

# MAPPING AUSAID'S ENGAGEMENT WITH CIVIL SOCIETY IN THE PAPUA NEW GUINEA COUNTRY PROGRAM

A SNAPSHOT OF FINANCIAL YEAR 2007-2008

JULY 2010

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Published by the Australian Agency for International Development (AusAID), Canberra, July 2010.

This document is online at [www.ode.ausaid.gov.au/publications](http://www.ode.ausaid.gov.au/publications)

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# CONTENTS

Acronyms	4
Executive Summary	5
Introduction	7
Purpose	7
Method	7
Limitations	8
<b>Characteristics of AusAID's Engagement with Civil Society</b>	<b>9</b>
Alignment with the country program strategy	9
Expenditure on civil society	10
Characteristics of PNG civil society organisations with direct funding	11
Intermediaries for engaging with civil society in PNG	11
Modalities for engaging with civil society	14
Promoting gender equality	14
Engaging with civil society through volunteers	15
<b>Elements of Donor Good Practice</b>	<b>17</b>
AusAID current good practice in the PNG program	17
Good practice for consideration in the PNG program	18
<b>Appendixes</b>	
Appendix A: Descriptions of engaging with civil society	20
Appendix B: Initiative characteristics	24
Appendix C: Engaging with civil society through regional and global programs	25

## ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
ANCP	AusAID-NGO Cooperation Program
AusAID	Australian Agency for International Development
HIV	Human Immunodeficiency Virus
NGO	Non-Government Organisation
PNG	Papua New Guinea

## EXECUTIVE SUMMARY

This mapping exercise characterises and quantifies AusAID's engagement with civil society in Papua New Guinea (PNG) during the 2007/08 financial year. It contributes to the Office of Development Effectiveness's evaluation of AusAID's civil society engagement, providing a basis for understanding the nature of AusAID's engagement with civil society in PNG.

AusAID's engagement with civil society in 2007/08 broadly contributed towards achievement of the *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010* (the strategy current for the period covered by this mapping exercise), which focused on partnership with the PNG Government but emphasises the importance of working with non-state actors to improve the efficiency of development programs. The Democratic Governance Program and the PNG-Australia HIV and AIDS Program were major parts of the PNG country program working with civil society organisations. Specific analysis on the nature of civil society in PNG conducted during this period supported an evidence-based approach to working with civil society.

Total AusAID country program expenditure in PNG for 2007/08 was \$346.8 million. Of this funding, 26 per cent of the total expenditure was on 15 initiatives engaging with civil society, either directly with PNG civil society organisations or through intermediaries (such as development contractors or international non-government organisations).

- > Two per cent of the total expenditure was through direct financial agreements with PNG civil society organisations, as part of initiatives involving other organisations (totalling \$7.3 million);
- > Twenty-four per cent of the total expenditure was to intermediary organisations that were funded to engage with PNG civil society organisations as a primary part of the initiative (totalling \$84.7 million).

In addition, AusAID contributed \$1.8 million to AusAID-NGO Cooperation Program projects that were implemented in PNG.

There was a range of reasons for engaging with civil society. The PNG country program supported HIV and AIDS service delivery by civil society organisations, the promotion of democratic governance. Other engagement with civil society contributed to basic education, anti-corruption activities, the law and justice sector, volunteers support, a research program, and the PNG incentive fund.

There were thirteen PNG civil society organisations which received direct funding from AusAID in 2007/08. Direct funding to PNG civil society organisations accounted for eight per cent of total expenditure on initiatives with substantial civil society engagement. The major recipients of funding were the International Education Agency (\$2.2 million), Anglicare StopAIDS (\$1.7 million), and the National Catholic AIDS Office (\$1.4 million).

It was more common for AusAID to engage with civil society through intermediaries than to directly engage with civil society organisations. AusAID funded a range of different organisations to implement an initiative, who engaged with civil society as part of that implementation. Civil society engagement through intermediaries accounted for over 90 per cent of expenditure on initiatives with substantial civil society engagement.

AusAID's intermediaries for its work with civil society were primarily private companies or consultants (19 organisations), international non-government organisations (11 organisations) and faith based organisations (six organisations). Intermediaries also include two Government of Australia agencies, two Government of PNG agencies, an Australian research institution and a multi-lateral organisation. Two-thirds of the funding to these intermediaries in 2007/08 went to three private organisations, each managing multiple initiatives: Cardno Acil, Coffey International, and JTA International.

A number of the initiatives involving intermediaries showed elements of good practice as they involved engaging with civil society in the framework of a larger program approach. Nine initiatives had objectives that aimed to strengthen the national response in the health, education, law & justice, sports and HIV sectors. There was one initiative, the Churches Partnership Program, which involved a partnership approach.

The aid modality (the way AusAID channelled support) for all initiatives with substantial civil society engagement was project funding. There was one case of core funding identified, to Igat Hope.

With some exceptions, (e.g. the ANCP Freedom from Family & Sexual Violence project), gender sensitivity was lacking from the majority of initiatives considered.

In addition to the initiatives considered, AusAID strengthened civil society through volunteer programs. Eighty-one volunteers to PNG were funded in 2007/08 by the Australia Government Volunteer Program. Nearly 50 per cent of these volunteer assignments were hosted by civil society organisations.

Areas for improving engaging with civil society that the PNG program might consider include exploring the potential to engage with a more diverse range of PNG civil society, exploring whether there are more organisations that might benefit from core funding (with due consideration of the risks), exploring the potential of partnership with significant civil society organisations to scale-up, gain leverage and reinforce each other's goals, and promoting greater harmonisation among donors working with civil society.

## INTRODUCTION

### Purpose

This mapping exercise characterises and quantifies AusAID's engagement with civil society in Papua New Guinea (PNG) during the 2007/08 financial year. It contributes to the Office of Development Effectiveness's evaluation of AusAID's civil society engagement,<sup>1</sup> providing a basis for understanding the nature of AusAID's engagement with civil society in PNG.

This report is complemented by case studies of the Churches Partnership Program and the PNG-Australia HIV and AIDS Program, and an evaluation of the PNG program's approach to civil society engagement.

### Method

The exercise identified 15 PNG program initiatives that involved civil society as a primary objective. In addition, 22 projects in PNG funded under the AusAID NGO Cooperation Program (ANCP) involved civil society.

Key informants from the country program identified which initiatives included civil society engagement. Documents were sourced, reviewed and summarised into individual summary tables, and the initiatives were further filtered into those with a primary civil society engagement component and those with only minor civil society engagement. Initiatives with minor civil society engagement were excluded from the scope. The summary tables were verified by the PNG program activity managers, where available, and provide the basis for the analysis presented in this report.

The primary data collection, analysis and drafting of the report were conducted by the Effective Development Group between June and August 2009. Further data analysis and finalisation of the report was conducted by the Office of Development Effectiveness between April and July 2010.

For the purpose of the mapping exercise this report looks at the reasons for donor engagement with civil society as falling under three main categories:

- > 'to strengthen civil society' by building the internal capacity of civil society and the environment in which it operates;
- > 'to deliver services', civil society being an active part of development programs which pursue public good; and
- > to 'increase voice and accountability' by promoting citizen participation with civil society seen as an essential component of an accountable and effective governance system.

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<sup>1</sup> For purpose and scope of review refer to *AusAID's Engagement with Civil Society: Evaluation Plan*, which is available at <http://www.ode.usaid.gov.au/publications/evaluations.html>

## Limitations

The following caveats are made:

- > The report is based on the information available, with some initiatives having limited documentation for consideration.
- > Due to limited information, the mapping exercise did not include scholarship programs, core funding to multilateral organisations, humanitarian assistance or volunteer programs, although a short commentary is made on the latter.
- > The mapping exercise could not determine how much expenditure on regional programs or global programs involved civil society engagement, with the exception of ANCP.
- > The mapping exercise has endeavoured to consider all initiatives which engaged with civil society in PNG in 2007/08, however, it is recognised that given the desk based nature of the exercise some activities may have been overlooked.
- > Where an initiative includes both civil society engagement and other activities, it was not possible to determine the amount of expenditure within the initiative that went to civil society engagement.

## CHARACTERISTICS OF AUSAID'S ENGAGEMENT WITH CIVIL SOCIETY

### Alignment with the country program strategy

AusAID's engagement with civil society in 2007/08 broadly contributed towards achievement of the *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010*.<sup>2</sup>

The objective of the *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010* is 'to reduce poverty and promote sustainable development' in PNG. In line with the PNG Government's Medium Term Strategy and Medium Term Fiscal Framework the strategy has four pillars of focus:

- > Improved Governance and Nation Building
- > Sustainable Broad-Based Economic Growth and Increased Productivity
- > Improved Service Delivery and Stability
- > Strengthened, Coordinated and Effective Response to the HIV/AIDS Epidemic

The strategy states that although 'some elements of the aid program will be implemented in partnership with civil society organisations....Australia's key partner...is the PNG Government'.<sup>3</sup> Therefore the primary focus of the country program in 2007/08 was on strengthening existing state systems. The strategy reiterates the importance of partnerships with churches, community-based organisations, non-government organisations, private and informal sectors to 'reduce transaction costs and improve the efficiency of development programs'.<sup>4</sup>

During the time period under examination, analysis was being conducted on the nature of civil society in PNG to inform the development of the democratic governance program strategy.<sup>5</sup> The Democratic Governance program and the PNG-

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<sup>2</sup> The mapping exercise focused on the country strategy objectives current in 2007/08. It does not consider the later influence of the Partnership for Development between the Government of Australia and the Government of Papua New Guinea, signed in August 2008. The Partnership's priority development outcomes (at the time of signing) are: key national roads, ports and airports providing access to markets and services; significant, measurable progress towards the achievement of universal basic education; improved health outcomes; an efficient and effective public service; and development policy and policy formulation based on sound statistics and performance reporting. Strengthening civil society capacity to contribute to PNG's development is mentioned as a further priority outcome which may be included in the partnership in the future.

<sup>3</sup> *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010*, 2007:19.

<sup>4</sup> *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010*, 2007:19.

<sup>5</sup> A series of discussion papers developed between July and September 2007 explored the capacities and interests of PNG civil society organisations in democratic governance (Discussion Paper 1 – July 2007; customary social groups and a democratic governance approach in PNG (Discussion Paper 2 – August 2007); the responsiveness of PNG sub-national state agencies to democratic governance (Discussion Paper 3 – August 2007); the implications of the integrated policy of the Department for Community Development for AusAID's democratic governance approach (Discussion Paper 4 – August 2007); and the risks of promoting a bottom-up approach to democratic governance in PNG (Discussion Paper 5 – September 2007). This followed on from a scoping study for AusAID's work with civil society in 2005 (Leslie M. Fox et. al., *Civil Society Scoping Mission 15<sup>th</sup>-29 August 2005*, October 2005) and an assessment of AusAID's grant funding mechanisms to PNG civil society organisations

Australia HIV and AIDS Program both involved a major focus on civil society engagement.

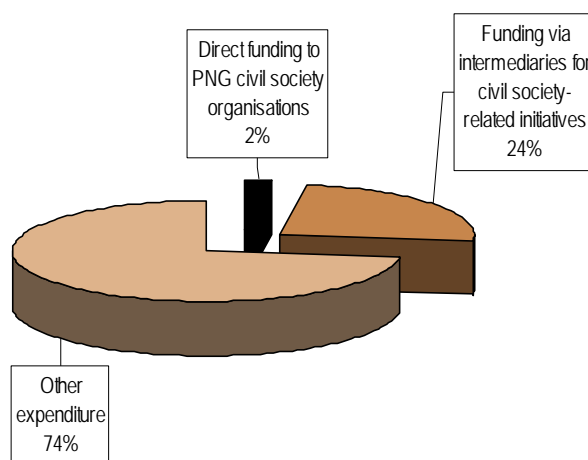
### Expenditure on civil society

Total AusAID country program expenditure in PNG for 2007/08 was \$346.8 million.<sup>6</sup>

Of this funding, 26 per cent of the total expenditure was on initiatives with major civil society engagement through PNG civil society organisations or intermediaries (such as development contractors or international NGOs).

- > Two per cent of the total expenditure was through direct financial agreements with PNG civil society organisations, as part of initiatives involving other organisations (totalling \$7.3 million);
- > Twenty-four per cent of the total expenditure was to intermediary organisations that were funded to engage with PNG civil society organisations as a primary part of the initiative (totalling \$84.7 million).

Figure 1: AusAID Expenditure in PNG 2007/08



In addition, AusAID contributed \$1.8 million to ANCP projects that were implemented in PNG. On top of this amount, international NGOs contributed a further \$1.2 million to the ANCP projects.

Of the initiatives with substantial involvement of civil society, 41 per cent of total expenditure was on HIV and AIDS initiatives, and 41 per cent was on initiatives to promote democratic governance. The remaining expenditure was on initiatives related to basic education, anti-corruption activities, the law and justice sector, volunteers support, a research program, and the PNG incentive fund.

(Keith Tuckwell, *Analysis and Assessment of AusAID's Grant Funding Mechanisms to PNG Civil Society Organisations*, July 2006).

<sup>6</sup> AusAID country program expenditure includes bilateral and regional programs. It excludes global programs (such as scholarships, volunteers, ANCP) and expenditure by other government departments.

### Characteristics of PNG civil society organisations with direct funding

There were thirteen PNG civil society organisations which received direct funding from AusAID in 2007/08. All of these organisations have an urban base and all are formal entities. Direct funding to PNG civil society organisations accounted for eight per cent of total expenditure on initiatives with substantial civil society engagement.

**Table 1: Direct funding to PNG civil society organisations through the PNG country program**

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
The International Education Agency PNG	2,229,104.18	Service delivery
Anglicare StopAIDS PNG	1,710,286.11	Service delivery
The National Catholic AIDS Office	1,482,226.73	Service delivery
Consultative Implementation Monitoring Council*	607,340.46	Voice and accountability
PNG Sports Foundation	506,121.00	Service delivery
The Media Council of PNG	229,869.01	Voice and accountability
AT Projects	204,918.03	Service delivery
The Baptist Union PNG	112,751.27	Service delivery
Transparency International PNG	105,483.21	Voice and accountability
IGAT Hope	87,332.97	Strengthening civil society
Divine World University	51,852.91	Voice and accountability
Peace Foundation Melanesia	1,893.28	Strengthening civil society
PNG Business Coalition on HIV/AIDS	0 <sup>7</sup>	Service delivery
<b>Total</b>	<b>7,329,179.16</b>	

\*funded for multiple initiatives

The funding amounts for some of the PNG civil society organisations were substantial, with \$2.2 million for the International Education Agency PNG in 2007/08. The funding amounts for Anglicare StopAIDS and the National Catholic AIDS office were over \$1 million each. Funding amounts for the other organisations were smaller, ranging from just over \$600,000 for the Consultative Implementation and Monitoring Council to less than \$2,000 for the Peace Foundation Melanesia.

### Intermediaries for engaging with civil society in PNG

It is more common for AusAID to engage with civil society through intermediaries than to directly engage with civil society organisations. AusAID funded a range of different organisations to implement an initiative, who engaged with civil society as part of that implementation. Civil society engagement through intermediaries accounted for over 90 per cent of expenditure on initiatives with substantial civil society engagement.

AusAID's intermediaries for civil society engagement were primarily private companies or consultants (19 organisations), international NGOs (11 organisations)

<sup>7</sup> The PNG Business Coalition on HIV/AIDS was funded for an aid activity over the period covered by this mapping exercise; however the payment was not made in 2007/08 financial year.

and faith based organisations (six organisations). Intermediaries also include two Government of Australia agencies, two Government of PNG agencies, an Australian research institution and a multi-lateral organisation.

Fifteen initiatives involved funding to intermediaries for civil society engagement, including six initiatives that included co-funding to PNG civil society organisations.

Two-thirds of the funding to these intermediaries in 2007/08 went to three private organisations, each managing multiple initiatives: Cardno Acil, Coffey International, and JTA International.

**Table 2: Funding to intermediaries through the PNG country program**

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
Cardno Acil*	22,664,119.64	Voice and accountability; Service delivery
Coffey International*	18,421,566.89	Strengthening civil society; Voice and accountability; Service delivery
JTA International*	13,903,781.72	Service delivery
Australian Broadcasting Corporation	4,669,821.09	Voice and accountability
MacFarlane Burnet Institute for Medical Research & Public Health*	3,377,194.00	Service delivery
Clinton Foundation	3,115,668.00	Service delivery
Save the Children Fund*	2,575,972.48	Service delivery
Caritas Australia*	1,766,129.80	Service delivery
Anglican Board of Mission*	1,699,525.00	Service delivery
Family Health International	1,631,169.29	Service delivery
AusAID* <sup>8</sup>	1,503,358.00	Strengthening civil society; Voice and accountability; Service delivery
Australian Baptist World Aid	1,022,133.00	Service delivery
Australian Lutheran World Service	1,000,000.00	Service delivery
Adventist Development Relief Agency	866,900.00	Service delivery
Uniting Church Overseas Aid	750,000.00	Service delivery
PNG Institute of Medical Research	727,234.00	Service delivery
Salvation Army	709,077.00	Service delivery
Sexual Health and Family Planning Australia	654,620.00	Service delivery
CUSO - Voluntary Service Overseas	556,437.93	Service delivery
Asian Development Bank	520,000.00	Service delivery
World Vision*	489,348.52	Voice and accountability; Service delivery
CARE Australia*	398,390.50	Voice and accountability; Service delivery
Private consultants (x7) (e.g. technical advisors)	451,187.58	Strengthening civil society; Voice and accountability; Service delivery
Praxis Consultants*	173,148.39	Strengthening civil society; Strengthening civil society;
URS Australia	165,000.00	Service delivery
Stantons International*	125,943.17	Strengthening civil society; Voice and accountability
Scarlett Alliance	100,000.00	Service delivery

<sup>8</sup> Includes direct payments for administrative and communication costs, monitoring and evaluation costs, etc.

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
PNG National Sports Institute	80,427.18	Service delivery
PVM Advertising	77,621.86	Strengthening civil society;
National Association of People living with HIV/AIDS	76,364.00	Service delivery
Australian Business Volunteers	75,989.21	Strengthening civil society;
Into Goldsmit	72,194.40	Strengthening civil society;
Universal Financial Management Solutions	62,222.00	Voice and accountability
GRM International*	62,797.94	Voice and accountability; Service delivery
Australian Sports Commission	14,744.45	Service delivery
Effective Development Group	9,942.33	Strengthening civil society;
<b>Total</b>	<b>84,704,369.49</b>	

\*funding for multiple initiatives

Twenty-two initiatives involving civil society engagement were part of ANCP, where International NGOs were funded by AusAID (and contributed their own funding) to partner with PNG civil society organisations.

**Table 3: Funding to ANCP organisations**

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
ChildFund Australia*	216,502.00	Service Delivery
Uniting Church Overseas Aid	169,000.00	Service Delivery
CARE Australia	161,374.00	Strengthening civil society
Australian Red Cross	140,227.52	Service Delivery
Adventist Development Relief Agency	115,130.00	Strengthening civil society; Service Delivery
Save the Children Australia	72,885.00	Service Delivery
MacFarlane Burnet Institute for Medical Research & Public Health	72,500.00	Service Delivery
Australian Conservation Foundation*	47,393.00	Strengthening civil society
Marist Mission Centre	37,377.00	Service Delivery
Sexual Health and Family Planning Australia*	20,000.00	Service Delivery
International Women's Development Agency	14,667.00	Service Delivery
World Vision Australia*	512,696	Service Delivery
World Wildlife Fund Australia	213,836	Service Delivery
<b>Total</b>	<b>1,793,587.52</b>	

Where funding for civil society engagement was through intermediaries there was a range of reasons for engagement. The primary reason for civil society engagement was service delivery, accounting for five country program initiatives and nineteen ANCP projects. Three country program initiatives and three ANCP projects focused on strengthening civil society. The remaining seven country program initiatives were focused on strengthening voice and accountability.

A number of the initiatives involving intermediaries showed elements of good engagement practice as they involved engaging with civil society in the framework of a larger program approach. Nine initiatives had objectives that aimed to strengthen

the national response in the health, education, law & justice, sports and HIV sectors. There was one initiative, the Churches Partnership Program, which involved a partnership approach.

### Modalities for engaging with civil society

The aid modality (the way AusAID channelled support) for all initiatives with substantial civil society engagement was project funding.

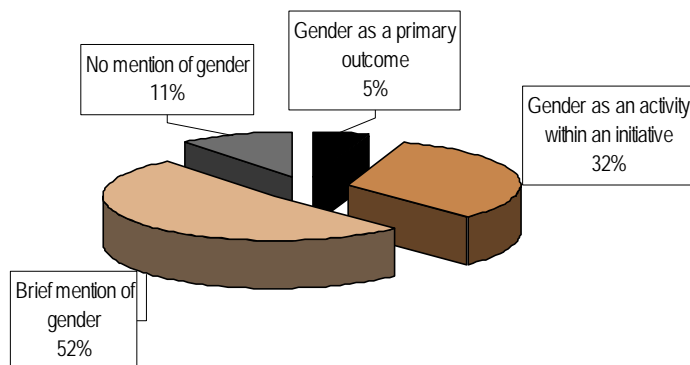
There was one case of core funding identified, to Igat Hope. Funding to Igat Hope was one part of the PNG-Australia HIV and AIDS Program, which involved good practice in terms of engaging with civil society as part of a larger program approach to support the national HIV response.

### Promoting gender equality

The mapping exercise considered the extent to which AusAID's engagement with civil society is gender sensitive.<sup>9</sup>

Overall, gender sensitivity, including gender based indicators in initiative designs, was lacking from the majority of initiatives considered.

Figure 2: Extent to which initiatives promote gender equality



Out of the initiatives considered only two ANCP projects had gender outcomes as primary objectives.

- > The Freedom from Family & Sexual Violence saw the International Women's Development Agency working together with Eastern Highlands Family Voice to provide counselling and referral services for women who are victims of domestic violence, child abuse and neglect. They advocate preventing violence and abuse against women and children through raising awareness on the Convention on the Rights of the Child, the Convention on the Elimination of Discrimination Against Women, and how women can access and use the PNG legal system.

<sup>9</sup> Gender Sensitivity taken as consideration of the impact of the initiative on males and females and the relationships between them as well as the extent to which gender equity is promoted.

- > Sexual Health & Family Planning Australia worked together with Help Resources on a Men & Boys Program to establish a network of male trainers throughout three districts in East Sepik who promote positive behaviours and attitudes in men.

There were seven country program initiatives and five ANCP projects which carried out gender sensitive activities.

- > The Basic Education Development Project had District Women Facilitators and their male colleagues carry out gender equity and HIV prevention training. As a result the project reported increased awareness of the importance of contribution of women to school improvement by provincial education officers; an increase in numbers of school facilities for female students and female enrolment; and increased representation of women in school community decision making.
- > The Law and Justice Sector Program initiated work to develop a gender strategy for the sector and provided gender training to key personnel in the sector. This has seen the establishment of separate witness rooms in court houses, trauma centres and eliminating the processing fees associated with hospital reports for the treatment of violence victims. The National Court has set a day aside per week to deal with cases relating to gender violence. Reports from the program stated there are varying degrees of success, as changes have largely depended on leadership in each agency.
- > The Health Program Response to HIV/AIDS, Sport for Development Initiative, PNG Media Program, Civil Society Private Sector Development Program, and PNG Incentive Fund all reported specific gender activities from selection processes to the inclusion of gender sensitive topics in forums and media.
- > Five ANCP projects included a focus on women's microfinance groups, utilising local women's organisations and gender awareness and violence prevention training.

Six country program initiatives and thirteen ANCP projects made brief mention of gender or provided sex disaggregated data and four did not address gender at all in the documents considered.

### Engaging with civil society through volunteers

In addition to the initiatives considered, another way in which AusAID strengthens civil society is through volunteer programs.

Eighty-one volunteers to PNG were funded in 2007/08 by the Australia Government Volunteer Program.<sup>10</sup> Nearly 50 per cent of these volunteer assignments were hosted by civil society organisations.

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<sup>10</sup> Through Australian Business Volunteers, Australian Volunteers International, Australian Youth Ambassadors for Development and Volunteering for International Development from Australia.

*The Australian Government Volunteer Program Review Final Report 23 February 2009* comments that a key rationale for volunteer cooperation is civil society strengthening which supports civil society organisations and their human resources needs.

## ELEMENTS OF DONOR GOOD PRACTICE

In relation to international good practice for donor engagement with civil society the following points are made:<sup>11</sup>

### AusAID current good practice in the PNG program

- > The PNG Program has undertaken specific analysis on civil society in PNG, as already discussed, and used these to influence engagement with civil society through the Democratic Governance program and other sector programs.
- > Many initiatives involving civil society engagement are closely aligned with PNG government departments, such as the PNG-Australia HIV and AIDS Program which provides grants to civil society organisations within the framework of the government's sector-wide annual planning process.
- > AusAID is reinforcing the Government of PNG's long term partnerships with non-state service delivery providers, such as church education agencies that are an integral part of the education sector service delivery. The Basic Education Development Program provides support to PNG Department of Education-affiliated schools of which approximately half are run by churches. AusAID provides further support to churches for the delivery of services through the Churches Partnership Program.
- > Some initiatives in the PNG program support locally-generated demand for funding. The PNG Incentive Fund and the Democratic Governance Transition Program provided avenues in which civil society organisations can determine and propose their own capacity building and organisational needs.
- > The Democratic Governance Transition Program reported outcomes of some Community Development Scheme-established Core Groups 'now managing resources and activities and fundraising effectively as independent civil society organisations'.<sup>12</sup> Given the often heavy reliance of civil society organisations on international support, efforts in this regard have proven to be good practice by AusAID.
- > AusAID supports a wide range of initiatives in PNG which may contribute to building an enabling environment for civil society. These include support to the government legal, electoral, transport, health and education sector as well as utilising civil society within this support, providing funding for civil society capacity building in its own right and supporting media initiatives.

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<sup>11</sup> Good practice in the PNG program was assessed in reference to a working draft of Jo Hall and Jude Howell, *Good Practice Donor Engagement with Civil Society*, 2010, prepared for the purpose of the Office of Development Effectiveness Civil Society Engagement Evaluation.

<sup>12</sup> Democratic Governance Program Quality at Implementation Report, 9 April 2008.

### Good practice for consideration in the PNG program

- > It is good practice for donors to consider the risk and benefits of working with civil society organisations beyond the urban-based English speaking NGOs to include sub-national, informal and community groups. Elite capture was a concern in AusAID support to civil society in PNG with the mid-term review of the PNG Incentive Fund in 2002, disclosing a 'heavy bias in Award selection ... to the very few "elite" organisations that are well established, well respected, relatively well funded and well connected politically and with civil society. PNG is fortunate to have these institutions and they are providing important benefits for society, but there is a second and third tier of NGOs and community based organisations that with modest assistance and mentoring would make substantial development contributions as well.'<sup>13</sup> In 2004, a review of the PNG Incentive Fund design reported that recommendations in the mid-term review had been addressed and there had been a growing trend to focus on the quality of the program rather than the capability of the organisation. The documentation reviewed did not make specific reference to whether more civil society organisation from the 'second and third tier' were increasingly involved.<sup>14</sup> Programs such as the Community Development Scheme and its successor the Democratic Governance Transition Program (both part of the Democratic Governance program) are examples of AusAID taking the opportunity to work with smaller, less known groups.
- > Core funding provided by AusAID was identified in one agreement with a PNG civil society organisation – Igat Hope. Core funding to civil society organisations is considered to be international good practice as it allows for long-term but light-touch support, and the flexibility for civil society organisations to set their own priorities. It can cause a shift in the power dynamics, with civil society organisations better able to engage in strategic dialogue because they have a firmer base from which to operate. Engaging in core funding does incur higher risk to the donor and a risk that only large, well known civil society organisations will be supported. The good practice review conducted for this evaluation suggests that core support given through partnership agreements, where the donor and civil society work together, can share risks and benefits, as well as provide greater donor transparency. It is noted that ANCP provides a flexible mechanism for long-term funding of projects under which Australian NGOs and their local counterparts can nominate priority areas,<sup>15</sup> and may provide a starting point for an examination of the benefits of core funding.
- > In cases where AusAID is working with one civil society organisation on numerous initiatives, for example, with Save the Children, further exploration on

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<sup>13</sup> PNG *Incentive Fund Mid-term Review Report*, December 2002, p.10.

<sup>14</sup> PNG *Incentive Fund: A Review of Design*, September 2004, p. 11.

<sup>15</sup> It is worth noting that as a whole program Australian NGOs have reported that over 90 per cent of ANCP activities are meeting their objectives at a satisfactory level or above.

whether this has been used to scale-up, gain leverage and reinforce each other's goals would be worthwhile investigating.

- > AusAID is the principle donor in PNG and is in a good position to support further harmonisation with other donors in working with civil society, as led by the Government of PNG.
- > The documentation available for this mapping exercise and feedback from peer review of the mapping exercise has highlighted the need for AusAID to think more strategically about how it engages with civil society; the dialogue AusAID has internally and with partners; and the indicators AusAID chooses to use to monitor and evaluate civil society engagement.

## APPENDIX A: DESCRIPTIONS OF ENGAGING WITH CIVIL SOCIETY

### Supporting civil society to promote government accountability

Engagement with civil society is a small component of the Law and Justice Sector Program which supports civil society organisations to provide services that support the implementation of formal functions of the law and justice agencies. Civil society organisations funded through the program have been involved in advocacy, human rights counselling, family and sexual violence issues, peace and reconciliation restorative justice, HIV&AIDS and children's rights. A Law & Justice Support Sector commissioned review in 2007 gathered evidence demonstrating positive progress in the facilitation of networks among civil society organisations, between civil society organisations and formal agencies at the operational level, and a greater level of awareness among selected civil society organisations and community members on law and justice issues.<sup>16</sup>

PNG anti-corruption activities sort feedback from civil society groups to gauge general views and opinions on matters related to corruption within society and government systems. The activities utilised civil society organisations to support a public symposium aimed at stimulating debate on corruption.

Under the Civil Society Private Sector Development Program, the Consultative Implementation Monitoring Council was provided support. This supplemented the Council's core functions in facilitating civil society input into government planning and budgetary processes, promoting greater transparency and good governance through mechanisms such as regional forums.

### Promoting civil society 'voice'

The Media for Development Initiative (PNG Media Program) recognised the benefit of including 'new voices' from civil society in wider community debate. This included supporting media activities from key civil society stakeholders and involving civil society representatives in initiative design process and on the Media for Development Initiative Management Board.

To engage the public in informed discussion on development issues the PNG Research Program supported the Australian National University and the PNG National Research Institute to produce the Pacific Economic Bulletin. This support enabled further research by National Research Institute and presentation of this research at public forums. This has led to more informed debate and decision making by government, private sector and civil society.

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<sup>16</sup> *Community Justice Liaison Unit Review*, Justice Advisory Group, October 2007.

### Building connections between communities

In efforts to 'promote nation building, enhance capacities, and strengthen linkages with and between communities' the Sport for Development Initiative included supporting community owned and run clubs. These grassroots sport situations not only supported sporting activities but included life skill activities.

### Strengthening civil society

The *Papua New Guinea–Australia Development Cooperation Strategy 2006-2010* asserts 'capacity building of organisations to deliver their mandate makes an essential contribution to the goal of good governance'.<sup>17</sup> This includes strengthening the ability of the public sector as well as private and civil society sectors. Strengthening the capacity of civil society organisations through the Democratic Governance Transition Program has allowed groups and individuals to improve leadership, planning and organisational skills; have greater transparency and accountability; and achieve specific project outcomes. This program has enabled civil society to not only strengthen organisational capacity but to implement a wide range of activities including community notice boards, support to women in business and service delivery in areas such as health and water and sanitation.

The PNG Program's democratic governance approach aims to strengthen existing institutions such as state, churches and customary social groups. The Churches Partnership Program and Health Program Response to HIV/AIDS are good examples of working through existing institutions such as churches and established institutes. It should be noted, however, that these agreements were with Australian NGOs which then work through a PNG partner. Discussions around the risks and benefits of providing direct funding to PNG NGOs and churches are being considered as a feature of the second phase of the Churches Partnership Program.

### Services delivered by civil society organisations

Churches are a major contributor to these essential services in PNG, delivering nearly half of PNG's education and medical services. In addition to this, over 90 per cent of the PNG population is Christian. Therefore, churches are seen as an important avenue to reaching PNG society. The Church Partnership Program supports activities that expand essential services and also focuses on internal capacity building and improved governance within church organisations.

The PNG Incentive Fund was designed to provide funds directly to both private and public organisations to provide or maintain infrastructure and/or services; these included grants to civil society.

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<sup>17</sup> *Papua New Guinea – Australia Development Cooperation Strategy 2006-2010*, 2007: 18.

The Civil Society Private Sector Development Program provided support to Save the Children PNG to run the Women's and Children's Refuge Centre.<sup>18</sup> The Program also provided direct support to CARE to establish an office in PNG to undertake development activities predominately in the area of service delivery.

The Civil Society Private Sector Development Program provided support to Ginigoada Bisnis Development Foundation to improve income-generating opportunities for disadvantaged groups.<sup>19</sup> Microfinance, renewable energy and sustainable livelihood projects implemented under ANCP also contributed to increased productivity and economic growth at a grassroots level.

Service delivery through ANCP projects included activities in the area of literacy, water and sanitation, health, rural livelihoods and raising awareness around sensitive issues such as child rights, freedom from domestic violence and sexual health amongst men.

### Building connections between communities and government

Support to the education sector through the Basic Education Development Project highlighted that characteristics of effective schools include high levels of parent and community involvement. This initiative promoted partnership between government and community to promote good governance within schools. As stated above, church education agencies are a major part of the education sector, the majority being affiliated with the Department of Education. This is an example of civil society, with support from and collaboration with the Government, being established as a major service provider.

### Supporting the multi-sectoral response to HIV

In line with the Government of PNG's HIV/AIDS National Strategic Plan on HIV and AIDS 2006-2010, the PNG-Australia HIV and AIDS Program supports a national response to the HIV epidemic led by the PNG National AIDS Council and its secretariat, along with other development partners and civil society organisations. The program provided funds to international NGOs and national civil society organisations to provide HIV and AIDS services, with over half of the AusAID expenditure in 2007/08 going through agreements with PNG and international civil society organisations.

The HIV/AIDS Prevention & Control - Cofinancing focused on developing local civil society organisations' competency to work with affected communities to address issues related to the HIV epidemic.

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<sup>18</sup> No financial expenditure was recorded towards the centre in AidWorks for 07/08, although activities continued to take place.

<sup>19</sup> No financial expenditure was recorded in AidWorks for 2007/08, although activities continued to take place.

The Health Program Response to HIV/AIDS provides funds to Australian NGOs and their PNG counterparts, to reduce the prevalence of sexually transmitted infections by working on a clinical and a community-based advocacy front.

In addition to this it should be noted that, although not an original component of the program, the Church Partnership Program also focused a significant portion of its work on responding to HIV.

Two out of the three ANCP projects targeted at responding to HIV worked with a Provincial or District AIDS Committee. In efforts to strengthen coordination, all AusAID support to civil society activities would do well in requiring strong linkages to the PNG Government-led national response. These linkages are fundamental in initiatives such as PNG-Australia HIV and AIDS Program and the Health Program Response to HIV/AIDS, but given the broad nature of ANCP, where funding is not designated to a specific sector, they were not a requirement.

## APPENDIX B: INITIATIVE CHARACTERISTICS

Initiative Number	Initiative Name	07/08 Expenditure	Length in Years at 30/6/08	Target Location	Primary DAC Sector
INC478	Civil Society Private Sector Development Program	86,632.21	12.4	Urban	15150 - Strengthening civil society
INE442	PNG Incentive Fund	6,251,012.67	8.9	Urban/Rural	43010 - Multi-sector Aid
INE474	PNG Research Program	82,787.86	2.1	Urban	15110 - Economic and development policy/planning
INF220	Basic Education Development Project	7,718,937.47	6.9	Urban/Rural	11220 - Primary education
INF361	Law and Justice Sector Program	20,764,514.71	6.4	Urban/Rural	15130 - Legal and judicial development
INF646	PNG Church Partnership Program	6,290,208.77	5.1	Urban/Rural	15150 Strengthening civil society
INF759	PNG Media Program	5,016,794.62	4.8	Urban/Rural	15150 - Strengthening civil society
ING235	PNG Democratic Governance Program	4,033,626.13	1.5	Urban/Rural	15150 - Strengthening civil society
ING613	Sport for Development Initiative	1,123,319.13	2.1	Urban/Rural	11230 - Basic life skills for youth and adults
ING616	HIV/AIDS Prevention & Control - Co financing	520,000.00	2.1	Rural	13040 - STD Control including HIV/AIDS
ING649	PNG Volunteers Support	155,687.37	0.7	Urban/Rural	13040 - STD control including HIV/AIDS
ING781	Impact Assessment: Australian Aid for Bougainville	197,600.80	2.1	Urban/Rural	21020 - Road transport
ING918	Health Program Response to HIV/AIDS	12,537,967.19	1.9	Urban/Rural	13040 - STD control including HIV/AIDS
ING953	Sanap Wantaim - PNG Australia HIV and AIDS Program	24,248,204.20	1.7	Urban/Rural	16064 - Social mitigation of HIV/AIDS
INH527	PNG Anti-Corruption Activities	3,006,264.52	1.0	Urban	91010 - Administrative costs
ACF #1	Climate Change, Community Sustainable Rural Livelihoods, Food Security & Self-Reliance	35,125.00	3.0	Urban/Rural	32161 - Agro-industries
ACF #2	Community Environmental Health Monitoring	9,268.00	3.0	Urban/Rural	41081 - Environmental education/training
ACF #3	Pilot Project to Promote Renewable Energy	3,000.00	1.0	Urban/Rural	23030 - Power generation/renewable sources
ADRA	Economic Development Program	115,130.00	2.0	Urban/Rural	24040 - Informal/semi formal financial intermediaries
BI	Responding to Measles & other Vaccine Preventable Disease	72,500.00	1.0	Urban	12281 - Health personnel development
CARE	Capacity Strengthening of Vulnerable Communities	161,374.00	1.0	Rural	15150 - Strengthening civil society
ChildFund #1	Community Based Health Initiatives	78,831.00	1.0	Rural	Insufficient data
ChildFund #2	Community-Managed Food Security & Livelihood Initiatives	65,248.00	1.0	Rural	Insufficient data
ChildFund #3	Youth Focused HIV & AIDS Prevention Program	72,423.00	1.0	Rural	Insufficient data
IWDA	Freedom from Family & Sexual Violence	14,667.00	1.0	Urban	42010 - Women in development
MMC	Arawa Educational Resource Centre	37,377.00	1.0	Urban	Insufficient data
RedCross	HIV/AIDS program	140,227.52	1.0	Urban	13040 - STD control including HIV/AIDS
SCA	Child Rights	72,885.00	1.0	Urban/Rural	15162 - Human rights
SHFP #1	Men & Boys Program	13,000.00	3.0	Rural	13081 - Personnel development for population and reproductive health
SHFP #2	Population-Environment Community Education Materials	7,000.00	2.0	Urban/Rural	12261 - Health education
UCOA	Rural Water Project	169,000.00	6.0	Rural	14030 - Basic drinking water supply and sanitation
WV #1	Madang Action Against AIDS	141,656.00	1.0	Urban/Rural	13040 - STD control including HIV/AIDS
WV #2	PNG National School Based Deworming Program	31,801.00	0.5	-	12220 - Basic health care
WV #3	Ridim Laip Namba Tu	98,069.00	5.0	Urban/Rural	11230 - Literacy training for adults
WV #4	Wara Laip Bilong Yumi	168,764.00	3.0	Rural	14030 - Basic drinking water supply and basic sanitation
WV #5	Yawar Functional Learning Project	72,406.00	1.0	Rural	11230 - Basic life skills for youth and adults
WWF	Melanesian Sustainable Livelihoods Project	213,832.00	5.0	Rural	31210 - Forest policy and administrative management

## APPENDIX C: ENGAGING WITH CIVIL SOCIETY THROUGH REGIONAL AND GLOBAL PROGRAMS

Apart from the 15 initiatives and 22 ANCP projects considered, two multi-country initiatives, active in PNG in 2007/08, included civil society engagement. It was difficult to draw out specific work at a country level from the data considered, however the following was determined.

The *Pacific Leadership Program*, funded under the *Regional Suva Program Fund*, formed partnerships with local, national and regional organisations active on leadership issues to strengthen regional efforts and exchange amongst partner organisations. Training was provided to the AusAID PNG civil society program on developing partnerships with civil society organisations. Innovative partnership agreements with non-state actors were also being developed.

The *Human Rights Small Grants Scheme* through the Human Rights Fund provides grants to various organisations including civil society organisations. In PNG during 2007/2008 funding was given to Soroptimist International of Lae to improve awareness of domestic and sexual violence in Lae and rural areas of Morobe Province. Training on the provision of basic victim support services to women and children was provided to various stakeholders in government, civil society and churches.