

# MAPPING AUSAID'S ENGAGEMENT WITH CIVIL SOCIETY IN THE VANUATU COUNTRY PROGRAM

A SNAPSHOT OF FINANCIAL YEAR 2007-2008

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## ACRONYMS

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

## EXECUTIVE SUMMARY

This mapping exercise characterises and quantifies AusAID's engagement with civil society in Vanuatu 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 Vanuatu.

AusAID's engagement with civil society in 2007/08 broadly contributed towards achievement of the *Australia-Vanuatu Joint Development Cooperation Strategy 2005-2010* (the strategy current for the period covered by this mapping exercise), which emphasised the importance of connecting with civil society to achieve objectives. However, the country strategy objectives themselves were not focused on civil society and do not present a clear strategy for engaging with civil society.

The Drivers of Change report *The Unfinished State: Drivers of Change in Vanuatu* (April 2007) identified the importance of engaging with non-state actors to find ways of more effectively supporting development, and provided a clear rationale for the major civil society engagement occurring in the Vanuatu program in 2007/08.

Total AusAID country program expenditure in Vanuatu for 2007/08 was \$30.3 million. Of this funding, 19 per cent of the total expenditure was on 15 initiatives engaging with civil society, either directly with Vanuatu civil society organisations or through intermediaries (such as development contractors or international non-government organisations).

- > Six per cent of the total expenditure was through direct financial agreements with Vanuatu civil society organisations, normally as part of initiatives involving other organisations (totalling \$2 million); and
- > Thirteen per cent of the total expenditure was to intermediary organisations that were funded to engage with Vanuatu civil society organisations as a primary part of the initiative (totalling \$3.9 million).

In addition, AusAID contributed \$1.2 million to AusAID-NGO Cooperation Program projects that were implemented in Vanuatu.

There was a range of reasons for engaging with civil society. The Vanuatu country program strengthened civil society through the chiefs system, contributed to service delivery in a range of sectors, and promoted civil society 'voice' on issues such as land reform, gender and justice.

There were six primary Vanuatu civil society organisations which received direct funding from AusAID in 2007/08: Wan Smol Bag Theatre, the Malvatumauri National Council of Chiefs, the Vanuatu Women's Centre (via the Fiji Women's Crisis Centre), the Pacific Institute for Public Policy, the Foundation of the Peoples of the South Pacific and Vanwolds Microfinance. A further seven civil society organisations received a combined total of \$89,151 under a small grants program.

Direct funding to Vanuatu civil society organisations accounted for 35 per cent of total expenditure on initiatives with substantial civil society engagement.

Wan Smol Bag Theatre was funded for multiple initiatives, and received the majority of AusAID direct funding to a Vanuatu civil society organisation in 2007/08 (\$929,720). The Vanuatu Women's Centre received the second largest amount of direct funding (\$733,870).

Most of the initiatives involving direct funding to Vanuatu civil society organisations involved elements of good practice, including partnership approaches (with Wan Smol Bag and the Malvatumauri National Council of Chiefs), core funding to the Vanuatu Women's Centre, and approaches to promote national dialogue between government and civil society.

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 65 per cent of expenditure on initiatives with substantial civil society engagement.

AusAID's intermediaries for working with civil society were primarily faith-based organisations (five organisations), private companies (three organisations) and international non-government organisations (two organisations). Intermediaries also include an Australian Government agency, the Government of Vanuatu, two Australian research institutions, and a multi-lateral organisation. Apart from the funding to the Australian Broadcasting Corporation (at \$1.5 million), funding to these intermediaries in 2007/08 ranged from less than \$3,000 to \$508,000.

Examples of good practice where intermediaries were involved included an initiative that focused on strengthening the Government of Vanuatu's HIV response, a partnership approach linking Australian and Vanuatu faith-based organisations, and a service delivery initiative where management was gradually being transferred from an international non-government organisation to the Government of Vanuatu. Two initiatives also focused on promoting dialogue between civil society organisations and the Government of Vanuatu.

The aid modality (the way AusAID channelled support) most utilised was project funding. One initiative – Justice for the Poor in Vanuatu – used a multi-donor trust fund. There was one case of core funding (to the Vanuatu Women's Centre).

With some exceptions (e.g. funding to the Vanuatu Women's Centre), gender sensitivity was lacking from the majority of initiatives considered.

In addition to the initiatives considered, AusAID strengthened civil society through volunteer programs. Forty-three volunteers to Vanuatu were funded in 2007/08 by the Australia Government Volunteer Program. Over 50 per cent of these volunteer assignments were hosted by, or worked with, civil society organisations.

Areas for improving engagement with civil society that the Vanuatu program might consider include exploring the potential to engage with a more diverse range of Vanuatu civil society, explore the potential of the partnership with Wan Smol Bag Theatre to scale-up, gain leverage and reinforce each others goals, exploring whether there are organisations other than the Vanuatu Women's Centre which might benefit from core funding (with due consideration of the risks), and working over the long-term to assist civil society partners to reduce their reliance on external support.

## INTRODUCTION

### Purpose

This mapping exercise characterises and quantifies AusAID's engagement with civil society in Vanuatu 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 Vanuatu.

This report is complemented by a case study of the Vanuatu Kastom Governance Partnership, and an evaluation of the Vanuatu program's approach to civil society engagement.

### Method

The exercise identified 15 Vanuatu country program initiatives that involved civil society as a primary objective. In addition, 13 projects funded under the AusAID NGO Cooperation Program (ANCP) in PNG 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 Vanuatu program activity managers, where available, and provide the basis for the analysis presented in this report.

The primary data collection and 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 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 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 Vanuatu 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 Vanuatu country strategy objectives.

The *Australia-Vanuatu Joint Development Cooperation Strategy 2005-2010* (March 2005)<sup>2</sup> has under its goal of 'long term sustainability for Vanuatu resulting from accelerated development, including broad-based growth, and improved welfare of the general population', three objectives: Improved Governance; Raising Productive Capacity; and Improving Service Delivery.

The country strategy objectives themselves are not focused on civil society, and do not present a clear strategy for engaging with civil society. However the country strategy does emphasise the importance of connecting with civil society to achieve objectives. The strategy states that linkages between civil society will be built, 'targeted capacity building of civil society groups – particularly those working with women, young people and vulnerable groups – will aim to strengthen their effectiveness to provide an avenue for community concerns, create demand for good governance and deliver crucial services'<sup>3</sup> and that 'further support to key governance institutions and civil society (such as the Chiefs, Churches, non-government and community-based organisations) through institutional capacity building and mentoring will help maintain stability in Vanuatu and provide the foundations for growth'.<sup>4</sup>

The Drivers of Change report *The Unfinished State: Drivers of Change in Vanuatu*,<sup>5</sup> completed in April 2007, identified the limited reach of the Vanuatu state outside of the capital and the important role played by the chiefs and churches in local governance. It reported that media has a limited accountability role and reach outside of urban areas, and that women's participation in politics is limited but there are a number of active women's organisations. It identified that Vanuatu non-government organisations are most active in service delivery and few have active advocacy agendas. A key finding of the report was that donors need to broaden their partnerships and delivery mechanisms beyond the state to find ways of more effectively supporting rural development.<sup>6</sup> The analysis in the Drivers of Change

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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 Vanuatu, signed in May 2009. The Partnership's priority development outcomes are improved education, improved health, improved infrastructure, and economic governance.

<sup>3</sup> *Australia-Vanuatu Joint Development Strategy 2005-2010*, May, 2005:10

<sup>4</sup> *Australia-Vanuatu Joint Development Strategy 2005-2010*, May 2005:7

<sup>5</sup> *The Unfinished State: Drivers of Change in Vanuatu*, AusAID, 2007

<sup>6</sup> *The Unfinished State: Drivers of Change in Vanuatu*, AusAID, 2007: 55

report provides a clear rationale for the major civil society engagement occurring in the Vanuatu program in 2007/08.

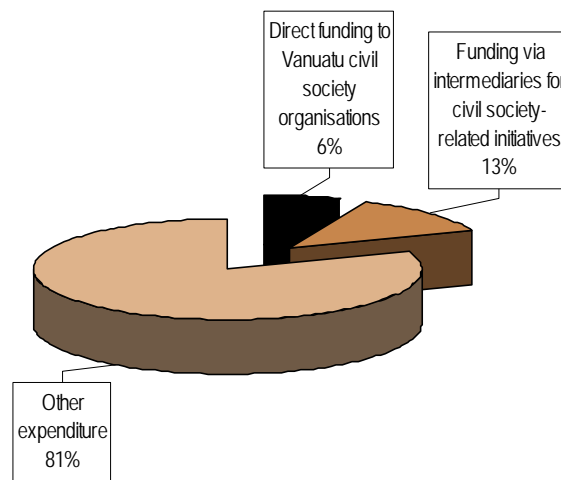
### Expenditure on civil society

Total AusAID country program expenditure in Vanuatu for 2007/08 was \$30.3 million.<sup>7</sup>

Of this funding, 19 per cent of the total expenditure was on 15 initiatives with major civil society engagement through Vanuatu civil society organisations or intermediaries (such as development contractors or international NGOs).

- > Six per cent of the total expenditure was through direct financial agreements with Vanuatu civil society organisations, normally as part of initiatives involving other organisations (totalling \$2 million).
- > Thirteen per cent of the total expenditure was to intermediary organisations that were funded to engage with Vanuatu civil society organisations as a primary part of the initiative (totalling \$3.9 million).

Figure 1: AusAID Expenditure in Vanuatu 2007/08



In addition, AusAID contributed \$1.2 million to ANCP projects that were implemented in Vanuatu. On top of this amount, international NGOs contributed a further \$280,000 to the ANCP projects.

<sup>7</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. Note that two initiatives included in this mapping exercise involved co-funding from the Vanuatu country program and global programs (INH788 and INH645). The funding from the global programs totalled \$159,548. For the purposes of comparability this amount is not included in the calculation of the percentage of expenditure on civil society engagement in the Vanuatu country program. However, the co-funding from global programs for INH788 and INH645 is included when listing funding to organisations under these initiatives.

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

There were six primary Vanuatu civil society organisations which received direct funding from AusAID in 2007/08. All of these organisations have a base in Port Vila, and all are formal entities. Direct funding to Vanuatu civil society organisations accounted for 35 per cent of total expenditure on initiatives with substantial civil society engagement.

These organisations are:

- > Wan Smol Bag Theatre
- > the Malvatumauri National Council Of Chiefs
- > the Vanuatu Women's Centre (via the Fiji Women's Crisis Centre)
- > the Pacific Institute for Public Policy
- > the Foundation of the Peoples of the South Pacific
- > Vanwods Microfinance

Wan Smol Bag Theatre was funded for multiple initiatives, and received the majority of AusAID direct funding to a Vanuatu civil society organisation. The Vanuatu Women's Centre received the second largest amount of direct funding.

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

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
Wan Smol Bag*	929,720.10	Service delivery/ voice and accountability
Fiji Women's Crisis Centre (Vanuatu Women's Centre)	733,870.00	Service delivery
Pacific Institute of Pacific Policy	150,000.00	Strengthening civil society
Malvatumauri National Council of Chiefs*	147,630.04	Voice and accountability
Foundation of the Peoples of the South Pacific	47,498.75	Voice and accountability
Vanwods Microfinance	10,715.09	Voice and accountability
<b>Total</b>	<b>2,019,585.17</b>	

\*funding for multiple initiatives

A further seven civil society organisations received a combined total of \$89,151.19 under a small grants program, making a total of \$2,018,585.17 for direct funding to Vanuatu civil society organisations.

In most cases Vanuatu civil society organisations were funded as part of an initiative involving other organisations. However, the Vanuatu Women's Centre, the Pacific Institute of Public Policy and Won Smol Bag Theatre's project related to the health sector were the sole recipients of funding for an initiative. In those cases, the main reason that AusAID provided direct funding to those organisations was to improve voice and accountability (Institute of Public Policy) and for service delivery (Vanuatu Women's Centre and Won Smol Bag Theatre).

Most of the initiatives involving direct funding to Vanuatu civil society organisations involved elements of good practice, including partnership approaches (with Wan

Smol Bag and the Malvatumauri National Council of Chiefs), core funding to the Vanuatu Women’s Centre, and approaches to promote national dialogue between government and civil society.

### Intermediaries for engaging with civil society in Vanuatu

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 65 per cent of expenditure on initiatives with substantial civil society engagement.

AusAID’s intermediaries for civil society engagement were primarily faith-based organisations (five organisations), private companies (three organisations) and international NGOs (two organisations). Intermediaries also include an Australian Government agency, the Government of Vanuatu, two Australian research institutions, and a multi-lateral organisation.

Twelve initiatives involved funding to intermediaries for civil society engagement, including five initiatives that included co-funding to Vanuatu civil society organisations.

Apart from the funding to the Australian Broadcasting Corporation (at \$1.5 million), funding to these intermediaries in 2007/08 ranged from less than \$3,000 to \$508,000.

**Table 2: Funding to intermediaries through Vanuatu country program**

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
Australian Broadcasting Corporation	1,529,651.00	Voice and accountability
Hassall and Associates Pty Ltd	507,981.97	Voice and accountability
Voluntary Services Overseas	390,732.16	Service delivery
Save the Children Fund Australia	325,728.00	Service delivery
International Bank for Reconstruction and Development	268,297.92	Voice and accountability
University of Queensland*	235,189.00	Strengthening civil society
AusAID <sup>8*</sup>	212,077.96	Various
Government of Vanuatu	200,788.69	Service delivery
Praxis Consulting Pty Ltd	87,289.34	Service delivery
Anglican Board of Mission Australia Ltd	49,986.00	Service delivery
National Council of Churches in Australia	47,314.00	Service delivery
The Uniting Church in Australia	32,968.00	Service delivery
South Pacific Division of the Seventh Day Adventist Church	28,555.00	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
ANU Enterprise	18,400.00	Service delivery
Baptist World Aid Australia Inc.	17,931.00	Service delivery
Luiservice	2,814.74	Service delivery
<b>Total</b>	<b>3,743,626.82</b>	

\*funding for multiple initiatives

Thirteen initiatives involving civil society engagement were part of ANCP, where international NGOs were funded by AusAID (and contributed their own funding) to partner with Vanuatu civil society organisations.

**Table 3: Funding to ANCP organisations**

Funding Recipient	Total Expenditure 2007/08 (AUD)	Primary Reason for Engagement
Save the Children Fund Australia*	431,411.00	Voice and accountability, service delivery
Oxfam Australia	349,261.00	Service delivery
World Vision Australia*	301,413.00	Service delivery
Uniting Church Overseas AID*	59,500.00	Service delivery
International Women's Development Agency*	52,467.00	Service delivery, voice and accountability
Australian Foundation for the People's of the Asia and the Pacific*	25,178.92	Strengthening civil society, service delivery
<b>Total</b>	<b>1,219,230.92</b>	

\*funding for multiple initiatives

Where funding for civil society engagement was through intermediaries there was a range of reasons for engagement. Seven country program initiatives focused on service delivery objectives, six on improving voice and accountability and two on strengthening civil society. Nine ANCP projects focused on service delivery, three on voice and accountability, and one on strengthening civil society.

Examples of good practice where intermediaries were involved included an initiative that focused on strengthening the Government of Vanuatu's HIV response, a partnership approach linking Australian and Vanuatu faith-based organisations, and a service delivery initiative where management was gradually being transferred from an international NGO to the Government of Vanuatu. Two country program initiatives also focused on promoting dialogue between civil society organisations and the Government of Vanuatu.

### Modalities for engaging with civil society

The aid modality (the way AusAID channelled support) most utilised was project funding. One initiative – Justice for the Poor in Vanuatu – used a multi-donor trust fund. There was one case of core funding (to the Vanuatu Women's Centre).

Three of the project-based initiatives were linked to larger program approaches - two were Government of Vanuatu sector service delivery approaches, and one was the

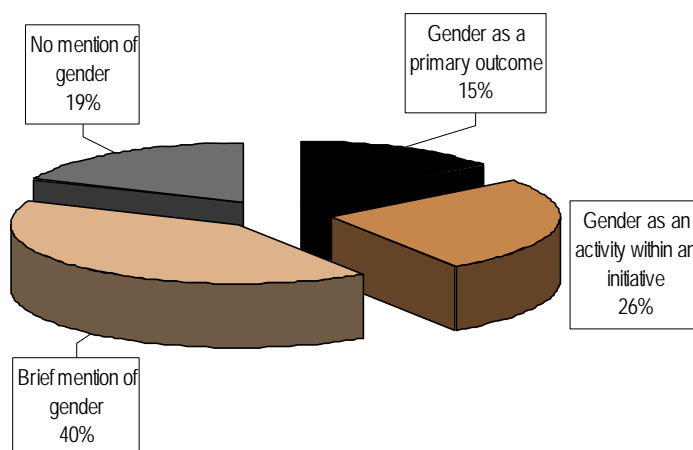
National Council of Chiefs kastom governance system. Three initiatives involved partnerships approaches, as mentioned above.

### 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



Eleven of the 28 initiatives considered (40 per cent) made a comment on gender in the design documents; however, there was little solid reporting on the effect of the initiative on the different needs of women, men, boys and girls, with the majority of these initiatives not extending much further than providing sex-disaggregated data. Five (19 per cent) of the initiatives reviewed did not mention gender at all in the documentation reviewed.

Seven initiatives (26 per cent) took what might be deemed to be a comprehensive look at gender in design as well as reports and, for example, included activities such as conducting a gender analysis, gender focus groups and training. Four of the initiatives (15 per cent) were especially targeted at increasing equity for women. These included:

- > the Vanuatu Gender and Development Program and Vanuatu Women’s Centre – Phase 5 which have already been discussed in sections above;
- > the Reproductive Health Outreach and Education and Strengthening the Capacity of Women to Safeguard Rainforest Resources in Vanuatu projects implemented

<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.

under ANCP funding which focused on increasing information and decision making of women and community support for this;

- > the Governance for Growth 08-11 initiative which included looking at gender within its telecommunications impact study and planned a research project on the participation of men and women in the formal and non-formal economies; and
- > the Vanuatu Kastom Governance Partnership which made considerable effort towards including female leaders in discussions on gender and development and increasing women's participation in decision-making processes in Vanuatu governance systems.

### Engaging with civil society through volunteers

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

Forty-three volunteers to Vanuatu were funded in 2007/08 by the Australia Government Volunteer Program.<sup>10</sup> Over 50 per cent of these volunteer assignments were hosted by, or worked with, civil society organisations.

*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 resource needs.

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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.

## 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 Vanuatu program

- > There are good examples of AusAID initiatives involving civil society in sector approaches such as inclusion in design workshops and Project Coordinating Committees. The Village Health Worker's Project is an example of the results of an initiative with long-term focus for the partner government to take on managing contract services by non state providers.
- > Since agreement to the Paris Declaration donor efforts towards harmonisation have increased. In Vanuatu, AusAID provided joint donor support to initiatives such as Justice for the Poor in Vanuatu, Demand for Better Governance, Health Sector – HIV & STIs and the Vanuatu Women's Centre as well as in regional programs. Reasons given for harmonisation included drawing on each donor's technical and regional expertise, knowledge sharing and improved understanding of appropriate approaches.
- > Addressing both sides of the equation, AusAID in Vanuatu has focused on strengthening mechanisms to help bring the state and citizen together by supporting government and organisational accountability as well as opportunities for civil society's voice to be heard. Examples of this are initiatives that strengthen the legal sector as well as inform communities of their rights, such as the right to freedom from violence, and processes in which rights can be addressed.
- > AusAID in Vanuatu is contributing to an enabling environment by supporting initiatives which increase access to information and fora for exchange and collaboration, for example, supporting telecommunications and Radio Vanuatu as well as opportunities for dialogue around drivers of change within the country.

### Good practice for consideration in the Vanuatu program

- > AusAID only had funding agreements with civil society organisations in Vanuatu that have a base in Port Vila. Save the Children Australia and Wan Smolbag Theatre were utilised for a number of initiatives. This limits the variety of civil society organisations with which AusAID engages, at the risk of only working with 'elite' organisations. It is good practice for donors to consider the risk and benefits of engaging with civil society organisations which may be informal, rural, less politically connected with whom they have no formal relationship. This includes the consideration of limited reach of the Government of Vanuatu itself

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<sup>11</sup> Good practice in the Vanuatu 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. The final paper is available at <http://www.ode.usaid.gov.au/publications/evaluations.html>

outside of the capital.<sup>12</sup> It should be noted that of the initiatives considered, the implementation focus was with both urban and rural populations with five initiatives focusing solely in urban areas, five solely in rural areas and the remainder in both urban and rural areas;<sup>13</sup>

- > In cases where AusAID is working with one civil society organisation on numerous initiatives, such as in the case of Wan Smolbag Theatre, further exploration on whether this has been used to scale-up, gain leverage and reinforce each others goals would be worthwhile investigating;
- > The Vanuatu Women's Centre was the only civil society organisation receiving core funding from AusAID. 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 the risk 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>14</sup> and may provide a starting point for an examination of the benefits of core funding.
- > Taking a step further on from core funding, good practice suggests that donors work over the long-term to assist civil society to reduce their reliance on external support, such as initiatives which support the development of local philanthropy and civil society organisations sustainability. Consideration in this regard has been given to the Wan Smolbag Theatre with a report from Australian Business Volunteers on business opportunities. A review conducted in 2006 concluded that conventional income generating activities such as small-scale trading and commercial activities are unlikely to produce anything other than small-scale revenues for the organisation. The Quality at Implementation report states another Australian Business Volunteer would be engaged to explore securing alternative funding sources, for example, from philanthropists.
- > Critique on donor engagement with civil society warns of donor focus on capacity building support which makes civil society organisations easier to work with, from a donor perspective, as opposed to support for civil society organisation-led

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<sup>12</sup> The Unfinished State: Drivers of Change in Vanuatu, AusAID, 2007: iii

<sup>13</sup> See Annex 2.1, Data Summary Table 1

<sup>14</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.

objectives.<sup>15</sup> In the case of the considered initiatives there is evidence of both, with emphasis on support to civil society organisation-led objectives.

- > The documentation available for this mapping exercise and feedback from peer review of this report has suggests 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.

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<sup>15</sup> Howell, J 'Making civil society from the outside: challenges for donors', The European Journal of Development Research, 2000.

## APPENDIX A: DESCRIPTIONS OF ENGAGING WITH CIVIL SOCIETY

### Promoting civil society 'voice'

Broadcasting is a key medium for information sharing and public debate and through initiatives such as Demand for Better Governance; AusAID supported Radio Vanuatu to improve quality and access. The same initiative supported Wan Smolbag Theatre productions which focused on topics such as youth unemployment, voter awareness, corruption, domestic violence and HIV prevention.

Through the Drivers of Change initiative, AusAID disseminated a report examining the socio-economic drivers of change in Vanuatu and organised events to provoke dialogue and mobilise demand for better governance.

Recognising that policy debate between civil society and government in Vanuatu was notably lacking, AusAID funded the Pacific Institute for Public Policy, a new locally developed institution, to further local research and analysis to support areas of national interest. The Institute works with both the Government of Vanuatu and civil society organisations to ensure that debates on pressing policy issues engaged local communities.

The Vanuatu Gender and Development Program focused on capacity building of women in positions of leadership, voter awareness raising campaigns for the 2008 general elections as well as exploring quota models for increasing women's participation in parliament.

There were a number of initiatives that focused on improving governance as well as service delivery. An example is the Vanuatu Women's Centre which has influenced government policy and policing practice, contributing to the establishment of a Family Protection Unit in 2004, and continued lobbying for the passing of the Family Protection Bill.

### Building connections between communities and government

Save the Children's Child Advocacy project worked with government and civil society organisations to increase understanding and observance of children's rights while its Youth Outreach Project focused on increasing the engagement of youth in communities and organisations at local and provincial levels.

As part of the Land Reform Program public awareness campaigns were conducted to ensure ni-Vanuatu are informed of their rights to land and the land reform process. Meetings were also held with the Lands Department and the Vanuatu Cultural Centre to combine efforts in the land sector.

### Strengthening civil society

To make the Australia-Vanuatu Joint Development Cooperation Strategy work the strategy states there would need to be ‘targeted capacity building of civil society groups...to strengthen their effectiveness to provide an avenue for community concerns’. The Vanuatu Kastom Governance Partnership (which commenced under the Demand for Better Governance initiative) involved researching *kastom* governance systems and their contribution to national and community governance. The initiative supported the Council of Chiefs to improve administration, management and working with communities to develop and implement governance action plans.<sup>16</sup>

The Foundation of the Peoples of the South Pacific, a local NGO in Vanuatu, was supported in organisational and project management by the Australian Foundation for the Peoples of Asia & the Pacific through the ANCP funded Management and Media Capacity Building for Good Governance project.

World Vision’s ANCP funded Enabling Peoples’ Livelihood Project (Givhan Long Laef Project) focused on income generating activities in rural areas. The project involved over a thousand community members, over half of which were women.

The Vanuatu Gender and Development Program also had an activity that worked with women’s microfinance groups although most of its activities focused on improved governance as discussed above.

### Services delivered by civil society organisations

An interesting example of service delivery is the Village Health Worker Project which has been funded through the Vanuatu country program since 1998. The project is focused on improving primary health care, particularly for women and children in rural communities. Originally managed by Save the Children Australia and focusing on training of health workers, the initiative took a focus in its second phase on programmatic, structural and organisational objectives which would see the Ministry of Health take over the management of the project. The project is 75 per cent locally funded and run by ni-Vanuatu staff. This case is a good example of sustainable engagement by AusAID where it has provided support to services delivered by civil society (an Australian NGO established in Vanuatu for 20 years) while also strengthening partner government systems to provide management and support in the future.

### Raising awareness around sensitive issues

The Vanuatu Women’s Centre has been funded by AusAID since 1994. The centre is an independent civil society organisation focused on increasing community

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<sup>16</sup> The Vanuatu Kastom Governance Partnership is the focus of a case study conducted for the Office of Development Effectiveness Civil Society Engagement Evaluation.

acceptance that violence against women and children is a violation of human rights. The centre provides counselling and legal support for women as well as male advocacy training for men, including training personnel from the police force and parliament. Institutional sustainability of the centre has improved with staff taking on financial management responsibility. The financial sustainability of the centre without AusAID or alternative donor support was deemed in the program design document as 'unrealistic...in the foreseeable future'.<sup>17</sup>

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<sup>17</sup> Vanuatu Women's Centre – Phase 5: Final Program Design Document, April 2007.

## APPENDIX B: INITIATIVE CHARACTERISTICS

Initiative Number	Initiative Name	07/08 Expenditure	Length in Years at 30/6/08	Target Location	Primary DAC Sector
INE134	Village Health Worker Project Phase II	325,728.00	9.6	Rural	12110 - Health policy and administrative management & 43081 - Multisector education/training
INH779	Village Health Worker Project Phase II - Stage II	200,788.69	9.6	Rural	12110 - Health policy and administrative management & 43081 - Multisector education/training
ING789	Land Reform Program	515,698.91	1.9	Urban/Rural	41010 - Environmental policy and administrative management
ING813	Vanuatu Gender and Development Program	36,792.23	1.9	Urban/Rural	15150 - Strengthening civil society
ING919	Demand for Better Governance	250,190.57	1.3	Insufficient Data	15150 - Strengthening civil society
INH074	Demand for Better Governance - 2007 onwards	2,190,878.38	1.4	Urban/Rural	15150 - Strengthening civil society
INH199	Vanuatu Women's Centre - Phase 5	733,870.00	14.0	Urban/Rural	15164 - Women's equality organisations and institutions
INH460	Interim Grant Funding	165,957.68	0.9	Urban	92010 - Support to national NGOs
INH584	Vanuatu Church Partnership Program	328,868.55	0.8	Urban/Rural	15150 - Strengthening civil society
INH645	Drivers of Change (DOC)	59,548.40	0.8	Urban/Rural	92030 - Support to local and regional NGOs
INH674	Strengthening National Response to HIV & STIs	390,732.16	0.4	Urban/Rural	13040 - STD control including HIV/AIDS
INH724	Health Sector - HIV & STIs	300,000.00	0.5	Urban/Rural	13040 - STD control including HIV/AIDS
INH788	Pacific Institute of Public Policy	150,000.00	0.4	Urban	15150 - Strengthening civil society
INH813	Vanuatu Kastom Governance Partnership	146,937.46	0.3	Urban/Rural	15150 - Strengthening civil society
INH885	Justice for the Poor In Vanuatu Program Design	268,297.92	0.2	Insufficient Data	15150 - Strengthening civil society
AFAP	Management and Media Capacity Building for Good Governance	23,598.92	1.0	Urban	92010 - Support to national NGOs
AngliCORD #1	Church of Melanesia HIV Program	1,580.00	1.0	Insufficient Data	13040 - STD control including HIV/AIDS
IWDA #1	Reproductive Health Outreach and Education	37,400.00	1.0	Urban	15164 - Women's equality organisations and institutions
IWDA #2	Strengthening the Capacity of Women to Safeguard Rainforest Resources in Vanuatu	15,067.00	1.0	Rural	15164 - Women's equality organisations and institutions
OXFAM	Vanuatu Integrated HIV & AIDS, Human Security and Active Citizenship Program	349,261.00	1.0	Insufficient Data	15150 - Strengthening civil society
SC #1	Child Advocacy	118,032.00	1.0	Urban/Rural	15150 - Strengthening civil society
SC #2	HIV & AIDS - Community Prevention	29,427.00	1.0	Urban/Rural	13040 - STD control including HIV/AIDS
SC #3	Youth Outreach Project	283,952.00	1.0	Urban/Rural	11230 - Basic life skills for youth and adults
UCOA #1	HIV/AIDS Awareness	16,537.00	1.0	Urban/Rural	13040 - STD control including HIV/AIDS
UCOA #2	Eye Care	42,963.00	1.0	Urban/Rural	12220 - Basic Health Care
WV #1	Education for Everyone Project (Edukesen Blong Everiwan Projek)	58,000.00	1.0	Urban	11220 - Primary education (Literacy training for children)
WV #2	Enabling Peoples' Livelihood Project (Givhan Long Laef Project)	110,999.00	1.0	Rural	11330 - Vocational Training
WV #3	Water and Sanitation Project (Wota Mo Saniteson Projek)	132,414.00	1.0	Rural	14030 - Basic drinking water supply and sanitation

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

AusAID also provides support to regional initiatives funded through the Pacific Program. Apart from the country program initiatives and ANCP projects considered, seven regional programs, active in Vanuatu in 2007/08, included civil society engagement.

The *Australian Sports Outreach Program* aims to increase partner capacity to deliver inclusive sports based programs that contribute to social development. In Vanuatu the initiative works through partner government departments and committees who are responsible for strategic direction and fund management. The program was initially targeted at eight communities in two rural provinces with an aim to expand the program throughout these provinces in consequent years. The program works closely with the Area and Provincial Chief's Councils, Church Leaders and other relevant members of communities to form Sport Committees responsible for the delivery of activities in participating villages. Additionally, the program engages national and international NGOs such as Wan Smol Bag Theatre and Save the Children as training service providers. Equal membership of males and females in the program is intended to be actively pursued.

In efforts to enhance governance and the performance of both public and private enterprises *Business Governance Training Program* provides formal training and follow-up mentoring to directors, committees of management and chief executive officers of various ni-Vanuatu organisations, including NGOs.

The *United Nations Children's Fund Pacific Program* strengthens linkages between AusAID and the United Nations Children's Fund through regional program support for women and children's initiatives to enhance the region's peace and prosperity. Civil society was engaged in implementation of activities focused on child protection.

The *Regional Rights Resource Team 2006-2009*, originally set up by United Kingdom Department for International Development, is a legal literacy project aimed at enhancing the legal and social status of women. Strengthening civil society is a primary sector focus of this initiative. The Regional Rights Resource Team trains key policymakers and implementers in the legal sector as well as civil society organisations to enhance the demand for and provision of services and their ongoing monitoring.

Through the *Pacific Malaria Initiative - Regional Research* AusAID supports the Vanuatu government to address effective control and progressive elimination of malaria. This includes investigating ways in which civil society organisations can be increasingly involved to ensure community appropriate activities are carried out.

The *Pacific Regional HIV/AIDS Project* aims to strengthen the capacity of Pacific Island government, NGOs and communities to respond effectively to HIV/AIDS. The program provides support to the development of a Pacific Regional HIV

Strategy as well as providing capacity building to government and civil society organisations to plan, coordinate and manage small-grants. Gender sensitive behaviour change programs under the initiative ('Stepping Stones') have reported increased confidence and skills of women and increased respect of males for their female counterparts within the program.

In preparation of sample civics curricula materials for primary and secondary schools the *USP - PLAS-DG Electoral Studies Project* collaborated with NGOs and other stakeholders. The project also provides training to NGOs and other stakeholders to improve their understanding and knowledge of elections.

From the data reviewed it was not possible to determine how much of the regional expenditure with involved civil society engagement was specific to Vanuatu.