of men living with HIV/AIDS supported to participate in economic and social activities in their communities	22
27	Number of women trained in the delivery of comprehensive HIV prevention and care services	153
28	Number of men trained in the delivery of comprehensive HIV prevention and care services	123
<b>EDUCATION</b>		
29	Number of classrooms built or upgraded	48
30	Number of additional female children enrolled in school (must be actual numbers, not just projected from new classrooms)	2,681
31	<b>Number of additional male children enrolled in school (must be actual numbers, not just projected from new classrooms)</b>	<b>2,635</b>
32	Number of other education related facilities built or upgraded	95
33	<b>Number of female teachers trained</b>	<b>517</b>
34	<b>Number of male teachers trained</b>	<b>398</b>
35	Number of schools/institutions implementing revised/new curriculum	62
36	Number of women trained in literacy	1,963
37	Number of men trained in literacy	1,952
38	Number of women trained in technical/vocational/life skills	4,252
39	Number of men trained in technical/ vocational/ life skills	3,962
40	Number of women trained in leadership/democratic governance	2,268
41	Number of men trained in leadership/ democratic governance	4,517
42	Number of female public servants trained. (excludes teachers, or police or law and justice officials – for law and justice officers see 69 below)	42
43	Number of male public servants trained (excludes teachers, or police or law and justice officials for - for law and justice officers see 70 below )	131
<b>GENDER EQUALITY</b>		
44	Percentage of water and sanitation management committee members who are women	- <sup>46</sup>
45	<b>Number of project committees with women in positions of responsibility (e.g. Leader, treasurer, technician, secretary etc.)</b>	<b>330</b>
46	Number of women increasingly engaged in income generating activities	3,605
47	Number of men increasingly engaged in income generating activities	1,418
48	<b>Number of women who gained access to agricultural technologies</b>	<b>2,791</b>
49	<b>Value of additional agricultural production (PGK)</b>	<b>61,244</b>
50	<b>Number of women who increase their access to financial services</b>	<b>1,727</b>
51	<b>Number of men who increase their access to financial services</b>	<b>554</b>
52	<b>Number of women with increased incomes (where results are sustainable up to 3 years after the intervention)</b>	<b>897</b>
53	<b>Number of men with increased incomes (where results are sustainable up to 3 years after the intervention)</b>	<b>629</b>
54	Number of women who receive awareness on Family and Sexual Violence	95,376

<sup>46</sup> This indicator required percentages rather than numbers and then for the percentages to be averaged – it proved difficult to ensure the consistency of this data across the reporting so no result has been recorded.

No.	Indicator	Total Achieved
55	Number of men who receive awareness on Family and Sexual Violence	102,316
56	<b>Number of women survivors receiving services such as counselling, accessing refuge centres etc.</b>	<b>6,316</b>
<b>DISABILITY</b>		
57	Number of women with a disability (or care givers for people with a disability) with additional/improved support services	3,273
58	Number of men with a disability (or care givers for people with a disability) with additional/improved support services	5,056
59	Number of women provided with disability services like prostheses and assistive devices	3,168
60	Number of men provided with disability services like prostheses and assistive devices	5,011
61	Number of female children able to access schools that have been made more accessible to children with disabilities	86
62	Number of male children able to access schools that have been made more accessible to children with disabilities	65
63	Number of women trained in disability awareness	2,213
64	Number of men trained in disability awareness	1,700
65	Number of women with a disability supported to participate in economic and social activities in their communities	75
66	Number of men with a disability supported to participate in economic and social activities in their communities	91
<b>CHILD PROTECTION</b>		
67	Number of vulnerable female children supported by SPSN partners through their work on child protection	9,014
68	Number of vulnerable male children supported by SPSN partners through their work on child protection	3,130
<b>LAW &amp; JUSTICE</b>		
69	<b>Number of female police and other law and justice officials trained</b>	<b>125</b>
70	<b>Number of male police and other law and justice officials trained</b>	<b>273</b>
71	Number of women trained in mediation and conflict resolution	520
72	Number of men trained in mediation and conflict resolution	885
73	Number of law and justice related facilities established/improved (e.g. village court houses)	1
<b>CIVIC AWARENESS</b>		
74	Number of women with increased awareness on limited preferential voting	275,135
75	Number of men with increased awareness on limited preferential voting	286,365
76	Number of women with increased awareness of citizenship rights and responsibilities, leadership and good governance	299,873
77	Number of men with increased awareness of citizenship rights and responsibilities, leadership and good governance	292,560
<b>OTHER</b>		
78	<b>Distance km of roads constructed, rehabilitated or maintained</b>	<b>0.2</b>
79	Number of transport facilities constructed, rehabilitated or maintained	8
<b>DEMOCRATIC GOVERNANCE</b>		
80	Number of Civil Society Organisations supported to track service provision	157
81	Number of CSOs/CBOs with increased interaction with government to improve service delivery	443

No.	Indicator	Total Achieved
82	Number of CSOs supported to facilitate civil society engagement in the development of new/revised government policies	61
83	Number of wards assisted to demand improved services from LLG, District, Provincial and Central Governments	486
<b>STRENGTHENED CAPACITY OF CIVIL SOCIETY AND GOVERNMENT</b>		
84	Number of SPSN partners with improved financial, project management, HR, or technical capacity, or improved governance (e.g. Board practices etc.)	210
85	Number of CSOs with strengthened networks with other civil society organisations	348
86	Number of CSOs with strengthened networks with government	330
87	Number of CSOs with greater skills and knowledge to engage with government to improve service delivery	237
88	Number of government agencies with greater capacity (systems/skills/knowledge/networks etc.) to engage with civil society to improve service delivery	162
89	Number of PNG organisations/institutes providing improved or new training programs in selected areas	35

Appendix E

# Contents list of Volume 2

## Appendix E Contents List for SPSN Completion Report Volume 2

### SPSN Component Reports

Component 1: Strengthened practice and promotion of democratic governance by Key Partners

Component 2: Communities working together to address identified problems (Grants Program)

Component 3: Improved local governance in selected geographic areas

Component 4: Strengthened collaboration of women and men stakeholders for the promotion of democratic governance

Component 5: Strengthened human capital of men and women for the practice of democratic governance

Standard Limitation

### SPSN Program Details - Appendices

Appendix A Contents List for SPSN Completion Report Volume 1

Appendix B Case Stories

Appendix C SPSN Documents and Reports

Appendix D SPSN Projects 2010 – 2016

Appendix E SPSN Personnel 2010 – 2016

Appendix F SPSN Asset Register

Appendix G SPSN Fraud Cases