



AUSTRALIAN
COUNCIL
FOR
INTERNATIONAL
DEVELOPMENT

Submission to the Assessment of Australia Aid Investments in Papua New Guinea

February 2014

Introduction

The Australian Council for International Development (ACFID) welcomes the opportunity to make this submission to DFAT regarding the Australian Government assessment of Australia Aid Investments in Papua New Guinea (PNG). ACFID recently commented on the doubling of aid to PNG¹ that was part of the final actions of the former Rudd Government notwithstanding the recommendation of the Independent Review of Aid Effectiveness regarding the levels of aid investment in PNG.² In this context ACFID has articulated our support for an assessment of Australia's aid to PNG in that context and we are pleased that this assessment is underway

The Australian Council for International Development (ACFID) is the Australian peak body for non-government organisations (NGOs) working in international aid, development and humanitarian response. ACFID represents over 130 Australian not-for-profit organisations that work in more than 100 developing countries. ACFID's membership attracts an annual Australian public supporter base of approximately two million Australian households. Currently entering its 50th year, ACFID brings together decades of civil society expertise in international aid and development. The expertise gained over the 50 years of ACFID's existence has been codified into a Code of Conduct (hereafter, the Code) for the Australian non-governmental aid and development sector. The Code is a self-regulatory framework outlining 50 Principles and 150 Obligations for ACFID Members, as they strive for transparency and good practice in their development work. The Code includes an annual compliance process as well as an independent complaints mechanism.

ACFID members collaborate on their work in the Pacific via the ACFID Pacific Working Group. The ACFID Pacific Working Group comprises ACFID member organisations and interested affiliates contributing to development programs/projects in the Pacific (including PNG) and who are committed to engaging in advocacy to inform the international aid and development agenda in the region. A list of ACFID Pacific Working Group members who contributed to this submission is provided in Appendix A.

This submission compiles detailed information on core issues which arose during the stakeholder discussions between the ACFID Pacific Working Group and DFAT staff about the Assessment of Australia Aid Investments in Papua New Guinea on Friday 14 February. ACFID appreciates the efforts of DFAT to consult face to face with Australian NGOs and looks forward to ongoing conversation with the Government on the development situation in PNG.

¹ 'Disquiet at aid without liability,' 23 February 2014, *The Age*: <http://www.theage.com.au/federal-politics/political-opinion/disquiet-at-aid-without-liability-20140222-33817.html>

²Independent Review of Aid Effectiveness, 2011, p.22, 131.

Contents

1. Priority areas	4
2. Geographical context for development programs	5
3. Enabling environment for development	6
4. Leveraging private sector engagement for development outcomes	6
<i>Inclusive business</i>	6
<i>Corporate social responsibility</i>	7
<i>Private sector enabling environment</i>	8
<i>Child Protection</i>	10
5. Supporting emerging leaders	10
6. Service delivery	11
7. Systems strengthening	12
8. Demonstrating results	13
9. Social accountability and monitoring	14
10. Appropriate benchmarks for PNG	15
11. Scale up of ANGO programs	16
Appendix A: ACFID Pacific Working Group Contact Details	17

1. Priority areas

Recognising the Australian Government's commitments in these areas, we would like to reaffirm the following four elements as core to the Australian aid investment in PNG:

- Partnerships with **Australian NGOs** who work alongside, equip and empower civil society movements and community based organisations; who have significant on-the-ground expertise and experience; and who prioritise working through local systems to achieve positive change for communities.
- A focus on **gender equality** and the empowerment of women.
- Investment in **skilled Australian volunteers**. Skilled Australian volunteers make an effective contribution to the Australian Government's development objectives in PNG. Volunteers are a cost-effective form of development assistance contributing to the capacity needs of host organisations, developing people-to-people links, and generating goodwill for domestic and foreign diplomacy.
- Strengthening **opportunities for people with disabilities**. Building on the expertise of the Australian Government, partnerships with the PNG Government should be developed to build practical and affordable strategies to ensure health and education activities are responsive to, and inclusive of, the rights of people with disabilities. Given that the current PNG National Health Plan makes no specific reference to services for people with disabilities; and taking into account the rapidly growing issue of non-communicable diseases, this will increasingly be an area of importance.

The long-term economic prospects of PNG are dependent on the investments in the health, nutrition and education of the population. With this in mind, the ACFID Pacific Working Group additionally strongly supports ongoing investments in:

- **Water, Sanitation and Hygiene**. Access and provision of WASH results in a healthier workforce that is more productive and able to drive economic growth. At the global level, it has been shown that every dollar invested in water, sanitation and hygiene will return \$4 to economies through increased productivity.
- **Health**. Access to quality healthcare is widely regarded as a key driver of equitable economic development and poverty reduction. For example, family planning supports economic development through empowering women (through improved education and economic opportunities); widening the workforce; increasing household and community income; increasing per capital investment in education; and supporting saving across public health services.
- **Nutrition**. Undernourishment in childhood and lack of essential nutrients for growth and development lead to permanent, irreversible impairment of physical and brain function. This has flow on effects for individual, and national, economic productivity and prosperity. Undernourished children are more likely to develop chronic illnesses as adults, such as diabetes and heart disease, compromising future economic productivity and incurring additional treatment costs. If they survive, undernourished children perform worse at school, and earn 20 per cent less as adults than children who are well nourished.³ Investing in simple, cost-effective nutrition interventions including breastfeeding promotion, good infant feeding practices, deworming and micronutrient supplementation, is important for fostering a healthy society.

³ Save the Children (2013), *Food for Thought*, http://www.savethechildren.org.uk/sites/default/files/images/Food_for_Thought_UK.pdf.

- **Education.** Quality education interventions, including adequate, targeted and relevant vocational opportunities for young people, will make a significant impact on the long-term economic prospects of PNG. Education interventions should include targeted early childhood development programs to ensure children in PNG are able to meet their development potential.

Case study: Early Childhood Education

Early childhood care and development programs enable children to meet their development potential, with 85% of brain development occurring in the first five years of a child's life. Children who participate in ECCD Programs are more likely to do well in primary school, and early interventions lead to more enrolments in primary school, less repetition of academic years due to poor performance and fewer children dropping out of school. Most children in PNG, especially in rural areas where 85% of the population lives, do not access to structured early learning opportunities.

In 2013, SCA initiated work with communities in the Eastern Highlands Province (where access to structured learning opportunities is limited) to develop community based ECCD programs, supporting teacher training, parent participation and applying a tool to measure early childhood development outcomes and school readiness.

Our vision is to create ECCD centres of excellence that support and monitor satellite ECCD centres to improve their performance, and expand this innovation. This approach will facilitate plans to scale up ECCD interventions across PNG.

2. Geographical context for development programs

To maximise the potential of the Australian aid investments in PNG, investments need to reach extremely **remote areas and isolated communities**. The Australian Aid Program should ensure that the theory of change for the aid investment in PNG, enables the Department to clearly indicate pathways of change and highlight required inputs, outputs and multipliers to ensure aid investments are strategic and targeted in identifying complementary programs and locations for work.

Relying on the market alone to reach large numbers of remote communities will not be feasible. The Australian government should use the **existing social networks** inherent in churches and other civil society organisations to extend the reach of the Australian aid investment.

Case study: Using existing networks to extend your reach

In 2013, the Churches Partnership Program (CPP) initiated a program in the Hela region to create a mechanism for communities to hold government and companies to account for their commitments. Through the Hela Council of Churches, the program ensures people in the region, particularly landowners, benefit from the Liquefied Natural Gas project and holds stakeholders to account in the provision of basic services in one of the poorest and most violent regions of PNG.

Churches also find themselves in a good position to address the dangerous practices of sorcery and witchcraft in PNG. The churches are speaking proactively into this space and acting as advocates for victims. Particularly in Bougainville through the Peace-building program, Uniting Church has been able to be present during conflicts, support victims and challenge and help rehabilitate perpetrators. Similarly, the ELC-PNG Church Partnership Program developed a counselling and peace-building training manual to be used in seminaries for preparing ministers to support people in villages affected by domestic violence and mediate community disputes that all too often escalate into violence.

3. Enabling environment for development

A lack of enabling telecommunication infrastructure has meant that communication between services (different departments in different locations) has been problematic. Establishing good internet access to remote communities would allow for improved communication, thus promoting enhanced support for partners delivering programs. For example, in the Churches Partnership Program (CPP) review of a sexual health program in the Highlands, one of the partners identified the installation of a satellite dish as having one of the greatest impacts on the program. Simple, but significant.

4. Leveraging private sector engagement for development outcomes

The scale of the development challenge in PNG requires sophisticated, multi-stakeholder attention to core development challenges. If not adequately addressed, wealth disparity will only cause deeper social problems. Any future iteration of the Australian aid investment in PNG must ensure that the benefits of economic growth are distributed equally to all members of society, focusing especially on creating opportunities for women and children, addressing high levels of youth unemployment and the inclusion of people with disabilities.

Inclusive business

The findings of the 2012 Business In Development Study indicate that many Australian companies operating in PNG and/or similar countries recognise the potential to deliver development outcomes through their core business operations⁴. There is an opportunity for the Australian Government, through DFAT, to work with the private sector in identifying key barriers that prevent poor and disadvantaged communities from engaging with the value chain of large companies as employees, producers and consumers in a way that alleviates poverty⁵. Such an assessment could be sector specific with a preference towards the mining, food and agribusiness sectors. On the basis of this assessment DFAT would then be able to work with these companies to **mitigate barriers to providing development opportunities for poor communities** within PNG. Market barrier mitigation programs for communities could include:

⁴ 93% of survey respondents in the 2012 Business In Development Study agreed that business can play an important role in alleviating poverty.

⁵ 57% of survey respondents in the 2012 Business In Development Study saw AusAID as a potential partner for undertaking business activities in developing countries.

- Training & Education
- Access to finance
- Access to tools, including agricultural products and skills
- Market Access and Market Linkages, including infrastructure

A practical way for DFAT to identify barriers could be through the convening of a forum with companies and NGO's addressing specific sectoral opportunities in PNG.⁶ DFAT could additionally host in country missions linking companies with poor communities.

Central to this opportunity for DFAT is the potential to establish flagship or pilot projects that demonstrate how companies can integrate communities into the value chain of leading companies in PNG. Examples of companies currently undertaking business activities in PNG that include the poor in their value chain are:

- Mondelez & MMJV: integration of poor cocoa farmers into global supply chains
- Bank of South Pacific: mobile phone financial services for the rural poor

Corporate social responsibility

The 2012 Business in Development Study indicated that many Australian companies currently run and or support programs that are complimentary with DFAT's Aid Program in country and are willing to work further with DFAT⁷. Working in partnership with these companies would provide DFAT with an opportunity to leverage the competencies of these companies and together create greater development outcomes.

DFAT should consider opportunities for collaboration and partnership with Australian companies in PNG, based on corporate social responsibility programs that deliver development outcomes for communities.

⁶ See ACFID's 2014 Federal Budget submission and further articulation, currently under development.

⁷ 70% of those surveyed in the 2012 Business In Development believed that AusAID could consult with business on priorities in developing countries

Case Study: Uniting Church PNG (UCPNG) and the Nation Wide Micro Bank

An example of how PNG churches are working with the private sector is UCPNG's recent signing of an MOU with PNG's Nation Wide Micro Bank.

The Nation Wide Micro Bank has committed to delivering financial literacy training along with providing financial services to women in rural areas who are largely uneducated and do not have access to bank accounts. The women from the UCPNG women's networks attend the training in their UCPNG village or facility and the Nation Wide Micro Bank officer from their region attends to deliver the program.

The women bring a mobile phone and 25kina to open up their account that is then managed from their phone with the agent in their region.

UCPNG leaders are then able to work with those women who may also need training around adult literacy while assisting them to set up small businesses in their area through the network of the church. The Nation Wide Micro Bank will provide small, formal loans to women who over time build up savings and demonstrate a business plan. UCPNG will work alongside women to create this plan and support them through the process.

The first two pilot programs will begin this year in Hela and East New Britain regions and are expected to impact 1500 women in each place. As the program develops, these trainings will also provide a perfect platform to be able to carry out health promotion campaigns and communicate messages around Gender Based Violence and HIV/AIDs.

Private sector enabling environment

The ACFID Pacific Working Group recommends two core opportunities for DFAT in facilitating an enabling environment for the private sector:

1. Volunteers

Small businesses are a focus of the PNG Government with the inclusion of small business stimulus measures in the 2013 budget. **Targeted training and mentoring initiatives** for start-ups, female entrepreneurs and emerging SMEs will provide much needed skills and complement measures implemented by the PNG government, such as tax concessions, access to credit, ease of registration and trade facilitation. ACFID member, Australian Business Volunteers, has found that placing multiple and follow-up executive-level volunteer assignments within the same institution over a period of time increases institutional effectiveness and overall service delivery through strengthened management practices, policies and procedures. Institutions include both public and private sector, such as land-owner organisations.

Case Study: Sustainable outcomes for fish retailer: An enduring ABV success story

In 2012 -13 ABV volunteer Robert Hill worked with small business owner Judith Jonathon to develop a business plan for her fish shop, ANJ Fish Supplies in Alotau, Milne Bay Province. What Judith needed was someone to help shape her ideas into reality and Robert provided Judith with that direction and confidence. Judith stressed, "Robert taught me two things: focus and stock."

As a result Judith purchased two additional freezers and through this purchase she was able to buy up on fish when the best catches arrived. Judith's success resulted in one of the local banks having confidence in the business and approving her application for a small business loan. Now Judith is planning on investing in some of the ideas that she developed with Robert. Her first project has been to build a separate entrance to her business from the street rather than people needing to enter her home. Other plans include renovating her shop window and access area so customers can form a line and see all the fish on display.

In her office, Judith pulls out her books that account for her stock purchases and sales. Now everything is recorded and she is confident about being on track with the business and her bills.

"Robert and I were planning to also sell soft drinks and cooked fish, but I know I need to focus and what I am focusing on now is improving my shop and buying stock. I want to stay small and if I try too many things I lose focus so these are ideas for the future. I have a plan and now I feel confident about my business and my future."

2. Market Entry Services

The 2012 Business In Development Study indicated that many Australian companies are reluctant to enter the PNG market due to the perception of country risk, including concerns such as financial risk, market size, corruption, security, government policy and regulation, licence to operate, property rights, unclear taxation and legal requirements and protection intellectual property. Often the perception of country risk is a result of misinformation and lack of understanding as to how to enter a developing market.

Through the creation of an inclusive business enabling environment, DFAT could assist these companies to mitigate perceived country risk and catalyse investment by providing a range of market entry services on the provision that integral to a company's market entry strategy is an **inclusive business model that creates direct opportunities for poor communities as employers, producers or consumers** in a way that contributes directly to the achievement of the Millennium Development Goals.

DFAT could provide a range of market entry information and services such as:

- Understanding the PNG market
- Government Relations
- Taxation/Legal/Regulatory Environment/land ownership
- Hosting in country missions exposing companies to the business opportunities that exist in PNG
- Security and Risk
- Understanding the Development Imperative
- Designing an Inclusive Business
- Brokering Partnerships between Government, Business and NGO's

It is envisaged that such a program could be modelled on Austrade's existing Export Market Trade Services Program. Working together with the PNG Government through the PNG Investment Promotion Authority, the adherence to an inclusive business model could

become a precondition for companies to receive grants and incentives to invest in PNG. Currently the Philippines Board of Investment is considering a similar program.

Case Study: Post Basic Certificate Course in Sexual and Reproductive Health for Nurses and HEOs

Sexual and reproductive issues are tied to cultural, traditional and religious taboos in PNG that impact the whole population and in turn, an effective response to sexual and reproductive health issues. While the situation is complex, workforce development is one strategy that assists in building the capacity of local people to work within their communities to not only implement change but also attitudes.

From 2007- 2012, Family Planning NSW managed the Clinical Health, Men's Programs, Advocacy and Sexual Health Strengthening Project (COMPASS) as part of the AusAID funded PNG Australia Sexual Health Improvement Program (PASHIP). In response to a National Department of Health (NDOH) request, the project developed the *Post Basic Certificate Course in Sexual and Reproductive Health for Nurses and HEOs* which was piloted in Lae Morobe Province in 2012. This was the first post graduate course in sexual and reproductive health delivered in Papua New Guinea with nine nurses graduating in 2012.

The course provides an important element of a much needed multi-sectoral approach to addressing sexual and reproductive health issues in PNG. It is concerning that, given the many and complex issues in PNG, few local health professionals have post graduate training in sexual and reproductive health.

Despite the currently available course and the great need for training, the Post Basic Certificate Course in Sexual and Reproductive Health for Nurses and HEOs is yet to be taken up by PNG educational institutions. The potential for this course to make a lasting impact is immense. It has great support in the Morobe Province making it a perfect adjunct to the work of the Sexual Violence Case Management Centre in Lae.

Child Protection

The ACFID Pacific Working Group maintains that all organisations partnering with the Australian Government in the delivery of Australian aid in PNG must be required to hold rigorous **child safeguarding policies**.

5. Supporting emerging leaders

To be effective in PNG, the Australian Government should continue to assist in identifying high potential PNG nationals who are committed to tackling corruption, promoting the good of the people and leading with integrity, enthusiasm and respect. In supporting emerging leaders, Australian support could focus on four core areas:

- **Building management skills.** These skills often come from role modelling and mentoring, and if individuals work in ineffective departments, they often miss out on these skills. Australian volunteer placements can greatly assist in modelling and teaching strong management and organisational leadership skills to local staff
- **Performance management.** There is limited accountability for administration level staff within agencies in PNG. Service delivery will struggle to improve without performance management in place, therefore enabling good managers to implement dynamic performance management systems will be crucial.
- Encouraging leaders to **return to provinces.** Emerging leaders tend to be more educated (often in Australia) and base themselves in Port Moresby, working for big development programs or foreign governments largely because of salary benefits. The Australian government should encourage and support emerging leaders from

diverse backgrounds and provinces, and backing those that will continue to engage with their communities and civil society

- Encouraging **education opportunities** for emerging leaders at a range of levels – not just postgraduate scholarships. There are fewer opportunities for younger people to receive quality education either within or outside PNG. Undergraduate and Post-graduate study is often too late to foster skills that are required for leadership. The Australian Government should focus on opening up quality education opportunities within PNG for young people, working with institutions to ensure young people with leadership potential, are able to remain in PNG to receive a quality education throughout the life-cycle, including early childhood education; quality primary and secondary learning; vocational training and adult literacy.

Case Study: Reducing violence against women in Port Moresby markets

The lack of security in Port Moresby markets not only creates fear and anxiety among the mainly female vendors, it also restricts their access to trade and economic opportunities. Against this background, UN Women designed the Safe Cities Project aimed to remedy this situation, including asking Australian Business Volunteers (ABV) for assistance.

ABV volunteer and gender educator and mentor, Lorraine McBride, was deployed earlier this year to transfer skills to staff on the gender equity desk within the social services division of the National Capital District Commission (NCDC). “During my ABV assignment, I worked closely with staff on the gender equity desk to restructure a staff model that links with relevant activities and with a high focus on strategies to stop violence in public spaces”, said Lorraine. “The aim was to work together with the Office of Women’s Development, National, Provincial, District, and Local Councils of Women to promote gender and give access to a “woman’s voice”, along with providing educational pathways that strengthen and empower women, children and the community.” In addition, Lorraine created a strong network of district staff, community leaders, vendor associations and community groups to support these activities.

ABV volunteers, such as Lorraine, have proved effective in strengthening the capacity of NCDC staff. The NCDC management of the markets is much more effective and the working conditions for female vendors has dramatically improved.

Case Study: Supporting church leaders

Churches Partnership Program (CPP) churches manage training institutions and internships which benefit all sectors of society – leaders may be destined for government, the private sector, churches or other civil society organisation. Although Churches hope to retain leaders which they have trained, they acknowledge the gains to the nation by training leaders. CPP stands behind the decision to invest a large proportion of aid money in developing the skills of emerging leaders and growing the ability of organisations to function properly. Churches typically resist backing existing community leaders at times of election, which involves risk to integrity and well as risks of reprisal by competitors.

6. Service delivery

The ACFID Pacific Working Group fully endorse the PNG Government’s role in assuming responsibility for the delivery of services to the population. Due to a wide range of reasons however, this is not occurring and many civil society organisations, such as churches, are playing a significant role in the delivery of services.

The Australian Government can support improvements to service delivery by **supporting service delivery horizontally**. At the districts and province level, a focus on service delivery is primarily related to ensuring administrations are (re)engaged with their communities. Despite the mandated systems and processes in place, service delivery is largely not adequately occurring. At the district and provincial level, dialogue should focus on increasing understanding of responsibilities and systems rather than the formation of the assumption that personnel are corrupt or lack capacity.

Simultaneously, the national government must be held to account while focussing on decentralised agencies and sub-national levels of Government where currently there is very little support/dialogue. For example, the benefits of a decentralised Provincial Health Authorities have not manifested yet but this could be improved with more targeted and direct support as the Provinces will have more opportunity to recruit and performance manage service delivery staff.

Case Study: Marie Stopes PNG Mobile Clinic Outreach Model

MSPNG's mobile clinical outreach model leverages MSI's global approach and expertise in efficiently bringing contraceptive choice to remote communities. The majority of clients reached through outreach are poor, and most are first-time users of family planning. Consisting of small, motivated teams of clinicians, outreach teams travel to aid posts and health centres to deliver specialist services, including long-acting and permanent methods of contraception which are often otherwise not available. Service delivery is conducted with support from government health workers, offering an opportunity to utilise best-practice approaches to clinical capacity building such as follow up supportive supervision.

A service delivery program is an essential platform from which to provide capacity building in this way. Furthermore, working out of existing government health facilities, close relationships are formed between MSPNG outreach teams and government health workers, improving coordination, transferring skills and building confidence into the health system.

7. Systems strengthening

It is not capital works that is required for Papua New Guineans to be able to access quality health care, but support to the management of the health services at all levels. One example is financial management. Health services must be able to properly manage the funds that are sourced from governments and donor partners. This is important to ensure that adequate resources are available for the purchasing of medicine and supplies, the payment of staff salaries and the upkeep of infrastructure. Health services must also have sound financial management to continue to attract government and donor funds, and thus continue providing services. The Australian Aid Program could further explore a modality with the Government of PNG to identify and introduce **match-funding** to create sustainable local funding flows over time.

This is important work, but it is slow work that requires a **longer-term view** and a **deep partnership** with the services involved. Working with civil society health service networks, especially churches, to strengthen their management systems, including financial, does not produce quick results. Such approaches however, do create the possibility of deeper and more long-lasting impact on the health of Papua New Guineans.

Case Study: Integrated Rural Health Patrols

The Australian Doctors International's (ADI) flagship project, Integrated Rural Health Patrols, consist of up to 10 ancillary health workers (dental technicians, HIV/AIDs workers, pap smear nurses, TB officers etc) who visit all 24 health centres and many health posts in New Ireland Province and outlying islands (government and faith-based) at least annually and mostly biannually bringing health care to the poorest and most vulnerable population groups in the province. Doctors and health management advisors, who make up the ADI contribution to the patrols, work side by side with local health staff and health administrators to build capacity and eventually self- sufficiency.

ADI in partnership with the New Ireland Provincial Government also identified teaching and training of health workers as a priority and in 2013 ran the first of a series of planned in-service training week-long sessions which will be continued twice yearly for the next two years when it will have included training for all 240 health workers in the province.

Expats must work side by side with a PNG national counterpart to share experience and knowledge and ensure that self- sufficiency will prevail. ADI's experience in New Ireland indicates strongly, the importance of maintaining direct service provision to the extent that it provides a valuable opportunity to train while treating within the clinical context.

8. Demonstrating results

The constraints which limit development in PNG are long-term, non-economic, and **difficult to measure**. Contributing factors include regional differences in culture, strengths and needs, linguistic diversity, poor communication infrastructure, differences in expectations, cultural system of wantoks and justice expectations, poor distribution of resources, low level of monitoring skills, vast differences in terrain and accessibility. A focus on demonstrable results favours short time frame changes, and risks rewarding urban populations over rural, areas close to regional centres, welfare-based projects and other "easy targets" which do not necessarily correlate with sustainability or balanced growth.

There needs to be a balance between tangible outputs and longer term behaviour and process change that is not always measurable through short term outputs and outcomes, a current feature of reporting. **Moving towards a Theory of Change** for the Australian aid investment in PNG, that highlights clear pathways of change indicating required inputs, outputs and multipliers to ensure longer term impact could be useful for capturing both tangible and intangible emergent outcomes and demonstrating meaningful results. A Theory of Change would make it easier to both achieve and demonstrate results.

Duncan Green, strategic advisor for Oxfam GB recently discussed development in fragile states. Regarding the very relevant issue of accountability in governance, he says: "It *is* possible to achieve [governance] change in fragile contexts, but it should not be short-term or measured only by conventional indicators and donor requirements."

Case Study: Men and Boys Behaviour Change Program

The role of men in the prevention of sexually transmissible infections (STIs) and improvement of their sexual health and that of their partner is critical, however the involvement of men in sexual health programs has been largely ignored even though men hold most of the power and decision making within PNG.

The Men and Boys Behaviour Change Program, part of the COMPASS project, has broken new ground in Morobe where it seeks to raise awareness and support positive change among men and boys in regard to sexual health. It focuses on positive role modelling for men as fathers, partners and community leaders. Activities include: raising and discussing respectful relationships; sexual health and testing; and treating STIs. Volunteer Community-Based Advocates (CBAs) and Community Based Organisation (CBO) partners have been trained to conduct community and workplace education as well as one-on-one sessions to encourage men to discuss issues related to sexual health, domestic violence, family dynamics and conflict resolution. As one participant CBO partner has stated: *'if you change the men, you change everything in the community'*.

9. Social accountability and monitoring

Accountability programs require balancing both a **systematic top-down and bottom-up approach to increasing accountability**. Mechanisms and programs must focus on both local communities and Government/service providers and establish a basic understanding of roles and responsibilities and mandated planning processes. Accountability processes exist in the current aid architecture, but do not have adequate support for them to be undertaken. The Australian government should aim to work through and improve current systems, including considering how current systems can encourage greater political accountability.

Case Study: Community scorecards

CARE's Integrated Community Development Program (ICDP) trialed a Community Scorecard which both highlighted the potential for this tool, and demonstrated that a responsive service provider, even at a basic level, is critical. A CARE project to support maternal health has created demand in remote, disadvantaged communities for provision of basic health services, and this is now dependent on the Provincial Health Authority (PHA) being willing to improve delivery of services. Despite CARE's work to simultaneously build capacity of the Health System they are still struggling with a gap between the created demand and the Government's ability and willingness to provide services. Decentralisation of the PHA from Moresby to the Provinces, should have removed barriers to service provision, however, to date this has not happened. Ongoing and targeted support is required which comes back to a strong framework for governance and accountability for all levels of Government. On the other hand, through ICDP we have seen some impressive results from communities identifying education priorities through their planning processes, and the Provincial Division of Education willing to work with CARE and communities to deliver education services. CARE is therefore looking to reintroduce a mutual accountability tool, such as the Scorecard, to measure this success.

Case Study: Prioritising accountability

The Churches Partnership Program is looking into developing ways for communities to monitor government investments and politician discretionary spending in communities they work in and believe the time is right to explore use of mobile phones in this regard. A specific example of where such social monitoring initiatives may yield immediate and substantial success is regarding the distribution of medicines to villages according to official plans.

10. Appropriate benchmarks for PNG

The development situation and success of development interventions in PNG is not uniform across the nation. As such, it **may be necessary to apply different benchmarks**, or different solutions and standards to problems across different regions.

Benchmarking should focus on the **integration between components** (law & justice, health, education & infrastructure) and not rely too heavily on outputs within individual sectors or programs. Currently DFAT supported initiatives often work in isolation without linkages or coherence to other initiatives or between key sectors. A better focus on integration could reinforce, and encourage, longer term and more sustainable achievements in development in PNG.

Under a broader Theory of Change with a central focus on strong governance, and clear pathways of change, appropriate benchmarks could be '**breakthroughs**' whereby reaching a certain point within the Theory of Change there is no going backwards. Within programs it would be important to have **support in place to help programs reach these** – i.e. longer term programs in PNG will have a greater impact but all too often programs get chopped and changed after a couple of years if results are not immediately clear or as initially predicted – there needs to be support for evolution within programs so they can refine and perfect their practice and therefore allow for longer term sustainable impact.

In order to leverage Australian aid investments, as well as increase the engagement and accountability of the Government of PNG, match-funding arrangements should be explored. Under such arrangements Australian investments can be made to go further and increase the overall budget allocations for priority areas. This approach can increase high-level development cooperation, institutionalise funding to priority areas, and strengthen relationships between development partners.

Possible ideas for benchmarks include:

- **Formation of new partnerships** between civil society organisations, national government, provincial government the private sector. The willingness of the GoPNG to trust communities with funds for services (e.g., GoPNG recently allocated 25million kina for churches to implement programs) is an example.
- **Understanding of rights**, especially in relation to accessing government services (including healthcare and education) and the benefits from mining. This would need to include the institution level where policies around child protection, gender equality and care for the environment are implemented. Part of this benchmarking would be addressing the role the Government, plays in providing such services either directly or indirectly.
- Increased **female leadership** in PNG and opportunities for women's engagement in formal decision making processes.

- Improved **Law and Order**. Currently the unpredictable law and order situation makes many Australian businesses reluctant to work in PNG. Improvements in the law and order situation will be necessary to ensure both human and economic development for Papua New Guineans.
- Benchmarks based on **indicators of success** such as an increase number of schools or hospitals managed to an appropriate standard, increased enrolments, literacy, or income generation etc.

11. Scale up of ANGO programs

Direct funding to scaled-up and effective programs with **proven track records** in priority areas can represent an excellent value proposition to the Australian Aid Program, particularly if this can be **co-financed** by the Government of PNG. NGO consortiums, including across sectors, may provide the managerial and oversight functions of a managing contractor at lower cost, ensuring more funding is available for effective programming.

Both local and **Australian NGOs** already have the **capacity and coordination** to implement large programs embedded within government structures. Many are already highly respected and considered valuable partners by the Government of PNG. The Australian Aid Program should build on the successes it has already delivered through its support to civil society in PNG to accelerate progress towards sustainable economic development in PNG.

Appendix A: ACFID Pacific Working Group Contact Details

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