

Mid-Term Review of the Vanuatu Church Partnership Program

**Pamela Thomas
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Acronyms

ACOM	Anglican Church of Melanesia
ADRA	Adventist Development and Relief Agency
ANGO	Australian Non Government Organisation
AusAID	Australian Agency for International Development
AOG	Assemblies of God Church
COCC	Church of Christ Conference
DOH	Department of Health
GOV	Government of Vanuatu
M&E	Monitoring and Evaluation
MOE	Ministry of Education
NCCA	National Council of Churches Australia
NGO	Non Government Organisation
PCV	Presbyterian Church Vanuatu
PNG	Papua New Guinea
SDA	Seventh Day Adventist Church
STI	Sexually Transmitted Infection
SWAP	Sector Wide Approach
TOR	Terms of Reference
TOT	Training of Trainers
VCC	Vanuatu Christian Council
VCPP	Vanuatu Churches Partnership Program

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Executive Summary

Introduction

This mid-term review covers progress with the Vanuatu Church Partnership Program (VCP) as part of a cluster evaluation of two civil society and a media program - the VCP, the Vanuatu Media Strengthening Program (Vois Blong Yumi) and the Kastom Governance Partnership. The in-country review of this program and Vois Blong Yumi took place November 14-27, 2011. The Kastom Governance Partnership will be reviewed in February 2012.

The VCP is a partnership between AusAID, the Government of Vanuatu (GOV), the Vanuatu Christian Council (VCC), six churches in Vanuatu and their Australian based NGO counterparts (ANGOs). The three year program began in 2009 with a budget of just over \$A4 million and ends in December 2012. The program objective is for:

The Vanuatu Christian Council and Churches in Vanuatu, to individually and collectively, play an increasingly recognised and effective role in improving governance and service delivery at national and local levels.

The program aims to achieve the objective through four major areas of assistance:

- Strengthening governance, management and operations of the VCC;
- institutional strengthening of individual churches in Vanuatu;
- resourcing and support for churches in Vanuatu to expand and improve development initiatives; and
- common activities implemented by churches collaboratively.

Management of the program is through the ANGOs who hold individual church contracts with AusAID. Governance and operation of the program are through well established relationships between each of the six Vanuatu churches, the VCC and their individual Australian church partners. These relationships are built on trust and similar beliefs and utilise the strengths of each partner. The program comprises, in effect, seven different projects. It has a rolling design which allows each church in collaboration with its partner ANGO to undertake its own annual planning, budgeting, activities and reporting within its budget allocation which is based on the membership and reach of each church. Oversight of the program is through a Governing Council. The program is a good example of participatory development.

The MTR purpose is to *'provide information which will be of most use in the future development of the program towards effective outcomes'* and includes the following major objectives:

- Assess what has been achieved and why against program objectives.
- Assess the role, development and contribution of the partnerships between the Vanuatu and Australian churches and the types of activities and collaboration in relationship to development activities.
- Assess the management and governance of the program by AusAID, the ANGOs and VCC partners.
- Consider the options for the future of the VCP from the viewpoint of churches.
- Assess the perception of key staff on the strengths and weaknesses of the governance structures in their development, health and education administrative bodies.
- Review the frequency and observed impact of staff training in leadership, governance, ethics and management.

- Identify 4-6 specific and measureable performance indicators to assess the outcomes of work undertaken.

Review findings: The research found that there have been significant outcomes in all four components. After 18 months, objectives in areas one and two have largely been met and in areas three and four planned activities are being increased to provide expanded and better quality health and education services and an increased number of collaborative workshops and on-the-job trainings. The outcomes provide strong support for Australia's commitment to build demand for better governance and for the commitment between the Australian and Vanuatu governments to include community engagement.¹ The program meets Vanuatu's expressed development needs and is a useful example of how civil society can support development. The current and expected outcomes are consistent with the GOV Priorities and Action Agenda 2006-2015.

The program can be improved through the development of a more efficient program structure, greater involvement of, and closer links, with the GOV in particular education and health, and a stronger and more connected Vanuatu Christian Council and recognition that recently the GOV has handed back to the churches a large number of schools.

Recommendations and future options

The draft MTR and the following recommendations were discussed and agreed in a one-day workshop with all key partners on February 7, 2012.

Strengthen and streamline program structure and management

It is recommended that:

1. The Governing Council and Partnership Group finalise a simplified VCPP management and reporting arrangement at the next Partnership Group meeting in April.
2. AusAID provide support for an additional Secretariat staff member to enable effective coordination and secretarial work given the expansion of program activities.
3. AusAID provide further support to staff at the post and expedite processing of funds.
4. The timing of service orders and reporting mechanisms are harmonised so the Churches and the Secretariat use the same annual calendar.
5. The churches' plans and reports provide more detailed information on achievements, challenges and lessons learned and the financial plans and acquittals include spending by sector – e.g by health, education, child protection.
6. The ANGOs provide more detailed reporting to the church partners and provide an opportunity for local partners to raise issues for discussion in ANGO meetings.
7. AusAID and the Partnership Group give consideration to increasing the budget allocation to those churches which have been progressive and able to utilise their full allocation, perhaps on condition that this is used for collaborative activities with the smaller churches.

Clarify and make widely known program roles and responsibilities

It is recommended that:

8. The program coordinator take every opportunity to ensure that the roles and responsibilities of the Secretariat and the VCC are further clarified and made known to all church partners, church leaders, and the GOV.
9. The Governing Council and Partnership Group expedite the formal registration of the VCC and appoint a high profile independent VCPP Chairperson prior to the next Partnership Group meeting.

¹ See Australia-Vanuatu Development Cooperation Strategy, 2005-2010,p.10

10. The VCC immediately make further efforts to engage with the GOV possibly as on-going follow-up from the November National Policy Summit.
11. At the next Partnership Group meeting, the ANGOs explain to church coordinators the process and criteria for accepting or refusing church proposals.

Expand and follow-up training and skills enhancement

It is recommended that:

12. The VCPP develop a training strategy which includes follow-up training and further skills development in program planning, management, reporting and accounting and that future church plans include follow-up training for teachers, health workers, women's and youth groups and community members.
13. The VCPP in collaboration with the ANGOs develop a training program in key development concepts and processes for church coordinators and other key personnel with a special focus on concepts such as gender equity, child protection and governance and that this be extended to urban and rural.
14. The VCPP provide a clear focus on gender issues and violence against women and children and build on current achievements to include women in all activities.
15. Special consideration is given to providing equal access to program activities and training to those living in isolated communities using unspent church funding.

Coordination support for service delivery

It is recommended that:

16. AusAID arrange a meeting with Ministry of Education, Church Program Coordinators, Church Education Directors and AusAID Education Program Managers to discuss ways the Churches can best be supported to effectively handle the recent return to the churches of a very large number of government –run schools, and to identify the VCPP role in this.
17. AusAID and the VCPP recognise that churches are involved in non-formal education and skills-based training.
18. Churches share their strategic plans with other church partners and relevant government departments to avoid duplication and confusion, and in terms of health and education, work within the GOV sectoral guidelines.
19. Churches and the VCC, with support from AusAID give greater attention to expanding relationships with GOV and with relevant NGOs and civil society organisations eg Wan Smolbag Theatre, Save the Children, Vanuatu Women's Centre.
20. Within AusAID, the program officer for the VCPP keep the AusAID program officers for health and education advised of the VCPP activities in these two sectors.

Future funding options

It is recommended that:

21. Consideration is given to funding a second phase of the program taking into account the good progress made, the limited absorptive capacity and short-time involvement of the smaller churches in the program. Greater funding is provided for components 3 and 4, in particular for church education services, depending on the outcome of meetings between Ministry of Education, AusAID and the Churches.
22. A second phase include a focus on child protection and good governance and establish mechanisms for greater collaboration with the GOV. It should allow for increasing Vanuatu responsibility for managing planning and reporting.
23. Every effort should be made to implement some of the management and training recommendations during the remaining time of the first phase, providing additional funding if this is deemed necessary. A second phase of the program should incorporate those recommendations that have not been implemented before the end of Phase 1.

24. A new design document is undertaken during 2012 and to ensure an on-going flow of funding and adequate time to develop a new PDD, it is suggested that either six months bridging funding be provided to the end of 2012 or the current program be continued until June 2013.

1.0 Introduction

1.1 Background

This report covers the mid-term review of the AusAID supported Vanuatu Churches Partnership Program (VCP). It is part of a cluster evaluation that includes two civil society and a media program – the Vanuatu Church Partnership Program (VCP), the Vanuatu Media Strengthening Program (Vois Blong Yumi) and the Kastom Governance Partnership. The in-country review of this program and Vois Blong Yumi took place in November 14-26, 2011. The Kastom Governance Partnership will be reviewed in February 2012.

AusAID's engagement with civil society in Vanuatu follows a 2007 'Drivers of Change' study which identified opportunities to strategically support non-state actors to build demand for better governance and strengthen their capacity to participate in political processes and engage in policy dialogue. It suggests that government develop effective partnerships with non-state actors such as the churches, chiefs and NGOs.²

The VCP is a partnership between AusAID, the Government of Vanuatu, the Vanuatu Christian Council (VCC), six churches in Vanuatu³ and their Australian-based NGO (ANGO) counterparts.⁴ The program began in 2009 as a three year program with an allocation from the Government of Australia of just over \$A4 million and financial and in-kind contributions from the five ANGOs and Vanuatu Churches. It was adapted to the Vanuatu context from a successful church partnership program in Papua New Guinea taking into consideration the lessons learned from that program. The current program ends December 2012.

The main aim of the program is to strengthen civil society and governance within Vanuatu by strengthening the church partner organisations as the key institutions that shape and support, both spiritually and physically, the daily life of most ni-Vanuatu.

1.2 The Vanuatu context

The context for the program is a rapidly growing population, 66 per cent of whom are still rural and engaged largely in subsistence agriculture; 37 per cent are under 15 year of age and 95 per cent are Christian.⁵ Physical communication is difficult and expensive; government is weak and unstable with little reach outside the main urban centres.⁶ In contrast, the country has a long history of Christianity with well established and internationally connected church organisations represented in almost every community. From the late 19th century church missions established and ran schools and health facilities around the country, including isolated, hard to reach areas. By independence, in 1980, missions were responsible for almost all education and health services. At independence many church run schools and health facilities were handed over to government under whose control they have deteriorated. The government now wishes to hand back to the churches responsibility for some of these services. For the Presbyterian Church this amounts to 90 schools and for the Seventh Day Adventist Church, 65.

Services provided throughout the country by churches include rural training centres, early childhood education, primary and secondary schools, health clinics and dispensaries, as well

² See Marcus Cox, Hannington Alatoa et al, 'The Unfinished Sate: Drivers of Change' AusAID., April 2007:62

³ The Anglican Church of Melanesia, the Apostolic Church of Vanuatu, Assemblies of God, Churches of Christ Conference, Presbyterian and Seventh Day Adventist.

⁴ Anglican Board of Mission, Baptist World Aid, Adventist Development and Relief Agency, Uniting World, and Act for Peace (National Council of Churches Australia).

⁵ See National Census of Population and Housing, 2009, Vanuatu National Statistics Office, p.iii and 8.

⁶ Marcus Cox, Hannington Alatoa et al, op.cit.

as basic welfare services for women, youth, and disabled and disadvantaged groups. Some of the larger churches have established Memoranda of Understanding with government for health and education activities and receive some government support. However, as the 'Drivers of Change' report notes:

While government has been content to leave the delivery of social services largely to the churches and NGOs, it does not seem to have an active strategy for engaging with them as partners in service delivery.

The churches, together with *kastom* chiefs, are the leading participants in community governance.

2.0 The Vanuatu Churches Partnership Program design

The VCPP is based on two new concepts for churches in Vanuatu: working in partnership with one another and providing community development services as well as pastoral care. The initial work on the project design was based on extensive prior consultation with churches and their involvement in producing a church map of their structure, strengths, weaknesses and opportunities. This was consolidated as the Vanuatu Churches Partnership Program Baseline Report. As the report shows, the churches in the program are not uniform in structure, size, service delivery, capacity, or in their religious teaching. They range in size from the Presbyterian Church (PCV) with over 70,000 members to the Assemblies of God (AOG) Church with a membership of 7,000.⁷ All however are involved in providing health and education services and have common strengths in good management, good human resources, dedicated people willing to work for their community and church, physical assets, and a sense of unity based on shared Christian values.⁸

The design takes advantage of the report findings, its participatory development and the strong Christian values and civic mindedness of the church congregations.

The program has a rolling design which allows each church, in collaboration with its ANGO, church leaders and congregations, to decide annually on what activities it will undertake within the program framework and budget. The design is unusual in that it includes neither activities nor lower level indicators. While this provides challenges for monitoring and evaluation it allows the flexibility necessary for each of the six churches involved to plan and implement activities where they have interests and expertise.

The program goal and objectives were developed by the program partners. The program's high level goal is:

To contribute to a healthy, educated and wealthy Vanuatu recognizing traditional Melanesian values, faith in God and Christian principles.

The program objective is:

The Vanuatu Christian Council and Churches in Vanuatu, individually and collectively, play an increasingly recognised and effective role in improving governance and service delivery at national and local levels.

The program has four areas of assistance each with a medium-term expected outcome.

- Area 1: Strengthening governance, management and operations of the Vanuatu Christian council
Outcome: Vanuatu Christian Council engaging effectively with government on behalf of all its members on a range of public policy issues.

⁷ AusAID, 'Vanuatu Churches Partnership Program Baseline Report', June 2008,

⁸ Op.cit p.7

- Area 2: Institutional strengthening of individual churches in Vanuatu
Outcome: Vanuatu Churches involved in VCPP have effective, accountable and participatory governance and operations.
- Area 3: Resourcing and support for Churches in Vanuatu to expand and improve development initiatives
Outcome: Improved access to and better use of development resources from government and donor sources by individual churches.
- Area 4: Common activities implemented by Churches collaboratively
Outcome: Mutual understanding and learning amongst churches that informs their participation in public policy and improved service delivery.

Management is through the ANGOs who have legal responsibility for the program. Each ANGO oversees administration, the use, outcomes and acquittal of funds for its church partner. Church partners have put in place one or two program coordinators who, with support from their ANGO partner, are responsible for planning, implementing, monitoring and reporting on program activities. The system follows good governance principles and is accountable and transparent. Oversight of the program is through a Governing Council. A Secretariat, with a staff of two, provides coordination and facilitation for the program, including monitoring and evaluation. It reports to a Partnership Group made up of representatives from all partners. The Partnership Group is the program's key decision making body and provides the opportunity for all key stakeholders to discuss program activities and make decisions on future directions. Both the Governing Council and Partnership Group meet twice a year. The ANGOs and the church program coordinators each have their own reference groups. See Appendix E for the management structure and relationships.

Government representatives and a representative of the Malvatumauri Council of Chiefs are members of the Governing Council and Partnership Group and although reminded of meetings do not attend.

3.0 Terms of Reference for the Mid-Term Review

The full terms of reference for the cluster review and the review of the VCPP are in Appendix A. In summary, for this program, the reviewer was asked to:

1. Look at what has been achieved, and why, against stated program objectives
2. Assess the role and development of the partnership between the Vanuatu and Australian churches since the implementation of VCPP.
3. Consider the management and governance of the VCPP by AusAID, ANGOs and VCC members.
4. Consider the next phase of VCPP, from the viewpoint of churches and what they are trying to achieve, what the next phase might look like, and the nature of the engagement with AusAID and the government.
5. Assess the levels of activities, collaboration and engagement between the church agencies and their Australian church counterparts and between Vanuatu church agencies in relation to development activities.
6. Assess the frequency and observed impact of staff training in leadership, structures of governance, and ethics in management.
7. Assess the formal and informal channels of dialogue between churches and different levels of the GOV.

8. Identify 4-6 measurable performance indicators that could be used in assessing the outcomes of the work undertaken.

In addition, the assessment of the VCPP will contribute to a cluster evaluation which will:

Contribute to a drivers of change reflection on AusAID's bilateral programs in Vanuatu, in particular in relation to civil society and articulate the rationale for ongoing engagement with civil society and media within the Vanuatu Australia Partnership for Development.

4.0 Methodology

The agreed aim of this evaluation was to: 'review what has been achieved, and why, and to use the results to best plan for the future'. It was planned to be as participatory as possible given the very short time available (5 days in country for this program), the complexity of the program design and the lack of indicators or common activities. More time to talks with members of rural village communities would have resulted in a more comprehensive understanding of program impact.

A draft monitoring and evaluation plan including key evaluation principles and questions was discussed via teleconference with the Vanuatu Cluster Evaluation Reference Group and other key partners and adapted accordingly. The evaluation plan with suggested key questions is included in Attachment B. The visit schedule and people met is included in Attachment C. Three key research methods were used: Document review, critical inquiry incorporating most significant change, and validation of findings with all key program partners.

Document reviews included the annual plans for three years, the annual reports for two years for each of six churches and the VCC, the baseline survey, PDD and the two annual consolidated reports produced by the Secretariat M&E officer assisted by an M&E adviser. annual M&E report for 2010-2011.

Critical inquiry included group discussions, participant observation, and individual and group interviews with church program managers, trainers, and key stakeholders. Discussions were held with relevant national and provincial governments, key civil society personnel, program managers, key personnel from the five ANGOs, those providing services and those living and working in rural areas. The data was regularly validated and where feasible data triangulation was undertaken. As expected, results varied slightly depending on context and location.

Field visits were made to Tanna and Santo to meet with church leaders, program coordinators, teachers, health workers and provincial government personnel and included field trips to church-run bush schools and health facilities. Of particular note was the visit to the St Paul's primary and Navele secondary schools at Big Bay Bush, Santo. Visits to bush villages on Efate and Tanna also took place and provided valuable information on the impact of the program in remote communities.

Analysis was based on a theory of change model; on-going validation of results with stakeholders, and triangulation of data where appropriate.

5.0 Findings

5.1 Relevance

The program objective and proposed outcomes contribute to the achievement of three of the five priority objectives outlined in the Australia-Vanuatu Partnership for Development (2009)

which seeks 'more rapid progress towards poverty reduction and the other Millennium Development Goals by 2015'.⁹ In particular it supports 'increased access to and quality of education for boys and girls; strengthened health services and accelerated progress towards health MDGs; and equality of opportunity for all men and women'. Both Australia and Vanuatu commit to an effective dialogue with partners using appropriate mechanisms for engaging domestic stakeholders, including business and civil society'¹⁰. The program is in keeping with the Australian Government's recent publication '*An Effective Aid Program for Australia*' which supports engaging with and supporting civil society groups towards more inclusive and transparent decision-making and involvement by poor people".¹¹ The planned program outcomes are also consistent with the GOV's strategic priorities of good governance, provision of better basic services especially in rural areas, and education and human resource development outlined in its 'Priorities and Action Agenda 2006-2015'.¹² Delivering aid through a civil society partnership is in line with Australian Government policy which states "we will make use of multilateral partners, civil society and Australian NGOs to deliver our assistance".^{13 14}

The objective and proposed outcomes are appropriate to the situation and will continue to be so but with less focus in future on areas 1 and 2, the outcomes for which have been largely achieved. This program is highly relevant to the Vanuatu context, most particularly in its ability to provide key social services to the large, poor and often isolated areas that government does not reach. It was designed in partnership with ni-Vanuatu church members and other key stakeholders and incorporates the nuances of the Vanuatu social, political and economic context. It allows the different church groups to undertake the activities which are most appropriate to their particular situation and strengths. The program partnership is reported to be empowering to ni-Vanuatu men, women and young people.

5.2 Analysis and learning

The VCPP is adapted from a successful church partnership program that commenced in PNG in 2004 and incorporates the lessons learned from this experience. These include the need for a baseline study, including partners in the design, establishing mechanisms for genuine participation of all partners and establishing a common planning, monitoring and reporting system.¹⁵ The VCPP design reflects these lessons. It involved the churches in self reflection and provision of information on their management structures, strengths, activities, achievements, challenges and their visions for the future. An analysis of this information, together with an analysis of the social, political and economic situation in the country, fed into a baseline document which underpins the design. This was an important way of initially engaging church partners in the program and establishing their ownership of it. For them, it was a new experience and the first time that different churches had worked together or been engaged in planned activities from a development, rather than religious, perspective.

Until recently, activities focused on expanding and improving the services that the churches were familiar with, in particular health and education, renovating health and school buildings,

⁹ 'Australia-Vanuatu Partnership for Development', May 2009 p.1-3

¹⁰ 'Australia-Vanuatu Partnership for Development', May 2009 p.4

¹¹ *An Effective Aid Program for Australia: Making a real difference-delivering real results*, Commonwealth of Australia, 2011 p38

¹² 'Priorities and Action Agenda 2006-2015: An Educated, Healthy and Wealthy Vanuatu' 2009, Ministry of Finance and Economic Management pp.5, 35, 42

¹³ *An Effective Aid Program for Australia: Making a real difference – delivering real results*, Commonwealth of Australia, 2011 p.3

¹⁴ Also see Independent Review of Aid Effectiveness, 2011 p.205-6

¹⁵ PNG Church Partnership Program Mid-Term Review Report, 2007, pp6-7

or the installation of water and sanitation. With growing confidence there is now a growing willingness to engage in new and more innovative activities. These include workshops on governance, monitoring and evaluation, developing policies on child protection, and assisting farmers with new types of cash crops – improved root vegetables and sandalwood.

The program is based on a ‘drivers of change’ analysis of the Vanuatu context which identifies a weak, volatile government, poor governance, limited government reach outside the main centres and limited government capacity in providing health and education services.¹⁶ It takes advantage of the extensive reach of the churches in Vanuatu, their existing organisational structure and their very long-term involvement in the provision of health and education services throughout the country, including poor, remote communities.

Within communities, the churches also provide support and services to those in need, including those with disabilities. The churches have strong women’s men’s and youth groups which each serve as an organisational hub and provider of services to the community.

The program is based on a rolling design with each church developing its own annual plans within the program framework and budget allocation. Each year the activities can change depending on an analysis of progress and lessons learned, for example, the time and resources needed to run a workshop, the need for training follow-up and the difficulty of translating development concepts into Bislama. An annual activity progress report is developed by each church partner and includes the targets achieved, any reason for variation, successes and reasons for it, difficulties and their effect on the program and actions taken or that need to be taken to overcome them. These are fed into the following annual plan.

The program has not been in operation long enough to identify the adoption of key findings within the program beneficiaries but there is evidence that training provided through the program has led to more confident and better teaching methods, less gastro problems among school children, and greater contact between young people and health facilities in regard to sexual health.

The positive features of the program that were most commonly commented on by both Australian and Vanuatu partners were collaboration and flexibility. The negative features were the very slow process for the release of funds and the limited involvement of AusAID and the GOV.

5.3 Effectiveness

Results to date suggest that AusAID’s support for a church partnership has been a timely and useful engagement. The program is already having an impact on teaching methods, children’s health, office management and accountability, and rural livelihoods

The program objective is clearly articulated and measurable and the anticipated outcomes are appropriate to the context. The design does not specify measurable activities or indicators but gives an indication of the kinds of activities churches may want to undertake. Each church develops its own activities and indicators and their annual plans include their priority area objectives, indicators, targets achieved and reasons for any variation.

¹⁶ See Marcus Cox et al 2007, ‘The Unfinished State: Drivers of Change in Vanuatu’, AusAID, ppvii-xiii

A review of reports and plans to date indicate that the area objectives and indicators are appropriate, measureable and well thought through. To date, some planned outcomes have already been met.

Intended results: An effective management system for the program has been established which has flow-on effects to the management of the churches other, more pastoral, activities. A Secretariat has been established and it and the VCC have been staffed. The VCC has engaged in three National Summits. Women's groups are exhibiting greater leadership skills; a number of schools and health facilities have been provided with water tanks for safe drinking water; school and aid post buildings have been renovated and/or extended and training workshops in good governance have led to greater understanding of accountability, leadership, responsibility, transparency, rule of law, and individual rights. Training for teachers has included assessment skills, cultural integration and training for untrained teachers in teaching skills and teaching literacy. In collaboration with Save the Children some churches are supporting Community Health Worker training. The Youth Desk at the VCC has established ecumenical youth programs and has set up inter-church youth fellowship in six provinces in collaboration with the provincial municipal councils. A national youth empowerment rally was held in September 2010.

Unanticipated impacts: The unanticipated results of the program have been the inclusive nature of workshops, the geographic spread of program activities, the extent and speed with which collaboration between churches on joint activities has taken place and the growing partnerships between the different church organisations. An unintended impact was the government's response to the VCC engaging in a peaceful protest about the GOV proposal to sign the World Trade Agreement without advising the people of the reasons for this decision.

These impacts, intended and unintended, are in accord with the focus on effective partnerships, results, feedback, transparency and coordination outlined in the *Independent Review of Aid Effectiveness*¹⁷ and the AusAID response to it.¹⁸

5.4 Efficiency

The review found the program to be particularly efficient and cost effective achieving useful outputs and good outcomes for relatively limited funds. The churches are able to utilise a high degree of voluntary assistance through their well organised women's, men's, and youth groups and there remains a strong moral obligation to support church activities that help others.

With program support, the church management and administration have become more efficient and effective. The growing number of planned collaborative activities between churches is also an efficient way to increase the spread effect of activities for a very small increase in funds. It is also efficient that the bigger churches with greater financial and human resources are able to support and share activities with the smaller churches. Efficient use of travel is being made with churches helping one another with transport when possible. Regular program meetings take advantage of having all key partners in the one place to conduct follow-up training and to workshop and review one another's plans.

Currently, the program is a good example of AusAID getting excellent value for money.

¹⁷ Commonwealth of Australia, 2011, *Independent Review of Aid Effectiveness*, p4.

¹⁸ Commonwealth of Australia 2011, *An Effective Aid Program for Australia: Making a real difference – delivering real results*, p.38

The human inputs are appropriate but some churches have been unable to spend their total allocations. As experience and confidence improve and the church community learns from experience this is likely to change.

The AusAID staff input is limited and probably inadequate for what in effect is eight individual projects. The long delays in getting budgets and other documents authorised by AusAID are causing problems which are affecting the efficiency of the program.

The current parallel relationship between the VCC and the Secretariat is functional at the moment while the VCC builds greater capacity, but may not be efficient in the long term and needs to be reviewed at a later date. The large number of program committees including the Governing Council, the Executive Group, the Partnership Group, the Vanuatu reference group and the ANGO reference group, many of which comprise the same members would be more efficient if some of these groups were amalgamated - for example, the Governing Council and the Partnership Group overseen by the Independent Chairperson.

The large number of service orders, management groups and partners may be inclusive, but is not very efficient. In the opinion of the ANGOs it would be advantageous to follow the PNG example where one country-based ANGO holds the contract with AusAID and deals with all the major human resource issues including finances, payroll, taxes, holiday pay, employing new people. The ANGOs agreed that this role could be played by ADRA and perhaps rotated on a two yearly basis. This would relieve the workload on AusAID.

Risks: The major risks to the program were identified as: a breakdown in the relationships between the key parties, the capacity of churches to manage high expectations of the program in terms of policy engagement; lack of Vanuatu experience of two ANGO's and differences of views between the GOV and the churches and providing funding beyond the absorptive capacity of the churches. To date, some disagreements and difficulties in relationships between two partners in the early phase of the program were dealt with effectively by the in-country ANGO as was one incident of unintended misuse of funds. The absorptive capacity of the churches, with the exception of the SDAs has been limited. This has been dealt with by not providing additional funding unless 75per cent of the church's funding allocation has been used. As the VCC and church management are strengthened and churches increase their collaborative activities there is the real risk of differences of opinion between the churches and the GOV, most particularly on governance issues. This will need to be managed carefully. To date the difficulties that have emerged have been dealt with appropriately. The existing plans for risk mitigation are appropriate.

5.5 Monitoring and evaluation

The program has a strong focus on monitoring and evaluation and the Secretariat now has a monitoring and evaluation officer who is supported by an M&E adviser from time to time. Two practical, in the field, M&E workshops on different research and M&E methods have been held for church program coordinators and women's group leaders (see box). A common monitoring and evaluation matrix has been developed and is being used effectively by most

Example of practical M&E training

November 21-24, 2011, a practical workshop on research methods was held in South Ambae. Participants developed questionnaires, undertook interviews, discussions and participant observation in two village communities and analysed results. This training followed an initial workshop on M&E theory. The workshop was organised by the ACOM and COCC and was facilitated by the Secretariat M&E Adviser.

church partners. The matrix allows each church to list its particular annual objectives, M&E indicators and the extent to which the targets have been achieved and if not, why not. The value of these reports varies considerably between churches depending on the amount of information provided. Some appear to have been completed in a rather cursory manner and would be more valuable, as an indicator of progress and for further planning, if they gave more detailed information on both achievements and reasons for lack of achievement. This is something that the M&E officer could provide support with. The annual reports for the last two years do show an improvement over time and it is possible that after the two week-long M&E workshops that all reports will be of greater value. Some suggested indicators which are more precise than those being used are in appendix D.

Whatever people may say, we try to find whether the program is helpful, what is progressing and what is not. The program helps us a lot in the office. We are now more efficient with the computers and equipment' (Pastor Samuel Vusi, President, COCC, Luganville, November 24)

The information from the annual reports is fed into a subsequent consolidated VCPP annual M&E report which is produced by the Secretariat M&E officer supported by an M&E adviser. The annual report, like this review, provides an overview of progress. It would be a daunting and time consuming task to include the activities and achievements of what are in effect, eight projects.

With improved levels of information in the annual reports, the M&E arrangements will be appropriate for this program and are likely to remain so.

5.6 Sustainability

The program design incorporates two key sustainability strategies. It follows best practice by using existing organisations and structures. Most importantly, the processes, activities and management are embedded within well established, well respected, long-term institutions which the program has strengthened through improved management skills and appropriate equipment. The relationship between three of the Vanuatu churches and their Australian partners has been in place since the early 20th century. The second sustainability strategy is the enhanced skills in writing funding proposals and managing planned development activities. The program has provided the churches with the ability to seek funding internationally and to use the funding traditionally received from international church partners in a more development-oriented, efficient and effective way.

The larger churches have long-term existing links and Memoranda of Understanding with the Ministries of Health and Education. The Ministry of Education provides student grants and some funding for teachers in some church schools. Registered nurses' salaries are provided by the Ministry of Health for some church health facilities and basic drugs are provided for all health facilities. Aid posts receive drugs that would be available across the counter in Australia but do not have access to antibiotics or vaccines or prescription drugs.

The impact of the program to date, most particularly on the strengthened management structures, improved church governance and the collaboration it has fostered between churches, will almost certainly be sustained. The VCC is likely to be economically sustainable once its Port Vila property, Murray House, has been fully renovated and re-instated as a hostel for young men. The building complex also includes a conference room, kitchen and office space and houses the VCC and the Secretariat offices.

There is very little risk of the Vanuatu church partnerships being unsustainable, given their improved management systems, greater confidence in engaging with donors and ability to find funding for and undertake new development activities. However, there is the emerging risk which could impact on the sustainability of the church partnership per se. A marked increase in the perceived political influence of the churches could create problems within government. There could also be future difficulties in filling the position of the VCC General Secretary should the current incumbent move. There is a slight risk of major disagreements between churches involved in joint activities, specifically over how funding for joint activities is arranged. Currently there is not a problem and the bigger churches, in the spirit of Christianity, are supporting and helping the smaller churches in training and workshop activities.

Sustainability and increased effectiveness will be supported if the next phase of the program gives greater attention to Areas 3 and 4 and to promoting closer dialogue with government, most specifically in health and education.

5.7 Gender equality

All the churches in the program and the VCC are attempting to implement inclusive and gender sensitive activities and it is VCCPP policy to include women as well as men in program decisions and in all training programs undertaken. However, to date, only three women are represented in the program organisational structure – the VCC Women’s Desk officer, the Secretariat M&E officer and the Apostolic Church program coordinator.

The VCC Women’s Desk has provided TOT programs in leadership for regional women’s group leaders. The women’s desk officers from the VCC and the SDA church are working together on a national “End the Violence” campaign in an effort to stop violence against women and children.

While the churches are largely patriarchal in structure some do have leadership roles for women outside the more traditional women’s groups. The Presbyterian Church, for example, has women leaders, pastors and elders. Women’s church groups have always provided an important role in maintaining community cohesion and providing organisational support for service delivery activities but since being involved in different VCCPP training activities their leadership role is now expanding. Improvement in their organisational capacity and confidence since the program began has been noted by provincial church leaders.

Some gender training has been undertaken, but on the whole the concept of gender as a social construct is not well understood. Gender is generally seen as synonymous with women. It will take time to change this in rural communities.

5.8 Cross cutting issues

HIV/AIDs: Three churches are already working on HIV/AIDS awareness and the Ministry of Health has conducted HIV/AIDS awareness for pastors and key local church leaders. The COCC and the Ministry of Health have worked together to conduct HIV/AIDS awareness for 50 pastors and key church leaders and at a National Youth Convention in December 2010 HIV/STI training was held for COCC youth leaders. The AOG church provides information for young people on sexuality, reproductive health and HIV/STIs and while it promotes no sex before marriage, it recognises reality and recommends condoms as both a means of preventing teenage pregnancy and avoiding STIs (see box). As part of the

Sign in an AOG Aid Post, Middle Bush, Tanna
**NO SEX UNTIL YOU MARRIED – O USUM
CONDOM**

VCPP, three churches include awareness of family planning and safe sexual health with a focus on preventing teenage pregnancies.

Child protection: The ACOM and the COCC have developed draft child protection policies. After a recent child protection workshop church coordinators were asked to work on their own child protection policies and to consider including child protection activities in their program. The concept is still not well understood and is confused with the Convention on the Rights of the Child in particular its references to disciplining children.

Environment: In some areas village committees have been established to oversee a safe and more sanitary village environment. Further work will be needed in future. The SDA church has a program for clean, healthy villages the results of which can be observed. However, most of the more remote villages have neither safe drinking water nor sanitation. The PCV have conducted awareness session on environment and climate change. A greater focus will need to be given to environmental and climate change issues in the future.

Disaster and risk management: There is a disaster and risk management arm of the program but there was no opportunity to discuss its involvement in the program. While some churches provide support to people with disability as yet no VCPP funds have been allocated to this area.

6.0 Program achievements by component

For AusAID, engagement in this program has been both strategic and relevant to the Vanuatu context and to the role of the churches within that context. Although the program is new for the churches in Vanuatu and incorporates new concepts and new ways of working there have been a number of notable achievements in the 18 months of implementation.¹⁹ Outcomes have been largely achieved in area 2 and there has been considerable progress in areas 1, 3 and 4.

Area 1. Strengthening governance, management and operations of the VCC

Planned outcome: *VCC engaging effectively with government on behalf of all its members on a range of public policy issues*

Considerable progress has been made in strengthening the management and operations of the VCC. The VCC has been the national umbrella group for the churches since the 1960s. Prior to the VCPP it was a small organisation run on a part-time, voluntary basis and was unknown outside Port Vila and had very little contact with most church groups or government and almost no input into government policy. Following the introduction of the VCPP the VCC longer-term leadership uncertain resulting in limited interest in VCC activities and lack of confidence in its ability to act

Example of improved VCC capacity

The VCC, as Vanuatu's umbrella church organisation, now has a full time general secretary, a women's and a youth desk. It is beginning to provide a strong voice for Vanuatu churches and a stronger link between the churches and government. For example, the VCC's National Policy Summit for church and government leaders held in Vila, October 30-November 4, 2011 considered 10 key policy issues and passed 21 resolutions which included the government's engagement with the VCC '*in developing national policies, plans and legislation which will affect the livelihoods and welfare of the people of Vanuatu*'. These have been presented to government.

¹⁹ For the Assemblies and God and Apostolic Churches implementation has been nine months.

as a legitimate spokesperson for Vanuatu churches. The acting Secretary General was confirmed in the position at the time of the review.

With support from the VCPP the VCC now has a full time Secretary General, a functioning office and a Women's and a Youth Desk which arrange national events designed to strengthen the role of women and young people in leadership, decision making and service delivery.

By November 2011 the VCC had developed a strategic plan, a policy manual and a charter which spells out the responsibilities of members. While the VCC itself has very limited involvement or spread outside Vila and needs further strengthening to fulfil the area objective, recent activities show that it is growing in importance as a formal voice for, and conduit between, churches and government.

The VCC does not currently have a formal relationship or agreement in place with government as it is not a legally registered organisation. It is important that it has legal standing and is formally registered within the Charities Act. To this effect a draft Constitution is being developed. With registration, the VCC will be recognised as having legitimate input into policy decisions and it is hoped that government will re-instate its Religious Desk in the Ministry of Internal Affairs. The draft Constitution is in the process of being agreed by church members. Further effort is needed to make and maintain close, formal links with government.

At the time of the review the VCC had just completed a week-long National Policy Summit for church and government leaders²⁰ in which 21 agreed policy resolutions for government were developed (see box). In November 2011 the VCC Women's Desk ran a week-long Leadership Summit for church women from all over the country. This included the joint development of a church women's group strategy. The Youth Desk has established ecumenical youth programs and an inter-church youth fellowship in six provinces in collaboration with the Provincial Municipal Councils. A national youth empowerment rally was held in September 2010.

"In the past the churches never got together. We had no accountability... we never had workshops...now we don't worry about being separate churches, we work together. We are now having involvement in policy – meetings and trainings with NGOs and government. Government is now asking for input from the VCC – on spiritual values, church thought, children's rights and women's rights" (Pastor Shem Tema, VCC Secretary General, November 22).

The planned appointment of a voluntary, part-time, high profile and respected independent program Chairperson with links to government is expected to strengthen links between the program, the VCC and government.

There remains limited understanding among some VCPP churches of the role of the VCC and no expectations as to how it might assist as a "voice" for Vanuatu churches. Few churches have contact with the VCC outside VCPP meetings. Further work needs to be undertaken to familiarise different churches and the members of the VCPP of the role of the VCC and the opportunities it will afford for linking with and negotiating with government on development and governance issues.

²⁰ GOV was well represented with personnel from 11 GOV departments presenting. The Summit was widely reported in the media. See *Vanuatu Daily Post*, November 19, 2011 p.2.

There is some confusion about the relationships and relative roles of the VCC Secretary General and the VCPP Program Coordinator with veiled antagonism among some church members towards the VCC leadership shown in negative written comments about the organisation and utility of the VCC's National Policy Summit. This however, was strongly contradicted by other church members and the complimentary reports in the local press which included the Summit policy recommendations.²¹

Area 2: Institutional strengthening of individual churches in Vanuatu

Planned outcome: *Vanuatu churches involved in VCPP have effective, accountable and participatory governance and operations*

This outcome has been largely achieved. There has been excellent progress in improving church management and administrative capacity across all church operations, not only VCPP activities. Church leadership and the VCPP church program coordinators are engaging effectively in planning, monitoring, reporting and financial management. Systems are now in place to ensure financial accountability and transparency. Office equipment, including computers and training in how to use simple computer programmes have helped streamline church management and allowed greater support to schools in copying school texts and curriculum and in providing and distributing reports. All churches now have finance officers most of whom are now proficient in MYOB.

This is the first time that our Church has been involved in this kind of project. How to organise people and plan these activities were not in our skills or training – our leaders are theologians. But we are so much better now. It is obvious. Now we know we can do it.

Joses Tagase, ACOM,
Santo, November 19.

Uniform planning, monitoring and reporting formats are being used by all churches. Hands on, practical training in monitoring and evaluation for program managers and church management has been provided through collaboration between the ACOM and the Church of Christ (COCC). The Presbyterian Church has developed a Good Governance Training Manual and shared it with others. In recognition of the need for coordination 'to ensure that communities are not bombarded with ideas and we are not duplicating activities' a strategic plan was developed by the SDA church to ensure a uniform approach to community development. This was shared with other churches and they are now developing similar strategies.

It has been a great learning process. It has exposed us to working with donors and to contact people from the other churches. The program is an opportunity to do pro-active work in the communities. We think it is very flexible and we are very happy with it.

David Cram, Director, ADRA,
Vanuatu, Vila, November 15.

The outcomes of training, including the use of computer software and MYOB, have been improved planning, monitoring, reporting and financial accountability and transparency.

Each church has put in place and resourced and one or two program coordinators to oversee the planning and implementation of the program. They have been trained and mentored by the ANGOs.

Visits to church headquarters, discussions with administrators and finance, health and education officers together with a review of annual plans, reports

²¹ Loc.cit

and financial documents indicate that four of the VCPP churches now have the capacity to effectively manage and administer development, as well as their pastoral, activities. The two smaller churches still need support from their ANGOs but are improving rapidly. Training in planning and financial management have not only improved local church administration but are providing better governance of overall church resources.

The larger VCPP churches are making their own decisions and are increasingly less reliant on hands-on support from their ANGO partners. This indicates excellent training and support from the ANGOs and an important indication of sustainability.

Considerable efforts have been made to improve church governance with efforts to provide greater transparency and more inclusive decision-making. Improving gender ratios has a long way to go but within the largely male VCPP management, one third of the Partnership Group are women,

To a very large extent the planned outcome '*Vanuatu churches involved in VCPP have effective, accountable and participatory governance and operations*' has been met. In future, refresher training will help build on existing skills and allow for staff changes.

Area 3: Support for churches to expand and improve development initiatives

Planned outcome: *Improved access to and better use of development resources from government and donor sources by individual churches.*

The evidence that churches can effectively manage, report on and account for development activities is shown in their ability to access and account for both program and government funds. The major churches have health and education directors in place and with the exception of the SDA churches, for many years have received varying levels of government support for their education and health services. This is in the form of grants per student for some schools and salaries for some qualified teachers. The Department of Health provides salaries for some registered nurses in church health centres and provides basic drugs for all health facilities.

The quality of church development-related services is increasing following an impressive amount of work undertaken by churches to expand and improve development initiatives. The outcomes observed and reported are:

- improved self assessment among teachers,
- better classroom teaching methods,
- less gastro problems among school children,
- stronger and better organised women's groups,
- women's groups working together to undertake new community development activities;
- more efficient school management;
- greater understanding of good governance; and
- improved interest in and ability to undertake practical monitoring and evaluation.

To date there have been two major types of activities undertaken – (1) those that relate to improving knowledge for better governance and skills relating to service delivery, and (2) those relating to improved infrastructure.

1. Training and workshop activities:

- There is improved knowledge of good governance and leadership following workshops for school headmasters, senior teachers, provincial church pastors, village church and traditional leaders, women's and youth groups.

- Headmasters report they now understand the need for leadership accountability, responsibility and transparency and are now aware of human rights and the need for equality and inclusion.
- Workshops and follow-up training on management have been held for school principals.
- Other education-related training or workshops have covered literacy training for women – but also attended by men - training in early childhood development, workshops for untrained teachers in teaching skills, how to teach literacy and training for trained teachers in assessment, cultural integration and the curriculum.
- A joint program between ADRA/SDA and the Presbyterian Church is planned for formal training in teaching skills for 50 untrained teachers. The training program covers one month training a year (in the school holidays) for three years and results in a teaching certificate. It has been approved by the Department of Education.
- The ACOM has funded a Women’s Union literacy coordinator and the Mother’s Unions in all ACOM communities are now supporting adult literacy.
- Community Health Worker (CHW) training is being undertaken by the Presbyterian and SDA churches in collaboration with Save the Children.
- Several churches are providing training in first aid for local community members and equipping them with the basic resources.
- The Apostolic Church is providing CHWs with basic equipment such as blood sugar testing kits and blood pressure gauges so they can monitor community health and provide early warning of diabetes and other health problems.
- Workshops on HIV/AIDS and sexuality have been held for church leaders and youth groups and a workshop was held mid-November 2011 for church leaders and government personnel on child protection. Child protection is not clearly understood by some church leaders and will need further explanation as it is widely considered to relate to the methods of disciplining children.²²
- The Apostolic Church, in collaboration with the Department of Agriculture, is providing training for farmers on Tanna in planting sandalwood and improved varieties of root crops as income generating activities. Both agricultural innovations were the subject of news items and talkback programs on Radio Vanuatu during November 2011. A legal awareness workshop was held for senior church staff. Other activities undertaken to date include support for kindergartens and community learning centres.

Example of improved teaching

Training in assessment and cultural integration for staff in St Paul’s Primary School, Nawelala, Big Bay Bush, is seen in the new drawings in the classrooms, the class readers available and in the confidence of the teachers.

‘We had training in assessment and this really helps me see what I am doing wrong. I teach better now and can really help the children who come from different language groups’
Kathlin Baro, November 19.

2. Infrastructural activities:

Infrastructural improvements have been:

- The provision of iron roofs and installation of water tanks to provide safe drinking water in bush schools and health facilities together with training in hygiene and safe water use.

²² Child protection is confused with the provisions of The Convention on the Rights of the Child and in particular is prohibition of child beating which is hotly disputed in Vanuatu

- The renovation or extensions to schools and health facilities. It should be noted that a high proportion of church schools are bush schools serving a widely scattered population. Many are without electricity or running water and are supported by the community.

Since the church put in the tanks for drinking water the students don't have gastro problems any more... now we don't have to use the river...but we all still use the river to wash (Dicki Lehi, Principal, Navele Secondary School, Big Bay Bush, Santo, November 19).

The extent of program progress varies with the size of the church. Although the two smaller churches, the Assemblies of God and Apostolic Church, do not share the extensive network of the other groups and have only been involved in the program for nine months, both have already made good progress. The planned outcome '*Improved access to and better use of development resources from government and donor sources by individual churches*' is likely to be fully met in future as churches increase their capacity to attract and efficiently use donor funds.

The unexpected results of the program have been the speed with which churches have embraced a development perspective and their willingness to address issues of sexuality, HIV/AIDS and the need for reproductive health training for young people.

The growing risk of duplication and of overloading communities with new ideas and activities has been recognised by the Vanuatu churches and they are in the process of developing strategies which will avoid this.

From the enthusiastic progress to date, it is obvious that the outcomes of this area will continue to expand geographically and in terms of quality.

Area 4: Common activities implemented by the Churches collaboratively

Planned outcome: Mutual understanding and learning amongst churches that informs their participation in public policy and improved service delivery

One of the most unexpected outcomes of the VCPP to date has occurred in the six months prior to the review. There has been the sudden increase in cooperation and collaboration between churches in carrying out joint training and in improving service delivery. From a situation where churches had no contact with one another, or relationships were sometimes antagonistic, to one of friendship and collaboration is a matter of surprise and delight for all those involved in this review. It points clearly to the importance of allowing time and opportunities to build trust and strong relationships.

Collaborative VCPP funded activities include two ACOM and COCC monitoring and evaluation workshops held on South

Comments on Church collaboration

Joint activities have been slow. Now we know and trust one another we are ready to carry this forward. It makes the churches feel good about working together. In my lifetime I've never known anything like it.

David Cram, Director, ADRA Vanuatu, Vila, November 15.

In the past the churches never met. But now we are working together. In the past I would never have known David or Raynold or Eileen and now we are colleagues

Elder Joe Sell Nokou, Presbyterian Program Coordinator, Vila, November 15.

Ambae; the ACOM and COCC joint workshop run by an officer from the Department of Education, training 26 teachers on Santo in using the new curriculum and the Presbyterian Church and the AOG running a joint program on Tanna on good governance and strengthening the relationship between chiefs and communities. ADRA and the Presbyterian Church will undertake training in teaching skills for untrained teachers and the ACOM and COCC will work together with government, health professionals and youth groups to encourage improved sexual health. Joint training has helped provide mutual understanding and learning that will help expand and improve service delivery in the future.

The South Ambae experience of working together in the field with the different church people and the coordinators has been team building - we all had to sleep in the same building – so now we know who snores! (Bertha Tarileo, M&E Officer, Secretariat, Vila, November 26).

The foundation is now in place for the churches as a unified group to start working on, and informing, policy but there is a risk to the strength resulting from unity and close collaboration as the churches could come to be perceived as having more political power than government.

7.0 Other findings

7.1 Role, development, and contribution of the Vanuatu and Australian Churches partnerships and their collaboration in development activities

The relationship between the ANGOs and their Vanuatu partners has been crucial to the implementation and management of the program and on the whole has been in the spirit of partnership and shared values. The partnership has not been so easy for the smaller churches, AOG and Apostolic, who did not have an existing, long standing relationship with an Australian partner. It has taken time, some staff changes and some misunderstandings for them to settle into the program and the partnership. It has been fortunate that their ANGO partner lives in-country and could deal quickly with problems and misunderstandings. The in-country ANGO partner was also able to deal effectively with disagreements within some churches about involvement in the VCPP and jealousies that arose over roles within the program.

Cultural issues and different approaches to religion which could have been barriers to program implementation and good governance have been addressed and overall the Vanuatu churches have been very happy with the relationship although there were some comments about the speed with which some ANGOs expected things to be completed.

‘There are some misunderstandings and we are slow in carrying out all our activities. It’s not like Australia where things are done quickly – here we are slow and it is new to us. We would like them to understand this (Pastor Samuel Vusi, President COCC, Luganville, November 18).

The ANGOs provide regular support for their church partners and visit Vanuatu three or four times a year, most specifically when there are Partnership Group meetings. The ANGOs work closely with ni-Vanuatu partners in planning and reporting and when necessary help with additional on-the-job training. The Vanuatu churches prepare their plans, proposals and reports and these are sent to their ANGO for comment and suggestions. The ANGO is then responsible for submitting them to the Partnership Group and to AusAID. Communication between the Vanuatu and ANGO partners is regular through telephone and email.

To a large extent it is the ANGOs who have built the capacity of their ni-Vanuatu church partners and provided support with the development-related concepts which underpin the program. In the case of three churches, Anglican (ACOM), Presbyterian (PCV) and Seventh Day Adventist Church (SDA), the relationship between the church in Vanuatu and the ANGO is long standing and incorporates a high level of trust and shared values.

Both Australian and Vanuatu partners agree that it has been a valuable and collaborative engagement. With increased confidence among the Vanuatu church leadership, it is a relationship that is changing. It is a change that augurs well for future sustainability. For the larger churches with long standing relationships this relationship has already changed (see box).

With time and experience with the program Vanuatu partners have become less reliant on their ANGO partners and more involved in making their own decisions. They are now more likely to raise issues in the Partnership Group meetings than in the past and more likely to support one another rather than their Australian partner. This reflects growing Vanuatu confidence and ownership of the program. It also indicates the excellent support that the ANGOs have provided and a reduced need for their hands-on support.

Example of changing program partnerships

'We have a long partnership history with the Uniting Church in Australia. It was our main support focus until the VCPP came in. They understand us very well and we understand them well. Our partnership is changing. Today it is not a mother-daughter relationship but a sister-sister relationship or perhaps a big sister- smaller sister relationship. We feel very secure in this relationship serving together in a program to benefit our people'.

Pastor Kalsakau, CEO,
Presbyterian Church, Vila,
November 24

Collaboration between Vanuatu churches, the ANGOs and churches regarding development activities is covered in section 4, Area 4.

7.2 Management and governance of the VCPP

Overall management of the VCPP now appears to be running smoothly after a somewhat difficult start prior to the establishment of a Secretariat, the appointment of a program coordinator and assistance from an adviser. There appears to have been a hiatus following the start of the program when there was no clear program leadership or management structure. The newly appointed program coordinator reports he was not briefed on his role and had no office or equipment. The program would have had a smoother start and been more advanced had the adviser been in-country sooner.

The key management relationship is between the Vanuatu church coordinators and their Australian partner. There is evidence that this is a strong and supportive and has worked well. The management structure is cumbersome and time consuming but seems to have worked well as it allows on-going discussion and collaboration between all partners. As the program develops further and the Vanuatu partners gain in capacity and confidence, management will need to be streamlined to allow greater Vanuatu responsibility.

Governance within the VCPP has been effective in terms of collaboration, participation, joint decision-making, transparency, and accountability. While there are efforts to improve gender equality within VCPP management, this is a slower process and suggests that more consideration should be given to improving the gender balance. To date, one of the church program coordinators and none of the ANGO partners is a woman. The M&E officer in the Secretariat and the Women's Desk officer in the VCPP are women.

7.3 Church options for the future

It was widely considered by church partners that the program should continue to consolidate the gains made and to expand services and knowledge to the people of Vanuatu. The agreed options included:

1. To consolidate and build on the achievements so far so we can provide better health, education and livelihoods for our congregations - and all people;
2. to achieve better governance in the country at all levels; and
3. for the churches to work in partnership with the government, AusAID and the NGOs to ensure all people have access to health and education and to information and understanding about their rights.

The more sector-specific options included: provision of safe water and sanitation in all schools, health facilities and villages; trained health workers in all health facilities; a stronger focus on gender equality and child protection; training and assistance in community development; to work more closely with traditional chiefs and government; and to give greater consideration for different cultural values in both planning and reporting and to give greater consideration to language difficulties.

A second three to five year phase of the VCPP was thought to be an appropriate time frame to consolidate and build on the partnerships already made, the skills already learned and the improvements made to service delivery over the last two years. It was considered that an expanded program would fully utilise the increased capacity of the VCPP churches. Partners felt that a further phase would be appropriate given the progress already made and the recognised value of a long-term approach.²³

7.4 Church perceptions of strengths and weaknesses of governance structures

Traditionally most churches in Vanuatu have had strong patriarchal structures and leadership. This is also in accord with traditional leadership in Vanuatu. Church staff agreed that this system serves well in terms of a clear hierarchy of decision-making and provision of support from church leadership to the village congregation, but that it also allows decisions, requests and concerns to flow back up the system. They feel that this is a strength of the church and that a less rigid structure may not work so well.

There is recognition that the church accounting systems and management, prior to the VCPP, were slow and probably not very accurate and there was little recognition of the need for greater transparency. The current structure is perceived as “more efficient and working better for everyone”. With regard to inclusion and gender issues there is considerable difference of opinion between churches. The Presbyterian Church staff for example, point to their women deacons and elders and the respect that is afforded their women’s groups which they consider to be powerful influences on the church and its congregations. The SDA also consider their governance structures to be transparent, accountable, inclusive and gender sensitive. Church members recognise that most church administration is almost entirely male and that it will take some time for this to change.

7.5 Training in leadership, governance, ethics and management

In terms civil society organisations, the activities and achievements of the VCPP provide a valuable example for the management and governance of other civil society organisations. The VCPP churches have had extensive training in office management and accounting

²³ The ‘Independent Review of Aid Effectiveness’, 2011 states that ‘NGOs need long-term funding so they can plan and invest with confidence in long-range projects and programs’ p.206

procedures, they have been trained in basic computing programs, and involved in good governance and leadership workshops. Importantly, training has been followed up and each church has had on-going support from their Australian NGO partners, whom they know, respect and trust. The impact of management and leadership training is apparent in the confidence of church coordinators to plan, budget and report and in their use of computing programs such as MYOB and the marked increase in active involvement in Partnership Group meetings and organising training workshops within their church communities. There does not appear to have been training in ethics, but perhaps this could be considered inherent in church teaching.

Over the last two years there have been four workshops for church coordinators and leaders on leadership, governance and management and seven for those at community level. The impact of this can be seen in the ways in which school principals now organise their school programs and how women's groups can now plan for and access support for development activities.

On-the-job training in leadership and governance began prior to project when each church was encouraged to reflect on its values, management structure, leadership, decision-making, the role of women, their church strengths and weaknesses, social service activities, and vision for the future. The opportunity and ability for the churches to develop their own "brief" and the opportunity they had to reflect on these issues without outside influences, was important. Their organisational briefs were taken into account as the basis of the program design. This process created a foundation for partnership, for respect and for openness to new ideas and new ways of doing things. The process itself was one of inclusion, transparency and respect – an example of good governance in action.

7.6 Future Church health and education services

Concern was raised during the review that the Department of Education was not being informed of some of the VCPD education activities. The review found that the Presbyterian, Anglican and SDA churches have been working with the Department of Education since independence and all are in regular contact with the Department about their educational activities and have existing Memoranda of Understanding with the Department. The Presbyterian and Anglican Churches receive government grants for some schools and salaries for some trained teachers. The SDA does not but is in regular communication with the DOE about its educational program, including the training it provides for untrained teachers.

While it is important not to set up a parallel system to the provision of services by government, the churches have been providing education and health services since the late 19th century. It is of concern to the churches that government is now handing back to them many of the health and education services it took over at independence. For the Presbyterian Church this amounts to 90 schools and for the SDA, 65. Many of these schools have deteriorated significantly in the last 30 years and others are supported solely by the community and have little or no government support. All these community schools are now required to be registered with an 'authority', in this case the church. Registration is a time consuming activity and puts a considerable burden on the churches, in addition to then trying to upgrade the quality of teaching, buildings and equipment of the returned schools and oversee a very much larger educational constituency. At the time of the review the SDA church had already registered 34 of the 60 schools handed back. It is unclear at this stage what kind of support government will be able to provide to the churches. This should be an important focus for discussion of Phase 2 of the program as additional support to churches for education will almost certainly be needed.

This is a situation which needs further discussion within AusAID and between AusAID, the churches and the DOE. To successfully manage the sudden increase in responsibility and cost churches will need greater human and financial resources.

An educational issue that became apparent during this review was the recent regulation that literacy must now be taught in the vernacular. While this has been proven to be the most effective way of teaching literacy, it was seen during the review to pose considerable problems for isolated bush schools that drew students for three or more local language groups. This is an issue the church education departments might wish to consider.

7.7 Measureable performance indicators

The structure of this program is not conducive to measureable performance indicators. Planned activities, their frequency and timing change regularly and a more quantitative, rigid approach to M&E is not appropriate to a participatory, flexible approach. Suggested indicators included in Appendix D.

8.0 Challenges

The review found that the key challenges to be difficulty expending funds; frequent changes in staff as trained staff leave for better paid jobs; lack of government involvement in the program; lack of an effective formal channel for church involvement in government policy development and the growing challenge of how the churches will manage the recent government handback of schools.

There are also challenges for AusAID as the program places a heavy management burden on program staff as they are dealing with what, in effect, are eight different projects each with a services order, ANGO partner, proposals, plans and reports. In addition staff are also responsible for other programs. There were complaints from both ANGOs and churches about the slow process of getting AusAID authorisation for payments. There is concern among the ANGOs and the church partners at the very limited AusAID involvement in the program. They point out that 'this is supposed to be a partnership and AusAID is one of the key partners but is rarely available to us'.

To date most churches have had difficulty in spending their allocated funds. To a large extent this is a matter of lack of experience in costing and coordinating new activities. With increased capacity, program coordinators report that they will be able to utilise the full allocation in future. While it may take the smaller churches a little longer to build the capacity to undertake a wider range of development-related activities this should not lead to a reduction in overall funding to the program but perhaps to a re-allocation between the churches.

There have been some changes in staff as trained staff move on to better paid employment. This will remain a problem unless church salary structures are changed or people are employed on the understanding they will remain in the job. As overall management capacity becomes embedded staff movement is likely to have a less detrimental impact on overall program implementation.

The lack of government involvement in the program is an on-going problem although considerable efforts have been made to encourage government personnel to participate in Partnership Group and the Governing Council meetings. It is hoped that the installation of a highly respected, well connected Independent Chairperson to head the program should help overcome this problem. This appointment is in train.

While some churches have long standing agreements with the Ministries of Health and Education and follow government strategies, there remains the likelihood of duplication and confusion about provision of services. This needs to be addressed and ways found to ensure that the churches are following government guidelines and are incorporated within Sector Wide Approaches to both services.

Among some church leaders there is lack of clarity about the relationship between the VCC and the Secretariat and their precise roles within the VCPP.

There is confusion about how individual church plans and funding proposals are assessed. Churches feel that there is no adequate explanation for why proposals are accepted or turned down and that there is a lack of transparency about this process and concern at how long it takes. This needs to be resolved.

The publication of a brochure explaining the program has been developed by the Secretariat and could be more widely circulated.

The management of the program is overly complex and unwieldy with eight separate service orders and the Churches and the Secretariat operating on different yearly calendars – July to June (churches) and January to December (Secretariat). Management of the program is overseen by a Governing Council, an Executive Board, a Partnership Group and a reference group each for the ANGOs and the church partners. While this has value in wide participation in reality the same people sit on a number of these groups. The Governing Council is considered to be little more than a high visibility ‘rubber stamp’ for decisions made by the Partnership Group. As one respondent commented :

‘This structure was designed by a committee of committees’.

Consistency and simplification would provide more efficient management for example by having all service orders using the same time span; by combining the Governing Council with the Partnership Group; and by having one of the ANGOs holding the contract and taking responsibility for all service orders.

Transport is an on-going challenge. In a country of many islands and few roads, transport is very expensive, time consuming and unreliable as much of it is dependent on the weather. This makes it very difficult to get wide geographic representation at meetings, workshops and training and there is tendency for those in Vila to have more opportunities to participate in program activities and decisions than those in more remote, outer island locations. Special budget considerations would help ensure those from more remote communities have equal access to resources and training opportunities.

9.0 Recommendations

The content of the MTR and the following recommendations were agreed by the Partnership Group at a one-day workshop, Vila, February 7, 2012.

9.1 Strengthen and streamline program structure, management and administration

It is recommended that:

1. The Governing Council and Partnership Group finalise a simplified VCPP management and reporting arrangement at the next Partnership Group meeting in April.
2. AusAID provide support for an additional Secretariat staff member to enable effective coordination and secretarial work given the expansion of program activities.

3. AusAID provide further support to staff at the post and expedite processing of funds.
4. The timing of service orders and reporting mechanisms are harmonised so the Churches and the Secretariat use the same annual calendar.
5. The churches' plans and reports provide more detailed information on achievements, challenges and lessons learned and the financial plans and acquittals include spending by sector – e.g by health, education, child protection.
6. The ANGOs provide more detailed reporting to the church partners and provide an opportunity for local partners to raise issues for discussion in ANGO meetings.
7. AusAID and the Partnership Group give consideration to increasing the budget allocation to those churches which have been progressive and able to utilise their full allocation, perhaps on condition that this is used for collaborative activities with the smaller churches.

9.2 Clarify and make widely known program roles and relationships

It is recommended that:

8. The program coordinator take every opportunity to ensure that the roles and responsibilities of the Secretariat and the VCC are further clarified and made known to all church partners, church leaders, and the GOV.
9. The Governing Council and Partnership Group expedite the formal registration of the VCC and appoint a high profile independent VCPP Chairperson prior to the next Partnership Group meeting.
10. The VCC immediately make further efforts to engage with the GOV possibly as on-going follow-up from the November National Policy Summit.
11. At the next Partnership Group meeting, the ANGOs explain to church coordinators the process and criteria for accepting or refusing church proposals.

9.3 Expand and follow-up training and skills enhancement

It is recommended that:

12. The VCPP develop a training strategy which includes follow-up training and further skills development in program planning, management, reporting and accounting and that future church plans include follow-up training for teachers, health workers, women's and youth groups and community members.
13. The VCPP in collaboration with the ANGOs develop a training program in key development concepts and processes for church coordinators and other key personnel with a special focus on concepts such as gender equity, child protection and governance and that this be extended to urban and rural.
14. The VCPP provide a clear focus on gender issues and violence against women and children and build on current achievements to include women in all activities.
15. Special consideration is given to providing equal access to program activities and training to those living in isolated communities using unspent church funding.

9.4 Coordinate support for service delivery

It is recommended that:

16. AusAID arrange a meeting with Ministry of Education, Church Program Coordinators, Church Education Directors and AusAID Education Program Managers to discuss ways the Churches can best be supported to effectively handle the recent return to the churches of a very large number of government –run schools, and to identify the VCPP role in this.
17. AusAID and the VCPP recognise that churches are involved in non-formal education and skills-based training.
18. Churches share their strategic plans with other church partners and relevant government departments to avoid duplication and confusion, and in terms of health and education, work within the GOV sectoral guidelines.
19. Churches and the VCC, with support from AusAID give greater attention to expanding relationships with GOV and with relevant NGOs and civil society

organisations eg Wan Smolbag Theatre, Save the Children, Vanuatu Women's Centre.

20. Within AusAID, the program officer for the VCPP keep the AusAID program officers for health and education advised of the VCPP activities in these two sectors.

9.5 Future funding options

It is recommended that:

21. Consideration is given to funding a second phase of the program taking into account the good progress made, the limited absorptive capacity and short-time involvement of the smaller churches in the program. Greater funding is provided for components 3 and 4, in particular for church education services, depending on the outcome of meetings between Ministry of Education, AusAID and the Churches.
22. A second phase include a focus on child protection and good governance and establish mechanisms for greater collaboration with the GOV. It should allow for increasing Vanuatu responsibility for managing planning and reporting.
23. Every effort should be made to implement some of the management and training recommendations during the remaining time of the first phase, providing additional funding if this is deemed necessary. A second phase of the program should incorporate those recommendations that have not been implemented before the end of Phase 1.
24. A new design document is undertaken during 2012 and to ensure an on-going flow of funding and adequate time to develop a new PDD, it is suggested that either six months bridging funding be provided to the end of 2012 or the current program be continued until June 2013.

Appendix A: Terms of Reference

Cluster Evaluation of AusAID Vanuatu civil society and media programs Terms of Reference September 2011

Purpose

1. Undertake individual Mid-Term Reviews for the Kastom Governance Partnership, Churches Program Partnership and the Vois Blong Yumi media strengthening program.
2. Contribute to a Drivers of Change²⁴ reflection on AusAID's bilateral programs in Vanuatu, particularly in relation to civil society²⁵:
 - a. Articulating the rationale for ongoing engagement with civil society and media within the Vanuatu-Australia Partnership for Development.

Background

Australia currently directs approximately 10% of the Vanuatu bilateral program towards initiatives involving civil society. In addition, AusAID's regional programs provide funding across a range of civil society organisations. Australia's support to media, community partnerships, leadership and the land sector in Vanuatu do not feature as explicit priorities in the Partnership for Development, although, as the major donor in Vanuatu, these activities are an important element of a more conscious effort to engage with, and support, organisations outside government who play a critical role in development.

With three mid-term reviews due for three major civil society partnerships: the Kastom Governance Partnership (\$2.7 million from 2009-2013), the Churches Program Partnership (\$4 million from 2009-2012) and the Vois Blong Yumi media strengthening program (Phase 3 is \$2.3 million 2009-2012) in Vanuatu, a cluster evaluation will enable better sharing of lessons learned and cohesion between programs that engage civil society

AusAID's *Guidance on Monitoring and Evaluation for Civil Society Programs* requires that any analysis of civil society programs be situated within the broader context of change and power (including gender relations). In 2007, AusAID commissioned a Drivers of Change study of Vanuatu, the first of its kind for the agency. 'Drivers of Change' is a tool of political economy analysis devised by the UK development agency, DFiD, to assist donors in assessing the prospects for and constraints on development in particular political systems. The 2007 report identified opportunities for AusAID to strategically support non-state actors to 'build demand for better governance' and strengthen their capacity to participate in political processes and engage in policy dialogue. The report also identified issues where coalitions for change are most likely to emerge, such as land, with strong interest across the political sphere and civil society. Since 2007, AusAID has established

²⁴ In 2007, a Drivers of Change analysis of Vanuatu was conducted that assessed the prospects for and constraints on development within Vanuatu's social, economic, cultural and political systems (?). It is planned to undertake a follow-up Drivers of Change analysis in late 2011; information gained through these mid-term reviews will be considered as part of that analysis.

²⁵ In this context, civil society includes a range of players including community organisations, religious organisations, cultural governance structure, development NGOs and the media.

and expanded a number of partnerships with churches, chiefs and the media, and also works across government and civil society on a national land program.

The Office of Development Effectiveness's 2010 *Evaluation of AusAID's Engagement with Civil Society in Vanuatu* noted that while "AusAID's engagement with civil society is relevant to the social and political context of Vanuatu ... extending the reach of this engagement to other sectors and geography will be the next challenge for the program." Furthermore, "There is a need for AusAID in Vanuatu to articulate its strategy with civil society as a tool for guiding program decisions, measuring progress and communication across the whole aid program and among whole-of-government partners."

AusAID is now seeking a monitoring and evaluation expert to undertake three mid-term reviews of the Kastom Governance Partnership, Churches Program Partnership and the Vois Blong Yumi media strengthening program in Vanuatu. This cluster evaluation will be used to inform a broader Drivers of Change reflection of Australia's bilateral aid program and contribute to articulating a the rationale for ongoing engagement with civil society and media within the Vanuatu-Australia Partnership for Development.

Scope of Services

The Consultant will:

1. Undertake individual Mid-Term Reviews for the Kastom Governance Partnership, Churches Program Partnership and the Vois Blong Yumi media strengthening program.
2. Contribute to a Drivers of Change reflection on AusAIDs bilateral programs in Vanuatu, particularly in relation to civil society:
 - a. Articulating the rationale for ongoing engagement with civil society and media within the Vanuatu-Australia Partnership for Development

The Consultant will be a monitoring and evaluation expert, preferably with strong experience in civil society evaluations, with the following demonstrated skills and experience:

- Monitoring and evaluation expertise;
- Relevant technical expertise, particularly regarding political analysis;
- Expertise in engagement with civil society
- Local knowledge;
- Consultative and participatory research methods;
- Gender equality analysis skills; and
- Appropriate analytical, research and report writing skills.

The Consultant will produce individual mid-term reviews of the three identified programs, which will include a summary of common themes emerging from the partnerships.

Detailed Discussion of Services

The Consultant shall provide the following services:

- a) Undertake individual Mid-Term Reviews for the Kastom Governance Partnership, Churches Program Partnership and the Vois Blong Yumi media strengthening program addressing key questions identified in Annexes A-C of these terms of reference as well as the following program performance criteria:
1. **Relevance**
 - i. Assess the extent to which the activity is aligned, is appropriate and contributes to the Vanuatu-Australia Partnership for Development;
 - ii. Determine if the core objective of each program is still relevant, and whether the components to achieve this objective are still appropriate?
 2. **Analysis and Learning**
 - i. Assess the extent to which the activity design incorporates relevant and appropriate situational analysis and lessons from past experience to formulate desired objectives and approach;
 - ii. Where action research methodology has been applied, assess the extent of implementation and adoption of key findings within the program beneficiaries.
 3. **Effectiveness**
 - i. Assess the extent to which the objectives have been clearly articulated, are measurable and whether they are likely to be met;
 - ii. Identify intended and unintended results of AusAID's engagement with civil society through each program;
 - iii. Identify how each program links – or fails to link - with Australia's response to the review of aid effectiveness (2010).
 4. **Efficiency**
 - i. Assess the extent to which the activity partnerships provide value-for-money
 - ii. Assess whether inputs in terms of funds, staff and other resources are appropriate for the activity objectives and delivery modes
 - iii. Determine whether the risks to the activity progress and outcomes are appropriately managed by the design.
 5. **Monitoring and Evaluation**
 - i. Assess the extent to which the activity M&E framework is appropriate for collecting robust management information for implementation and decision-making, as well as evidence of effectiveness;
 - ii. Consider whether the program management and monitoring arrangements remain appropriate for a program of this size, and provide recommendations where appropriate.
 6. **Sustainability**
 - i. Assess the extent to which the activity design identifies intended sustainable benefits, strategies for and constraints to achieving them;
 - ii. Assess the appropriateness and effectiveness of the management and operational structure for each program;

- iii. Identify emerging risks which may impact on the sustainability of program outcomes after the completion of the program.

7. Gender Equality

- i. Assess the extent to which the activity integrates gender-sensitive practice in objective setting, implementation and risk management arrangements;
- ii. Assess the extent to which the activity will advance and improve gender equality, benefits, decision-making, women's rights and capacity development.

b) Contribute to a Drivers of Change reflection on AusAIDs bilateral programs in Vanuatu, particularly in relation to civil society²⁶:

1. Work with the Post-convened Drivers of Change team to share common themes emerging from the cluster evaluation of civil society in Vanuatu, to assist with articulating the rationale for ongoing engagement with civil society and media within the Vanuatu-Australia Partnership for Development

Monitoring Methodology

In undertaking the above, the Consultant is required to:

- Review the key documents and prepare a plan for the cluster evaluation, including identifying field visits in collaboration with the AusAID Program Manager.
- Draw on any additional information considered appropriate to contribute to the report.
- Undertake 1 to 3 in-country visits to conduct consultations in Vanuatu in October/November 2011 with key stakeholders (identified in the annexes, or as identified as relevant by the Team).
- Travel to 1-2 outer provinces will also be required as part of the in-country consultations, and field visits will be identified through discussion with the AusAID Program Manager
- Present an Aide Memoire to AusAID on x date in Port Vila.
- Prepare draft individual mid-term reviews to be submitted electronically to AusAID by x date.
- Prepare final individual mid-term reviews to be submitted electronically to AusAID by x date.
- Mid-Term reviews should each include 2-3 case studies and a Theory of Change model to illustrate the impact of the programs.

Outputs

The following Outputs are required:

- Output 1 – Aide Memoire in a structure agreed by AusAID on completion of each in-country mission as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003);

- Output 2 – Individual mid-term reviews by x date as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003).
- Output 3 – Executive Summary of main findings and recommendations across all mid-term reviews by x date as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003).

Payments associated with Outputs will be on AusAID acceptance that the Output meets its requirements and is of a standard expected of a professional working in the sector.

Roles and Responsibilities

The **Monitoring and Evaluation Consultant** has the prime responsibility to plan, prepare and produce all outputs. The Consultant will work closely with the AusAID Evaluation Manager, Evaluation Assistant and relevant Program Manager to plan for and conduct field consultations and meet the expectations of the assignment. The Consultant is expected to manage the participation of partner representatives where appropriate. The Consultant is also required to work closely with the Drivers of Change Expert to contribute to discussions of AusAID’s broader engagement with civil society in Vanuatu, and will assist with an articulation of rationale for ongoing engagement with civil society and media within the Vanuatu-Australia Partnership for Development.

The **AusAID Evaluation Manager** is required to support the Consultant in producing all the outputs, and contributing to the writing of the final report. This officer will be responsible for the management of an evaluation assistant and relevant Program Manager to support the review process, and will be responsible for the overall budget for the review. This officer will be the point of contact between the review consultant and the Post.

The **AusAID Program Manager** is required to support the Consultant in planning for and conducting field consultations, which may include participating in all interviews (translating where necessary) and contributing to the writing of the final report. The Program Manager will provide additional support as appropriate under the direction of the Evaluation Manager.

The **Evaluation Assistant** will support the review team in arranging a program schedule for the in-country consultations, in consultation with AusAID Post, the Consultant prior to each review visit. The assistant will support the Evaluation Manager and Program Manager in drafting relevant contracts, organising review logistics and maintaining review records.

Duration

The Consultant shall commence the Services outlined in this Terms of Reference on x date and complete all Outputs before x date. A maximum of 50 consulting days is allocated for these Outputs.

Activity	Estimated Days	Comment
Desk-based review of key documents	6 days (2 days per program)	No travel required.

Preparation of cluster evaluation methodology/plan	1 day	In consultation with Post.
Preparation for in-country program consultations	1 day	In consultation with Post.
Vois Blong Yumi in-country consultations	5 days maximum	Includes site visit to Province
VCPD in-country consultations	10 days	Includes site visit to
Kastom Governance in-country consultations	10 days	Includes site visit to ...
Desk-based consultations with the ABC, ANCP and ACPACS and other Posts as relevant	As appropriate over 5 days	Teleconferences
Drafting of MTRs and summary	6 days	No travel required
Finalise MTRs and summary following feedback	1 -3 days	No travel required
TOTAL DAYS:	50 days	

Reporting Requirements

The Consultant is required to provide an Aide Memoire to AusAID detailing initial findings from each in-country mission. The Aide Memoire will be provided prior to departing from Vanuatu.

The Consultant has the primary responsibility to collect information, analyse and produce individual mid-term reviews as the final output of the consultancy. An executive summary for the cluster evaluation is to also be provided identifying common themes for civil society engagement that can contribute to the planned drivers of change analysis.

Individual mid-term reviews should be a maximum of 20 pages. Key contents are:

- An executive summary;
- Background on AusAID's support for civil society and the specific program in Vanuatu;
- An outline of the review objectives and methods;
- Findings against the research questions; and
- Conclusions and recommendations.
- Annexes/Case Studies as appropriate

The draft reports are to be received by AusAID in electronic format by x date. The final versions are to be received by AusAID in electronic format by x date. The reports should be emailed to Counsellor, AusAID Port Vila.

Key documents

- AusAID *Guidance on Monitoring and Evaluation for Civil Society Programs*
- Vanuatu-Australia Partnership for Development
- *The Unfinished State: Drivers of Change in Vanuatu 2007* analysis
- *ODE Evaluation of AusAID's Engagement with Civil Society in Vanuatu September 2010*
- The Vanuatu Government's *Priorities and Action Agenda 2006-2012* and the *Planning Long Acting Short 2009-2011* policy documents.
- Key program documents detailed in the annexes to these terms of reference
- Other documents as deemed relevant by AusAID and the Team.

Next Steps

The mid-term reviews will be assessed as per AusAID's quality and performance processes and will be used to inform future program support. They will also be used to inform a broader Drivers of Change analysis of AusAID's bilateral programs in Vanuatu.

ANNEX A – VANUATU MEDIA STRENGTHENING PROGRAM

Australia currently provides funding of up to \$5.2 million from June 2007- June 2012 for the implementation of the "Vois Blong Yumi" program of support to the Vanuatu Broadcasting and Television Corporation (VBTC), of which Phase 3 is valued at \$2.3 million from 2009-2012. The Program goal is to support the achievement of VBTC's vision for Radio Vanuatu, which will be clarified by the end of the program of support. The program purpose is to support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.

The Vois Blong Yumi Program focuses on nation building by way of support for a national service which can reflect the concerns, interests, languages and current affairs of Vanuatu. In particular, it focuses on rebuilding the national radio service so that it can be used to promote knowledge for social and economic issues such as HIV/AIDS, gender equity, agricultural development. It is also a vital communication tool for disaster and risk management, as demonstrated during the multiple tsunami alerts since October 2009. While the focus is particularly on Radio Vanuatu, this is underpinned by organisation development of the VBTC, with some small scale support for other media stakeholders. The program approach is one of progressive engagement over the long term.

Program Components

The Vois Blong Yumi program is implemented as a rolling design under four main components:

Component 1: Governance and Organisation Development – this involves a financial analysis to assist in management and decision making, a survey of the organisational climate, an organisational change plan, a revision of licensing procedures and minor building refurbishment.

Component 2: Access – this is addressed through the development of a transmission strategy. Technical stabilisation of equipment and capacity building of staff is also a focus to address the technical quality and reliability of broadcasts.

Component 3: Voice and Content – an audience survey provides information on which to base program development. Editorial and program policies have been developed to address issues of accuracy, impartiality and objectivity. A program bank mechanism lays the foundations of more contemporary programming and reinvigorates content. News and current affairs are also supported, as are the interactive and scheduling capacity.

Component 4: Outreach – support to other stakeholders will identify opportunities for support to broader media development than the Radio Vanuatu and the VBTC.

Summary of previous program evaluations:

The program commenced in April 2007. An independent evaluation, conducted in early 2009, found that good progress had been made in Components 2 and 3 but was slow for Components 1 and 4. It recommended a twelve month extension. Subsequently, AusAID agreed to continue funding the program until December 2009 with any further support contingent on a demonstrated commitment to VBTC from the Government of Vanuatu.

A second independent evaluation in December 2009 noted the increased commitment by the VBTC Board and Management to address organizational reform issues, particularly in relation to financial management and human resource development. VBTC developed a strategic reform plan, which the Vois Blong Yumi program supported. The evaluation recommended that while there was more traction on Components 1 and 4, there was still some way to go to assisting VBTC with strengthening content and technical capacity to maintain and develop its technical infrastructure. The evaluation recommended a third phase of support to June 2012, and for this to include particular assistance to the commercial unit within the organization and some support for television broadcasting through content development and production training.

Management and Technical Assistance

The Program works with Radio Vanuatu as a specific service, and the VBTC as the organisation responsible for delivering this service. The program is implemented, managed and monitored by the Australian Broadcasting Corporation (the ABC) through a twinning arrangement between the ABC International Projects Unit and Radio Vanuatu. The VBTC and Government of Vanuatu, the ABC and AusAID form the core of the Management Committee which has oversight of the program. In addition, NGO representatives from the Vanuatu National Council of Women and the Vanuatu Association of NGOs sit on the Committee.

Under Phase 3 the ABC provides two long-term in-country advisers, a Team Leader and a Commercial/Marketing Adviser. An additional 4 short-term advisers are also provided for discrete activities. The advisers report to the VBTC General Manager for General Operations.

KEY GUIDING QUESTIONS FOR THE ASSESSMENT

In addition to assessment against the seven program performance criteria (Relevance, Analysis and Learning, Effectiveness, Efficiency, Monitoring and Evaluation, Sustainability and Gender Equality), the assessment must address the following questions:

1. Since the commencement of Phase 3 what has been achieved in by the program, with a particular focus on the problem areas identified by the Independent Evaluation report of February 2010 (i.e. components 1 and 4)?
2. Are there any ongoing issues in relation to the achievements of activities? Does the design focus remain relevant and appropriate?
3. How have stakeholders engaged in the program during Phase 3? To what extent has the nature of this engagement contributed to activity progress?
4. How does the program link with the VBTC Board's reform agenda and the Vanuatu Government's own reform agenda for government business enterprises?
5. How close do the achievements of the Vois Blong Yumi program match up with the direction of Australia's development partnership discussions with the Vanuatu Government? What is the program's longer-term role in contributing to the higher level objectives of the aid program?
6. Do the program management and monitoring arrangements remain appropriate for a program of this size and significance?
7. With the commencement of PACMAS Phase 2 this year, what opportunities are there for support to VBTC to be transferred to the regional program? What is appropriate future support for VBTC and media in Vanuatu?

Key Documents

The following are key documents for the Review:

- The Program Design Document dated 18 December 2006;
- VBTC's Strategic Reform Plan 2010-11;
- Schedule of ROU with ABC;
- Australia-Vanuatu Joint Cooperation Strategy 2005-2011;
 - Demand for Better Governance thematic strategy
 - ABC's Progress Reports and Financial Acquittals in relation to the six-month extension of the program
 - Vois Blong Yumi Evaluation Reports of March 2009 and December 2009
 - Vois Blong Yumi Phase 3 Annual Plans
 - Minutes of Program Management meetings
 - the Vanuatu Government's *Priorities and Action Agenda 2006-2011*
 - Audience Survey 2011
 - Transmission Mapping Survey 2010
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ANNEX B – VANUATU CHURCHES PARTNERSHIP PROGRAM

BACKGROUND

The Vanuatu Church Partnership Program (VCP) has been established under the Australian commitment to building demand for better governance in the Pacific and follows through on a commitment between the Australian and Vanuatu governments to increase community engagement.

The VCP began in 2009 as a three year program with an allocation of just over

\$4 million from the Government of Australia, and financial and in-kind contributions from the five Australian Non-government Organizations (ANGOs) and Vanuatu Churches, and the Government of Vanuatu.

The goal of the program is:

To contribute to a healthy, educated and wealthy Vanuatu recognising traditional Melanesian values, faith in God and Christian principles.

The objective of the program is:

The Vanuatu Christian Council and Churches in Vanuatu, individually and collectively, play an increasingly recognised and effective role in improving governance and service delivery at national and local levels.

The program has four major areas of assistance:

1. Strengthening governance, management and operations of the Vanuatu Christian Council.
2. Institutional strengthening of individual Churches in Vanuatu.
3. Resourcing and support for Churches in Vanuatu to expand and improve development initiatives.
4. Common activities implemented by Churches collaboratively.

The program is built on a partnership between AusAID, the Government of Vanuatu and the Churches in Vanuatu with their Australian NGO counterparts. Vanuatu Church partners in the program are the Vanuatu Council of Churches, Apostolic Church, Assemblies of God, Church of Melanesia, Church of Christ, Presbyterian Church of Vanuatu and Seventh Day Adventist Church. Australian Church agency partners are Act for Peace, ADRA Australia, Anglican Board of Mission, Baptist World Aid Australia, and UnitingWorld.

Scope of the Review

The VCPP is a modest program with six Church agencies and the Vanuatu Christian Council (VCC) operating in different locations across Vanuatu, undertaking various types of development interventions. There is much that could be reviewed under this MTR however the intended scope of the review has been restricted to specific areas.

The review is intended to provide information which will be of most use in further development of the program towards effective outcomes. The VCPP ANGO Group and AusAID have determined therefore that the review will focus on the following areas:

- a) The review will look at what has been achieved, and why, against stated program objectives. The evaluative process will assess gender and gender relations. In addition the opportunity presents during this review to at least consider the impact of the program upon the lives of some people in communities. While this will not be a major focus of the review, some consideration of impact at this time will assist in development of a basis for more complete impact assessment during future evaluations of VCPP.

b) An essential element in the design of VCPP is the partnership between the Vanuatu and Australian Churches. The MTR will assess the role and development of these relationships since the implementation of VCPP, including identifying the contribution made by both Vanuatu and Australian partners and areas that need to be focussed on in the future, particularly for the sustainability of the program.

c) Attention will be given to the management and governance of VCPP by AusAID, ANGOs and VCC members.

c) The review should also consider the next phase of VCPP, both from the viewpoint of the Churches and what they are trying to achieve for the people they are working with, as well as from the perspective of engaging with AusAID and the Government. Specifically this will consider options for how VCPP will move forward after 2009, including what the next phase of VCPP might look like, the nature of the engagement with AusAID and the Government.

Key Questions To Be Addressed In The Assessment

It is anticipated that the mid-term review will evaluate the performance of the VCPP program in the context of the performance criteria:

1. **Relevance**
2. **Analysis and Learning**
3. **Effectiveness**
4. **Efficiency**
5. **Monitoring and Evaluation**
6. **Sustainability**
7. **Gender Equality**

(see Cluster Evaluation Terms of Reference for full discussion of these criteria.)

In addition, the mid-term review should address the following specific questions relevant to the VCPP program:

1. The types and levels of activities, collaboration and engagement that occurred
 - a) between the church agencies and their Australian church counterparts
 - b) between the Vanuatu Church agencies in relation to development activities
2. Perceptions of key staff of the strengths and weaknesses of governance structures in their development, health and education administrative bodies
3. Frequency and observed impact of staff training in leadership, structures of governance, and ethics in management
4. What formal or informal channels of dialogue have been created between the Churches and different levels of Vanuatu government have been created to discuss needs and services of citizens, and policy issues in general? How effective are these channels?
5. Identify 4- 6 specific & measurable performance indicators that could be used in assessing the outcomes of the work undertaken in the areas of:
 - Enhanced Vanuatu Church involvement in improving governance

- Strengthened Vanuatu Churches institutional capacity
- Improved service delivery by the Churches to local communities
- Increased levels of collaboration between the Churches participating in CPP

Key Documents

- The Program Design Document – November 2008;
- VCPP Baseline Report – June 2008;
- Census 2009 – Religious Affiliation
- Minutes of the First and Second Governing Council meetings: 2009 and 2010
- Minutes of the annual VCCP Partnership meetings 2009 and 2010
- VCPP Coordinator Terms of Reference
- ABM report December 2009
- BWAA Vanuatu Report December 2009
- ADRA Vanuatu report January 2010
- Funding Agreement 37879 ABMA
- Funding Agreement 37914 NCAA
- Funding Agreement 37933 UCOA
- Funding Agreement 37880 ADRA

Key Stakeholders

Church leaders

CPP Coordinators

Beneficiaries in areas of health and education

Provincial government representatives

Department of Health

Department of Education

ANNEX C – KASTOM GOVERNANCE PARTNERSHIP

BACKGROUND

The Vanuatu Kastom Governance Partnership relates to the ‘Demand for Better Governance’ measure which comes under the broad umbrella of the Australian Government’s Australia–Vanuatu Joint Development Cooperation Strategy. The partnership program is distinct in its attempt to challenge the idea of a ‘fragile state’ with the alternative notion of a ‘hybrid political order’. This hybrid order recognises both customary approaches to governance and the post-independence Westminster system of governance.

The program had a pilot phase from 2005, an interim phase from October 2006 to December 2007, and a third phase from December 2009. It began with action research in 2005 supporting three workshops on conflict resolution. The partnership was significantly expanded in the Vanuatu Kastom Governance Partnership design for the period October 2006 – December 2007 (\$0.5m, plus an additional \$0.15m for bridging activities). Concurrently AusAID commissioned the “Drivers of Change” (DoC) study in Vanuatu, an analysis of the political economy which identified the key role of kastom, chiefs and churches in community governance and service delivery.

Phase 3 of the Vanuatu Kastom Governance Partnership was developed in recognition of the authority and centrality of chiefs and kastom in Vanuatu life identified through the DoC. Funding of A\$2.7m was allocated to the program. The design for Phase 3 was completed in March 2008, but implementation was delayed while awaiting budget submissions from both the Australian Centre for Peace and Conflict Studies (ACPACS) and Malvatumauri Vanuatu National Council of Chiefs (MVNCC). Due to the delay the Program Design Document (PDD) for phase 3 was reviewed by DPAG in February 2009. The program commenced in October 2009 and is scheduled for completion in December 2012. AusAID financial support is provided through separate contracts with the MVNCC and the Australian Centre for Peace and Conflict Studies (ACPACS), which in turn engages with other civil society actors through community leaders involved in the research process, the dialogues, and the development of action plans.

Objectives

The objective of the program is to explore, deepen understanding of and strengthen kastom governance systems' contribution to contemporary Vanuatu, in support of the overarching goal of strengthening governance in Vanuatu.

The program aims to achieve its objective through 5 key components:

- research on the value and role of kastom governance, and its interaction with post-independence governance systems and to community governance
- action learning through dialogues/workshops (storians) among community leaders aimed at drawing out the contribution of kastom governance to development and conflict resolution and prevention
- support to community leaders and members of the Malvatumauri National Council of Chiefs (MVNCC), to build links with other organisations and mobilise assistance to implement their action plans developed as part of the workshops
- support for facilities and strengthening the management and administrative skills of the MVNCC. It should be noted that there are several kinds of chiefly systems, with considerable variation across islands and between rural and urban communities. The National Council of Chiefs Act of 2006 and the establishment of the VNCC is an attempt to provide a national structure of chiefly councils.
- Annual forums to enable national level discussion on kastom governance and specific development issues with the Government of Vanuatu, churches and civil society organisations, including media.

Previous Reviews

To be added

Key Questions To Be Addressed In The Assessment

It is anticipated that the mid-term review will evaluate the performance of the MVNCC program in the context of the performance criteria:

1. Relevance

2. **Analysis and Learning**
3. **Effectiveness**
4. **Efficiency**
5. **Monitoring and Evaluation**
6. **Sustainability**
7. **Gender Equality**

(see Drivers of Change Terms of Reference for full discussion of these criteria.)

In addition, the mid-term review should address the following specific questions relevant to the MVNCC program:

1. What is the quality of the partnership interaction between AusAID, ACPAS and MVNCC?
2. What is the quality of MVNCC's relationships with other stakeholders, in particular the Government of Vanuatu's Mama Graon (lands program), women's organisations and leaders, youth-focused organisations such as Wan Smol Bag, churches and church organisations, and representatives of post-independence governance systems such as State Law Office and the Vanuatu Police Force?
3. Customary governance is traditionally exclusionary of women and youth. Has the program impacted on perceptions of the role of women and youth in Vanuatu kastom and community governance?
4. The program was to be monitored through an action research model, where all components will be subject to critical reflection to continuously learn from and refine implementation methods. Has this approach been appropriately applied? Are MVNCC staff, including facilitators, participating in this process?
5. Are there any ongoing issues in relation to the achievements of activities? Does the annual plan for 2009/10 remain relevant and appropriate?
6. Research is a core component of the program design, to further identify how to support and further the potential of customary and community governance to contribute to a stable, peaceful and lively national life. However, it's also noted that presentation of the research findings in Vanuatu, in a variety of formats, is crucial. Has presentation met these aims, and have collaboration with the Vanuatu Cultural Centre, University of South Pacific, and Melanesian Institute of Philosophy and Technology (Pentecost) been successful?

Key Documents

The following are key documents for the Review:

- The Program Design Document - March 2009;
- Malvatumauri Business Plan 2010-2012 – September 2009
- Malvatumauri Proposed Structure - September 2009
- Malvatumauri Strategic Plan 2009-2012 – September 2009
- National Council of Chiefs Act No. 23 of 2006
- 2010 Year 1 Implementation Plan – April 2010
- Annex 6 - Implementation Schedule October 2009 to March 2013.doc – October 2010

- Sample Storian Program for a) governance b) conflict resolution c) community development
- 2010 Annual Report – January 2010
- Year 2 Annual Plan – January 2010
- Australia-Vanuatu Joint Cooperation Strategy 2005-2011;
- Demand for Better Governance thematic strategy
- Vanuatu Government’s Priorities and Action Agenda 2006-2011
- Funding Agreement 52750 with VMNCC
- Funding Agreement 52751 with ACPAS
- Aide Memoire: Review of The Chiefs Pilot Project, Vanuatu, 24-28 April, 2006
- Review of Interim Phase (Phase 2) – November 2007
- Evaluation of AusAID’s Engagement with Civil Society in Vanuatu – ODE September 2010
- Analysis of five cases of AusAID Engagement with Civil Society in Vanuatu, Papua New Guinea and the Philippines – ODE January 2011

Key Stakeholders to Consult With

To be added

Appendix B: Monitoring and Evaluation Plan: Vanuatu Churches Partnership Program: for discussion

Pamela Thomas

Introduction

This outline covers the monitoring and evaluation of two of three AusAID-supported programs - the Vanuatu Churches Partnership Program and the Vois Blong Yumi Media Strengthening Program. The evaluation of the Kastom Governance Program will be undertaken early in 2012. The results of all three programs are intended to inform and support strong planning for the future. They will also inform a Cluster Evaluation of AusAID's civil society engagement. The following monitoring and evaluation matrices incorporate the suggestions arising for a teleconference between the Cluster Evaluation Reference Group and the consultant.

Guiding principles

The suggested principles to drive the mid-term reviews include:

- Stakeholder agreement on the review processes and methodology.
- An iterative process of reflection, learning from experience and incorporating lessons into future planning.
- Participatory research approaches throughout.
- Social, gender and geographic inclusion - seeking the experience and opinions of all strata of society – national, provincial and village leadership; those implementing the program; and those utilising services in urban and rural communities, including the experience and opinions of those living in more remote, hard to reach communities giving consideration to women and young people.
- Consideration of different context – culture, power relations and the size, structure and situation of the organisations involved in the programs.
- Review results with stakeholders and feed back of final MTR.

Aim of the evaluations

The aim of the evaluations is:

To review what has been achieved, and why, and use the results to best plan for the future

The major objectives of the review are to:

1. Assess the achievements and any unintended changes in the management capacity, operation and governance of civil society and media programs and the reasons for the changes.
2. Identify improved, expanded or new development initiatives or services and their most significant impacts, both intended and unintended, on institutions, communities and individuals including women and young people.
3. Assess key program partnerships; the extent and nature of communication and collaboration between civil society organizations, civil society and government, civil society and individuals and participation in governance.
4. Review cross cutting issues (eg. gender, HIV/AIDS, youth, child protection, sustainability and disability).
5. Identify key options and aims for the future, based on lessons learned, and as envisioned by the different program partners.

Methodology

The reviews will focus on the achievements of the programs, reflection on the experience, and feeding back results into plans for the future. It will use a variety of research methods with data collected from a number of different sources in both urban and rural locations.

Methods include using primary and secondary sources; reviewing key planning, reporting and financial documents; workshops with key partners; small focus group discussions with different stakeholders and partners in urban and rural locations; interviews with key national and provincial government personnel; semi-structured interviews with those implementing the program activities at community level and with community members including chiefs, pastors, teachers, health workers, women and youth.

Where appropriate, on rural field visits we will collect information on both the VCPP and VBY programs, in particular on Radio Vanuatu coverage and transmission quality and reliability and sources of information on governance issues. Care will be taken to ensure that sources of information are clearly stated.

The data will be analysed using a theory of change model (see below) which draws out improvements in services, more connected communities, greater social inclusion, more informed and active citizens and more effective, accountable and transparent government. An important aspect of the methodology will be on-going validation of results with stakeholders and through a final workshop to feedback and discuss results. Results will be triangulated where appropriate to ensure their validity.

A set of key questions will guide most of the research. Many of the same questions will be asked of different respondents. This is shown on the following matrix. The way the questions are phrased will need to be adapted to the specific context and/or respondent. Together with the program monitoring and evaluation personnel and church coordinators more focused questions will be developed for assessing the role of partnerships and collaboration, for interviewing those delivering health, education, women's and youth services to ensure we can adequately consider the opinions and program experience of individuals in the community.

Drivers of Change methodology: Drivers of change is a theory of change that identifies the key pathways that can lead to successful and sustainable development. It is based on six major outcomes which reflect positive change and key opportunities for development. They are:

- better services and service delivery;
- less conflict between and within communities;
- more connected communities;
- greater social inclusion;
- more informed and active citizens; and
- more effective, accountable and transparent government.

The data collected from the three reviews will be analysed using this framework.

Draft Monitoring and Evaluation Matrix for AusAID's Churches Partnership Program - for discussion

<i>Objectives</i>	<i>Respondents</i>	<i>Methodology</i>	<i>The focus of assessment - Possible key questions</i>	<i>Location</i>	<i>Time frame</i>
Review relevant documents and develop draft M&E Plan	Consultant				
In country stakeholders input into M&E Plan Overview of VCPP	Cluster Evaluation Ref. Group, VCC and partners AusAID Program Managers	Teleconference Briefing	What is relevance or program to AusAID?	Canberra and Port Vila Port Vila	Nov. 11 Nov 14
Area 1: Strengthening governance, management and operations of VCC	VCC Management and staff GC and Partnership Group VCC Coordinator Secretariat Church coordinators and ANGO managers GOV and NGO reps, Church leaders in provincial offices and rural villages, provincial govt government personnel	Roundtable discussion and reflection Roundtable discussion Group discussion Individual interviews	<ul style="list-style-type: none"> • What are the most significant changes in VCC management, governance and operations and reasons for them? • What are the current roles and major activities of the VCC? What kind of joint church action?(please give examples) • What are the formal and informal linkages between the VCC and government, VCC and church leadership, VCC and AusAID and other organizations? • What support does the VCC provide to the program? • How does it link with the VCPP Secretariat? • What are the enabling factors? • What is not working so well and why? • What are the unintended consequences of the program? • What role is envisioned for the VCC in future? • What do you think the role of the VCC should be? 	Port Vila Port Vila Port Vila and Canberra Port Vila and rural Santo and Tanna	Tuesday Nov.15.
	.				

<i>Objectives</i>	<i>Respondents</i>	<i>Methodology</i>	<i>The focus of assessment - Possible key questions</i>	<i>Location</i>	<i>Time frame</i>
Area 2: Institutional strengthening of churches	<p>VCPP Program Coordinator</p> <p>VCPP Governing Council, Partnership group, Secretariat</p> <p>Church program coordinators</p>	<p>Interview</p> <p>Roundtable discussion</p> <p>Individual interviews</p>	<ul style="list-style-type: none"> • What positive and negative changes have occurred in church management, planning, reporting and governance and how did they come about? (case studies please) • Are the positive changes sustainable? • What skills have been learned and how are they manifest? • What have been the enabling and constraining factors in strengthening church development activities? • How best can AusAid and GOV representatives be further involved in the program? • How do power relations positively and negatively influence program achievements? • Do your church leaders prepare you for key VCPP meetings and how often do you report back to them? • How are your church decisions made regarding VCPP activities? 	Port Vila	Tuesday Nov 15
	HQ and provincial managers of key church departments - health, education, finance , women's and youth activities	Individual interviews – or group, if feasible	<ul style="list-style-type: none"> • What changes has the VPP made to your skills and activities?(give examples please) • Are there additional benefits for church communities? • What would you like to see for the future? 	Port Vila, Santo and Tanna	

<i>Objectives</i>	<i>Respondents</i>	<i>Methodology</i>	<i>The focus of assessment - Possible key questions</i>	<i>Location</i>	<i>Time frame</i>
	Church leaders in rural communities	Individual interviews	<ul style="list-style-type: none"> • How has the CPP impacted on your work? • What do you think needs to be done in future to further improve the capacity of your church? 	Santo and Tanna	
Area 3: Expanding and improving development initiatives	Village level Church pastors, chiefs, women's and youth groups, school teachers and health workers	Individual interviews or where feasible group discussions with groups divided by gender where appropriate	<ul style="list-style-type: none"> • What are the most important difference the CPP has made to your church-related and development activities and what role did VCPP have in these achievements? • What have you heard about your rights as citizens of Vanuatu, about the rights of women and children or about HIV/AIDS or disability? • Where and how did you hear about these things? • Have you discussed these issues with others? • Who did you discuss them with? • What role do you feel that women have in the community? • What kinds of participation in the church and development activities do women and young people have? • What is the relationships between the church and the chiefs? 	Rural villages in Santo and Tanna	

<i>Objectives</i>	<i>Respondents</i>	<i>Methodology</i>	<i>The focus of assessment - Possible key questions</i>	<i>Location</i>	<i>Time frame</i>
Area 4: Partnerships and collaborative church activities	VCC, GC, VCPP Partnership Group, Secretariat Church education, health and women and youth program managers	Group discussion Individual or group discussion where appropriate	<ul style="list-style-type: none"> • What are the most significant collaborative church activities? • How best can these be further developed? • How well does the relationship between the ANGOs and church program coordinators work? • What are the key program partnerships and collaborations and how effective are they in terms of two way communication? 	Port Vila, Provincial and rural Santo and Tanna	
		Individual or group discussion Individual discussion	<ul style="list-style-type: none"> • What are the major communication systems or channels used between the VCC, Secretariat, AusAID, program coordinators and church management? • How do you communicate program information and learnings to your church management and members and how often do you do this? • How can communication channels within the program and between the program and other organizations be improved? 		
	AusAID and GoV counterparts	Individual discussion	<ul style="list-style-type: none"> • What are the major communication channels used between the VCC, Secretariat, AusAID, GOV and other stakeholders? • What are the enabling and constraining factors to effective collaboration? • What are the linkages between this program and AusAID Health and Education support? 		

<i>Objectives</i>	<i>Respondents</i>	<i>Methodology</i>	<i>The focus of assessment - Possible key questions</i>	<i>Location</i>	<i>Time frame</i>
Cross cutting issues	VCC, GC, Partnership Group, Secretariat and key NGO and GOV partners Village level pastors, chiefs, women, youth, teachers, health workers	Group discussion Group discussion by gender where appropriate	<ul style="list-style-type: none"> • How does the CPP help empower women and young people? (give examples) • How are children's rights incorporated within the program? • What activities in the CPP relate to HIV/AIDS, gender, child protection or disability? • How best can the benefits and activities supported by the program be expanded and sustained? <p>What do you think your church could be doing to encourage greater understanding and changes in a greater decision-making role for women; attitudes and action towards HIV/AIDS and those with disability; and protection of children?</p>	Port Vila	
Review of results	All key stakeholders	Workshop	To discuss results and the way forward		

Appendix C: Itinerary and People Met: Dr Pamela Thomas

Review Team: Dr Pamela Thomas, Cluster Evaluation Consultant, Australian National University

Accompanied by: Anna Naupa, Evaluation Manager, AusAID and/or Obed Timakata with support from Kylie Mullins

Date	Activity	Time	Venue	Contact details
Monday 1– 10 Nov 2011	Desk based review of key documents for the following programs at this stage (refer Cluster Evaluation ToR): Media Program – Vois Blong Yumi Vanuatu Church Partnership Program		Post to email key documents for Media Program and Vanuatu Church Partnership Program as listed within the Cluster Evaluation ToR.	Ph: 612 6125 8257 Fax: 612 6125 2977 Mobile: 0412945655 Email: Pamela.thomas@anu.edu.au thomasdev@yahoo.com
Sunday 13 Nov 2011	Arrive Port Vila, NF11/QF375	3.10PM Sydney	Airport transfer by taxi or hotel arrangements to accommodation.	Ph: 612 6125 8257 Fax: 612 6125 2977 Mobile: 0412945655 Email: Pamela.thomas@anu.edu.au thomasdev@yahoo.com
Monday 14 Nov 2011	Briefing with: <ul style="list-style-type: none"> • Katherine Ruiz-Avila (AusAID Counsellor) • David Momcilovic (First Secretary), • Anna Naupa (Senior Program Manager) • Kylie Mullins (Assistant Program Manager), • Obed Timakata (Program Manager). 	8.30 – 9.30AM	Venue: AusAID Counsellor's Office	Ph: +678 22777 ext 176 Mobile: Email: Elena.haines@ausaid.gov.au

Date	Activity	Time	Venue	Contact details
	Evaluation team briefing to discuss program, logistics SPM, PM, APM, Pam	9.30 – 10.00AM	Venue: Anna's office	
	Meet with Anna Naupa to talk through Media Program – Vois Blong Yumi.	10.00 – 11.30AM	Venue: AusAID Conference Room	Ph: +678 22777 ext 133 Mobile: 7753507 Email: Anna.Naupa@ausaid.gov.au
	Working Lunch – Team Namele <ul style="list-style-type: none"> • David Momcilovic (First Secretary), • Helen Corrigan (Senior Program Manager Law and Justice) • Anna Naupa (Senior Program Manager Land, Governance and Gender) • Kylie Mullins (Assistant Program Manager Governance), • Obed Timakata (Program Manager Community Partnerships) 	12.00 – 1.00PM	Venue: Baywatch Discuss civil society and media program challenges, common areas and cross cutting issues – child protection, gender.	
	Meet with Obed Timakata to talk through Churches Program – Program Management challenges.	1.15PM – 4.00PM	Venue: AusAID Conference Room	Ph: +678 22777 ext 134 Mobile: +678 7746396 Email: obed.timakata@ausaid.gov.au
Tuesday 15 Nov 2011	Meet with <ul style="list-style-type: none"> • Elder William Haling, Vanuatu Church Partnership Program Coordinator 	8.00-9.00AM	Venue: Vanuatu Christian Council Office	Ph: 27300 or 27303 Mobile: 7755418 Email: whalling.vcpp@gmail.com

Date	Activity	Time	Venue	Contact details
	<ul style="list-style-type: none"> • Luke Johnston, National Council of Churches Australia Coordinator; • David Momcilovic, First Secretary AusAID • Obed Timakata 	9.15-10.15AM	Venue: Vanuatu Christian Council Office	Ph: 27300 or 27303 Mobile: 7744917 Email: ljohnston@ncca.org.au
	<p>Roundtable discussion with Meet with Vanuatu Church Leaders::</p> <ul style="list-style-type: none"> • Pastor Kalsakau, Clerk Presbyterian Church, • Elder Meto Nganga, Chair of the Vanuatu Church Partnership Program, • Pastor Obas Jimmy, Assemblies of God • Eileen Boe, Apostolic Church Representative 	10.30 – 12.30PM	Venue: ADRA conference room	Ph: 27300 or 27303 Mobile: 7755418 Email: whalling.vcpp@gmail.com
	<p>Meet with:</p> <ul style="list-style-type: none"> • Mr David Cram, Director ADRA <p>Field visit: Literacy training middle bush Efate Maumau community</p>	1.30 – 4.00PM	Venue: ADRA main Office, Seventh Day Adventist Church Mission Head Office.	Ph: 22157 (SDA main office) Ph: C/o +612 9489 5488 Mobile: C/o 0410 312634 Email: C/o MBrown@adra.org.au
Wednesday 16 Nov 2011	<p>Meet with:</p> <ul style="list-style-type: none"> • Fred Vurubaravu, General Manager, VBTC • Christian Bihu, Chairman of Board, VBTC 	8.00 – 9.30AM	Venue: Vanuatu Broadcasting and Television Corporation	Francis Herman Ph: 26350 Mobile: +678 7740921 Email: fherman_voisblongyumi@vanuatu.com.vu
	<p>Focus group discussion with Voice Blong Yumi team Leaders:</p> <ul style="list-style-type: none"> • Warren Robert, Technical Services, Radio Vanuatu, Joe Harry, Corporate 	9.30AM - 12.00PM	Venue: Vanuatu Broadcasting and Television Corporation	

Date	Activity	Time	Venue	Contact details
	<ul style="list-style-type: none"> Services, Elizabeth Graham, Programming Ellencor Taurakoto, Commercial 			
	Lunch Meeting with; <ul style="list-style-type: none"> Allan Kalfabun, Vois Blong Yumi Commercial Adviser 	12.00-1.30PM		Allan Kalfabun Ph: 26350 Mobile: +678 7740921 Email: voisblongyumi@vanuatu.com.vu
	Meet with Prime Minister's Office: <ul style="list-style-type: none"> Gregoire Nimbtik, Director, DSPACC Clarence Marae, PM's PRO Jean Francois Metmetsan, Media Analyst 	2.00 – 3.00PM	Prime Minister's Office	Ph: 23150 Mobile: Email: 'gnimbtik@vanuatu.gov.vu'; 'jnaviti@vanuatu.gov.vu'
	Media stakeholders discussion: <ul style="list-style-type: none"> Evelyn Toa, Media Association of Vanuatu Moses Stevens PINA President Bob Makin Charlie, Journalism Course Coordinator 	3.30 – 5.30PM	AusAID Conference Room	Cathy Nunn & Evelyne Toa Email. Cat.nunn@gmail.com
Thursday 17 Nov 2011	Breakfast meeting: linkages between AusAID's bilateral and regional media assistance: <ul style="list-style-type: none"> Gnari Michael, AusAID, Canberra Domenic Friguglietti, Program Manager, ABC 	8:00 – 9:30 AM	Venue: Au Peche Mignon	
	Follow-up meetings with VBTC staff: <ul style="list-style-type: none"> Elizabeth Graham, Team Leader, Programs Warren Robert, Team Leader, Technical 	10.00-12:30 AM		

Date	Activity	Time	Venue	Contact details
	Feedback on Vois Blong Yumi: <ul style="list-style-type: none"> Michael Taurakoto, Director, Wan Smolbag Theatre, Youth Representatives, TVBC Program Management Committee 	1.00 – 2.00PM	Venue: Nutrition Centre, WSB	Michael Taurakoto Ph: 27119
	Meeting with: <ul style="list-style-type: none"> Dorosdae Kenneth, Department of Women's Affairs and Women's Representative on TVBC Program Management Committee Jenny Ligo, ex Vanuatu National Women's Organisation 	2.15 – 3.45 PM	Venue: DWA Conference Room	Dorosday Kenneth (tbc) /Jenny Ligo (confirmed) Te: 25099
	Revise schedule for Santo	4.00 – 4.30PM		
Friday 18 Nov 2011	Fly to Santo for consultations	7.30 – 8.20AM	Flight NF210 ATR	
	Visit VBTC Studio 5 North and proposed studio site for refurbishment under VBY <ul style="list-style-type: none"> James Moli, Station Manager Tony? ,Marketing I 	8.15 – 9.30AM	Venue: Studio 5 North, Luganville, Santo	James Moli
	Visit Wan Smolbag Youth Centre and Clinic. Roundtable discussion on their provincial radio programs with: <ul style="list-style-type: none"> Marie Michel, Nurse 	10:45 – 11:15 am	Luganville	

Date	Activity	Time	Venue	Contact details
	<ul style="list-style-type: none"> Rossi, Peer Educator Judith Project Coordinator Mattie, Volunteer 			
	Meeting with: <ul style="list-style-type: none"> Annie Philemon, Director, Sanma Counselling Centre re radio programming 	11:30 – 12:30pm	Airport Café (Anna to fly out on 12.10pm flight)	Annie Philemon Ph: 36157 Mob: 5957664
	Meet with Vanuatu Agriculture College on provincial agricultural radio programs: <ul style="list-style-type: none"> Jonas Mosavich, Lecturer 	1.15 – 2.00PM	Chapuis No. 2	A/g Director, Clara Simon Ph: 36606
	Individual discussions with Church of Christ and Anglican Church Leaders and Program Coordinators: <ul style="list-style-type: none"> Pastor Samuel Vusi, President of the Church of Christ, Vanuatu Pastor Sila Vatu, National Secretary, Local Assembly, Apostolic Church Leviah Apunga, financial Controller, Anglican Church Joses Togase, Program Coordinator, Anglican Church 	3.00 – 5.30pm	Venue: Anglican Church of Melanesia main office	Mobile: 7106525 Email: cpp@com.vu Ph: Mobile: Email: vusisamue2010@gmail.com
Saturday 19 Nov 2011	Travel to Big Bay Bush with Joses Togase, Anglican Program Coordinator, Elder William and Obed Timakata to visit safe water project sites located within three Anglican Church of Melanesia managed schools and health centres.	7-10.0am	Travel by land	
	Visit Navele Secondary School and have discussion with: <ul style="list-style-type: none"> Dicki Lehi, Principal and French teacher Maria Lehi, social science teacher 	10-12.00	Venue: Anglican Church of Melanesia managed primary and secondary schools	Ph: +678 36477 Mobile: 7106524 Email:

Date	Activity	Time	Venue	Contact details
	<ul style="list-style-type: none"> Elsie Palma, English teacher and librarian Stanley Bule, mathematics Samuel Jimmy, science 			
	Visit Anglican Health Centre, Navele and have meetings with: <ul style="list-style-type: none"> Suzanne Wokeke, Community Health Worker Manuel Wokeke, Register Nurse Likol Ravupai, Nurse aid 	12.30-1.00	Venue: Anglican Health Centre, Navele	
	Visit St Paul's Kindergarten and Primary School, Nawelala and speak to: <ul style="list-style-type: none"> Steven Garae, Deputy Headmaster Kathlin Baro, Teacher 	1.00-2.30	Venue: St Paul's Kindergarten and Primary School	
	Travel by land to Sara, East Santo to visit Anglican Aid Post, Agricultural Training Centre, Lorivelko	2.40-3.30	Venue: Lorivelko Community	
	Visit Lorivelko Agricultural Training Centre and aid post and interview: <ul style="list-style-type: none"> Father Charles Aru, Community Leader Father Rex, Primary School Headmaster Lales Mulovo, Registered Nurse 	3.30-4.30		
	Travel from South Santo/East Santo to Luganville	4.30-5.30	Travel by land	
	Follow-up meeting with: <ul style="list-style-type: none"> Joses Togase, Program Coordinator, Anglican Church 	5.30-7.00		

Date	Activity	Time	Venue	Contact details
Sunday 20 Nov 2011	Fly back to Vila on the morning flight	8.55- 9.45AM	NF211 ATR	
Monday 21 Nov 2011	Roundtable discussion with Vanuatu Church Coordinators after their joint training on M&E on Ambae. <ul style="list-style-type: none"> • Joe Sel, Presbyterian Church • Raynold Tonny, Assemblies of God • Eileen Boe, Apostolic Church of Vanuatu • David Cram, ADRA 	8 .00– 12.00AM	Venue: ADRA conference room	Through Joe Sel: 5375268 and Elder William Haling Ph: 27300 or 27303 Mobile: 7755418 Email: whalling.vcpp@gmail.com
	Follow-up meeting with: <ul style="list-style-type: none"> • Allan Kalfabun, VBTC commercial adviser 	12.00 – 1.00PM		
	Roundtable discussion with Church Health and Education Directors: <ul style="list-style-type: none"> • Rennie Ngwele, Director, Health, SDA • Simon Luke, Director, Education, SDA • Joses Seth, Deputy Director, Education, SDA • Elder Johnny Albert, Presbyterian Church 	1.30 – 4.00 PM	Venue: ADRA	Simon Luke, Rennie Ngwele, Elder Johnny Albert: Presbyterian: 27814 Ph: Mobile: Email:
Tuesday 22 Nov 2011	Meeting with: <ul style="list-style-type: none"> • Pastor Shem, General Secretary, VCC 	8.30-10.00	Venue: Vanuatu Christian Council	

Date	Activity	Time	Venue	Contact details
	Discussion with: <ul style="list-style-type: none"> Ruth Dovo., Vanuatu Christian Council Gender Desk, Pastor Dorolyn Laloyer, SDA, "Stop it now" Ending Violence campaign 	10.00 – 12.00AM	Venue: Vanuatu Christian Council Conference Room	Ph: 27300 Mobile:
	Lunch	12.00-1.00PM		
	Meeting with: <ul style="list-style-type: none"> George Tabi, Vanuatu Christian Council Youth Desk 	1.30-2.30PM	Venue: Vanuatu Christian Council Conference Room	Ph: 27300 Mobile:
	Roundtable discussion with Presbyterian church leaders: Pastor Kalsakau, CEO, Presbyterian Church Meto Ngana, Finance Secretary; Johnny Albert, Education director Richard Tatwin, Manager, Eye care Centre Visit Eyecare Centre	2.45-4.30	Venue: Presbyterian Church Conference Room	
Wednesday 23 Nov 2011	Travel to Tanna for the day for provincial consultations re: provincial radio and VCPP outreach work	7.00-8.00AM	Flight No NF240	
	Visit Tafea Provincial Community Radio (CREST FM) Meet with: <ul style="list-style-type: none"> David Kiel Jr, Manager 	8.30 – 9.30AM	Venue: CREST Radio Tafea Provincial Head Quarters	

Date	Activity	Time	Venue	Contact details
	Meet with: <ul style="list-style-type: none"> Katie Napuat, Provincial Council Secretary General 	9.45-10.15	Tafea Provincial Council Building	
	Visit AOG Health Clinic, Yeba, Middle Bush, Tanna. Aid Post refurbished as a health centre with maternity facility. Met with: <ul style="list-style-type: none"> Pastor Johnny Lava, Head of AOG in Tanna Matt Malau, Aid Post Orderlie Benjamin Aki (Eki?) Chairman of Yeba community, 	11.00 – 12.00PM	Venue: AOG Health Clinic (Yeba, Middle Bush)	Ph:(5904568 – AOG Coordinator) Ph: Mobile: 5369843 Email:
	Visit Lanakel Hospital to speak with Korvan trained community Health Workers (funded by Presbyterian Church) now doing practical work at hospital under supervision of Joe ?, <ul style="list-style-type: none"> Seimata Tavo, Community Nurse 	12.30-1.30	<ul style="list-style-type: none"> Lenakel Hospital 	
	Visit Presbyterian Southern Island Presbytery, Tanna. Discuss program with: <ul style="list-style-type: none"> Joe Sel, Program Coordinator, South Tanna Coordinator for CPP, Elder Vallette Nako Wilson Kailo, Finance officer 	3.00-4.00	Presbyterian Southern Island Presbytery and proposed site for Tafea Province Eye Care Centre.	
	Review team travel back to airport for return flight back	4.20 - 4.50	Travel to airport and check-in.	
Thursday 24 Nov 2011	AusAID Service Delivery Team: Discussion about engagement with churches with: <ul style="list-style-type: none"> Kendra Derausseau, SPM, Health 	8.30 – 9.15AM	Venue: AusAID Library	Ph: +678 22777 ext 158 Mobile: +678 7742571 Email: Kendra.derausseau

Date	Activity	Time	Venue	Contact details
	Discussion with: <ul style="list-style-type: none"> Olivia Williams, Team Leader News, VBTC 	9.30-10.30am	VBTC	Tel: 23615
	Follow-up discussion with: <ul style="list-style-type: none"> Joe Harry, Team Leader Corporate, VBTC – follow-up questions 	10.30-11.30 am	VBTC	
	Participate in Radio Talkback with Elizabeth Graham and Antoine Malsungai	12:15 – 1:30pm	VBTC	Tel: 23615
	Discussions on Aide Memoire with AusAID staff	3.00 – 4.00		
	Meeting with: <ul style="list-style-type: none"> Michael Copland, UNICEF consultant for Child Protection 	6.00-7.00PM		
Friday 25 Nov 2011	Aide Memoire Presentation to AusAID	11:00 – 12.00PM	Venue: AusAID Counsellor's Office, Ms Katherine Ruiz-Avila	Ph: 22777 ext 176 Mobile: Email: Elena.haines@ausaid.gov.au
	Meet with: <ul style="list-style-type: none"> Michael Francino, Public Finance Adviser regarding GoV plans for State Owned Enterprises 	3.00 – 4.00pm	AusAID	Mobile: 7744958
	Meeting with: <ul style="list-style-type: none"> Belynda McNaughton, AusAID Education Sector 	4.30-5.15		
Saturday 26 Nov 2011	Time available for follow-up meetings.			

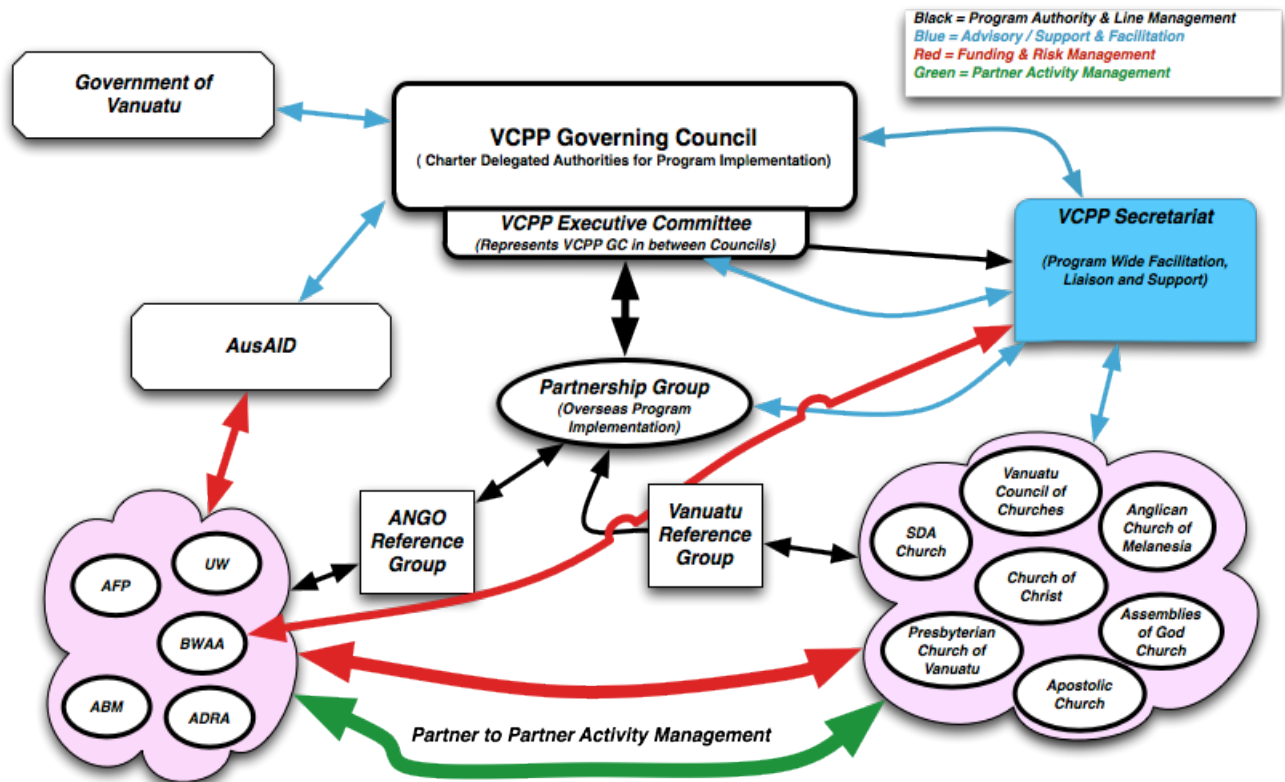
Date	Activity	Time	Venue	Contact details
Sunday 27 Nov 2011	Depart Port Vila, Bauerfield Airport on NF10/QF376 for Sydney	7.00AM	Check-in 5.00am	Air Vanuatu Airport Desk: After hours: +678 23868 or 26789 Office hours: +678 23848
Friday December 6	Telephone conversation with <ul style="list-style-type: none"> • Francis Herman, Former Team Leader, Voice Blong Yumi, now Director, PACMAS 	6.00-7.30pm	Canberra	
Monday December 5	Roundtable discussion with ANGO managers, Sydney <ul style="list-style-type: none"> • Dr Julianne Stewart, Australian Board of Missions • Luke Johnston, Act for Peace, NCCA • Bryan Cussen, Uniting World • Daniel Norris, Baptist World Aid • Matthew Brown, ADRA 	1.0 -5.0PM	ABM, Druitt Street, Sydney	
Wednesday December 14	Discussion with ABC International <ul style="list-style-type: none"> • Dominic Fugiglietti, Director, International Services • Rob Batten, VBY Program Manager • Emma Walker, Programs 	8.0-11.30AM	ABC, South Bank, Melbourne	

Appendix D: Suggested indicators for VCPP

Area	Suggested Indicators
Enhanced church involvement in improving governance	<ul style="list-style-type: none"> • Church, traditional and political leadership in VCPP communities considered by the community to be honest and reliable. • Improved accountability in church management at all levels • Knowledge of good governance among church congregations • School principals, traditional leaders, church pastors engaging in good governance practice
Strengthened Vanuatu Churches Institutional capacity	<ul style="list-style-type: none"> • Increased quality and reach of VCPP churches, VCC and secretariat service provision • Annual plans and reports of the churches, VCC and Secretariat are well prepared and indicate initiative and accountability • Increased participation in VCPP decision making • Reduced reliance on ANGO support
Improved service delivery by Churches to local communities	<ul style="list-style-type: none"> • Physical, behavioural and/or attitudinal changes in communities • Number of community members utilising new facilities/services • Positive impacts on health, education, livelihoods, governance
Increased levels of collaboration between churches participating in VCPP	<ul style="list-style-type: none"> • Number of joint activities planned, funded and reported on • Number of joint activities discussion minuted in Partnership Group meetings

Appendix E: Organogram of VCPP management and relational structure

A Non-Hierarchical Organogram of the VCPP Structures and Relationships



Appendix F: References

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