

The background of the entire page is a solid dark purple. Overlaid on this background are numerous concentric circles of varying sizes, drawn with a light purple, sketchy line style. These circles are scattered across the page, with some appearing more prominent than others. A small, solid green circle is positioned to the right of the word 'Partnerships' in the main title.

'Pacific Sports Partnerships' **Phase One 2009 - 2014** **Evaluation Report**

Prepared for Australian Sports Commission
31 March 2015

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Acknowledgements

Synergistiq would like to thank all those who contributed data and participated in interviews for this evaluation. Participants from PNG, Samoa, Cook Islands, Tonga, Vanuatu, Solomon Islands, Fiji and Australia, were extremely generous in creating time in their busy work schedules to talk to Synergistiq researchers, share their experience, stories, hard copy reports and other useful documents. During interviews participants provided robust, thoughtful and clear feedback along with helpful examples to illustrate their comments. This qualitative feedback adds depth, legitimacy and colour to the evaluation of the PSP 1 program.

Glossary of Key Terms

The following definitions are relevant for the purpose of this report

Abuse is understood as deliberate acts that cause harm to others including verbal, physical, sexual, emotional and financial. This includes, but is not limited to, verbal, physical, sexual, emotional and psychological abuse.

Additionally vulnerable athletes do not have access to the same choices as others due to dependency on others and/or an impaired ability to resist, avoid or understand abuse. This term is commonly used to refer to disabled and deaf athletes (United National Office on Sport for Development and Peace, 2014).

A **Child** is anyone under the age of 18 years of age (United Nations, 1989). However across Pacific nations, the definition of a 'child' can vary depending on the country, cultural, ethnic, religious and legal context.

Child protection is the set of actions implemented when a child is identified as being at risk of being harmed, abused, neglected or exploited. It should be seen as an element of child safeguarding.

Child safeguarding is the set of actions, measures and procedures taken to ensure that all children are kept safe from harm, abuse, neglect or exploitation whilst in care.

Exploitation refers to the use of an individual for ones' own benefit, gratification or satisfaction.

Harm refers to a negative impact on an individual's physical, emotional or behavioural health and well-being. Violence, abuse, neglect and exploitation often lead to an individual being harmed.

Neglect manifests itself in not reacting, either deliberate or through carelessness, to an act or series of actions or events which lead to harm.

Across the Pacific, **Football** refers to soccer.

Non-communicable diseases (NCDs) include diabetes, cancer, cardiovascular disease and chronic respiratory disease. The World Health Organisation (WHO) (2010) identified NCDs as the primary cause of the majority of deaths across the globe. In 2011, the 42nd Pacific Islands Forum noted that 75 percent of deaths in the Pacific were due to NCDs (Pacific Islands Forum, 2011).

Older adults or the elderly people in western nations can be considered 65 years and older (World Health Organisation guidelines). However due to a range of social, health and financial factors impacting on health outcomes for community members in low development countries, there may be diminished rates of 10 – 15 years.

Sport refers to activities that contribute to 'physical fitness, mental well-being and social interaction' (United National Office on Sport for Development and Peace, 2014).

Vulnerability commonly refers to physical, social, familial or cultural elements that may result in an individual having less access to choices as other people, and/or experiencing higher levels of abuse or harm. Relevant examples for the Pacific include physical or mental disabilities; extreme youth or old age; or poverty.

Young people in the Pacific can include unmarried women or men up to 30 years of age.

Key Acronyms

ASC:	Australian Sport Commission
ASO:	Australian and Pacific Regional Sports Organisations
AusAID:	The Australian government's Agency for International Development was integrated into the Department of Foreign Affairs and Trade in 2013.
DFAT:	Department of Foreign Affairs and Trade
HIV/AIDS:	Human immunodeficiency virus infection and acquired immune deficiency syndrome
M&E:	Monitoring and Evaluation
NCD:	Non Communicable Diseases
NF:	National Sporting Federation
OSEP:	The Oceania Sport Education Program is a partnership between the Australian Sport Commission, Oceania National Olympic Committees and the Organisations of Sport Federations in Oceania.

Executive Summary

The Pacific Sports Partnerships (PSP) program was announced in 2009 by the then AusAID, as part of the Australian Sports Outreach Program (ASOP). The Australian government committed \$15 million for Phase One of the PSP program. The program commenced in 2010, and for the majority of partners, ended in mid-2014. The program was implemented by the Australian Sports Commission (ASC) and AusAID provided strategic guidance. The ASC partnered with five sports organisations: Cricket Australia; Football Federation Australia; Netball Australia; National Rugby League and Australian Rugby Union. The sports organisations partnered with thirteen National Sports Federations to implement the program across seven Pacific nations – Tonga; Papua New Guinea; Samoa; Solomon Islands; Vanuatu; Cook Islands and Fiji.

The original three objectives of Phase One of the PSP (PSP 1) were:

1. Capacity building with committed local partners
2. Promote sustained increases in sport-related participation, and
3. Contribute to positive social development outcomes.¹

This evaluation focused on the extent to which PSP 1 achieved the three original objectives and addressed questions of effectiveness and efficiency. The evaluation methodology included a detailed desk review, site visits to Papua New Guinea and Samoa along with interviews with **51** key stakeholders. Analysis of the quantitative and qualitative data identified additional relevant themes including development and delivery of sports programs; partnerships; value for money; efficiency and effectiveness; monitoring and evaluation; risk; relevance and accessibility.

Key Findings

The goal and objectives of PSP 1 were extremely broad, the focus changed during implementation and there was little base line data to assist with an assessment of the outcomes achieved. Acknowledging these challenges, this report demonstrates that PSP 1 achieved significant improvements against the first two program objectives. First, there was a significant improvement in the capacity of paid and volunteer staff within the NFs and improvements in the governance and administration of NFs working in the participating Pacific nations. Second, there was an increase in the number and scope of the mass participation sporting activities delivered by the five sporting codes across the seven Pacific nations. PSP 1 partners reported that a total of **1,011,985** people participated in activities implemented from 2010 – 2014. In addition, there were **347** staff and **10,658** volunteers. These activities resulted in a substantial improvement in participation levels among children – including girls.

The evidence in relation to the achievement of the third objective, social development outcomes, specifically gender equality, reductions in rates of non-communicable diseases (NCDs) and the inclusion of people with disabilities, is more contested. Key PSP 1 partners, particularly Australian and Regional Sports Organisations are skilled and experienced at developing and delivering sports programs. Consequently, the

¹ http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/current_achievements

ASC and sports organisations faced a number of challenges in relation to the delivery of development outcomes, particularly health outcomes relating to NCDs. Acknowledging these challenges, all partners described how they developed their understanding, skills and capacity in relation to ‘development’, gender equality and disability, during implementation of PSP 1. In addition, all partners developed a range of innovative strategies, including partnerships with development non-government organisations (NGOs), which led to joint sport, health and social development activities that may have contributed to social development outcomes.

In addition to the outcomes against the three core program objectives, the evaluation demonstrates that PSP 1 contributed to a range of positive outcomes for individuals, communities, and sporting organisations across the seven Pacific nations. In addition to these outcomes, the program itself offered the Australian government significant value for money. Using the total number of **1,011,985** participants divided by the original budget of **\$15 million**, the program cost **AUD 0.06 cents, per participant**, from 2010 to 30 June 2014. The evaluation is only able to comment on the reported participation figures, however it is worth noting that the participation figures may represent an ‘instance’ of participation. It is also worth noting that the final ‘value for money’ figure does not take into account the ‘in-kind’ labour and time contributed by volunteers and additional contributions leveraged during implementation of the program that provided additional ‘value’. In addition, this final figure will change as under PSP 1, the NRL program in PNG will continue to be implemented until 30 June 2016.

The evaluation also demonstrates that PSPS 1 partners had improved their efficiency and effectiveness over the four years. This was demonstrated by PSP partners’ capacity to deliver an increase in numbers of participants; activities; partners and locations while receiving the same amount of funding. The cost effectiveness; increased number of participants; improved capacity of staff and organisation; and commencement of partnerships to deliver some social development outcomes, all represent substantial achievements for both PSP 1 partners and the Australian government.

The evaluation identified the following ten recommendations that may be useful in relation to both the implementation of PSP 2 and development of future Australian sport and development programs in the Pacific or other locations.

- 1. Simplify program design and reporting systems and templates**
- 2. ASOs and NFs to continue to deliver sports programs and work collaboratively with development NGOs and government ministries to achieve social development outcomes**
- 3. Development and distribution of a ‘sport for development’ framework to inform program development, delivery and evaluation.**
- 4. Improve working relationships with current and future partners including strengthening collaboration, communication and cohesion**
- 5. Build local ownership of the program and adapt the program activities and health messaging to the country context.**
- 6. Develop and implement innovative engagement strategies to improve women’s participation in sport and achieve gender equality outcomes.**
- 7. Ensure partners are empowered, skilled and resourced to deliver the program.**
- 8. Ensure the partner model is cost effective and efficient.**

- 9. Create an 'in-country' contact point for coordination and communication.**
- 10. Ensure there is bi-partisan support within the Australian government along with consistent and increased funding and human resources to manage and implement the program.**

In conclusion, the PSP 1 program was an ambitious, wide ranging and complex sport and development program with broad objectives, delivered by multiple partners across seven developing Pacific nations. It is clear that all partners delivered against the broad program objectives within the expected budget and timelines. Many of these strategies were extremely successful and resulted in positive and significant changes in participation rates and organisational capacity. There were additional challenges in relation to the achievement of social development outcomes, which will be useful to consider for Phase Two of the PSP program and future sport and development programs.

Introduction

Synergistiq was contracted by the Australian Sports Commission to complete an evaluation of the effectiveness, efficiency and relevance of Phase One of the Pacific Sports Partnerships (PSP 1) program. Phase One was implemented in partnership with government and civil society partners, specifically Australian and Regional Sports organisations for five sports – netball, cricket, rugby league, rugby union and football. The program was delivered in seven Pacific nations including Fiji, Samoa, Papua New Guinea (PNG), Solomon Islands, Tonga, Cook Islands and Vanuatu. The program was announced in 2009, commenced in 2010 and for the majority of partners, ended in mid-2014.

As part of the evaluation, Synergistiq completed a desk review of key documents relating to the development, delivery and evaluation of PSP 1. The documents were provided by the Australian Sports Commission (ASC)² and included background information, planning and reporting frameworks; work plans; quarterly and annual reports; external evaluations and reviews. This was followed by site visits to Samoa and PNG and interviews with **51** key stakeholders across the **seven** participating Pacific nations.

This report commences with a short description of the PSP program; followed by the findings, focusing on the three original program objectives; review of additional themes; followed by the identification of key recommendations.

The original three objectives of Phase One of the PSP were:

- 1. Capacity building with committed local partners**
- 2. Promote sustained increases in sport-related participation, and**
- 3. Contribute to positive social development outcomes.³**

Through the analysis, a number of additional key themes emerged which have been collated into the following themes:

4. Development and delivery of sports programs
5. Partnerships
6. Value for money
7. Efficiency and Effectiveness
8. Monitoring and evaluation
9. Risk
10. Relevance for the Australian government

² 'The Australian Sports Commission (ASC) is a statutory authority within the Australian Government's Department of Health portfolio. It was established in 1985 and operates under the Australian Sports Commission Act 1989. The ASC is governed by a board of commissioners appointed by the Australian Government. The board determines the ASC's overall direction, decides on actual allocation of resources and policy for delegated decisions, and is accountable to the Minister for Sport and to Parliament' (<http://www.ausport.gov.au/about> Retrieved 16 December 2014).

³ http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/current_achievements

11. Accessibility
12. Successes
13. Enabling factors
14. Barriers.

Background

The Pacific Sports Partnerships program was announced in 2009 by the then AusAID as part of the Australian Sports Outreach Program (ASOP). The PSP 1 program was funded by AusAID who also provided strategic guidance and managed by the ASC. Relevant PSP 1 documents were signed on 1 June 2010, enabling commencement of the program. \$15 million was committed to the PSP 1. The stated goal was to:

strengthen sports-based cooperation through the development of sports partnerships. The partnerships aim to increase the capacity of relevant counterpart country sport authorities to plan and conduct sports-based activities that contribute to addressing locally identified development priorities (AusAID (now DFAT) and ASC, 2010, Activity Schedule 3 to the Record of Understanding No. 38697, Section 3.2 p. 2).

The ASC partnered directly with five Australian and Regional Sports organisations (ASOs)⁴ who partnered with thirteen National Sports Federations (NFs) to implement the program across seven Pacific nations – Tonga; Papua New Guinea; Samoa; Solomon Islands; Vanuatu; Cook Islands and Fiji. The ‘Just Play’ football program, through the Football Federation was funded and implemented under PSP 1, from 2010 – 30 June 2013. Rugby league, rugby union, cricket and netball were funded and implemented PSP activities from 2010 – 30 June 2014. Due to delays in commencement, rugby league has been funded to deliver PSP 1 in PNG until 30 June 2016. Please note, although rugby league is still delivering activities funded under PSP 1, due to the completion of the majority of PSP 1 activities, the following report will speak about PSP 1 in the past tense.

The program aimed to promote collaboration between Australian and Pacific Sports Organisations, to strengthen grassroots sports activities in Pacific communities and improve participation pathways for players, administrators, coaches and officials. PSP 1 had three key objectives:

1. Capacity building with committed local partners
2. Promote sustained increases in sport-related participation, and
3. Contribute to positive social development outcomes.⁵

⁴ For the purpose of this report, Australian and Regional sporting organisations are represented by the acronym: ASO.

⁵ http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/current_achievements

In 2011, AusAID launched both the: *Independent Review of Aid Effectiveness* and the Government's response: *An Effective Aid Program for Australia: Making a real difference—Delivering real results* (AusAID, 2011). The government confirmed that it would continue to focus the majority of aid in Asia and the Pacific region; align key activities to the Millennium Development Goals; and identified women, children and people with disabilities as key vulnerable populations.

PSP 1 was designed to contribute to the goals and priorities of Australia's aid program. The five strategic goals consisted of:

- (i) saving lives
- (ii) providing opportunities for all
- (iii) sustainable economic development
- (iv) effective governance, and
- (v) humanitarian and disaster response.

The ASC highlighted the contribution that sport could make to social development outcomes (PSP 1 Objective 3). Within PSP 1, social development outcomes were defined as '*improved leadership, improved health-related behaviours, increased social cohesion, great inclusion and promotion of the rights of persons with disabilities*' (ASC, 2011a). As a consequence, the PSP program was part of the 'development through sport' strategy which was aligned with the following goals under the AusAID strategic framework:

- Saving lives — By improving health-related behaviours to reduce the risk of non-communicable diseases, and
- Promoting opportunities for all — By improving the quality of life of people with disability and promoting gender equality.⁶

When PSP 1 commenced, 10% of the budget was appropriated for program management and one ASC staff member implemented and managed the program. Over the course of the four year program, the staffing allocation increased and by the completion of PSP 1, there were four staff members.

Following the change of government on the 31st of October 2013, the Australian Government announced the integration of AusAID into the Department of Foreign Affairs and Trade (DFAT) to enable better alignment between Australia's development, foreign policy and trade objectives.⁷ The government's new development policy: *Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability*,⁸

6 http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/grant_guidelines

7 <http://aid.dfat.gov.au/LatestNews/Pages/dept-integration.aspx>

8 <http://aid.dfat.gov.au/Publications/Pages/australian-aid-promoting-prosperity-increasing-stability-reducing-poverty.aspx>

introduced a focus on the Indo-Pacific region and prioritised promoting prosperity, reducing poverty and enhancing stability.⁹

The changing priorities of AusAID/DFAT and the Australian aid program under the new federal government influenced the development and delivery of Phase 1 of the PSP program. In summary, it appears that over time the focus of the program shifted from building the capacity of sports organisations and increasing participation in sporting activities in Pacific nations, to a greater focus on, and expectation that the program would, deliver development outcomes through sport.

PSP 1 also sought to contribute to Australia's public diplomacy work. The Federal government's public diplomacy strategy for 2014-16 aims to '*advance targeted public diplomacy initiatives which promote our economic, cultural, sporting, scientific and education assets in order to underline Australia's credentials as a destination for business, investment, tourism and study*'.¹⁰ Public diplomacy seeks to achieve its goals through approaches which '*facilitate networks and connections between people and institutions to build understanding, trust and influence in advancing our national interests*' (ibid). These approaches include sports diplomacy and support for foundations, councils and institutes, and building networks of interest.

AusAID, in partnership with the ASC, committed \$14 million for Phase Two of the PSP program (PSP 2) (2013-2017). PSP 2 commenced on 1 July 2013 and is currently implemented by eleven sports in eleven Pacific countries. Continued through the 'Development through Sport' strategy and using the methodology of Phase One, Phase Two seeks to continue and enhance efforts to prevent non-communicable diseases, enhance the lives of people with disability and promote gender equality.¹¹

9 These priority areas include: (i) infrastructure; (ii) trade facilitation and international competitiveness; (iii) agriculture, fisheries and water; (iv) effective governance: policies, institutions and functioning economies; (v) education; (vi) health; (vii) building resilience: humanitarian assistance, disaster risk reduction and social protection; (viii) gender equality and empowering women and girls.

10 <http://www.dfat.gov.au/public-diplomacy/public-diplomacy-strategy.html>

11 <http://aid.dfat.gov.au/aidissues/sport/Pages/default.aspx>

Key Partners

PSP 1 was delivered through complex partnership arrangements with a number of Australian, International, Regional and country sports organisations and Federations; Australian Government departments and other government ministries from participating Pacific nations. The Australian Government, through a partnership between AusAID/DFAT and the ASC, partnered with **five** Australian Sport Organisations and Regional Sport Federations. The ASOs worked with and supported **thirteen** Pacific sport organisations, commonly referred to as National sports Federations (NFs) in **seven** Pacific countries – Tonga; Papua New Guinea; Samoa; Solomon Islands; Vanuatu; Cook Islands and Fiji. These key partnerships are described below and the partnership model is represented in Diagram 1. This is followed by a list of other stakeholders.

Cricket

Cricket partners, led by International Cricket Council East Asia Pacific (ICCEAP) supported national cricket federations in PNG, Vanuatu, Fiji and Samoa. The NFs included the Samoan Cricket Association; Cricket Fiji; Cricket PNG; Solomon Islands Cricket Association and the Vanuatu Cricket Association.

Football

The Oceania Football Confederation (OFC) partnered with national football federations in the seven Pacific countries. In addition, national football federations were supported to collaborate directly with relevant ASOP Country Programs. The NFs included Cook Islands Football Association; Fiji Football Association; PNG Football Association; Football Federation Samoa; Solomon Islands Football Federation; Tonga Football Association and Vanuatu Football Federation.

Netball

Netball Australia and Oceania Netball (Netball Zealand) partnered with national netball federations in Tonga, Cook Islands, PNG, Samoa and Vanuatu. The NFs included Vanuatu Netball Association; Netball Cook Islands; Netball PNG; Netball Samoa; Tonga Netball Association.

Rugby League

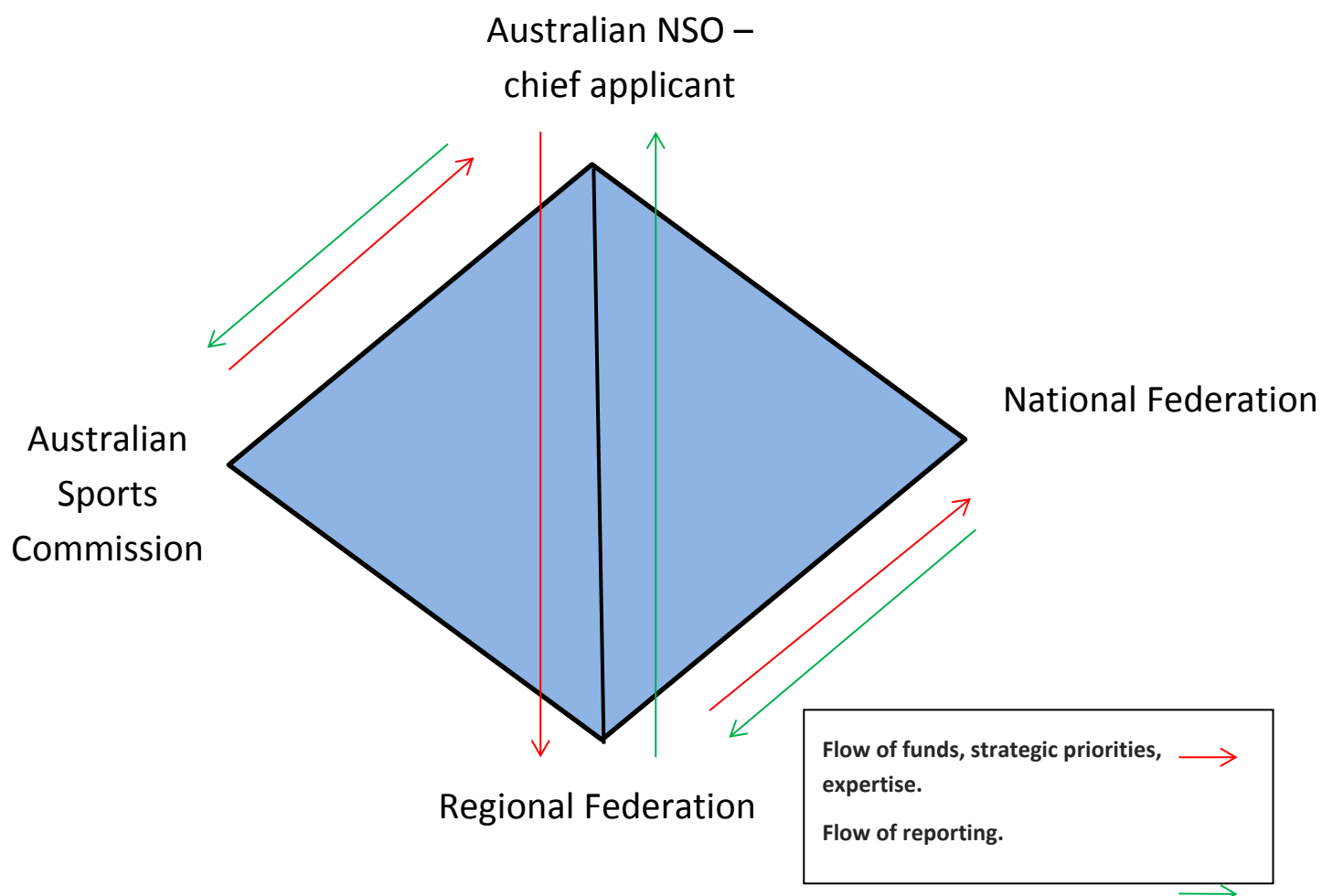
The National Rugby League (NRL) partnered with the PNG National Department of Education to deliver the 'League Bilong Laif' program.

Rugby Union

The Australian Rugby Union (ARU) partnered with NFs in PNG, Solomon Islands, Samoa and Tonga. This partnership was supported by the International Board – Oceania. The NFs included NG Rugby Football Union; Samoa Rugby Union and Solomon Islands Rugby Union Football

The following diagram illustrates the partnership model.

Figure 1: PSP 1 partnership model



The following table summarises the key partners and location of activities implemented under Phase 1 of the PSP program.

Table 1: Partners and countries

Countries	Sport	Partners	Location
PNG Samoa Fiji Solomon Islands Vanuatu.	Cricket	Ministry of Education	300 schools
Cook Islands Fiji PNG	Football – Just Play	Ministries of Education in each participating	Delivered through partnerships and member

Samoa Solomon Islands Tonga Vanuatu		country	associations
Cook Islands PNG Samoa Tonga Vanuatu	Netball	Ministry of Education in each Cook Islands, Samoa, Tonga and Vanuatu	Primary schools
Papua New Guinea	Rugby League	Ministry of Education	Implemented in 19 schools (QAI, 2011/2012)
PNG Samoa Solomon Islands	Rugby Union	Ministry of Education	Implemented in schools.

Stakeholders

In addition to direct partners, there were a number of key stakeholders who did not receive direct PSP 1 funding:

Australian Government

- Australian Sports Outreach Program (managed by the ASC)
- Department of Prime Minister and Cabinet
- Department of Foreign Affairs and Trade
- Department of Health and Ageing.

Government Ministries from Pacific nations

- Government departments from the seven participating Pacific nations. For example: Ministries of Education, Health and Sport.

Other Regional Organisations/Programs

- Olympic Sports Federations, Oceania
- Oceania National Olympic Committees.

Other International Organisations

- International Platform for Sport for Development and Peace

- Other governments and sports federations interested in learning about this experience (Norwegian Government, UK Sport)
- Coordinating bodies including CHOGM and the UNOSDP (SDPIWG).

Evaluation Methodology

The evaluation report is based on data collected through the desk review of key documents; quantitative data from program and financial reports and qualitative data gathered through interviews with **51** key stakeholders from a range of organisations and government departments¹². The following section briefly summarises the evaluation methodology used to collect and analyse the data.

Synergistiq met with key representatives from the ASC on 21 November 2014 and jointly developed the project logic (See Appendix C) and interactive framework. These tools, along with the evaluation brief, formed the basis for the evaluation framework, key evaluation questions, key stakeholders to be interviewed and data collection tools.

The ASC provided Synergistiq with a broad number of key source documents which were reviewed and summarised as a separate desk review and submitted to the ASC on 20 December 2014. The ASC provided feedback on the desk review on 9 February 2015, which was revised and re-submitted to the ASC on 6 March 2015 (Synergistiq, 2014).

The ASC provided the names and contact details of key stakeholders for semi-structured interviews. To assist with this process, the ASC provided Synergistiq with a letter of introduction and email introductions to key stakeholders. These introductions assisted to introduce both Synergistiq and the evaluation itself, specifically the purpose and methodology, to key stakeholders. Synergistiq also developed key messages to ensure consistency when contacting key stakeholders and inviting them to participate in an interview. In addition, the ASC and DFAT also informed relevant past and current staff members about the evaluation prior to Synergistiq making contact. Occasionally, a key stakeholder would suggest that it may be useful for Synergistiq to consult with a past staff member who had previously implemented activities for PSP 1.

The evaluation report is based on data collected through the desk review of key documents; quantitative data from program and financial reports and qualitative data gathered through interviews with a total of **51** key stakeholders from a range of organisations and government departments¹³. Of these, Synergistiq conducted face to face interviews with **10** people during a three day site visit to Papua New Guinea (PNG) and **16** people during a four day site visit to Samoa.

The ASC requested Synergistiq complete site visits to PNG and Samoa due to a number of key factors. First, all the five sports were implemented in PNG and four of the five sports were implemented in Samoa. Second, the ASC had trialled in-country coordination points in both PNG and Samoa. Third, as PNG's population is over 7 million people, PNG offers a largest population base in the Pacific for implementation of a mass participation sports program. Therefore, the ASC suggested that it provided an opportunity to identify a range of useful lessons from the implementation of PSP 1.

¹³ Please note, some interviews included 2 or more people.

In addition to the site visits, Synergistiq conducted face to face, telephone and skype interviews with **10** current or past ASC, DFAT and ASOP staff members; **6** representatives from Australian and regional sports organisations and **9** representatives from NFs, based in Pacific nations. The interviewees included:

- Representatives from National Sporting Federations in each of the Pacific countries including for example: Samoan Rugby Union; Just Play in Tonga and Vanuatu; Netball Vanuatu and Cook Islands; Development Officer, Pacific in Union; Solomon Islands Rugby Union Federation; Cricket PNG and Fiji.
- Representatives from Australian and Regional Sporting organisations including International Cricket Council; National Rugby League; Netball Australia and Oceania Football Confederation.
- Government officials or advisors from relevant Ministries in Pacific nations including for example: Ministry of Education, Sport and Culture and Ministry of Health.
- A Principal of a local school, located in an islander community.
- Current and past Australian Sports Commission staff members.
- Current Australian Sports Outreach Program staff members.
- Current and past DFAT staff members based in Canberra.
- DFAT staff members, based at the Australian High Commission in Pacific nations.
- A previous staff member from the International Sports for Development team.
- An Australian volunteer placed with a national federation in a Pacific nation.

To ensure confidentiality, each interviewee has been assigned a number. Therefore any quotes or case examples are attributed to this specific number. The master list is stored on a secure file, on a secure electronic server.

To assist with the site visits to Samoa and PNG, Synergistiq worked collaboratively with two local consultants in Samoa and Papua New Guinea. Apulu Lance Polu and Peter Miria Baki both provided Synergistiq researchers with specific cultural advice, assistance with cultural protocols and introductions to senior members of government, community organisations and communities. Apulu Lance Polu and Peter Miria Baki also took notes during the interviews with key stakeholders and assisted with an initial analysis of data collected during the site visits.

The qualitative data collected during the interviews was analysed using rigorous case study analysis techniques, including double-coding and content analysis of themes and extents, cross-checking and reflection across the project team. This context was synthesised with the data and findings from the desktop review. This data was then analysed further using a modified version of Grounded Theory¹⁴ to

¹⁴ Grounded Theory was originally developed by Glaser and Strauss in 1967 and combines thematic analysis with a form of sampling. The theory is based on the understanding that to test or explore a concept or issue, the researcher should interview a selective sample of participants who have particular knowledge or experience of the issue to be tested. Thematic analysis refers to a process whereby the evaluator carefully reads and re-reads the original data, identifying key reoccurring themes.

identify themes and used extracts to illustrate key common strengths, challenges, and learnings in addition to the identification of unexpected outcomes.

Synergistiq presented the initial findings at an all-day Reflection Workshop with ASC, ASOP and DFAT representatives on **17 March 2015**. The workshop was an opportunity for representatives to discuss the draft findings and analysis, expected and unexpected outcomes. The feedback obtained through the Reflection workshop was compiled and considered prior to completion of the Final Evaluation Report, submitted on **31 March 2015**.

Limitations

There are a number of limitations of the evaluation briefly summarised below:

The first point relates to the collection of data about the specific period of time under evaluation: 2009 – 2014. Sports development initiatives, including the ASOP, had been delivered across Pacific countries for a number of years prior to the implementation of PSP 1. In addition, data collection was undertaken during implementation of PSP 2 for four of the sporting codes, which commenced on 1 July 2013. Therefore, some key stakeholders have found it difficult to attribute outcomes for PSP 1.

Second, due to the diversity of partners delivering PSP 1 across a number of organisations and country locations, many stakeholders interviewed for the evaluation had a range of cultural and language backgrounds and different levels of knowledge in relation to the implementation and evaluation of Phase One of the program in their country and/or in their related sport.

Third, the Synergistiq researchers and interviewees faced some challenges due to the financial and time constraints which resulted in short and thus intensive site trips to PNG and Samoa. These challenges were compounded by the different language, cultural and political contexts in both Samoa and PNG. In addition, due to the short time frame between commencement of the evaluation and site visits, there were challenges ensuring key stakeholders were available to participate in an interview.

Fourth, as a result of the face to face interviews in PNG and Samoa, it is possible that interviewers build more rapport with PNG and Samoan interviewees. Therefore, it is possible that interviewees felt more comfortable to share more detailed feedback about PSP 1, as compared with interviews with other stakeholders in other Pacific nations, which occurred via telephone or skype.

Fifth, due to the short time period and limited budget, researchers were unable to travel to and interview stakeholders in rural and/or remote communities in Samoa and PNG.

Sixth, due to some internet issues, it was difficult to conduct video skype interviews with Pacific stakeholders, which may have reduced engagement.

Finally, in addition to this evaluation, some of the sporting bodies and ASOP were conducting a number of consecutive external evaluations. This resulted in confusion among key stakeholders and some challenges in relation to engagement and participation in the evaluation of PSP 1.

Evaluation Questions

This evaluation focused on the effectiveness, efficiency, relevance and sought to identify key learnings from PSP 1. Specifically, the evaluation sought to:

- Determine the impacts of Phase One of PSP and the extent to which the program met its objectives – *effectiveness*
- Determine whether the objectives of the program changed during the delivery of Phase One, and if so, what the impact of these on the program – *effectiveness*
- Determine if the PSP program represented 'value for money', including whether the partnership model employed through the program supported value for money in the delivery of program activities (VFM) investment – *efficiency*
- Collate lessons learnt from the delivery of Phase One of PSP – *key learnings*
- Inform the delivery of Phase Two of PSP via a suite of practical recommendations – *key learnings*
- Assess the value the sports sector derives from its involvement in PSP – *relevance*
- Assess the value the Australian Government derives from its investment in PSP – *relevance*
- Determine whether PSP is well placed to deliver against new Government priorities – *relevance*
- Determine whether PSP partners value the support provided to them through the program to work in sport for development – *relevance*
- Determine the extent to which the PSP program supports sports to undertake their core business – *relevance*.

See Appendix 2: Interview Schedules for the list of original questions used during face to face, skype and telephone interviews with key stakeholders.

Findings

The following discussion presents the evaluation findings against the original program objectives and evaluation questions (See Appendix A).

- 1. Capacity building with committed local partners**
- 2. Promote sustained increases in sport-related participation, and**
- 3. Contribute to positive social development outcomes.**

The additional key themes include:

4. Development and delivery of sports programs
5. Partnerships
6. Value for money
7. Efficiency and effectiveness
8. Monitoring and evaluation
9. Risk
10. Relevance for the Australian government
11. Accessibility.

This is followed by a discussion on:

12. Successes
13. Enabling factors
14. Barriers.

1. Capacity building with committed local partners

Capacity building is generally understood to refer to the transfer of skills and knowledge development of existing human resources within an organisation, community or government department. Capacity building is often delivered through the use of training, mentoring, education or role modelling. Capacity building is seen as a key strategy to build the sustainability of program activities, ensuring that when a program ends, the skills learnt will be continued and transferred to other members of the community or group. PSP 1 supported capacity building for partners through the provision of funding and specific expertise on key areas.

The following discussion commences with an overview of key capacity building activities and outcomes for organisations; staff, board members and volunteers within local NFs and ASOs. This is followed by a detailed discussion of key capacity building activities and outcomes for organisations and staff in PNG and Samoa. Next is a description of the overall impact of such capacity building on the implementation of PSP 1, concluding with a brief comment on key challenges.

Building Organisational capacity

All interviewees agreed that PSP 1 had contributed to build the organisational capacity of sporting federations, specifically the NFs in Pacific nations. They noted that NFs had improved their capacity to develop, deliver and manage sports programs – specifically in relation to organisational administration and infrastructure including financial management; governance and reporting. All interviewees suggested that this capacity building had resulted in larger, better organised and more sustainable local organisations. In

addition, it was noted that as result of organisational growth and development, NFs recruited staff with diverse skills sets which it was suggested, resulted in more innovative program delivery.

One interviewee noted that as a result of the capacity building for local staff and the broader organisation, their organisation had built and commenced operating five new local sports organisations.

Individual staff

In addition to building the capacity of sports organisations, all interviewees also commented on the positive impact of PSP 1 on the capacity of individual staff and volunteers working with the sporting federations, specifically the NFs in country. They identified key outcomes including first, funding which enabled the federations to employ staff who could develop and implement the programs. Second, staff enrolled and participated in numerous professional development and training programs including governance, administration, budgeting and financial reporting including 'accounting for non-accountants', activity reporting, strategic and project planning, M&E and applying for funding. In addition, was capacity building for the development of specific activity programs; educational modules; and training resources that could be delivered by trained teachers and coaches; sports programs focused on values such as respect and care; and health topics including NCDs, STDs and HIV.

Some staff members enrolled in the Oceania Sport Education Program (OSEP) and learnt how to run a sports program. One interviewee noted that these staff members are training others including national government officials, which was helping to build the capacity of government departments in Pacific nations. (Interviewee #31). In addition, many volunteers participated in accredited training which resulted in them being certified coaches and trainers. One interviewee noted an interesting cross over in employment had occurred within the sports organisations in Tonga. That is, some people changed jobs and moved from a role with one sporting federation to another role in a different sporting code. This may have resulted in a cross fertilisation of ideas, skills and experience.

In addition, ASO and NF interviewees reported that staff members participated in specific training workshops delivered by local and international NGOs including Save the Children and UNICEF. These workshops focused on key development issues including child protection; how to modify sport to enable people with disabilities to participate and increasing women's participation in sport. A number of representatives of NFs noted that they had learnt specific skills, including sign language, to assist them to engage with disabled students.

PNG

In PNG, there were two groups of people that participated in the various PSP 1 capacity building initiatives. The first group are those who work or volunteer for the NFs involved in the program. The second group are people from the community who were trained to deliver a mass participation initiative. The capacity building initiatives provided these stakeholders with increased skills in a range of areas and some of these skills were formally recognised through accreditation.

All national federation staff commented that they and other members of the organisation participated in a range of capacity building initiatives through PSP phase 1. For example, Staff from Netball PNG participated in workshops to increase their skills and knowledge in governance and administration.

We found the workshops useful to increase our understanding about building in professional systems into the organisation, improving communication, transparency and accountability (Interviewee #17.1)

At Cricket PNG, the regional cricket managers recruited through PSP funding, attended a five day course in Port Moresby. During the course, managers received up-skilling in how to run the PSP program in their region. This included training on program development, safety, planning and monitoring and evaluation. Three in-country NRL staff members undertook the NRL 'Back Yard League' course and a modified coaching certificate course. Ten development officers were also recruited and trained to deliver the LBL program throughout PNG. Since commencement, two PNG Rugby staff were sent to Australia each year to work with the Australian Rugby Union (ARU) since the beginning of the PSP program. During the visits, they were upskilled in a range of areas including in business administration, strengthening and conditioning and how to expand the code in PNG.

The models of provision for some mass participation programs were such that community members participated in capacity building initiatives such as workshops and training courses. Teachers were the predominant beneficiaries of these initiatives. For example, Papua New Guinea Football Association (PNGFA), through the 'Just Play' program, delivered training courses to 242 teachers and 93 volunteers and all teachers involved in the Rugby 4 School program undertake a World Rugby 'Rugby Ready' course. During these courses, participants learnt about both sports development and sports for development.

While Netball PNG did not deliver any mass participation programs, Netball NZ ran accreditation courses to increase the number of coaches, referees and other officials. As a result of this training, there are two 'national assessors,' 10 fully accredited bench officials and 50 accredited officials (referees) at varying levels of accreditation. All are approved by the Oceania Netball Federation.

Netball Australia ran training and capacity building and support to Netball PNG to increase its professionalism and governance while Netball NZ ran training and capacity building for accreditation to increase the number of coaches, referees and other officials (Interviewee #17.2).

As a result of the various capacity building initiatives outlined above, the capacity of the PNG NFs participating in PSP 1 appears to have increased. For example, in its governance restructure, Netball PNG adopted an accreditation system and umpiring and coaching frameworks approved by the Oceania Netball Federation. Netball PNG also has child protection, game operation and auditing and financial reporting procedures and policies to promote wider participation. Stakeholders claimed the organisation has become more transparent and that it now operates as a business.

It's about building pathways for people that want to become referees and coaches that are internationally recognised (Interviewee #17.2).

We're now seen as a legitimate organisation. This has given us greater appeal for potential partner organisations (Interviewee #17.2).

NFs expanded as a result of PSP 1. For example, Cricket PNG expanded from three to ten cricket regions. This coincided with the introduction of seven new cricket centres in these regions.

The PSP program was central to up-skilling people throughout the country which allowed us to expand our operations. Because we now have ten cricket regions across the country, our operations are better able to cater to the specific needs of people living in particular geographic locations (Interviewee #15.1).

Samoa

Capacity-building for staff and volunteers in Samoa was an especially strong theme. In addition to the topics described previously, training also included: customer service, office skills and 'the Managing Olympic Sports Organization course'. Interviewees noted that some workshops were held in Australia and NZ, which provided additional opportunities for participants. Training was also provided to volunteers, and one interviewee elaborated on the cultural significance of this for their volunteers (VSLs).

We're bringing in VSLs (35+) to be coaches and supervisors. It's a big deal for these people to get these coaching positions, as they have a position of authority in a game where the Matai (chiefs) and principals are present. It's a big deal to have a 35+ woman as a coach in this context (Interviewee #10).

In addition to the outcomes noted previously, Samoan interviewees also noted that the training: provided pathways for players to become officials; increased engagement with scheduling, strategic planning and program review; improved IT skills; and increased villagers' and teachers' capacity to teach and coach students.

Previously, people tended to shift around the schedule ad hoc, and were not aware of the consequences this would have on overall planning. We hone in on strengths and build up weaknesses (Interviewee #10.)

Broad outcomes

At the conclusion of the fourth year, the ASC noted that the capacity building had resulted in larger and more skilled workforces; improved activity and financial reporting; partner agreements with other organisations and increased access to other funding sources (ASC, QAI, 2013/2014). This increased capacity had increased the number of activities and participants.

Traditionally they have volunteer boards or small orgs without process or structure. Organisational capacity is one of the great successes of PSP ... We're really proud to have built that base. They are really benefitting now because they have spent four years building that base. Finance, admin etc. Has a flow on effect and the end result is being able to scale up and get more participation (Interviewee #25).

Really significant outcome. For national sport federations - to be an ongoing sustainable organisation is a great outcome (Interviewee #41).

There are specific areas that are focused on each time we meet to improve our program. It could be something that's not working in all countries, and so they share

the information. Or it's something new where we're improving the program and we're being up-skilled in those areas (Interview #38).

Another interviewee noted that as a result of the PSP 1 funding, ASOs were also successful in leveraging for additional Australia aid funds, to support further capacity building for staff.

One interviewee noted that capacity building had occurred incrementally during implementation of PSP 1. Although the evaluation did not reveal any evidence of such, it is highly likely that the incremental nature of such capacity building may have also resulted in more sustainable professional development outcomes for both staff and organisations.

The ASC summarised a number of positive outcomes from capacity building including:

- *increased local employment opportunities*
- *workers had increased skills*
- *employment of more staff with broader skill sets*
- *development of specific sport and program staff*
- *professional development of staff, volunteers and board members*
- *governance reviews conducted in three NFs*
- *improved program and financial management including:*
 - *development through sport activities embedded in strategic plans*
 - *stronger focus on community based activities*
 - *stronger business management systems such as improvements in financial management, event management, communications and marketing*
 - *new databases for collecting and recording data*
 - *increased use of M&E data to inform planning processes.*
- *stronger finance and activity reports*
- *beneficial partner agreements with government and non-sport organisations*
- *successful transition from volunteer run organisations and committees to resourced offices overseen by professional boards.*
- *increased 'off-budget revenue'*

(ASC, QAI's 2011/2012 - 2013/14).

Challenges

The evaluation identified a number of challenges throughout the implementation of capacity building activities for PSP partners. First, it was unclear if there was an overall or partner specific PSP 1 capacity development framework that informed this work with each PSP partner. This absence suggests that both Australian and Pacific PSP partners were required to identify their organisational development and staff training needs; create and implement appropriate strategies to address such needs.

Second due to the lack of data, there is no information on the number of workshops or people who participated in capacity building activities conducted during PSP 1.

Third, due to the changed expectations from ASC and DFAT about the achievement of development outcomes, the ASOs and NFs noted that they required additional training on M&E and development. Interviewees specifically commented on the importance of teaching sport organisations (Australian and Pacific) to collect and tell stories of change; specifically how to ‘see’ and ‘count’ development outcomes.

In summary, this section has demonstrated that PSP 1 had successfully contributed to the organisational development of local PSP partners and their staff. The capacity building activities were delivered through a variety of forums and methods including training workshops and courses. Feedback from key stakeholders and review of the annual and quarterly reports detail a number of positive outcomes for PSP partners which improved the delivery of PSP 1 programs and increased participation levels over the four years.

2. Promote sustained increases in sport-related participation

The following discussion commences with a brief overview of participation numbers as reported by the ASOs to the ASC. Next is a short discussion on the numbers of girls and women who participated in PSP 1 activities. This is followed by a summary of the numbers of staff and volunteers. The section concludes with a short discussion on a number of key challenges and remaining questions.

All the evidence clearly demonstrates that PSP 1 resulted in significant increases in the numbers of people participating in the five sporting codes across the participating Pacific countries (ASC, QAI, 2010-2014). Key stakeholders celebrated how the PSP 1 partners delivered good quality physical activity programs and ‘got people involved’ (Interviewee #27). Interviewees noted that in addition to increased numbers of participants, the sports programs and tournament days were ‘very social with great atmosphere and lots of music’ and that it was ‘common for people to bring food’ (Interviewee #31).

Incredibly valuable tools for participation and involvement in the pacific. Creates a valuable opportunity for sports to grow and improve (Interviewee #32).

The number of participants is summarised in the following table.

Table 2: Number of Participants

SPORT	2010/2011	2011/2012	2012/2013	2013/2014	TOTAL number of participants per sport
Cricket	40,000	191,316	210,833	280,131	722,280
Football – ‘Just Play’ Program	36,512	63,596	60,396	N/A	160,504
Netball	1210	15,000	21,552	11,067	48,829

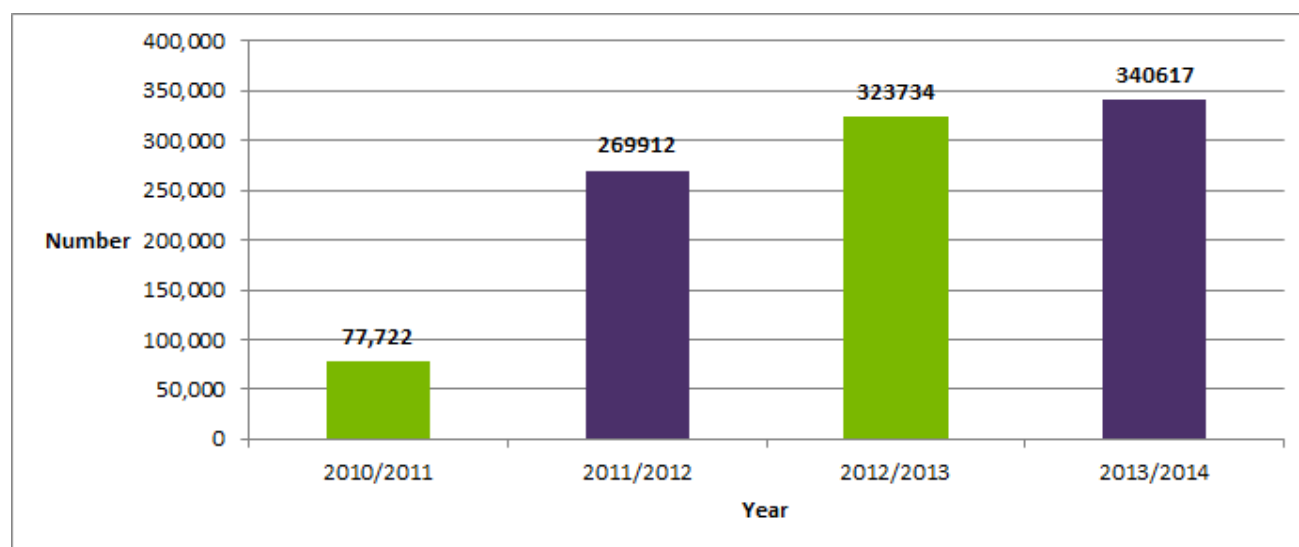
Rugby League	N/A	N/A	N/A	8,742	8,742
Rugby Union	N/A	N/A	30,953	40,677	71,630
TOTAL number of Participants per year	77,722	269,912	323,734	340,617	1,011,985

(ASC, QIA, 2010 – 2014).

Sports organisations reported that a total of **1,011,985** people (children, men and women) participated in activities implemented under Phase One (2010 – 2014). From the evidence analysed for this evaluation, it is unclear how sporting organisations counted one person who may have participated in number of PSP activities over the four years. It is possible that ASOs and NFs reported an 'incidence' of participation, as distinct from one individual participant.

Based on the figures reported, it is clear that there was an increase in participation over the implementation of the program from 2010 - 2014. This is detailed below in Figure 2.

Figure 2: Number of participants



It is worth noting that the 'Just Play' program ended in mid-2013, which may have impacted on the participation figures for 2013/2014.

The ASC provided additional information about the nature of participation and reported that by the end of PSP 1:

Participants in PSP programs played sport for an average of 110 minutes per week for 10 weeks (weighted average by participant numbers in PSP funded programs). This represents a 73% contribution to their weekly moderate physical activity requirements,

*as specified by the WHO, when participants engage in PSP funded sport programs
(ASC, QAI 2013/2014, p. 6).*

In addition to the increase in actual numbers of participants and amount of time participants spent doing sport, the ASC also reported that PNG's Cricket PSP 'School Kriket' Program won an award for 'Best Junior Participation Initiative' at the International Cricket Council, Global Development Awards (QAI 2011/2012).

All partners and the ASC reported that the PSP had a positive impact on girls and women participation in physical activities. The ASC concluded that:

The female participation rate across all PSP sports is exceptionally high at about 47%. This includes an increase in female participation in PSP activities of about 11% from 2012/13. This has been achieved through a gender equality expectation at the outset of all program designs. Of particular note are the high levels of female participation in traditionally male dominated sports (rugby league, cricket and rugby union). The PSP consultation process uses the international imperative for female inclusion, via interNFs in these sports, as the basis for program guidance. This has the dual impact of establishing gender equity and access at the participation level, while addressing the need for more female participants into the sport pathway (ASC, QAI 2013/2014, p. 15-16).

The ASC and partners reported the following outcomes for girls and women's participation in each sport in the last year of implementation.

- Netball: 80% of participants were female (ASC, QAI 2013/2014, p. 16).
- Cricket: 47% of participants were female (Ibid).
- Rugby League: 49% of participants were female (Ibid, p. 17).
- Rugby Union: 40% of participants were female (Ibid).
- Football 'Just Play' program: 45% of participants were female (ASC, QAI, 2012/2013, p. 15).

There were fewer statistics available on the numbers of people with disabilities who participated in PSP activities. The ASC reported that in 2012/2013, a total of 860 people with disabilities participated in PSP activities. This increased to 4480 in 2013/2014 (ASC, QAI 2013/2014, p. 8). The outcomes for girls and women, people with disabilities, early school leavers, rural, young and older community members are discussed further in Section 11 Accessibility.

In addition to actual participants, Tables 3 & 4 summarise the numbers of paid staff and volunteers who participated in PSP 1. Please note gaps in the data are due to inconsistent reporting.

Table 3: Number of staff

Sport	2010/11	2011/12	2012/13	2013/2014	TOTAL
Cricket: Staff	Full time: 10 Part time: 8	SDs: Of the Sports	Full time: 69 Part time: 46	Full time: 92 Part time: 59	327

	10 Sports Development (SD) positions, of which 4 are women	Development positions, of which 14 are women	SDs: Of the Sports Development positions, 19 are women		
Football 'Just Play' program: Staff	Unavailable	Unavailable	Unavailable	N/A	
Netball: Staff¹⁵		2 part time staff members with Netball Vanuatu			2
Rugby League: Staff¹⁶	N/A	N/A	N/A	Country Manager: 1 , Development officers: 2 , both of whom were women	3
Rugby Union: Staff	N/A	14 (2 staff members employed in the 7 countries)	1 female Development Officer in Samoa		15
TOTAL					347

(ASC, QIA Reports 2010 – 2014).

Due to the limited data provided on human resources, it is difficult to comment on whether PSP partners were able to employ enough staff to run the program effectively. The issue of effectiveness and efficiency is explored further in Section 7.

PSP partners recorded a total of **10,658** volunteers who contributed to the implementation of the program. A number of volunteers contributed as coaches, umpires, referees and trainers (ASC, QAI, 2010 - 2014). It is unclear whether some participants contributed across a number of roles.

Table 4: Number of volunteers

Sport	2010/11	2011/12	2012/13	2013/2014	TOTAL
Cricket: Volunteers		1500 people participated in coach and umpire training	Active coaches: 2017 Active Umpires: 1082 2630 coaches	Active coaches: 2406 Active Umpires:	Active Coaches & umpires: 6837 Coaches and

¹⁵ Limited data provided for numbers of staff employed to implement the PSP program.

¹⁶ Limited data provided for numbers of staff employed. NRL noted that there had been difficulties in recruiting staff which impacted on implementation of the program (NRL Quarterly Report, 2014, p. 1).

			and 1503 umpires were trained.	1332. 3113 coaches and 1974 umpires were trained.	umpires trained: 10720.
Football ‘Just Play’ program: Volunteers	512 teachers and community participated in training	974 people participated in training	1006 teachers and volunteers participated in training.	N/A	2492
Netball: Volunteers	57 teachers and volunteers participated in coach and umpire training	105 coaches and 66 umpires were trained.	364 netball coaches, umpires, bench officials and administrators were trained.	Community mobilisers: 36 Sports leaders: 26	654
Rugby League: Volunteers	N/A	N/A	N/A	206 teachers participated in training. 126 volunteers were trained in coaching, refereeing and training	332
Rugby Union: Volunteers	N/A	No program implemented	343 coaches, referees, administrators and volunteers		343
TOTAL					10,658

(ASC, QIA Reports 2010 – 2014).

Challenges and questions

Participation data poses a number of challenges for organisations, some of which have been highlighted previously. First, it is unclear how different NFs and ASOs counted and defined ‘a participant’. For example, how did each NF report one participant or volunteer, who may have participated in numerous activities over the four years. It is possible that NFs were reporting ‘incidents’ of participation or counting each participant at each event individually.

Second, interviewees have suggested that PSP 1 provided more opportunities for children who were already participating in sport, as distinct from encouraging participation of ‘new’ children or adults, who had never previously participated in sport. In contrast to this view, another interviewee commented that as a result of PSP 1, children who didn’t normally participate in physical activities, were participating in the activities.

In terms of the children, we’ve heard stories of change for children who in the past weren’t interested and didn’t do any physical activities in their classes when others went out to play – these children just stuck to themselves during lunchtime, didn’t integrate with others in the classroom, quite loners. As the program has gone on,

they've become more integrated and involved. The participation side of things has been a real success for us in terms of getting the children out and active (Interviewee #38).

Third, although PSP 1 had strengthened and increased the participation of children in sporting activities, there are questions as to whether this participation in sport will continue after children have left school. Due to limited data, it is difficult to comment on whether PSP 1 had resulted in sustained changes in participation rates among the broader community, including older women.

It's well known that girls, over 17, stop engaging in sport. But in the Pacific, there are high rates of obesity. It's really important to target women to help address this. ... PSP gets young people get more active. But you need the partnership with government – to get engagement with population groups who are harder to reach – like women, like people with disabilities (Interviewee #41).

In Samoa and Tonga, the PSP did a lot of good stuff and improved participation. But everyone is counting kids differently. If they participated at school but didn't continue to play afterwards, is that a sustainable outcome? (Interviewee #41).

In summary, the data reviewed demonstrates that PSP 1 had assisted the ASOs and NFs to develop and deliver high quality mass participation sports programs with many PSP partners delivering sports and health programs in schools. Several interviewees described improvements in participation with one participant noting that the program 'had grown from zero to 4000 participants' (Interviewee #36). Although there are challenges for girls in Pacific nations to attend school, it is relatively easy to support girls' attendance and participation in school-based programming. ASO interviewees highlighted that a key challenge for the PSP 1 program was in relation to improving the participation of women in sports programs, which is discussed further in Section 11 on Accessibility. The additional challenge was in relation to the engagement with women and reporting of women's, as distinct from girls', participation in sport activities and how NFs were overcoming barriers to improve women's participation.

3. Contribute to positive social development outcomes¹⁷

The following section explores how the PSP 1 program contributed to the achievement of positive social development outcomes. The ASC broadly defined social development outcomes as 'improved leadership, improved health related behaviours, increased social cohesion, gender inclusion and promotion of the rights of persons with disabilities (ASC 2011a).

The section commences with a short discussion on the challenges faced by PSP partners as a result of the increased focus on and expectation that PSP partners would deliver social development outcomes. This is followed by a description of key development and health outcomes achieved through PSP 1 and the strategies employed by PSP partners, with specific examples from PNG and Samoa.

¹⁷ http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/current_achievements

Analysis of key documents and interviews with key stakeholders for this evaluation indicates that the achievement of this key program objective raised many challenges for the ASC and PSP partners. The evidence reviewed suggest that when PSP 1 commenced in 2010, this third objective was not as well articulated, highlighted or resourced as the first two objectives. In addition, all ASC interviewees agreed that during implementation, the Australian government increased its expectation that social development outcomes would be achieved through the program. One interviewee suggested that the change was unavoidable due to the speed of implementation and that the greater clarity as to the expected outcomes assisted both the ASC and sports organisation to deliver the program. Another suggested that PSP 1 provided ASOs with a 'wider brief' to contribute to development outcomes in Pacific countries.

Yes. The social development objectives were made clearer and this was a very positive change because it gave sports clarity about the social development objectives they were being asked to contribute towards. Made it easier which is a lessons learnt (Interviewee #26).

We knew by the end what to do to get better development outcomes. We needed to narrow the mandate, the way to partner and how to achieve (Interviewee #41).

In contrast to this view, many interviewees suggested that the change in focus caused confusion for some PSP partners who were 'left in limbo'.

When we first started out, the objective was to partner with sporting orgs with a view to achieving diplomatic outcomes, some sports outcomes and some development outcomes. That overarching intent hasn't changed, but the goalposts did shift. They (ASOs) were generally well meaning but a bit confused (Interviewee #29).

This changed over time, with government putting more focus on development outcomes, which created confusion, shifted the goal posts for the sporting organisations (Interviewee #27).

The majority of ASO and NF interviewees also agreed that the original program objectives had changed during the four years of PSP 1. These interviewees noted, that from their perspective, originally both the ASC and PSP 1 program had focused on increasing participation and capacity building for national sports federations. ASOs noted that these two objectives were aligned to their (sporting codes) core business. However this focus had changed and the ASO's were then asked to deliver evidence in relation to the impact of the sporting programs on social development, specifically education on NCDs and inclusion of people with disabilities. As interviewees commented this change of focus or 'narrowing' of the PSP 1 goals, created confusion and uncertainty for their staff and NFs. As one interviewee succinctly stated 'had the message been clearer from day one, it would have been easier, but then we were trying to play catch up' (Interviewee #23.2).

We didn't know what outcomes really were required at the beginning. When we started it was sport outcomes, then it became sports development. We just assumed sport would have an impact on gender, disability etc but now we know you need to design your program by choosing your social development outcomes – specific outcomes – and be careful to measure change (Interviewee #21).

For a cricket org that was trying to focus on middle-aged women that didn't tie into a national team or anything like that...wasn't part of core business. Same applies to disability; when you're still trying to develop opportunities for able bodied kids, and then trying to develop opportunities for disabled kids → presented challenges. We've tried to be diverse in our approach; have to stick to core business but also delivering a chunk to people with disability (Interviewee #23.1).

In contrast to the comments made by previous interviewees, interviewees from an ASO and NF noted that there were no changes in the core objectives of the PSP 1 program for the NRL program in PNG and that *'development outcomes were there from the beginning'*. One interviewee suggested that this was due to the delayed commencement, therefore there was a heavy emphasis on the inclusion of educational and development outcomes in the program design and intent. However the interviewee noted that the initial focus on NDCs and disability inclusion had changed to a focus on the delivery of a good sports program and other outcomes from participation and health messaging.

At the conclusion of the fourth year, one NF interviewee suggested that the objectives and basic ideas of *'socialising, sharing, learning'* (Interviewee #40) had evolved and that Phase Two had built on the successes of Phase One. Another highlighted the learnings achieved.

Yes, we have, definitely. Everyone learnt a lot. Definitely an increase in how they can deliver development outcomes though sport (Interviewee #30).

By the end of PSP 1, the ASC reported that partners had improved their understanding of the contribution sport could make to development outcomes (ASC, QAI, 2013/2014). The ASC suggested that the strongest examples included:

... either small scale projects with targeted activities, participants and locations; or situations where experts in health, disability or M&E are engaged to work directly with sports (ASC, QAI, 2013/2014).

All interviewees had a range of responses to the question as to whether PSP 1 had achieved social development outcomes through sport. Some interviewees stated that PSP 1 had enabled sport to achieve health and lifestyle outcomes, highlighting the joint activities held with development NGOs and national government ministries including the Ministry of Health. These activities included health messages on NCDs, HIV and recorded changes in activity levels and behaviour among participants.

Our new content focuses on social messages for specific objectives. It's opened up a lot more opportunity to work with a lot more partners. We're starting to work with the gender division and child services for child protection, also with the disability division working with inclusion (Interviewee #38).

In contrast to this view, other interviewees suggested that there was limited evidence that PSP 1 had achieved social development outcomes. Interviewees acknowledged that this limited evidence may have been due to a number of factors including first, the reality that PSP partners were sports, not development, organisations. Consequently, their core business and purpose was not aligned to the achievement of

development outcomes and they had less experience in the delivery of development activities or knowledge of how to achieve development outcomes.

As discussed previously, interviewees also acknowledged that they had limited evidence as to the achievement of development outcomes. One interviewee stated that *‘a number of the learnings are anecdotal, but there are also gems in some of the reporting we’ve captured* (Interviewee #24).

The issue has always been that our partners were not experienced in the development side and their fundamental purpose wasn’t aligned with the development outcomes.

The main purpose of the sport organisation is to develop their sport, so it’s sport specific, rather than development specific. ... It’s really difficult to become a development professional. Sports organisations struggled to fit into a development space. It was not clear early on to them and they fell into their comfort zone. No priorities on measuring development outcomes (Interviewee #29).

Early on, the sports organisations were allowed to achieve the three objectives as they saw fit. But there were big challenges in the program. Working with multiple sports, across multiple countries with low capacity partners in country, trying to get really complex outcomes re: health, development (Interviewee #41).

Second, all interviewees agreed that the ASC was only able to provide limited support, guidance and resources to assist PSP partners to achieve social development outcomes.

In 2011 – 2012, sports organisation took on ‘sport for development / health’ outcomes. They looked to government for advice – how to achieve health and disability inclusion outcomes. Sports, to their credit, all tried hard to deliver to government – but support wasn’t always there from government to help them achieve those outcomes (Interviewee #27).

I feel a bit sceptical about the development outcomes. 9/10 of the most obese countries in the world are in the Pacific. So building the supply of physical activities in the Pacific is really important to address this. The program just need a bit of tweaking. Some sports are trying so so hard, but the ASC wasn’t able to give them the support to achieve what they needed (Interviewee #41).

Third, interviewees noted that at the commencement of the program ASOs were not provided with baseline social development data for Pacific countries; there was no clear program framework that articulated the key expected development outcomes or monitoring and evaluation framework. As a consequence, there were no benchmarks or formal recording mechanisms to measure outcomes and limited skills and resources to collect relevant evidence.

Reviewing the evidence, it is clear that the majority of PSP partners focused on the delivery of sports programs and partnered with government ministries and local development NGOs to deliver health and development activities. These partners included Wan Smol Bag (One Small Bag); World Vision; Red Cross; Save the Children; UNAIDS; World Health Organisation (WHO); UNICEF; and Youth Challenge in Fiji, Vanuatu, PNG and Samoa (ASC, QAI 2012/2013; QAI 2013/2014). The key development, health and social

issues addressed through the programs included: AIDS awareness; social drug education including the 'Say No to Marijuana' initiative, non-communicable diseases (NCDs) and child protection.

There's lots of change; sporting organisations have changed, are starting to look at how they can bring in development and social outcomes (Interviewee #32).

Key lesson learnt was that the business of sport – mass participation program – needs to be the basis of the sports sector's engagement in sport for development programs. Sport needs to remain the focus. But sports have become comfortable with working with partners outside sport and that is a good benefit (Interviewee #26).

Partners reported a number of successful social development outcomes including increased school attendance and attention; early school leavers returned to school and improved gender equality. These outcomes are discussed further in Section 11 on 'Accessibility'. These outcomes were supported by an external review of the 'Just Play' program completed in 2011 (Bates, 2012). As the ASC noted:

the program is having a positive contribution on school attendance, concentration in class and improvement in participation by girls in physical activity (and boys attitudes to girls) – the review also concluded that children are beginning to demonstrate improved other skills such as teamwork, discipline and respect (ASC, QAI, 2012/2013).

In addition to the higher level outcomes described above, the following quotes illustrate how the program resulted in different conversations between children and their parents.

We had never been to the Football Federation but my two boys heard there was a program for kids so we went along. They were 7 and 4 years old. We both work so we could supply boots and stuff. But my sons gave away their boots to other kids, from villages, whose parents couldn't afford them. When we asked them why they would give their boots to the other kids, they would tell us that the program was about caring and sharing. It turned out to a bit expensive for us, as after a few months, their boots would keep going to other kids. Over the past 3 ½ years, we've brought a lot of boots. Our boys remind us – that 'Just Play' is about caring and being happy (Interviewee #40).

There was a child who, after participating in the program, went back home to find his other siblings arguing – they were getting a bit rough. The child said to them 'you all need to get along better and respect one another'. This is one of the key messages of our program. The child's parents were involved with the school and reported this story back to us (Interviewee #18).

The impact of youth engagement in PSP sports on reducing anti-social behaviour had been noted in the Solomon Islands regions of Guadalcanal and Malaita, as well as the Bougainville region of Papua New Guinea. In Samoa, one program won the 'Peace and Sports' - Monaco Award in 2013. While in the Solomon Islands, the 'Just Play' program was noted as contributing positively to past community conflict (ASC, QAI, 2010/2011). Similarly in Bougainville, PNG, the 2012/13 QAI report noted that as a result of their children's participation in the 'Just Play' program, a number of communities, who had previously been

in conflict, were re-engaging with each other. In addition, Cricket PNG won an international award for the 'Kriket' program due to its educational focus.

Cricket PNG was awarded [the] International Cricket Council award for the best junior development program for the schools Kriket program, due to its focus on education and quality program delivery (ASC, QAI, 2010/11)

Some social development outcomes from the Women's Island Cricket Project in Vanuatu included:

- Improved health behaviours and specific physical conditioning indicators amongst participants in Vanuatu and Fiji.
- Strong relationships with government and non-government partners.
- Expansion from one to three communities (ASC, QAI, 2011/2012; 2012/2013; 2013/2014).

ASO and NF interviewees were clear that they were still learning about how to achieve development outcomes, including gender equality, through sport. Some interviewees suggested that sports organisations should be focused on their core business of delivering sports programs and work in partnership with development organisations to deliver health and social development outcomes.

Sports activities for youth in the communities integrated development messages – health nutrition, etc. Sport was used as a vehicle for development. We were going to integrate respect for women and gender equity but we didn't get to move into that; however we did promote participation of girls and achieved almost 50/50 participation (Interviewee #37).

It would be better to set up partnerships with international NGOs, like Save The Children, or community groups that have pre-existing development programs. We help them to add sport to pre-existing workshops. I.e: sexual and reproductive health workshops at a sports tournament. This would increase girls participation in sport and share the information (Interviewee #22).

Health issues emerged as a key activity area addressed by PSP partners through sporting activities and partnerships with local NGOs. There is considerable evidence of the health challenges facing Pacific communities, including the high mortality rate from NCDs. In addition, research suggests that for many Pacific nations, the amount of physical activity enacted by children was lower than for children in other countries.

The mean energy expenditure of 1.28 METS and the average of 85 minutes of after-school time spent in moderate to vigorous physical activity were considerably lower than the values found in previous studies in other countries (ASC, QAI, 2011/2012).

Success in improving health-related behaviours to reduce the risk of NCDs was measured by the ASC through assessing PSP funded programs contribution to World Health Organisation guidelines, which recommend 150 minutes of weekly moderate physical activity per week. It is worth noting that at the end of PSP 1 (QAI 2013-2014), only cricket participants exceeded this standard through PSP activities. Table 5 illustrates the average time each participant spent; per week on physical activities during this period.

Table 5: Average time per week spent on physical activities

PSP Sports	Participation numbers	Weighted Average by registered participants in PSP funded programs				Contribution to WHO guidelines (weekly moderate PA recommendation of 150 mins per week)
		Average number of program weeks	Average number of sessions a week	Average session length (minutes)	Average Weekly minutes of Physical Activity	
Cricket	280,131	10	1	132	163	109%
Football	25,840	25	1	45	45	30%
Netball	11,067	7	1	57	78	52%
Rugby League	8,742	5	1	30	30	20%
Rugby Union	40,677	4	2	43	100	67%

(ASC, QAI, 2013/2014)

Sport can serve as an effective vehicle for decreasing the risk of non-communicable disease by addressing risk factors. Through the provision of opportunities for regular physical activities and support for the national sport federations, PSP 1 supported the development of communication platforms and forums (for example sport teams, sporting events) that sought to educate people on healthy lifestyle choices. The ASC suggested that opportunities for communicating these messages ‘have grown as a result of the expansion of low-cost, mass participation programs supported through the program’ (QAI, 2011/12). This view was supported by an interviewee from a National Federation.

We were about increasing participation and developing the game – as part of that we were trying to develop healthy lifestyles, education, and knowledge around that because that’s a big issue in the pacific – people being sedentary and having poor access to food (Interviewee #36).

One representative from a NF highlighted the work of the national Health Department which completed health checks during school sporting programs.

They did diabetes testing, ran a database on all the people that were there, they monitored their health and did diabetic checks and then compared their progress the next time we went to that school. They delivered health messages too (Interviewee #39.2).

These opportunities were capitalised on by each sport supported through PSP 1. For example, in 2011/12 the Regional Women's Cricket Championship distributed health messages on NCDs and domestic violence violence (ASC, QAI, 2011/2012).

A successful case study illustrating positive health outcomes from PSP 1 was included in the ASC/DFAT Joint Strategy (2013) on the Women's Island Cricket Project, held by the Vanuatu Cricket Association in partnership with the WHO and the Vanuatu Ministry of Health. As the Joint Strategy noted:

The project aimed to teach middle-aged women (20-50 years old) about the importance of physical activity and diet. The 15-week Women's Island Cricket Project involved games of traditional cricket and workshops on health issues like nutrition. Data collected during the project reported 92 percent of participants recorded a decrease in their waist measurements; 65 percent recorded a decrease in their blood pressure; and 50 percent lost weight (ASC/DFAT, 2013, p. 7).

PSP sports were also used as a platform to educate on HIV/AIDS. In 2012/13, while the Samoa Cricket Association incorporated 'Run Out AIDS' material into its junior programs. Netball was also used as a channel to educate on HIV/AIDS. In 2011/12, the Vanuatu Netball Association signed a MoU with the 'STOP HIV' program. Three staff members became 'STOP HIV' champions.

Samoa

Interviewees suggested that there was limited focus on NCDs in Samoa. Some interviewees suggested the health messages were effective while others suggested that posters that featured national players, instead of international players would be more effective. Others suggested that although the sports activities were not highlighting NCDs, they believed the healthy lifestyle messages made a positive impact.

PNG

One of the strongest themes to emerge from the PNG site visit was the extent to which NFs had engaged with local NGOs to progress the development outcomes of the PSP program. All NFs emphasised that development outcomes, in addition to sports development, were central to the success of their programs

It doesn't matter what the sport is, as long as PNG is getting developed. I'd really like to see the program continue in the country (Interviewee #18).

In PNG, awareness raising activities were conducted through PSP sports in partnership with the NGOs: Save the Children; Red Cross and Youth Challenge. Cricket in particular was used as a channel for education. In 2010/11, 23 'Kriket' clinics were held in villages, settlements, hospitals and orphanages to reach community members outside the education system, many of whom were directly affected by HIV/AIDS. NFs also partnered UNICEF and World Vision who provided mobile clinics for child immunisation and birth registration at PSP activities and events. World AIDS day events were organised at PSP sports activities and participants received a range of materials related to HIV prevention, treatment, care and support services. The NRL, worked with local and international blind and visually impaired agencies to build the capacity of its staff to work with children with special needs.

We had a workshop in January this year and UNICEF and World Vision were involved. They have committed to Just Play. The focus is on child protection. UNICEF has a mobile clinic which will operate at the Just Play festivals that we run around the country.

UNICEF will run an immunisation clinic and birth registration for those who are not registered with the government. ... World Vision does AIDS awareness and we will be working with them to provide people with information about hand washing, sanitation and clean drinking water (Interviewee #19.2).

There have also been partnerships formed with PNG government agencies. Most mass participation activities were implemented in schools, therefore NFs worked closely with the regional education departments to administer these activities. The national Department of Education is also currently reviewing the 'Just Play' resources for inclusion into the national curriculum

We work with the Department of Health. They provide us with information and come to our workshops to do presentations on health related matters (Interviewee #19.2).

These examples demonstrate that NFs had been leveraging networks to maximise the spread and impact of health messaging. However, information on the impact of health messaging on NCDs is inconsistent, with some countries providing comprehensive data, while others provide limited information. This speaks to the varying capacity of different NFs in different countries, and the inconsistent development of systems for monitoring and evaluation program outcomes.

In summary, the data collected demonstrates that at the end of Phase one, PSP partners had begun to include development activities in their work plans and started to partner with government ministries and non-government development organisations to deliver such programs. However, there was limited formal evidence as to the social development outcomes that been achieved through PSP 1.

This issue was acknowledged by the ASC who reported that '*PSP partners do not have the capacity or will to deliver development through sport activities*' (ASC, QAI, 2013/2014, p. 19). This point was further acknowledged by other interviewees, who noted that it was unclear whether ASOs were focused on the development of sport or the use of sport to deliver development outcomes. A couple of interviewees suggested that it was clear that the key outcomes for ASOs were '*more about sport than development*'.

4. The development and delivery of sports programs

The following section extends the discussion in Section 2 on Participation, and explores the impact of PSP 1 on the delivery of sports programs across the Pacific countries. The section commences with some key examples illustrating how this occurred, evidence of planning and delivery, specific examples from PNG and Samoa and concludes with a short discussion on key challenges facing PSP partners.

Evaluating the implementation of PSP 1, it is clear that Australian, Regional and National sports organisations were focused on the planning, development and implementation of sports activities to address the first two key objectives of the PSP program. This work focused on building relationships with specific NFs to increase a sense of ownership and commitment to PSP 1. As illustrated by the quote below, this resulted in a program that was focused on the delivery of a sports program to each country, as distinct from creating a Pacific regional sports program.

In 2011/12, sports were more closely involving federations in planning and developing program implementation to ensure a sense of ownership and commitment, rather than being seen as regional directives (ASC, QAI, 2011/12).

Illustrating this point, the rugby league program in PNG was designed specifically for implementation in PNG. It is worth noting that DFAT had an expectation that the PSP in PNG program would contribute to education outcomes as detailed in the *Australia-PNG Partnership for Development* (ASC, QAI, 2012/2013).

The Tonga Netball Program (Tonga Netball Association 2011) was specifically designed for Tonga and along with the ASOP program, was externally evaluated. Of the key lessons learnt, authors noted the importance of 'strategic partnerships' and the 'involvement of community leaders' (ASOP, undated, p. 2).

In contrast to the design and delivery of the rugby league program in PNG and Netball in Tonga; the Football Federation's 'Just Play' program was specifically designed as one regional program to be delivered across all the participating PSP countries. Just Play was externally evaluated and evaluators identified that a key success factor in the design of 'Just Play' was the repeated activity schedule during the school term. For example the program operated on an **11** session rotation and could be repeated at different times of the year. This resulted in 'high frequency and regularity of exposure to participants' (ASC, QAI, 2011/2012).

It appears that the ASC was aware of the possible siloing of PSP activities in each country, as it identified the need to coordinate with partners and regularly review activities. This was noted in the 2010/11 ASC QAI report:

the ASC has identified the need to streamline the approach of partner organizations in addressing the outcomes of the program. To do this the ASC will hold educational sessions and review meetings with partners to identify priority development outcomes and educate on broader aid goals. These meetings will be held at least every six months, starting 2011/12.

Another area where PSP activities were not well coordinated was between sports in each country. This was identified in the QAI 2011/12 report as an area where greater aid effectiveness and development outcomes could be achieved through greater in-country coordination between sports. In December 2011, the ASC proposed linking the coordination of sports at the PSP level with in-country coordination of the ASOP program. The evidence reviewed for this evaluation suggests that in-country collaboration between the ASOP and between the different sporting codes, occurred to varying degrees in different Pacific countries. It is significant that at the end of the fourth year (2013/2014), the ASC acknowledged that the lack of in-country coordination was a risk for the program and recommended that:

Stronger in-country coordination is required to ensure PSP partners can: link effectively with development partners; implement complementary activities which support appropriate development outcomes while not impeding local priorities such as school curriculums; be utilised by DFAT at post for diplomacy purposes (ASC, QAI, 2013/2014, p. 19).

This issue is explored in greater detail in Section 7 Efficiency and Effectiveness.

In order to better coordinate activities between sports, the ASC funded a staff member to assist with in-country coordination in Samoa. This staff member supported the PSP partners and Ministry of Education,

Sport and Culture (MESC) to map which schools and which sports should take place where and in which term. This process sought to ensure PSP sporting programs in Samoa did not overlap, compete or duplicate.

One Samoan interviewee noted the success of this approach and commented that:

Partnerships have been a success, despite the challenges. We still come together to discuss things. We arrange a schedule between all sports for us to go into schools. The (integrated sports) calendar made sure all sports did well; no sports were left behind. It is the right of children to choose which sport they like, so important to offer them all
(Interviewee #5).

This feedback was supported by the ASC which reported that report noted that ‘early reports have indicated sports and MESC have responded positively to the meetings and the unified calendar has clarified where sports will enter schools. This has begun easing pressure on the local school system’ (QAI 2012/13).

The development and submission of PSP workplans provide another indicator of program planning. The following table indicates which sports submitted plans to the ASC.

Table 6: Country workplans received

Sport	2010/2011	2011/2012	2012/2013	2013/2014	Comments
Cricket	Fiji PNG Samoa Vanuatu	Fiji PNG Samoa Vanuatu		Fiji PNG Samoa Vanuatu	
Football	Tonga, Vanuatu Solomon Islands Samoa PNG Cook Islands, Fiji	Cook Islands Fiji PNG Samoa Solomon Islands Tonga Vanuatu	Cook Islands Fiji PNG Samoa Solomon Islands Tonga Vanuatu	Cook Islands Fiji PNG Samoa Solomon Islands Tonga Vanuatu	Workplans were attached to partnership agreement and included implementation schedules.
Netball		Cook Islands Vanuatu Samoa	Tonga Vanuatu Samoa	Cook Islands PNG Samoa Vanuatu Tonga	Workplans were attached to funding agreement (implementation schedules) Workplans were included in the Partnership Agreement
Rugby League				PNG	Delayed implementation
Rugby Union		PNG Solomon Islands		PNG Solomon	Delayed implementation

		Samoa		Islands Samoa	Funding Agreement with Workplan Attached
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Based on the data reviewed for this report, there are a number of workplans that had not been provided to including:

- Cricket, 2012/13
- Netball, 2010/2011
- Rugby Union, 2012/2013

Along with workplans, the ASC also received Annual and Quarterly Reports from PSP partners

Table 7: Annual and Quarterly Reports received

#	Sport	Annual	Quarterly
1	Cricket	4 (years 1 – 4) 2010/2011 – 2013/2014	1 x quarterly report (Q3 2013/2014)
2	Football	2 (years 1 and 2) 2010 - 2013	1 x 6-monthly report (June 2011 – December 2011) 1 x quarterly report (Q3 2012/13)
3	Netball	4 (years 1-4) 1 x 12 month report from Jan – Dec 2011.	1 x quarterly report (Q2 2012/13)
10	Rugby League	1 Annual Report (2013/14)	1 quarterly report (Q3 2013/14)
11	Rugby Union	3 Annual Reports (Year 1, 3 & 4) 2010/11, 2012/13 & 2013/2014	2 quarterly reports (2013/2014)

The ASC used these reports to compile Quality at Implementation (QAI) Reports provided to AusAID /DFAT. The ASC submitted **four** QAI reports over the four years of Phase One (2010/11, 2011/12, 2012/13 and 2013/2014). As noted above, there were some minor gaps in the PSP partner reports provided to the ASC during Phase One.

ASO and NF interviewee also noted that the core business of sporting organisations was how to develop and deliver sports programs. All interviewees agreed that PSP 1 resulted in the growth and expansion of the sports programs across the seven Pacific nations.

From that you can see the results from the feedback and courses – we talk to children and parents out of the activities. Generally for us from the Cook Islands we get a lot of feedback on the street from people. It motivates us to deliver a lot more, say more than once a month. Shows us that there's a need and that the community is interested, and that the program is working well for us to expand further (Interviewee #38).

For us it was about making it fun as it's about positive experience, inclusion, and participation. Now the content is a lot more coordinated - you can do a lot more things with it. ... It's really grown. For the countries taking ownership of the program and

*taking input has made it grow a lot more and made it a lot more successful
(Interviewee #38).*

Interviewees suggested that PSP 1 had contributed to the ASOs and NF's increasing their knowledge about delivering mass participation sporting activities and 'growing the sport' across diverse Pacific communities. As a couple of interviewees suggested, PSP partners gained new 'locally based' knowledge. One interviewee also suggested that partners used this knowledge to improve the program, incrementally, over the four years.

PNG

Stakeholders from all NFs in PNG commented that PSP 1 program had exceeded their expectations and that the program was highly valued and central to the development of the sport and social outcomes.

Without PSP we couldn't run these programs – it's absolutely essential to what we do. It's very important. It's also important for communities. We value it and we want to continue the partnership (Interviewee #15.3).

We are very grateful for PSP. It's been the only development program for netball in the 40 years we've been in existence (Interviewee #17.1).

We very much value the PSP (Interviewee #19.1).

We've never had any Rugby for school programs in PNG before. The program is really strong (Interviewee #20).

In PNG, stakeholders also spoke about the evidence they have collected about 'what works' for sports development outcomes. Some NFs commented that their PSP 1 mass participation programs were initially very structured around skill development in a particular sport; however the orientation of some programs had changed. They suggested that this change was due to the sharing of informal learnings between NFs as well as emerging evidence suggesting that it is more beneficial to focus on fun and inclusion, rather than skill development.

The field-based activities initially focused on skill development – they included catching, passing, playing the ball, kicking and fun games. It was all about core skills. These activities were very structured, but we have changed the program based on other best-practice sports programs for kids. Now, the field based activities are structured on fun, participation by all, inclusion and promoting a safe environment for the kids. There's now not so much a focus on skills because they will pick the skills up anyway. It's about fun activity and engagement (Interviewee #18).

Key stakeholders in PNG highlighted that a key element contributing to the development of sports programs, was the strong leadership demonstrated by NFs. The consensus from interviewees was that they work hand in hand: in order to have a well-developed sport with talented sports people, it is imperative that the people participating have the opportunity to reach their full potential in life. The following quote demonstrate this point of view:

At Cricket PNG, we realise that success relies on the development of people playing the game, rather than just the development of the game itself (Interviewee #15.1).

The following quotes also provide examples of the leadership of staff working at PNG NFs:

Our development officer in Kokopo is a driver of women's rugby league. She is very influential over the other development officers. She is a strong leader and has championed the involvement of women in the organisation. 70% of our development officers are women. She has supported recruitment and has even organised a 'girls' rugby league day' where 180 girls participated (Interviewee #18).

PNG is a challenging environment – we need to give women capacity to participate in all areas of life. We try to push their leadership and translate the leadership that they're already practising in the home. It gives them a sense of ownership of what they do (Interviewee #17.1).

Samoa

The majority of stakeholders in Samoa commented that there was a stronger focus on the development of sport than on sport for development in PSP 1. This emphasis is illustrated by the following examples including: the expansion of the sport throughout the country, including into regional and rural areas, including 160 primary schools which are mostly in rural areas; creation of leagues in Savai'i island; development of players into national and international players including players being involved in the LA Special Olympics and tournaments held in partnerships with local churches. Interviewees also noted that Samoan's modified aspects of sport to suit the local environment, for example using cricket balls made out of local rubber, which don't split when used on concrete pitches. Lastly interviewees described how they developed more knowledge about sport and development, illustrated by the following quote.

Sport is one of the best vehicles [for PSP objectives re. gender, PSP, NCD]. But, we want more support for the development of the sport (Interviewee #10, emphasis in original).

Key outcomes in Samoa included grassroots programs that interviewees described as having had a positive impact on communities. One interviewee described that the sport would have a continuing presence in communities as a result of dedicated staff. Another described an improvement in perceptions of the sport and a positive impact on children's enthusiasm to engage in sport, which was leading to an increase in health outcomes. In addition, the PSP 1 program had been implemented in over 160 primary schools. Some schools had received sporting equipment. Many initiatives had also specifically targeted rural or regional communities and one interviewee indicated that their organisation had covered all of Savai'i, including more than 200 villages.

In addition to the contributions of the PSP program across Pacific nations including PNG and Samoa, a number of ASC and ASO interviewees noted that the Australian Sports Outreach Program (ASOP) delivered by the Australian Aid program in-country, delivered similar outcomes to the PSP 1 program across the Pacific. Others noted that the sporting federations also funded local NFs to develop the sport and increase participation and deliver educational programs (ICC and NRL). One interviewee noted that World Rugby had learnt lessons from the PSP 1 program which they were incorporating into the 'Get into Rugby'

program. Acknowledging these contributions, other interviewees suggested that there were no comparable sports and development programs that had the reach or impact of PSP 1.

While acknowledging the positive outcomes described above, the evaluation has identified a number of key challenges including first, PSP 1 had not clearly articulated the key elements of a 'good sports program', therefore it was difficult for PSP partners to know and for the ASC to judge the outcomes delivered by PSP partners. Second, due to partners' limited M&E expertise and the limited qualitative data provided, it is possible that judgements as to program quality were based on anecdotal evidence, as opposed to robust and substantial evidence. Third, it appears that the quality, timing, nature of the competition, and formality of the sports programs varied depending on the sporting code; country; whether there was a local or '*only white*' competition; and whether the program was delivered in an urban or rural location. Fourth, as discussed previously, due to the broad objectives and program scope, it is possible that PSP 1 was too large for ASO and NFs to ensure activities suited the local context. As one interviewee noted, the plan was '*too ambitious*' which '*probably didn't give us the opportunity to shape it in a way that suited the Cook Islands context*' (Interviewee #39.1). Fifth, because the program was implemented across seven Pacific nations, the ASOs and NF may have focused on the delivery of their sporting code in each country, which may have contributed to a siloed approach to program delivery and the limited sharing of knowledge and skills across countries and codes.

In summary, despite operational inefficiencies at the national and regional level and the challenges noted above, the evaluation suggest that PSP 1 successfully supported ASOs and NFs to develop and implement mass participation sports activities across the seven Pacific nations.

5. Partnerships

PSP 1 is fundamentally about partnerships as the program was conceived, designed and implemented by numerous stakeholders through an original partnership between the Australian government (originally AusAID and now DFAT) and the Australian Sports Commission (ASC). Consequently the ASC entered into tripartite agreements between itself and partner organisations representing the **five** sports of cricket, football, netball, rugby league and rugby union across **seven** Pacific countries. In addition to the partnerships between key funded agencies within the PSP program itself, the ASC highlighted the role of partnerships between NFs and other sports organisations in each Pacific country, as a key strategy '*to achieve social development outcomes through sport*' (ASC, QAI, 2012/2013). Interviewees also highlighted the importance of '*strong partnerships and close communication*' as a key contributor to the success of PSP 1 (Interviewee #40).

This section starts with an overview of the positive and negative aspects of the PSP 1 partnership model, including the benefits for the Australian government and sporting codes. This is followed by a short description of key examples of both the types of partnerships and benefits of such for PSP partners in PNG and Samoa.

Australian ASC/DFAT interviewees were unanimous in their support for the partnership model underpinning PSP 1, suggesting that working through the ASOs, regional and national sporting federations was a key way to deliver the program in the Pacific as the model respected the international structures of regional and national sporting organisations.

ASC and regional federations and NSO; we agree to the budget and activity plan decided by each. ... It depends on the capacities within the country, but they still work

closely together. Sometimes it's a bit big brother telling little brother what to do which is what we were trying to avoid (Interviewee #25).

Partnership model certainly has a lot of potential. Pacific people like the idea of partnership. Having some sort of joint approach then working as partners is something highly regarded in the pacific context (Interviewee #29).

However all interviewees acknowledged the challenges inherent in the model, with one interviewee commenting that the tiers are the 'PSP's greatest strength and greatest weakness at the same time' (Interviewee #33). Specifically the number of tiers which made it 'very management heavy', 'complicated' and 'confusing' for government partners and local communities (Interviewee #39.2). They noted that the multiple layers meant that 'the ASC was a long way away from the implementation of the program' (interviewee #26). This 'distance' made it difficult for the ASC to have clear oversight of the program and program activities. As one interviewee stated:

The program was too big, too soon. It was challenging. There were a number of partnerships in many different countries (Interviewee #33).

Some interviewees suggested that due to the number of different partners and levels, the partnership model might not have been the most cost efficient way to deliver and manage the program. Other interviewees also commented that the model is dependent on having the rights partners and the PSP 1 program needed more time to identify partners and build the working relationships. As one interviewee commented 'in a perfect world you would take 12 months not 12 weeks' (Interviewee #29).

All Australian ASC/DFAT interviewees commented on the positive impact the program had on the relationships with PSP partners. These impacts included strengthened relationships between AusAID/DFAT and sporting sector in both Australia and the Pacific. Interviewees saw these strong relationships as strengthening Australia's presence in the Pacific and offering the Australian government additional avenues to use sport to influence community development outcomes in the Pacific. They also noted that sports organisations are very influential in the Pacific, noting the example of the NRL in PNG, and suggested that there is 'real potential for a program like that to have quite a strong public diplomacy outcome' (Interviewee #29).

Interviewees also highlighted the positive relationships the sporting organisations had built with international and local NGOs, for example Red Cross, Tonga Cancer Society and local disability organisations; national government departments; churches; private companies including palm oil and fishing companies and local communities across the Pacific. As one interviewee commented 'it's a good example of how development can leverage off sport' (Interviewee #25). Interviewees noted that private sponsors and companies provided equipment for children including pens, lunch boxes, equipment, books and school bags. In addition one interviewee noted that the program had resulted in the ASOP and Australian aid program, based at the Australian High Commission in each Pacific country, working more closely together.

ASO interviewees also reflected a common understanding of the tripartite partnership model informing the delivery of PSP 1. All interviewees described a strong commitment to working in partnerships with multiple stakeholders and that they sought equality in their partnerships. They noted the necessity of building and maintaining strong personal and organisational relationships to facilitate these partnerships.

They commented positively on the development of additional partnerships and formal agreements with relevant Oceania Federations, government ministries in Pacific nations and some international and local NGOs with specific expertise in development issues. Interviewees provided examples of their work with NFs.

Work with different partners to help make it work. Australian government, Ministry in each country – Education and Health; partner with organisations that have expertise - Save the Children, Red Cross, UNICEF, NGOs, and Special Olympics – around women and disability, international football federations. We also send people to a sports conference each year. The idea is to gather all the sports organisations and all the government departments and create networks and partnership (Interviewee #21).

A number of interviewees from the Cook Islands commented positively on the benefits from partnering in-country with other sporting codes including Netball and Just Play. Representatives from Samoa also spoke positively about in-country collaborations between the sporting codes.

If one code went in, and students didn't like it, they may not get involved, but because there were several codes at a time, the kids could choose the code that they liked the most. So there was greater take-up because of this (Interviewee #39.1).

Other key stakeholders noted that some sports organisations worked in isolation from the other sporting codes in-country. These stakeholders suggested the program would benefit from increased coordination and collaboration between PSP 1 partners.

A couple of ASO interviewees commented that the sporting organisations had greater power than NFs. This unequal power relationship was due to the reality that the ASOs were signatories to the funding agreements with the ASC, held the funds and were responsible for reporting outcomes. Consequently, as the ASC's expectations in relation to demonstrating development outcomes changed, the ASOs had to ask the NF to implement activities that would deliver development outcomes and collect robust qualitative and quantitative evidence. As one ASO interviewee commented:

We went in, we like to have an equal partnership with the NFs in each of the countries. We went in – asking their advice, what they want, need. Most of the report notes that the NFs benefit from the partnership. But there is feedback that we tell them what to do too much (Interviewee #14).

A further example was provided by the NRL, who highlighted some of the challenges due to an earlier decision that the NRL would not to partner with the National Rugby League in PNG. As a result, the NRL held Australian aid funds, developed and delivered the Rugby League programs in PNG. Stakeholders reported that this decision had some negative impacts on the NRL's working relationship with the Rugby League Federation in PNG.

ASO interviewees had a range of perspectives on the partnership model underpinning PSP 1. The majority of ASO and NF interviewees agreed with ASC interviewees that the model was appropriate for Pacific ways of working with local and regional stakeholders. While accepting the need to work with multiple partners, ASOs also commented on the 'convoluted' nature of the partnership model, suggesting that it made it

difficult to oversight the program, was costly and inefficient and created a risk of program interference or key issues being overlooked.

A couple of interviewees suggested that it may have been more efficient to streamline the program, including the creation of one contact and governance point in each country, the implementation of one program design, monitoring and reporting process and greater collaboration and cooperation between partners. ASO interviewees also highlighted the reality that PSP partners had different levels of additional funding and resourcing to support their work in Pacific nations, which influenced the outcomes achieved.

As discussed previously, all interviewees commented positively on the strong relationships with national sport federations in Pacific nations. They highlighted how the PSP 1 program had contributed to the NFs to build partnerships with national governments, local and international NGOs, rural and remote communities; build a diverse and skilled staff team, including increased numbers of women staff.

A couple of ASO interviewees noted that their International Sporting Federations ‘love our program’ and that PSP 1 had contributed to ‘put the Pacific region’ on the global map. In addition, they noted that the program had assisted the ASOs to build stronger relationships with key members of the Australian government under both Labor and the Coalition governments, specifically the Prime Minister and the Minister for Foreign Affairs.

All interviewees highlighted the importance of building and working in partnership with local and international NGOs to assist in the achievement of social development outcomes.

It's about working collaboratively with International NGOs like Oxfam and Save The Children, partnering with them, to achieve development outcomes. They know about development, they are already doing development programs. ... For us, the start up costs of starting the program – the model is very expensive. The biggest cost is staff, offices, vehicles. We could share these costs and it could be more efficient / effective (Interviewee #22).

I think it's better that you leave sports to do sports, but there may be some advantages to having a central coordination point to do some activities. There's a real focus on getting 5-12 year olds to get physically active – rather than having several sports knocking on primary schools, have one central governing body which organises the activities and communicates with schools. When targeting quite specific communities, there's no real need for that, it's up to the sports to be innovative and creative (Interviewee #23.1).

PNG

Interviews with key stakeholders confirmed the importance of the PSP partnerships. NFs formed partnerships with government (both national and municipal) and non-government organisations. It is important to note that in PNG, some of these partnerships ranged from formal to informal arrangements, therefore there may not have been formal MOU or partnership agreements. Partnerships with government were mostly with the Departments of Education, as a necessary strategy to deliver the programs to schools. Partnerships with local and international NGOs occurred mostly to progress the programs development outcomes and particularly health outcomes.

All stakeholders from the PNG NFs were satisfied with the PSP 1 model. They noted that the resources, knowledge and expertise of the NSOs and regional federations were very useful to the NFs. Many of the mass participation programs developed for PNG drew from existing Australian or regional programs. While all programs were adapted to suit the PNG context, they were structured around models that had been tried and tested in different contexts. Further, since the mass participation programs were structured on existing models, staff were able to train the NFs in their delivery.

It [the PSP program] was designed, using the Australian 'Milo' cricket program as a template and adapted accordingly (Interviewee #15.1).

The programs are structured around existing NRL programs that have been provided to Australian schools (Interviewee #18)

NFs also believed the model was efficient because the model was hierarchical and so program reporting and acquittal requirements were both clear and well communicated.

We weren't at all concerned about the model for the PSP program. We were excited about it. It was efficient. We reported to Netball Australia; they sent us the templates (Interviewee #17.1).

The partnership is going well. All resources come through OFC (Interviewee #19.2).

The funding comes from the ARU. Our reporting goes to the ARU... Our funding is tied to our reporting requirements and this has meant that the program has remained on track (Interviewee #20).

The PNG site visit was unable to determine whether any formal communication channels between NFs had been established, however examples were provided about informal communication and knowledge sharing between sporting codes.

Samoa

Partnerships emerged as a very strong theme for the PSP program in Samoa, with some being positive and others presenting challenges. Approximately half of Samoan interviewees indicated that their organisations had partnerships with the Ministry of Education, Sport and Culture (MESC), and their perceptions of these partnerships were mixed. Positive comments about partnerships with the MESC included that it:

- was helpful for developing health-related outcomes and for engaging with youth
- administered a program using a 'cluster approach' at the district level, was responsible for setting the calendar of events which would be overseen by the Village Council, used their own transport, and provided funding for all the training and meetings
- has had a positive relationship with other stakeholders:

The relationship isn't based on us asking for money (meaning framed as equal partners). We're going to iron out agreements. Example is cooperation with MESC – we go into the villages. It's made the relationship far more positive. Membership has dramatically grown; they are happy (Interviewee # 10.)

Other interviewees described challenges in their partnership with the MESC, including:

- That it provided consultation but *'left the rest'* to the partner, and that there was a desire for a more *'collaborative'* and supportive partnership, as well as better communication. In addition, the approach taken by the MESC of providing sports equipment to villages as gifts during consultations was problematic as it set a precedent and led villages to expect additional equipment when the games were being held there (Interviewee # 5).
- That they were *'not too happy'* with the MESC engagement as they felt it was encroaching on sports bodies by also promoting sport when they *'should be promoting policy'*. This interviewee also perceived the MESC to be getting funding for transport through PSP, although the funding was intended for implementing organisations. For this reason, the MESC was perceived as *'not doing anything and not providing any funding'* (Interviewee # 3).

A similar proportion of Samoan interviewees described working with the Ministry of Women, Communities, and Social Development (MWCSD) and that it was a preferred partner. Two interviewees specified that this was due to its direct links to the social sector:

Preferable structure is to cooperate with Ministry of Women, Community and Social Development as this ministry has direct links to social sector matters/ministries all government ministries have to go through them to get to the country (Interviewee 3).

We haven't tried going to villages through the Ministry of Women (MoW), but I know they have access. I would prefer to go through them than MESC. I see MESC playing an education role, and MoW playing the introductory role. The current structure doesn't make sense to me, especially as the MoW is at induction ceremonies already. Therefore, making this change wouldn't be a radical shift as they are already part of the process (Interviewee 5).

Another interviewee explained that the MWCSD provided contacts in villages to the MESC. Another interviewee spoke about working with the Ministry of Health (MoH), however one interviewee indicated but that it needed to be strengthened to increase the sustainability of the programs to which MoH has access.

Partnerships with Churches were mentioned by four interviewees. Two indicated that they had piloted programs with a church. In a third case, the relationship had not been very strong beforehand but has been developed. The primary purpose of this partnership is to engage with children:

We use this relationship as an access point to find children – children listen to their pastor. Now, the churches are coming into the competition – there are even inter-church competitions. We want to build on this. These competitions get different churches to compete, on Easter, (and) so (they) spread positive messages and engagement between different communities (Interviewee #2).

Another interviewee indicated that, although they had partnered with churches, they don't often target them as other channels have proven effective.

Several interviewees described having partnerships with Netball Australia or Netball as part of the sports federation. Some of these partnerships involved capacity building, and three described the partnership

with Netball in the sports federation as ‘*strong*’ because it went to schools and trained teams. Other partnerships were primarily report-based and reflected the previous feedback from national federations in PNG, specifically the vertical reporting model was clear and worked for the Samoan NFs. In contrast to this view, another interviewee suggested that the partnership model itself was ‘*bureaucratic*’.

Interviewees also noted a number of other partnerships including with sponsors who provided training and sports equipment; Hyundai who provided access to vehicles; the New Zealand High Commission; schools, the media; and UNICEF. UNICEF had assisted with monitoring and evaluation, training teachers and implementing a child protection policy. Three interviewees indicated that they had signed formal MOUs with government ministry’s including MESC; MOW and Ministry of Health. One interviewee noted that they had a partnership agreement with MESC to deliver culture and umpiring and skills training and technical support to all schools and communities.

In summary, partnerships were a key mechanism for the delivery of the PSP program across the seven Pacific nations. The evidence reviewed for this section demonstrates that while the partnership model is both complex and costly, it appears to be the most appropriate model to enable the delivery of PSP activities through Australian, Regional and Pacific partners in different cultural, political and geographical locations across the Pacific. In addition, there is clear evidence of additional outcomes gained through the partnership model including skill development, particularly in relation to development work and additional leverage with the Australian government and International Sporting Federations.

6. Value for money

This section provides an analysis of the PSP 1 ‘value for money’ and cost effectiveness, specifically its performance against the original budget and time frame.

The PSP 1 program was implemented through a number of partnerships which added complexity and possibly cost to the administration and implementation of the program. ASC acknowledged this, however noted that the program quality and need for regional coordination, ultimately resulted in cost efficiencies. This point is highlighted in the following quote:

Acknowledge there is added administration costs due to the layers of partners involved in delivery, the quality of the programs and the need for regional co-ordination provides for an efficient method of expenditure for the PSP (ASC, QAI, 2012/2013).

It is difficult to accurately complete a value for money analysis of PSP 1 due to question as to the actual number of participants; the impact of additional funding obtained by PSP partners; and additional resources contributed by PSP partners. However, acknowledging these challenges, starting with the **1,011,985** participants divided by the original budget of **\$15 million**, results in an appropriate value of: **\$0.06 cents**, per participant over the four years the program was implemented. This finding does not take into account the **347** staff members employed by the NFs nor the ‘in kind’ labour and time contributed by the estimated **10,658** volunteers.

Even without the inclusion of volunteer labour and time, this analysis demonstrates that the project delivered significant value for money for the ASC, sporting organisations and the Australian government. Even if it is possible that one participant attended numerous programs and was counted numerous times, the PSP 1 program was extremely cost effective compared to the delivery of similar sports programs in

Australia. Throughout the evaluation, there was only one independent evaluation which analysed program delivery costs for 'Just Play' versus costs of a similar program in Australia. The evaluation found that:

the cost of providing 13 Just Play sessions of football-based physical activity was between AUD\$20 and AUD\$30 per child for the full 13 sessions. This represents 10% of the cost of similar programs in Australia (Bates 2012 cited in ASC, QAI, 2011/2012).

Performance against original budget

The ASC QAI reports included information on program performance against the original budget. Key points included:

- *the funding of the PSP phase 1 operates on a **10%** management appropriation, retained for the program administration and management by the ASC.*
- *On average, a minimum of **75%** of grants to partners is spent directly in-country with a significant amount of Australian based resources servicing the in-country spend. This is delivered across the seven countries (ASC, QAI, 2012/2013 emphasis added).*

The appropriation of 10 percent of the total budget, which equals \$1,500,000 for program management, is a significant amount of funds. However it is possible that 10 percent of the budget is a relatively small allocation for the development, management and reporting of a large, new, multi-partner, multi-country, four year sports development program across the Pacific. As noted previously, at commencement of the program, one staff member managed the PSP 1 program. This may have contributed to feedback from interviewees that the ASC had limited time and resources to support ASO and NF partners. Over the four years, the human resources allocated to manage PSP 1 had increased from one to four staff members.

The desk review identified that there were underspends against the PSP budget in 2012/2013. The ASC did not provide any additional information as to the cause. However it did suggest this would be rectified in 2013/2014 with the commencement of the Rugby League PSP activities in PNG. In addition, the ASC noted that PSP partners (cricket, football and netball) transitioned from Phase One to Phase Two of the PSP program, and carried over both expenditure and activities into PSP 2 (ASC, QAI, 2012/2013).

ASC/DFAT interviewees had a range of views on whether the PSP 1 program had delivered key program objectives within the original budget allocation. Some interviewees suggested that the budget may have been sufficient for the delivery of sports programs and achievement of the first two program objectives over a four year period, but insufficient to achieve the third program objective – namely social development outcomes. Based on the limited evidence of social development outcomes, it is possible that this view is accurate.

One interviewee suggested that implementation against budget plans worked smoothly and noted that when there were delays in the implementation of sports programs, the relevant budgets were amended (Interviewee #26). In contrast to this view, one interviewee suggested that the NFs might not have had the capacity or infra-structure to expend large grants within the time period. In addition, another interviewee suggested that due to limited financial expertise, some NFs may have been unable to accurately report activity and actual expenditure against the original program plan and budget.

The sports hadn't applied for the grants so they struggled to spend the money. It was too much money without a really sound proposal about what the money was for (Interviewee #28).

I think this was due to the common theme. That the NFs – were low capacity organisations who didn't have the information / skills to provide the financial information that was needed (Interviewee #41).

One NF interviewee suggested that they 'achieved a lot within the time frame' and 'made headway with social initiatives' (Interviewee #40), while another commented that the program was 'ambitious - logistically' and stated that 'we had no idea the program would be on such a large scale' (Interviewee #39.2). These views were shared by other NF interviewees as demonstrated by the following quote.

We met most milestones. There were some we didn't achieve. Last year we had some carnivals that got cancelled because of the floods. All the schools were closed. I think it was delivered within the timeframes. The student numbers, the teacher numbers, the schools and the spread. In the beginning we were a bit ambitious. We took it to a number of locations. Logistically it's not very easy to cover all these places. We scaled down and became more focused towards the end. But it paid off. It brought the sport to a wider part of the country (Interviewee #37)

As number of interviewees did not have relevant information, they were unable to comment on the program performance against the original budget.

To conclude this section, the final figure of **\$0.06 cents per participant** over the four years of the program demonstrates that PSP 1 provided significant value for money to the Australian government and ASOs. This final figure does not take into account the 'in-kind' labour and time contributed by volunteers and additional 'in kind' or financial 'contributions' leveraged during implementation of the program.

7. Efficiency and Effectiveness

The following section commences with a brief description of the key efficiency and effectiveness challenges faced by PSP partners, followed by a discussion of the key successes and issues related to program communication and coordination. Next are some key examples from PNG and Samoa.

As discussed elsewhere, the \$15 million PSP 1 program was announced by Prime Minister Rudd and PSP partners were expected to deliver quick outcomes for the Australian government. All interviewees acknowledged that this announcement included a pre-determined time frame; amount of money; partners and locations; in addition to broad goals and objectives. Consequently the ASC, Australian sports organisations and NFs faced a number of challenges in relation to expenditure of funds and achievement of outcomes within the timeframe.

First, as discussed previously, the ASC and PSP partners had to develop program plans to delivery against the three broad original objectives. This issue was demonstrated by the delays in the commencement of the Rugby League activities in Papua New Guinea due to 'significant in country political challenges'. These challenges included a 'protracted internal governance and sport ownership dispute' and lengthy design phase (ASC, QAI, 2012/2013). Once this was resolved, the ASC reported that all partners supported the establishment of the program in PNG and extension of activities until 30 June 2016. In addition, the ASC reported that there were delays in commencement for netball and rugby union, due to 'underestimating the operational support required to get programs running'. The ASC also noted that prior to

commencement, Rugby Union need to create a partnership agreement and framework for delivering the program (ASC, QAI, 2010/2011).

Second, the difficulties faced by Pacific NFs with limited capacity, when requested to scale up activities and implement mass participation activities; capacity building; and achieve social development outcomes.

Third, the negative impact of external factors that were outside the control of PSP partners, including extreme weather events and political upheaval.

Acknowledging these challenges, most programs were delivered within the four-year timeframe, with the football program *'running ahead of schedule'*. The ASC reported that this was due to *'a single program focus (participation) and strong support from regional and member federations'* (ASC, QAI, 2010/2011). As the Oceania Football Commission had a budget underspend, the ASC negotiated for additional AusAID funding to extend the 'Just Play' program until 30 June 2013 (ASC, Feedback, 9 February 2015).

ASO interviewees had a shared view that the program had delivered participation and capacity building outcomes within the 3 – 4 year time frame. However they highlighted that the achievement of social development outcomes, including improving gender equality and women's health, would take a longer time period, with one interviewee noting that it may take *'generations to achieve attitudinal change'* (Interviewee #22).

Coordination and communication

Program coordination and regular communication are key elements of effective and efficient program implementation. To enable aid effectiveness, the ASC noted that it needed to form *'a solid foundation'* and ensure *'ongoing close communication between partners'* (ASC, QAI, 2010/2011). The ASC also noted that it needed to work closely with partners to *'identify development outcomes and educate on broader aid goals'* (ASC, QAI 2010/2011). ASC noted that such foundations assisted in responding quickly to address program or staff issues have arisen (ASC, QAI, 2010/2011). ASC also commented on the need to strengthen monitoring and communication between regional partners and the in country National sports Federation. To assist in a coordinated approach to program delivery, ASOs and NFs signed Memorandums of Understanding (MOUs) and agreements with government Ministries in the different Pacific nations (ASC, QAI, 2010/2011).

Alongside the PSP 1 program was the Australian Sports Outreach Program (ASOP), implemented through the Australian High Commission in each country, which supports country specific sports program. The PSP and ASOP programs were running parallel to each other in each Pacific nation and there was a risk that this could result in program inefficiencies and activity duplication. The evidence reviewed for this evaluation indicated although there was some uncertainty amongst government officials and NGOs as to which program was PSP 1, there was some evidence that over the course of the program, the ASOP and PSP 1 programs supported each other's endeavours. Specific examples included coordinated meetings with key representatives, alignment of country specific development agendas and partnership objectives.

PNG and Samoa

In 2012, the ASC identified concerns as to the *'sustainability of using schools as the basis for participation growth in sport'* (ASC, QAI, 2011/2012). The ASC identified the need to improve sport coordination with relevant Ministries of Education, specifically in Samoa and PNG. The ASC highlighted the supportive role of the in country AusAID/DFAT Post or High Commission to assist with this coordination. Consequently, in 2013, the third year of the PSP program, the ASC introduced a number of structural changes to assist with

coordination and reporting. These included a report template and more direct communication with Country program partners. The ASC suggested that these structural changes ‘*allowed the strategic side of PSP to be developed by the existing PSP manager*’ (ASC, QAI, 2012/2013). In addition, a number of coordination activities occurred in Samoa and PNG. Specifically in Samoa, a local consultant was employed to act as the Secretariat for monthly meetings between the National sports Federations and a focal point between the Samoan government and sports organisations, an in-country coordination mechanism was piloted and a school calendar to map which schools and when the sports programs would be implemented. The ASC reported that:

[e]arly reports have indicated sports and MESC have responded positively to the meetings and the unified calendar has clarified where sports will enter schools. This has begun easing pressure on the local school system (ASC, QAI, 2012/2013).

The ASC also reported that similar coordination meetings were introduced in PNG, supported by the ASC (ASC, QAI, 2012/2013). During the PNG site visit, Synergistiq was unable to establish the extent to which NFs utilised formalised channels to increase regular communication with key stakeholders although it was noted that communication had increased as a result of the program and that relationships had been strengthened. The PNG NFs commented that this had primarily occurred through increased contact with NSOs and regional federations through the capacity building initiatives they had participated in, including trips to Australia by staff members and visits to PNG by NSOs to run training.

To conclude this section, by the end of PSP 1, PSP partners had improved their effectiveness and efficiency as demonstrated through their improved capacity to achieve more with the same amount of funding including increased participation, delivered more activities in more locations; employed more staff; and delivered health projects alongside sports activities.

8. Monitoring and evaluation

The following section discusses the key challenges faced by PSP partners when seeking to both monitor and evaluate their programs, followed by some key examples from Samoa.

The evidence reviewed for this report demonstrates that the approach to monitoring, evaluation and reporting varied across the different sports and the National Sports Federations in each country. It appeared that M&E frameworks were developed retrospectively, therefore after PSP 1 commenced. In addition, the frameworks appear to be ‘*top heavy*’, in other words, partners were seeking program data to meet reporting requirements of the ASC, as compared to collecting data to assist them to improve delivery of the program and document diverse impacts and unexpected outcomes.

The ASC noted that evaluation of Phase One activities improved as the project progressed. The ASC QAI, 2011/2012 report explained the increase from ‘adequate quality’ to ‘good quality’ between the first and second year of the PSP as a result of increased engagement with local country and regional partners. In addition, the quarterly and annual reports demonstrated that partners regularly collected and reported quantitative data, specifically the numbers of people who participated in the activities and capacity building workshops. By the end of Phase One, partners had also begun to more accurately report on the contribution the programs were making to participants’ level of physical activity (ASC, QAI, 2013/2014). In addition, partners had also begun to collect and include qualitative data in their reports, including case studies, stories and photo stories (ASC, QAI, 2013/2014). However, as discussed previously, partners found

it more difficult to identify and collect data on social development outcomes achieved through PSP 1 activities.

NF interviewees confirmed the challenges they faced when seeking to collect evidence and demonstrate the outcomes from the PSP program. As one interviewee stated:

We didn't have a good evaluation process in the beginning to show the impact of the program, but as we regroup each time, the project managers, these things are starting to fruit into something that will improve the program. We had a lot of reporting at the beginning but it wasn't so specific to what the funders and partnership were looking for, and also for what we can identify for ourselves in terms of how we can push the program to get more people and schools involved. The first year was probably a bit of a learning experience for us with the program (Interviewee #38).

A number of NF stakeholders also commented on challenges due to the increased number of reports; changes to reporting requirements and templates. One interviewee suggested that half the program staff were delivering the program while the remaining staff were required to meet the reporting requirements.

Reporting was massive and time consuming. There were 14 templates we were given. It wasn't anyone's fault; neither party in PSP were sure about what was required by PSP. It was all a trial thing (Interviewee #39.1)

Cricket Australia highlighted the need for a specific M&E resource to assist data collection in larger countries, for example in PNG. This point acknowledged the challenges in collecting data across ethnically diverse, geographically remote and dispersed communities (ASC, QIA, 2011/2012). This point was highlighted during the site visit to PNG as demonstrated by the following quote from an interviewee seeking strategies to assist them collect outcome data.

We are committed to capturing information about the social development outcomes associated with our programs. The data we capture is anecdotal. We ask the RMCs to provide us with stories of change. We've noted that attendance at school has increased through the BSP program. Kids want to attend school so they can participate in PSP (Interviewee #15.1).

At a broader programmatic level, the QAI's indicated that the ASOs and NFs worked with external research partners, for example La Trobe and Queensland Universities and the NFs to evaluate their programs. In addition, the ASC worked with an external research partner to support the development of logic frameworks and draft M&E framework for the PSP program (QAI 2011/2012 Report).

Samoa

Samoa interviewees provided a range of responses in relation to questions on program monitoring and evaluation across PSP 1. A number of interviewees suggested that stronger monitoring and evaluation methods were developed during implementation of PSP 1 and that a shift had occurred from collecting 'quantity to quality'. For example, participants in one interview described using 'happy faces questionnaires' for children participating in the activities. They also indicated that they had built on the knowledge and evidence base accrued during Phase 1 and were applying it to Phase 2 by developing a monitoring and evaluation manual. This was informed by reports and feedback through Phase 1.

M&E is a real strength, as no others have M&E – we have great data. We can't program without it (Interviewee #5).

Participants in another interview had developed standard templates for data which could be collated at the office, as well as feedback questionnaires. They described the beginning of the PSP program in 2009 as the 'turning point,' at which they worked backwards from their strategic plan to develop all other resources and components needed. They also described being vigilant on their financial reporting and well-regarded as a result.

Feedback from .. is that we outperform other countries (Pacific). Through this program, we were able to develop databases. Previously, people were not keeping or entering data. Now, people keep data easily (Interviewee #3).

Another interviewee indicated that they were reporting on work plans, budgets, and quarterly reports, while another indicated that they had had no training, and had developed their M&E through 'trial and error'. Some interviewees described using surveys with teacher-coaches and village leaders before and after events. The surveys were linked to health objectives and measuring participation and the number of days played.

In summary, although the ASC reported that PSP partners were making 'valuable and tangible progress against the objectives of PSP' (ASC, QAI, 2012-2013), the evidence provided to substantiate such progress, was sometimes inconsistent. However, PSP partners faced considerable challenges in relation to M&E, many of which were outside their influence. These challenges included first the reality that the ASC had few internal resources to support partners with M&E and second the M&E frameworks and templates were developed and modified and reporting expectations changed during implementation. In response to these challenges, ASO and NFs engaged in a number of strategies to address these challenges including extensive capacity building on M&E and experts were contracted to complete external evaluations. However, there continued to be gaps in the qualitative and quantitative data reported to the ASC.

9. Risk

All Australian ASC /DFAT interviewees acknowledged that the Australian sports organisations, as signatories to the program, had good auditing and reporting processes and practices. However most interviewees commented that the NFs had limited capacity to manage risks, with one interviewee suggesting that the ASOs may have provided funds to NFs, prior to the realisation that they had limited capacity to govern, manage risks and acquit funds (Interviewee #30).

Needed to work on setting up systems for financial reporting; governance; reporting. Need to set up processes before expecting programs would be implemented. Would have needed to highlight back to AusAID, that we needed to build organisational capacity to implement the program at the local level, to help Australian sports organisations to know this, prior to asking NFs to achieve all the activities (Interviewee #41).

Consequently, the ASC and ASOs worked in partnership with the NFs to increase their organisational capacity while implementing PSP 1. One interviewee noted that the partnership model and decision to

have funding agreements with the Australian partners, was a key risk management strategy (Interviewee #31). Another interviewee also commented that the ASC had developed additional administrative systems to ensure due diligence (Interviewee #25). As discussed previously, originally there was one ASC staff member implementing the program and managing risk, however over time, this staff allocation increased to four.

Although the PSP partnership model adds another layer, it helps good practice (Interviewee #33).

In conclusion, the partnership model and funding agreements resulted in the ASO being responsible for managing any program risks, including governance, finance or activity outputs at a country level. This outcome is in line with the usual contractual agreements between the funder and recipient.

10. Relevance for the Australian government

The ASC sought to align PSP 1 with a number of relevant AusAID/DFAT policy priority areas including:

- *Development for All: Towards a disability-inclusive Australian aid program 2009-2014* (2009). *Australian Sport: The pathway to success* (2010)
- *Transparency Charter* (2011)
- *Governance and Accountability* (2012)
- *Child Protection* (revised 2013), and
- *Comprehensive Aid Policy Framework* (2013).

At a global level, the ASC documented the links between the PSP program and the Australian government's commitments to addressing the international Millennium Development Goals (MDGs). Specific examples included:

- *promote gender equality and empower women (MDG 3)*
- *combat HIV/AIDS, malaria and other diseases (MDG 6), and*
- *develop a global partnership for development by addressing the special needs of small island developing states (MDG 8).* (QAI, 2010/2011).

At the level of each participating Pacific nation, the ASC identified that PSP 1 would contribute to development activities, including improving gender equality and the quality of life for people with disabilities¹⁸ within each Pacific country.

All ASC/DFAT interviewees agreed that the PSP 1 program aligned with key AusAID/DFAT policies and cross cutting themes, including child protection, gender equality and disability inclusion. Only one interviewee suggested this alignment occurred at commencement while the majority of interviewees suggested that alignment occurred during implementation. They suggested this delay was due to a number of factors

¹⁸ http://www.ausport.gov.au/supporting/international/programs/pacific_sports_partnerships/grant_guidelines

including the rapid announcement and implementation of the program and DFAT's limited knowledge and understanding of PSP 1. One interviewee commented that the ASC and DFAT had different cultures and aims and were walking on 'parallel paths' (Interviewee #29). All interviewees agreed that the Child Protection policy had been implemented by local partners and a couple of interviewees queried whether the disability inclusion policy had actually implemented as reported.

Biggest impact has been in child protection. Each country has had to develop a policy that meets Australian minimum standards and they are now in place in all those areas (Interviewee #33).

And there is inclusion to a degree. They will all say they include people with disabilities, but I'm not sure how good they actually are; they say they are, but they're not always. In Tonga I didn't really see anyone who obviously had a disability playing sport and you see a lot of people with disabilities in the general community (Interviewee #31)

In summary, PSP 1 aligned with government and AusAID's policy priority areas and cross-cutting themes including gender equality and disability inclusion. However, due to the speed of the original announcement in 2009; limited ASC staff resources; and changes in the expected deliverables, it is clear that actual alignment between occurred during implementation.

11. Accessibility

As discussed previously, PSP 1 was originally primarily focused on increasing organisational capacity and participation in sports across the seven Pacific nations. Therefore, from commencement, the ASC, ASOs and NF focused on improving accessibility of sports programs across communities. This commitment was demonstrated through the design of PSP sports programs and activities; the partnerships with government Ministries; schools, villages and churches. As one NF interviewee commented

There are activities for everyone. A great part of the program. Everyone can enjoy it. It's simple (Interviewee #40).

Of interest for this review are questions as to the accessibility of PSP 1 for specific population groups including women and girls; people with disabilities; people living in rural and remote locations, early school leavers, young and older people. Prior to the discussion, it is worth noting that many people may experience multiple vulnerabilities due to the intersection of their gender, disability, rural location, age or other social and cultural factors. Therefore although the following discussion has themed the information according to a dominant issue, we are aware that many communities members may sit across these identified population groups, for example an older woman may live in a remote community and have a physical disability.

Women and girls

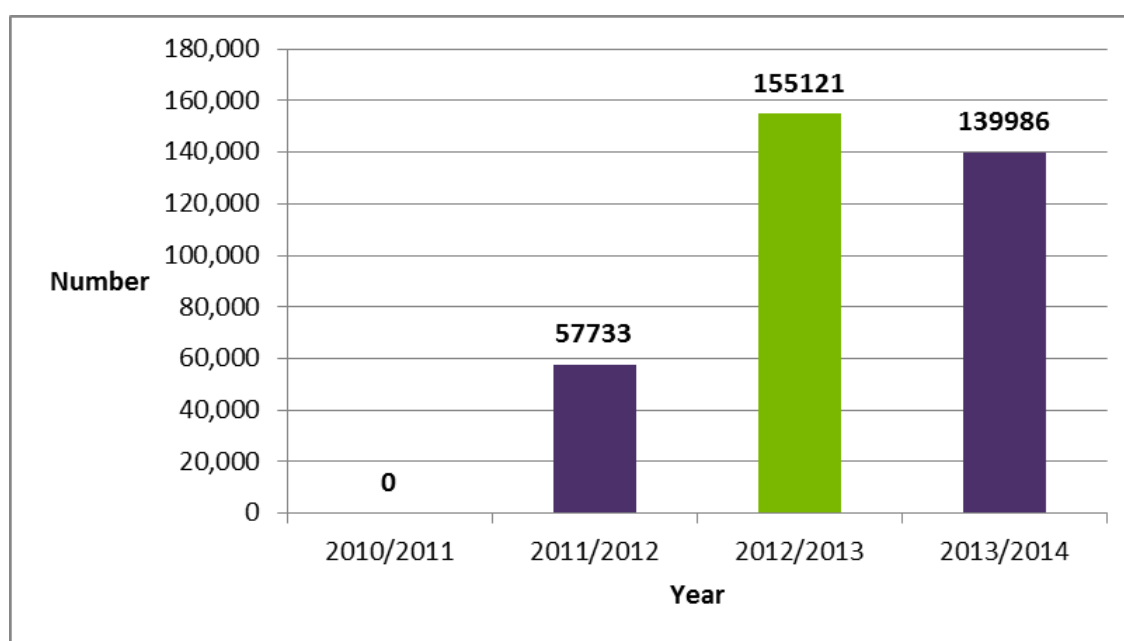
The growing accessibility of the sports programs was reflected in increased participation rates of girls and women in each PSP supported sport as reported in the ASC QAI reports from 2010-2014. In addition, interviewees described wanting to have more girls and women participating in activities including as trainers and coaches (Interviewee #37). During interviews with key stakeholders in PNG, representatives

from the NFs consistently reported participation was equally divided between males and females. However, it is worth noting that some sports did not provide sex disaggregated data.

Table 8: Girls and women's participation in PSP Phase One sports

Sport	2010/11		2011/12		2012/13		2013/2014		Total
	%	Number	%	Number	%	Number	%	Number	
Cricket	40-46	No data available (NDA)	46	NDA	46	95,941 ¹⁹	47	131,830	227,771
Football	41	(See 2011-2012)	43	44,233 ²⁰	45	27,109	N/A	N/A	71,342
Netball	NDA		90	13,500	75	16,158	80	8,156	37,814
Rugby Union	N/A		N/A		51	15,913	40	NDA	15,913
Rugby League	N/A		N/A		NDA		49	NDA	
TOTAL	NDA		57,733		155,121			139,986	352,840

Figure 3: Total numbers of girls and women participants



¹⁹ Please note an increase of more than 8000 female participants from 2011/2012. The overall percentage of women and girls participants in cricket did not increase due to the increase in the overall number of participants.

²⁰ This is a consolidated figure from 2009 – 2012.

As noted previously in Section 2 Participation, it is not clear how sporting organisations counted one girl who may have participated in a number of PSP activities.

The following section focuses on the participation of women and girls for each of the specific PSP sports, followed by some examples from Samoa and the barriers facing organisations seeking to increase women and girls participation in sport in Pacific nations.

Cricket

Prior to the PSP program, female participation in cricket was limited, or in some Pacific countries, non-existent. With PSP support in 2010/11, cricket activities were expanded, with the recruitment of women as Development Officers in Fiji, Samoa and PNG. By 2013/2014, the number of girls and women participating in cricket had increased to 131,830, representing 47% of all participants. The ASC reported that this figure had increased by 30,000 girls and women from 2012/13 (ASC, QAI 2013/2014).

By 2011/12, all national cricket boards receiving PSP funding had recruited women into leadership positions. In 2012/13, a Samoan woman was appointed General Manager of the Samoan International Cricket Association, with 19 women employed by PSP-supported cricket organizations across all PSP countries, up from 14 in 2011/12. Regional women's cricket championships have been held with PSP support. By 2013/2014, the Fiji women's cricket club competition had four teams, while Vanuatu implemented the Women's Island Cricket Project. Both project reported increased activity and other health related activities among adult women in both Fiji and Vanuatu. However as one interviewee commented in PNG, successful engagement with women required the approval of men.

We approach women's cricket differently. We make sure husbands get to meet the coaches and other support staff. In PNG the husband has to agree (Interviewee #15.3).

Football – 'Just Play' program

Similar to cricket, prior to the PSP program, female participation in football was limited. With the support of PSP 1, the 'Just Play' program was developed by the Oceania Football Confederation, which integrated a gender strategy and 'gender equity principles', based on international participation guidelines. The 'Just Play' program targeted children aged 6 – 12 years old through school and community based football clinics operated by trained coaches and volunteers (ASC/DFAT, 2013, p. 9). 'Just Play' made efforts to recruit and train women as part of its training of coaches and volunteers. By the close of PSP Phase One, there were 4 women who were 'Just Play' Project Managers and in all countries, the 'Just Play' Assistant Manager was a woman. The 'Just Play' program also used young men as role models, who could demonstrate positive attitudes and behaviours about the inclusion of women and girls in football. Since 2010, of the total **160,504** children who participated in PSP football activities, more than **72,226 (45 percent)**, were girls. As a key stakeholder noted:

The main focus in our training and the actual Just Play activities themselves, is to promote gender equality, support participation in people with disabilities and provide information about non-communicable diseases (Interviewee #19.2).

Girls are participating more in soccer programs. More importantly, the boys and the parents are more respectful and how gender equality can be practised in reality. Natural culture in Vanuatu is to put down girls and women – but people are now

accepting that women and girls can do things they thought were taboo, or they couldn't do. Women have a greater understanding of their rights and their abilities (Interviewee #35).

Netball

Netball has been acknowledged as occupying a strategic position in PSP 1 as a predominantly single-sex sport to address sports participation and social issues facing women and girls. Netball Australia also reported the positive impact of the program on women's leadership with women making up **73 percent** of staff and **100 percent** of Board members (ASC, QAI, 2013/2014). Netball Australia provided the following case example to illustrate the benefits for one young Vanuatu woman.

VNA has employed a young girl from Seaside, a particularly impoverished area of Port Vila. Through her work, she gained the confidence to return to Seaside and negotiate with male village leaders, and hold stakeholder meetings in order to introduce netball to the girls there. She planned and ran a 6-week 'Netball for Life' children's program, with assistance from female youth leaders that she selected. Through this PNP program, netball has been made accessible to 94 new participants from this marginalised community (Netball PSP Annual Report 2013/2014, p. 6).

The ASC reported that netball provided women and girls with opportunities to participate in 'moderate to vigorous forms of physical activity in a safe and inclusive space' and meet in safe and supportive environments'. Participants also reported being 'more active, feeling fitter and more energetic' (ASC, QAI 2013/2014). The 'Kau Mai Tonga' program in Tonga had substantially also increased the numbers of participants. The ASC noted that these positive outcomes were due in part to the strong 'partnerships' between the Tonga Netball Association and relevant government ministries, 'innovative design' and 'effective delivery'. As McLennan commented:

Breaking new ground is never easy ... the Ministry of Health, Ministry of Internal Affairs and the Tonga Netball Association are to be commended for working hard in partnership to deliver Kau Mai Tonga which is the first large scale, mass media based physical activity NCD (Non communicable disease) intervention in the Pacific (McLennan cited in ASC, 2014, p. 1).

In addition, the external evaluation of the Netball program in Tonga found:

One of the research's most prominent findings was the acceptance in Tongan society of women undertaking and participating in physical activity, and the level of support they received to participate in netball from their families, peers and community networks (ASOP, undated(b), p. 3).

It is worth noting that participation data demonstrated a **decrease** in female participation rates as the program progressed. Anecdotal evidence suggested that this was due to increased male participation in school netball programs. Netball also noted that funders, government and the international federation only 'provided 'limited support to "women only" programs'.

The limited capacity and willingness of local funders and government to support programs and activities, in particular for women, and limited support from an international federation, could affect the sustainability of programs implemented under the PNP. This risk has been managed through trying to raise the profile of the sport and integrating netball programming with national priorities (Netball, PSP Annual Report 2013/2014, p. 8).

These issues would be beneficial from further research in addition to the exploration of additional strategies to improve gender equality in local Pacific communities.

Rugby Union

Rugby Union activities were introduced following pilot programs implemented through the 'Pacific in Union' (PiU) program in 2011/12. These programs were designed to be gender inclusive in relation to participation, administration and coaching. A key example was the recruitment of women coaches. While there was no baseline data on female participation in rugby union activities prior to PSP supported activities, the program has reportedly had a significant impact in female participation. The ASC reported that in 2013/2014, **16,043** girls and women participated in Pacific In Union (PiU) activities, which represented **36%** of participants (ASC, QAI, 2013/2014). One interviewee commented that

We have had 9,000 kids participate, of which 49% have been girls. Female teachers involved in the program have represented 60% of all teachers involved (Interviewee #20).

The gender inclusive focus of PSP supported rugby activities is reflected in the ambition highlighted in ASC partner forums for women's participation in rugby union leading up to the 2016 Olympic games (ASC, QAI, 2011/2012). The 2012/13 QAI report noted '*changes in attitudes amongst rugby stakeholders, including school authorities regarding female participation in sport*'. It would be useful to seek further examples that demonstrate these attitudinal changes as a result of PSP 1.

Rugby League

As the Rugby League program commenced PSP activities in 2013/2014, there was little available data on the program outcomes for women and girls. However, the ASC reported that **4264** girls from **13** schools participated in Rugby League's 'League Bilong Laif' program which represents **49%** of participants. In addition, **75%** of the teachers trained in the (LBL) program were women (ASC, QAI 2013/2014). In addition, the documents reviewed for this evaluation, indicated that the rugby league programs were designed to ensure equal opportunities for male and female students, with an emphasis on recruiting both male and female coaches and instructors.

Samoa

It was acknowledged by several interviewees that gender, in Samoan culture, was a barrier for women to participate in some sports and to have meetings with high chiefs. Nevertheless, there have been positive outcomes for females including:

- One interviewee indicated that most volunteers and coaches are female, and that village councils tended to select females as Village Sports Leaders.

- Another indicated that three girls from Savai'i have had a chance to participate in the inter-pacific games despite the gender barrier, that most sports have become co-ed, and that women's participation has increased substantially.
- Participants were 60 percent female and 40 percent male at the club level, 75 percent female and 25 percent male at the school level, and 70 percent female and 30 percent male at the community level.
- Another interviewee indicated that the Pacific in Union mostly targets women, and that the New Zealand High Commission specifically requested that some of the equipment they provided to their partnering sporting organisation be used for female teams. There is currently no competition for women, but they are building a base for this.

When one staff member started, there were barely any women on the ground. In 2012, there was the first women's team in the international competition. There were few women umpires before PSP Phase 1, now there are many more (Interviewee #2).

Barriers

This evaluation identified multiple cultural, religious, political and social challenges to changing the beliefs and behaviours of key male leaders and stakeholders in relation to women and girls right to participate in sport, gender equality and the benefits of women in leadership positions. These include cultural beliefs and taboos on women and girls participating in physical activity in public spaces; conservative patriarchal values about the inferior role, rights and place of women and girls; a strong community focus on male sports as opposed to sports for both men and women; the lack of time due to girls and women's unpaid work that includes labour intensive tasks and care for family members; and women's paid work (Tonga National Netball, 2011, pp. 13 – 15).

The barriers described above are illustrated by the following quotes articulated during an evaluation of netball activities in Tonga.

'But for me personally, I say just use the youth. These (older) women are 'ngalemulemu' (expired) and should not be involved! It's irresponsible that they go and play, and leave their kids at home' Government Official–Eua (Tonga National Netball, 2011, p. 13).

'It's hard for the brothers to go and watch the sisters play and it's hard for the men to allow the women to go as these are rough games, so I believe Ha'apai is one of the islands that is a little bit behind the other islands in terms of these attitudes' Secretary, Governor's Office–Ha'apai (Tonga National Netball, 2011, p 13).

'Every Thursday we go out to the communities and we are supposed to advise people and to talk with them (health promotion) but most times we just do clinical work instead, because we don't have time for other things' Special Clinic Nurse, Ministry of Health, Vava'u (Tonga National Netball, 2011, p 14).

An example from the Rugby Union 'Pacific in Union' program in PNG in 2013 illustrates this issue. The 'Pacific in Union' program, like many of the PSP sports programs, is implemented through schools. However many girls do not attend school, therefore are unable to participate in school sports programs.

There are multiple reasons why girls are unable to attend school, including they are not permitted; families do priority the funds for girls education and/or it is not safe for girls to travel from their village to school.

In addition, there are challenges in how sporting organisations plan, deliver and report on women's participation in local communities. As one interviewee commented:

And the way Gender equality is reported for National Associations in the Pacific, is overlooked – primarily about how tricky it is to run a sports program for women in the Pacific. All the barriers and challenges – for women to participate in sports in their communities. For example – someone from the Ministry of Sport would go into a village and identify a sports leader in each village, ask them – what sport do you want to play, train them and expect them to run the programs themselves. But they would always meet with a male sports leader, and they would talk about male sports and self-organise a match. But women weren't the leaders, they weren't invited to contribute and they don't have time to organise sports. They are too busy looking after their children, working, cooking, looking after their families, to organise sports or participate in sports. They (ASC) haven't been open to telling the stories about how difficult it is for women to participate in sports in the Pacific and the sorts of barriers we have been overcome to get the organisations up and running and getting women to participate (Interviewee #14).

In summary, based on the data reported in the ASC QAI reports, by the close of PSP 1 (30 June 2014), it was estimated that a total of **352,840** women and girls had participated in PSP 1, excluding staff members, volunteers, coaches, officials, instructors. Based on the final participation figure of **1,011,985**, this represents **34 percent** of all participants. This figure is less than the overall figure of **47 percent** participants as reported by the ASC (QAI, 2013/2014). As discussed above, the discrepancy in the data may be due to the fact that some of the ASOs and NF did not collect or report sex disaggregated data at the beginning of the program. In addition, the ASC, ASOs and NFs may have also included women volunteers, coaches and trainers as program participants in some of their reports.

PSP partners had varying levels of success with increasing girls and women's participation in sporting activities. Community engagement and media campaigns were useful strategies to address and had begun to change some of the cultural taboos preventing women and girls participating in sporting activities. In addition, there were examples where sporting codes have 'welcomed' women and girls into traditionally male dominated sports activities and supported women in leadership positions. However, Pacific countries have entrenched patriarchal beliefs, social and familial structures which prevent women and girls from safely participating in sports activities that will take time and resourcing to contribute to social and cultural change.

People with disabilities

While a focus in previous years, the inclusion of people with disability in PSP activities came into stronger focus in the third and fourth years of PSP 1. This is reflected in the **250 percent** increase in the number of people included in PSP activities in 2013/2014 than 2011/12.²¹ During interviews with stakeholders in PNG, interviewees reported that people in schools with a disability were supported to participate in program activities.

People with disabilities very much participate. We configure the activities so they can be included (Interviewee #18).

The ASC, ASO and NF reported that they had linked with local disability organisations or local organisations with expertise in working with people with a disability to increase their knowledge and skills *‘to identify and address barriers to the inclusion of people with disability in sports programs’* (ASC, QAI, 2013/2014). Examples of key partnerships included:

- the Samoan Cricket Association partnered with Special Olympics Samoa.
- Cricket Fiji partnered with Special Olympics Fiji and the Fiji Disabled People’s Federation to expand activities through the Cricket Fiji Disability Program (QAI, 2013/2014). In 2013/14, Cricket Fiji reported **1274** participants who had a disability, an increase of **53 percent** as compared to 2012/13 (ASC, QAI, 2013/2014, p. 8).
- Cricket also expanded its disability activities into PNG through the ‘Kriket Blo Olgeta’ program (ASC, QAI, 2013/2014, p. 8).

PSP 1 supported NFs to work with schools to enrol children with disabilities into mainstream schools and provided support and resources to enable children with disabilities to participate in sporting activities. The following quotes from interviewees demonstrate some of the outcomes for both children with disabilities, teachers and coaches.

Same social inclusion with disability. Children often left at home and sense of shame. This is a hallmark of our program. We have trained teachers and coaches as role models. They develop a respect through able and disabled children playing together. Gives then the chance to contribute and be engaged in society. One 19 year old woman with cerebral palsy is extremely skilled. So it’s not just involvement of the kids, but adults who become role models and engender respect (Interviewee #35)

A young woman with cerebral palsy who was included in our workshops. We realised how special she was. Very capable. We have sent her to workshops overseas. Physically disabled and can speak but not smoothly. She is a great role model. We have helped build her capacity. She is showing other children they are all equal and they can achieve anything. That is a key lesson (Interviewee #40).

²¹ An increase of 860 people.

Samoa

Several initiatives had focused on people with a disability, and this was one of the stronger outcomes in Samoa. Five interviewees mentioned that their groups had participated in the Special Olympics. One group had founded a national People with Disabilities Team that participated in Special Olympics in Australia in 2013, in which the women's team won the gold medal and the men's team won the bronze medal. Other achievements included:

- Outcomes for people with a disability and support through Samoan Victims Support for victims of family violence. This group had also engaged with possibly the only three schools in Samoa with students with a disability, and have provided training for teachers at special schools, as well as workshops for coaches and umpires. They had also won a national competition this year.
- Another two groups had engaged a few people with disabilities in courses and engaged in one-on-one activities with them.
- An additional group was taking an inclusive approach to people with disabilities, whereby they made sure that they were involved in school activities. They also provide separate coaching for special needs schools as well as for the Special Olympics, and provide them with access to their gym and coach them on a modified version of netball.

Two interviewees indicated that they had not had much engagement with people with disabilities, and that it should be more of a focus. One mentioned that people with disabilities often do not attend the same schools as other Samoans, and that this was a barrier.

To conclude this section, PSP partners had increased their focus and implemented a range of strategies to increase engagement and participation of people with disabilities. Such strategies included partnering with local disability organisations and building capacity of local staff members. These resulted in some success, as indicated by the increased numbers of participants, however it is clear that these initiatives require further time and resourcing.

People in Rural Communities

PSP 1 aimed to increase the engagement of people in rural communities through the expansion of sports activities within new geographical areas across Pacific nations. It is not possible here to discuss the full scope and impact of PSP activities due to limitations in the data provided. However, anecdotal evidence suggests that PSP programs in remote areas have been cost-efficient and effective. For example, as Ross commented, a small investment in development through sport activities on Vanuatu's Aniwa Island contributed to a **50 percent** reduction in obesity (Ross, 2014, p. 3).

The ASC also reported that in the Solomon Islands, over **360** young people, mostly from rural areas, participated in the Football 'Learn and Play' program. This program provided education, daily sports sessions and life skills programs. Of these young people, **40 percent** were girls (ASC, 2011b, p. 8). The program, in a partnership between UBS Optimus Foundation, the Solomon Islands Ministry of Education and the Solomon Islands Football Federation, also built dormitories and classrooms in rural communities. Interviewees from NFs in the Cook Islands and Fiji commented on the role of partners who assisted with transport so the NFs could travel to rural areas and run programs. Interviewees commented on the positive feedback received from participants.

*If we had more partners it would be better than the few ones we have at the moment.
We are operating only in rural areas and a lot of things that need to be sorted, such as*

traveling by boat. We are very thankful to the partners we had. Some helped us get to the place where we are conducting the program (Interviewee #34.2).

We managed to reach rural locations. Schools in the capital participated and schools in the vicinity of our provincial centres, but also out in the Polynesian islands – some very remote villages. You have to fly, then go by road, then go by canoe, to some of these places. It's very difficult to get to. The report we got back was that they really valued the program (Interviewee #37).

Interviewees also commented on the challenges and key barriers to implementing activities in rural communities, specifically limited road access; limited funds available for petrol and vehicles and difficult physical accessibility which inhibited delivery of activities in rural areas. In addition, there is a lack of suitable pitches or courts to play sport, with many communities reporting playing in uneven and rocky fields which presented a safety risk and reduced participants enjoyment.

In summary, there are a number of key challenges including physical, social, financial and time constraints facing sports organisations seeking to implement activities to people living in rural and remote communities across Pacific countries. It would require significant financial investment to enable such activities to be implemented.

Early school leavers

Due to limitations in the literature provided, it is not possible to cover the full scope and impact of PSP 1 on early school leavers. However, anecdotal evidence suggests that PSP supported sports had some positive impact to support children who were at risk of leaving school and reduce the numbers of children leaving school early (ASC, QAI 2012/2013, Interviewee #38). During interviews with key stakeholders in PNG, some PSP mass participation activities did take place outside of schools; however it was not clear whether participants were children who were already attending school or children and young people who had left school early.

Another interviewee noted that a key learning for NFs was that it was easier to engage with children in schools than 'disengaged youth', or children who have left school (Interviewee #36).

To conclude this section, there are a number of diverse social, cultural, financial and familial reasons that may result in children living in Pacific nations, leaving school early. The anecdotal evidence suggests that PSP 1 may have contributed to increased student attendance at some schools.

Younger and older people

As discussed previously, each PSP sport has been successful in engaging large numbers of children via schools. However, due to limitations in the data provided, age-disaggregated data has only been provided for cricket, football and rugby league therefore it is difficult to provide comprehensive comment on the engagement of younger and older people. The lack of this data for Netball or Rugby League may be due to the limitations of the reports provided or differing levels of data collection capacity amongst different NFs in each Pacific country.

Data provided suggests that football, cricket and rugby union have all been successful in engaging young people. Cricket activities engaged **40,000** youths in 2010/11 and **191,316** in 2011/12.²² Football activities engaged **36,512** youths in 2010/11, **63,546** in 2011/12 and **60,396** in 2012/13 (**160,454** in total). The lower number engaged in 2012/13 may be the result of lower levels of funding this financial year. Rugby Union, through the Pacific in Union program, reportedly engaged 10,810 children and youths in the 2012/13 across Papua New Guinea, Samoa and the Solomon Islands. Due to the late introduction of rugby union activities, this was the first year of PSP-supported Rugby Union activities. Data from Rugby League was recorded only from Papua New Guinea, with more than **50,000** children participating over the 2012/13 period. Football's 'Just Play' program targeted children. It was implemented in **86** communities across the seven PSP countries (Just Play and Oceania Football Federation, 2011). An evaluation of this program recorded that **41,722** children in the Pacific region had experienced at least 6 weeks of football coaching (Ibid, 2011, p. 15). **41 percent** of participants were girls and **59 percent** were boys.

An evaluation of the 'Pacific in Union' (PiU) program, while recording high numbers of youth participation, noted that *'the activity levels of the people trained is not known'* (Pacific in Union, 2013, p. 2). However, teachers did note that this activity had been successful in engaging girls as well as boys. As a teacher from PNG noted *'our girls are really taking part. The reason is because the way it is organised and ending with a festival'* (QAI, 2012/2013). This comment is different to an earlier comment on the difficulties engaging girls in the PiU program in PNG due to the limited numbers of girls attending school. It is possible that the inclusion of a festive facilitated the safe participation of girls in the activities.

A report by PiU in 2013 noted the benefits that rugby union in reduction anti-social behaviour amongst young men. The report noted that participants had enjoyed the risk when playing rugby, with one participant noting that they liked *'getting to act like you are angry (but not fighting)'* (PiU, 2013, p. 5). The report suggested that Rugby Union could play a role in preventing anti-social behaviour through *'controlled aggression, controlled risk and need for protective teamwork'* .. but concluded that *'while risk is an aspect of the sport that makes it attractive, measures need to be taken to ensure the safety of participants'* (ibid, 2013, p. 5). The PiU report noted that there were not enough coaches to teach the techniques or control the games (ibid, 2013, p. 5). The PiU report also noted it was not clear that the activities had *'contributed to longer term participation in physical activity'* (ibid, 2013, p. 6).

Older adults

As discussed above, there was limited data on the participation of older or elderly adults. However, a number of interviewees described some positive outcomes on older women across different communities.

We learned about this old lady who was 70. Her testimony was that she had never been to a sports festival before or participated in a good community function. Her coming to the sports festival to participate and play cricket that was the first time she stepped out of her house in 23 years (Interviewee #34.1).

²² Data provided for 2012/13 did not disaggregate between youths, adults and older people (**210,833** in total). In addition, data was not disaggregated by gender.

(We) want to get them involved. Little ones left with grandparents when their parents are away at work, so they are a big influence on them. (The organisation) wants to capitalize on this (Interviewee #1).

(The sport) has had a huge impact on their lives. (It) is only encouraged for the opportunity to go out (Interviewee #2).

A number of stakeholders highlighted the Fiji and Vanuatu cricket program as a good example of engagement with adult women from 15 – 50 years of age, which had a positive impact on participants and may have had a further positive impact on other older women in the community.

In conclusion, it is clear that except for the Cricket program in Vanuatu and Fiji, overall PSP 1 did not deliberately engage with older adults, including older men. From the evidence obtained through this evaluation, it appears that any engagement was incidental or when parents volunteered or attended PSP activities.

12. Successes

The evaluation has identified a number of successes which are described in the following dot points followed by specific examples:

- Expansion of the programs and sports in Pacific countries and into schools.
- Significant increases in participation, specifically amongst children, younger people and girls.

There are great successes in this program. The kids are so engaged (Interviewee #18).

Having girls play soccer changes the perception of girls in the community, and also having female coaches. There are mixed teams in schools where everyone plays together. We organised a festival to gather the community together at the weekend. People saw some of the girls played better than the boys! (Interviewee #21).

- Development of a range of locally relevant strategies to increase participation in different countries and with different communities. As one interviewee commented, the program allowed sports organisations to ‘do the work in their own way, in their own country’ (Interviewee #27).
- Engagement with diverse ethnic groups across the community (Interviewee #39.2).
- Mothers watching and getting involved in the sporting programs.

(W)hen I’m on the street doing my shopping parents come up to me and say how they attended their child’s activity, who won, and that they’re looking forward to the next one...this shows how successful the program has been and how it’s growing (Interviewee #38).

- The increased capacity of national sports organisations and increased skill and development of staff working in the national sports.

Staff are running programs in their own communities – using their own time and \$\$.
There are examples of staff members who are working with rascals in Port Moresby, providing training and the men are doing community clean ups (Interviewee #22).

- The successful Women's cricket program in Vanuatu lead to the program being implemented in Fiji (Interviewee #23.1) with significant health improvements for participants.
- Provision of sports equipment for NFs, villages and schools.
- In PNG, which is a male dominated culture, there has been increased engagement with ex-combatants in Bougainville (Interviewee #20) and girls (See Attachment D – Story of Change).
- The creation of strong and positive working relationships between the Australian government and sporting organisations in Pacific and Australia.
- The learning from PSP 1 influenced the structure and approach for PSP 2
- PSP 1 improved DFAT's understanding of how sporting programs could make a valid contribution to development outcomes and contributed to the evolution of 'sports diplomacy' within DFAT. Many stakeholders described the reality that '*all politicians love it (sport)*' (Interviewee #28) which means that sport can '*open doors, particularly at a political / diplomatic level. Its capacity to engage at the highest level is considerable*' (Interviewee #30). Therefore sport was described as an '*enabler*' or tool for the Australian government in relation to development and trade opportunities in the Pacific. Sports people were also described as an asset for the Australian government, as they are '*very generous, authentic, genuine and very driven, which is a cultural asset that travels well overseas*' (Interviewee #28).

Successful program examples included:

- 'Just play' enabled mass participation and reach with a good local structure.

It's a great example of good internal promotion and good relationships between the sporting organisations and the Aus government (Interview #27).

However, some interviewees suggested that it may not have been cost effective.

- Cricket achieved good outcomes in relation to the inclusion and participation of women and people with disabilities and health messaging.

Vanuatu cricket federation has been very successful. Cricket has grown in reach and organisational size. Good development outcomes focusing on women and youth. Ten team women's league is directly a result of PSP focus. Very successful in promoting health – eating, diet and exercise – increased awareness of lifestyle issues leading to good outcomes around non-communicable diseases (Interviewee #32).

We were trying to establish the game in an area where it wasn't very established. It's hard to gauge the impact. The development of cricket in Solomons had varying levels of success, and the sustainability of that was always going to be in question. If you judged the success of it based on that you would say no. however, I think the

partnership and what it aimed to achieve was a success The outcome that we were hoping for didn't eventuate (Interviewee #36).

- The Netball and 'Just Play' programs were recognised at the World Sport Awards.
- The Netball program in Tonga won a WHO award for best practice and was noted for its strong partnership with the Tonga government and successful media campaign.

Netball in Tonga is an exceptional program. The organisation has been totally resurrected, with teams oversubscribed. They link with other programs and operate well in regions. It has challenged taboos about what women can do, and barriers for women. It's the star story (Interviewee #28).

Samoa

Samoaan interviewees highlighted a number of additional successes included:

- The formation of a unified sports committee between Rugby Union, Netball Samoa, Football Federation of Samoa, Cricket Samoa and the Special Olympics, who worked together to create a shared calendar and schedule for each village.
- Goals were achieved according to agreed timeframes, positive impact with the village program, staff ran the program, development of good relationships with churches and with the community. Higher numbers of volunteers and reduction in existing barriers between villages and churches
- Creation of leagues in Savai'i run by federations and the MESC inter-village teams.

In summary, key successes were significant changes in relation to the two key program objectives including increases in participation levels including girls and increased capacity of individuals and sporting organisations. In addition, were the increased partnerships and lessons learnt which have contributed to both the delivery of PSP 2 and increased understanding within DFAT as to positive outcomes that can result as a result of partnerships between sport and development organisations.

13. Enabling factors

The evaluation has identified a number of enabling factors or strengths which contributed to the successes identified above. These are summarised below:

- PSP 1 had a broad based funding model
- Community support including volunteers who provided training, coaching and support.
- Well organised and flexible program

The way the program can be flexible. We have all the equipment and the program, but you just have to follow the mood of the kids (Interviewee #40).

- Good communication between partners
- Opportunities for local sporting groups, coaches and trainers to implement additional program and activities

- Increased capacity of individual staff members, volunteers and NFs which resulted in increased organisational sustainability.

The staff that work there, are local staff who are very passionate about the community and understand that they live in a developing world, and that not everyone has access to the comforts we have here. It has been quite an easy step for them to make cricket more 'personal' – they have a natural social conscience anyway and this has given a bit more social impetus (Interviewee #23.1).

- The PSP 1 partnership model and relationships between people and organisations.
- The sports organisations adapted to changing expectations of the Australian government
- The program outcomes provided sports organisations with leverage for additional funds and program activities.
- Expanded partnerships and strong working relationships with in country NFs and other key stakeholders.

In summary, the enabling factors included the partnerships between diverse groups; funding levels and model; commitment of organisations, staff and volunteers and flexibility of the ASOs and NFs.

14. Barriers

In addition to enablers, the evaluation has identified a number of challenges and barriers, briefly reiterated below:

- The complex structure and number of layers meant the ASC had to remotely program management the program across seven Pacific nations. This led to a gap between the ASC, ASOs and NFs in country.
- DFAT and ASC were different departments working to develop and deliver a sport and development program that was not formally integrated into the foreign policy program. In addition, there was limited 'buy in' and strategic contribution from senior DFAT staff.
- ASOs and NFs faced challenges when seeking to build understanding, commitment and skill in relation to the use of sport for development outcomes.
- The ASC missed opportunities to promote the successes of the program
- Sports and development programs implemented in each country were siloed.
- A number of barriers outside the influence of the ASC and PSP partners negatively impacted on program delivery. These included limited infra-structure, severe weather events and political upheaval.

PNG needs to be treated differently compared to the other Island countries. It's challenging to run a program when you don't have the basic necessities. PSP may have underestimated the difficulty of netball in PNG – the geographic boundaries are much larger compared to the other Pacific countries participating in the program (Interviewee #17.2).

- Culture posed significant barriers

Getting families to be comfortable about their family members playing – particularly women. There are cultural challenges – it's difficult for men to see women running around in shorts." These are cultural challenges we face and in some regions it's more difficult than in others (Interviewee #20).

- Human Resource difficulties recruiting and retaining staff and volunteer and delays in finalising employment contracts and receipt of funds for salaries.

In summary, PSP 1 faced a number of barriers including the multiple partners across multiple countries and the diverse social, cultural, geographic and political contexts which posed logistical challenges for the ASC, ASOs and NFs.

Conclusion

This evaluation report summarised key themes and evidence from relevant PSP 1 documents and interviews with **51** key stakeholders against the three original PSP objectives. To reiterate these included: capacity building; increased participation; and contribution to social development outcomes. In addition, the evaluation explored additional themes including development and delivery of sports programs; partnerships; value for money; efficiency and effectiveness; monitoring and evaluation; risk; relevance and accessibility. The report ends with a brief summary of key successes, enabling factors, barriers and recommendations for consideration by the ASC, Australian Government, Australian and Pacific Regional Sporting Organisations and national sporting federations across the seven participating Pacific nations.

As highlighted previously, the goal and objectives of PSP 1 were extremely broad, during implementation the focus changed and there was little base line data to assist with an assessment of the outcomes achieved. Acknowledging these challenges, this report demonstrated that PSP 1 achieved **significant success** against the first two program objectives. To reiterate, there was a significant improvement in the capacity of paid and volunteer staff within local sporting organisations and improvements in the governance and administration of NFs working in the participating Pacific nations. Second, there was an increase in the number and scope of the mass participation sporting activities delivered by the five sporting codes across the seven Pacific nations. These activities resulted in a substantial improvement in participation levels among primarily children, including girls and some women.

The evidence in relation to the achievement of the third objective, specifically contribute to positive social development outcomes, specifically gender equality and disability inclusion, is more contested. As described previously, all partners commented that sports organisations know how to develop and deliver sports programs. Therefore, interviewees made frank admissions as to the challenges facing the ASC and sports organisations in relation to the increased focus on, and request to deliver against, social development outcomes, particularly gender equality and health outcomes. However, while acknowledging this, all partners described how they developed their understanding, skills and capacity in relation to 'development', gender equality and disability, during implementation of PSP 1. In addition, all partners developed a range of innovative strategies, including partnerships with development NGOs and government ministries, which lead to the delivery of joint sport, health and social development activities that may have contributed to some social development outcomes.

In addition to the outcomes against the three core program objectives, all partners reflected positively on the program and strongly valued their participation in PSP 1. As described throughout this report, all partners reported a number of positive benefits for local communities, sporting organisations and the Australian Government.

In conclusion, the PSP 1 program was an ambitious, complex and wide ranging sport and development program with broad objectives delivered by multiple partners across seven developing Pacific nations. It is clear that all partners from the ASC/DFAT, ASCs and NFs actively sought to deliver the expected program outcomes within the expected budget and timelines. Many of these strategies were successful and resulted in positive and significant changes in participation rates and capacity. However there were additional challenges in relation to the achievement of social development outcomes, which will be useful to consider for PSP 2 and future sport and development programs.

Recommendations

The following section briefly summarises a number of recommendations that may be useful in relation to both the implementation of PSP 2 and development of future sport and development programs in the Pacific or other locations.

11. Simplify program design and reporting systems and templates
12. ASOs and NFs to continue to deliver sports programs and work collaboratively with development NGOs and government ministries to achieve social development outcomes
13. Development and distribution of a 'sport for development' framework to inform program development, delivery and evaluation.
14. Improve working relationships with current and future partners including strengthening collaboration, communication and cohesion
15. Build local ownership of the program and adapt the program activities and health messaging to the country context.
16. Develop and implement innovative engagement strategies to improve women's participation in sport and achieve gender equality outcomes.
17. Ensure partners are empowered, skilled and resourced to deliver the program.
18. Ensure the partner model is cost effective and efficient.
19. Create an 'in-country' contact point for coordination and communication.
20. Ensure there is bi-partisan support within the Australian government along with consistent and increased funding and human resources to manage and implement the program.

If the Sports, jointly, can go together to a disability organisation in country and ask the question – 'how can we engage with people who have a disability'? Do this in a coordinated way. Would lead to a much better outcome for the people with disabilities and for the sport (Interviewee #41).

They need to open up / use new ways of introducing people to sport and inviting them to participate in sports. Maybe you go through the churches. Maybe through Elders (Interviewee #41)

Some of the best public diplomacy is good development. Can co-exist. One feeds off the other. However, the focus will be different, depending on the country context (Interviewee #27).

Need to have a stronger and more structured engagement between the aid sector and sport sector and diplomacy sector. Realistically, the funding would come from aid, but really important that the three elements work collaboratively together, so that each of the three all work in tandem together (Interviewee #27).

PSP has several programs all with the same objectives, but all working individually. We're targeting the same children with the same objective. Would be more efficient if the programs were linked together so they could exchange resources and have closer interaction. They could spend less money by asking them to work together. Main objective is social development so it doesn't matter what sport they play. If PSP could encourage or facilitate that from the top you would save resources and get more outcomes (Interviewee #40).

Recognising that we (the different codes) have different models but that none of us have all the answers and so it pays to work in a more collegiate way; not seeing it as a competitive environment but about achieving good outcomes. By sharing the good news stories and methods that have worked and the things that have not worked well, we can deliver a better program. By sharing we can find out a lot more (Interviewee #24).

We haven't been highlighting the whole outcomes of the program across the Pacific. If you had the 5 biggest sports in Australia, talking about what's been achieved in the Pacific, lots of people would listen (Interviewee #14).

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Appendix A: Key evaluation questions

The following table outlines the key evaluation questions for the PSP program and associated data sources. The evaluation questions and associated sub-questions have been designed using the project brief, program logic and interactive framework. The key evaluation questions are an important structural element of the evaluation. They will inform the design of the data collection tools and analysis of program data and provide structure to the final report.

Evaluation Question	Evaluation sub-questions	Qualitative and quantitative data sources					
		Desk review	AusAID/DFAT/ASC	NSOs	RFs	NFs	Other s- holder/Beneficiaries
Efficiency 1. To what extent have the program outputs been implemented and have they been implemented as intended?	1.1 How many PSP staff are employed and is there a sufficient number to run the program efficiently?	✓	✓				
	1.2 How many partnerships have formed though the program, what are the organisations involved? <ul style="list-style-type: none"> Number of tripartite agreements between key stakeholders 	✓	✓	✓	✓	✓	
	1.3 How many staff and volunteers have been engaged through the program?	✓	✓	✓	✓	✓	
	1.4 How many workshops have been held to boost the capacity of partners in: <ul style="list-style-type: none"> Governance and administration Management Monitoring , evaluation and reporting Development outcomes through sport Sport activity and program development 	✓		✓	✓	✓	
	1.5 How many activity and strategic plans and budgets have been developed?	✓	✓	✓	✓	✓	
	1.6 How many sports programs and activities have been designed?	✓	✓	✓	✓	✓	
2. To what extent and in what ways does the program align with	2.1 What are the AusAID/DFAT policies that were considered when the program was funded?	✓	✓				

Evaluation Question	Evaluation sub-questions	Qualitative and quantitative data sources					
		Desk review	AusAID/DFAT/ASC	NSOs	RFs	NFs	Other s-holder/Beneficiaries
AusAID/DFAT priorities and have these priorities been realised through the program?	2.2 What AusAID/DFAT policy outcomes have been realised through the program?	✓	✓				
3. What has been the impact of the partnership model on the program?	3.1 Do all partners (ASC, NSOs, RFs, NFs) support and value the partnership model?		✓	✓	✓	✓	
	3.2 Are there any possible alternatives to the partnership model in the delivery of the program's activities?		✓	✓	✓	✓	
4. To what extent and in what ways does the program represent value for money for the Australian Government?	How has the program performed against budget paper outcomes?	✓					
	Has the program been delivered in scope and within timeframes?	✓	✓	✓	✓	✓	
	Have program outcomes met expectations?	✓	✓	✓	✓	✓	
Effectiveness 5. To what extent and in what ways have partnerships been formed by key stakeholders through the program?	5.1 Is there regular communication between key stakeholder organisations? <ul style="list-style-type: none"> Do the partnership agreements/governance arrangements increase regular, formalised communication? Are there improved networks between partners? Are NFs increasing their engagement in PSP activities? Is there increased engagement by other local (in-country) stakeholders in PSP activities? 	✓	✓	✓	✓	✓	✓

Evaluation Question	Evaluation sub-questions	Qualitative and quantitative data sources					
		Desk review	AusAID/DFAT/ASC	NSOs	RFs	NFs	Other s-holder/Beneficiaries
6. To what extent and in what ways has the capacity of staff and stakeholder organisations increased?	6.1 What new knowledge and skills have been acquired by stakeholder organisations? <ul style="list-style-type: none"> Governance and administration Management Monitoring, evaluation and reporting Development outcomes through sport Sport activity and program development. 	✓		✓	✓	✓	
7. What impact have increases in capacity had on stakeholder organisations?	7.1 Is knowledge being shared between partners and if so, what kinds of knowledge and through what channels?	✓		✓	✓	✓	✓
	7.2 Are planning processes between stakeholder organisations more integrated? <ul style="list-style-type: none"> What impact have governance arrangements had on this? 	✓	✓	✓	✓	✓	
	7.3 Is there increased clarity on sport for development and sports development outcomes? <ul style="list-style-type: none"> Is there a stronger evidence base emerging through monitoring, evaluation and reporting Does AusAID/DFAT have an increased understanding about how sport can contribute to development outcomes? 	✓	✓	✓	✓	✓	
	7.4 Are stakeholder organisations demonstrating strong leadership in relation to sport for development and sports development outcomes?	✓	✓	✓	✓	✓	
8. To what extent and in what ways have sport programs and activities been implemented effectively?	8.1 Are the PSP sports programs and activities well organised?	✓		✓	✓	✓	
	8.2 Are the PSP sports programs and activities accessible?	✓			✓	✓	

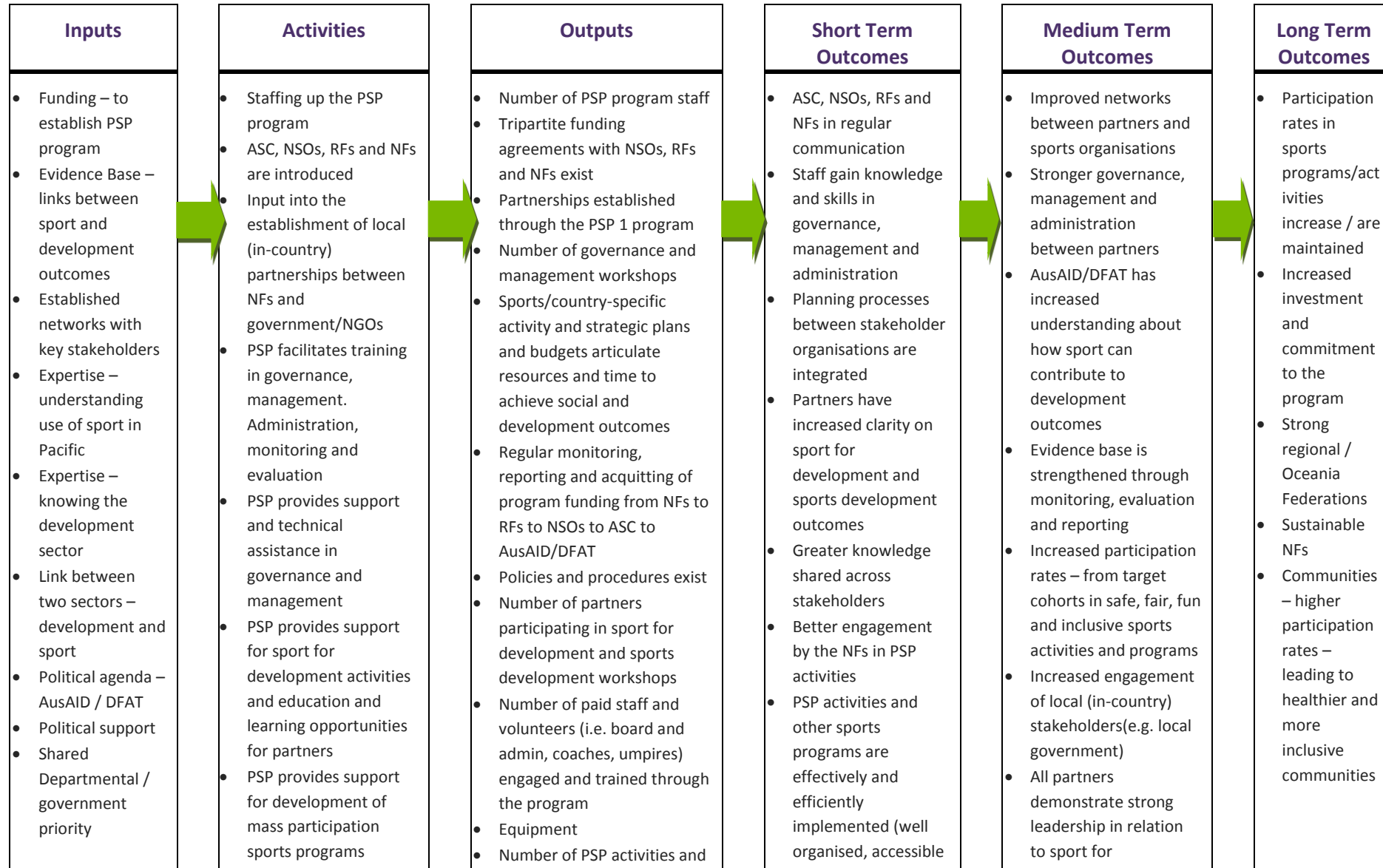
Evaluation Question	Evaluation sub-questions	Qualitative and quantitative data sources					
		Desk review	AusAID/DFAT/ASC	NSOs	RFs	NFs	Other s-holder/Beneficiaries
	8.3 Has the program increased accessibility to the following populations: <ul style="list-style-type: none"> • Women and girls • People with disabilities • People in rural communities • Early school leavers • Younger and elder people. 	✓			✓	✓	
9. Was there any deviation from the program's original objectives?	To what extent and in what ways (if at all did) the objectives change and what impact did they have?	✓	✓	✓	✓	✓	
Relevance 10. To what extent is the program valued?	10.1 Does the sports sector value its involvement in the program? <ul style="list-style-type: none"> • Do NSOs, NFs and RFs value the support provided to them through the program? • Does the program support the sports sector to undertake its core business? • Why (if at all) do stakeholder organisations want to participate in the program? 		✓	✓	✓	✓	
	10.2 Does the Australian Government value its investment? <ul style="list-style-type: none"> • Value for money • Development outcomes • Sport outcomes. 		✓				
	10.3 Are there any other programs or initiatives that are better placed to deliver on PSP objectives?		✓	✓	✓	✓	
Key learnings 11. What are the key learnings of the project that could be applied to Phase Two?	11.1 What are the key success stories of the program?	✓	✓	✓	✓	✓	✓
	11.2 What are the factors that enable/contribute to this success	✓	✓	✓	✓	✓	✓
	11.3 What are the barriers to success?	✓	✓	✓	✓	✓	✓

Evaluation Question	Evaluation sub-questions	Qualitative and quantitative data sources					
		Desk review	AusAID/DFAT/ASC	NSOs	RFs	NFs	Other s-holder/Beneficiaries
	11.4 What are the greatest strengths of the program?	✓					
	11.5 In what ways could the program be improved?	✓					

Appendix B: Partners

Sport		Cricket	Football	Netball	Rugby League	Rugby Union
Partners	NSOs:	Cricket Australia (CA)	Football Federation Australia (FFA)	Netball Australia (NA)	National Rugby League (NRL)	Australian Rugby Union (ARU)
	Regional Partners:	International Cricket Council - East Asia Pacific	Oceania Football Confederation	Oceania Netball Federation	N/A	IRB - Oceania
	NFs:	Cricket Fiji, Cricket PNG, Samoa International Cricket Assoc., Solomon Islands Cricket Assoc., Vanuatu Cricket Assoc.	Cook Islands Football Assoc., Fiji Football Assoc., PNG Football Assoc., Football Fed. Samoa, Solomon Islands Football Fed., Tonga Football Assoc., Vanuatu Football Fed.	Netball Cook Islands, Netball PNG, Netball Samoa, Tonga Netball Assoc., Vanuatu Netball Assoc.	PNGRFL - However NRL are implementing 'League Bilong Life' program directly in PNG	PNG Rugby Football Union, Samoa Rugby Union, Solomon Islands Rugby Union Football
Countries		<u>PSP 1:</u> Fiji PNG Samoa Solomon Islands Vanuatu	<u>PSP 1:</u> Cook Islands Fiji PNG Samoa Solomon Islands Tonga Vanuatu	<u>PSP 1:</u> Cook Islands PNG Samoa Tonga Vanuatu	<u>PSP 1:</u> PNG	<u>PSP 1:</u> PNG Samoa Solomon Islands

Appendix C: PSP 1: Program Logic

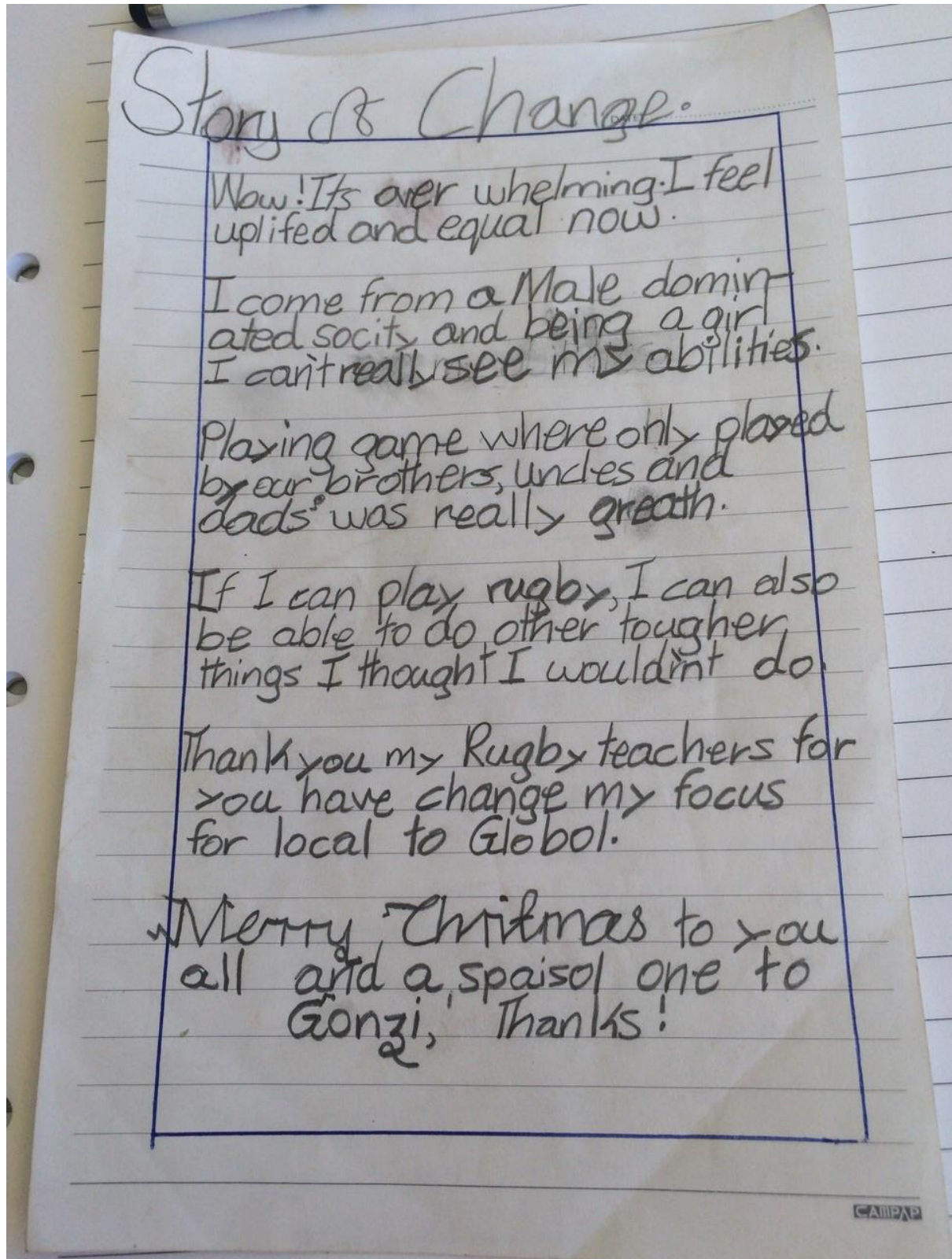


		other sports programs established	to target groups)	development and sports development	
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Assumptions

Evidence base is respected / is valid / accepted by funders – Government / AusAID	Existing international / regional sports structures – well designed / governed	Priorities of PSP – aligned with partners – AusAID /DFAT
ASC team had requisite skills and knowledge re: sport / development outcomes	Workplans are achievable, clear and accessible	Priorities of PSP are aligned with the Australian National Sports Organisations, aligned with the Regional Federations, aligned with the National Federation
Good networks with local partners / local networks	Development sector appreciates / values the sports sector – that it has a legitimate role to play in development outcomes	Australian National Sports Organisations – benefit from the Partnership
That Regional Sporting Federation / National Sporting Federations are strong / good governance structures	Latent demand – improve supply to meet demand. The more resources that come in – the more participation rates will increase	The program is adequately resourced and the program resources are used as intended
That the model – from Australian ... to Regional – to National Federation ... works because it honours the sovereignty of each - national sport federation in each country.	That a distance management model for the implementation of the Program – works	The needs across participating countries are sufficiently similar to be addressed through the PSP approach
Sufficient staff and volunteers are retained in order to ensure capacity development gains are not undermined	Target groups are able to participate in sports activities (social and cultural pressures)	In-country governments and relevant departments are supportive of the program

Attachment D: Story of Change



(provided during interview, 9 February 2015).

Attachment E: Papua New Guinea Case Study

This case study provides an overview of phase 1 of the Pacific Sports Partnership (PSP) program, in Papua New Guinea (PNG). It focuses on the key review outcome areas of:

1. **building** the **capacity** of local partners, including the national sports federations delivering the program;
2. promoting sustained increases in sport-related **participation** through the delivery of mass sports participation programs; and
3. contributing to positive **social development** outcomes of participants through sport.

It begins with some background information about PNG and a brief outline of each PNG PSP phase 1 program.

PNG is a country with 6.7 million people, speaking over 800 known languages and living on the PNG mainland or one of its 800 islands. 85 per cent of the population live in traditional village communities and derive their income from subsistence or small cash crops while 15 per cent live in urban centres. 35 per cent of the population live below the global poverty line of US\$1.25 per day (DFAT 2014).

PNG is ranked 183 out of 197 on the United Nations (UN) Gender Inequality Index (Social Institutions and Gender Index [SSGI] 2014) and ranked 156 out of 186 countries on the 2013 Human Development Index report (DFAT 2014). Government expenditure on public health services and programs is 2.6 per cent of gross domestic product (GDP) (United Nations 2014).

The Australian Government-PNG aid program, which includes the PSP program, is Australia's second largest bilateral aid investment. In 2013-14, \$502.4 million in aid was delivered with an aim to support improvements in health, education, law and justice, gender equality and governance (DFAT n.d.).

Five sporting codes were sponsored to implement phase 1 of PSP in PNG, including:

1. rugby league
2. cricket
3. rugby union
4. football (soccer), and
5. netball.

The PSP rugby league program in PNG was one of the larger programs to be delivered in phase 1, with nearly K8,016,491, or approximately \$4 million of funding. This represented almost three quarters of the total funding amount allocated to PNG and almost one quarter of total phase 1 PSP funding. Cricket was the second largest program in PNG, with K1,199,262 (approx. \$600,000), followed by rugby union with K817,036 (approx. \$400,000), then football with K694,457 (approx. \$340,000) and netball, with K309,207 (approx. \$150,000). In total, K 11,036,454 (approx. \$ 5.4 million) was/is allocated to the five sporting codes in PNG.

Out of the five sports selected for PSP phase 1, the PNG national federation for rugby league was the only federation not funded to deliver the program due to leadership and management issues occurring at the

time the funding was being administered. A decision by then AusAID, the ASC and NRL resulted in the establishment of a NRL PNG in-country office to administer the program.

The League Bilong Laif 'League for Life' (LBL) program is delivered by PNG NRL through schools. It is structured around existing NRL programs that have been provided to Australian schools. The key messages of the program are the importance of respect and education. The program comprises five individual sessions; one is school-based and the remaining are field-based.

Cricket PNG

Cricket PNG is the country's national cricket federation. Cricket PNG developed and delivered two mass participation programs, funded through PSP and other sponsors. The BSP 'School Kriket' program is a structured eight week program delivered in schools and also includes weekend clinics.

The Kriket Bilong Olgeta 'Cricket for Everyone' (KBO) program is being delivered during phase 2 but its development and implementation occurred during phase 1. This program targets people who do not attend schools and so is complementary to the BSP School Kriket program. The program is specifically targeted to more vulnerable members of the community, including women, people in rural locations (villages) and people with a disability. Both programs continue to be funded under PSP phase 2.

Rugby PNG

PNG Rugby is the country's national rugby union federation. Four of PNG's 12 affiliated rugby regions have participated in PSP under the Pacific in Union 'Rugby 4 Schools' program. The World Rugby-sponsored 'Get into Rugby' program is being delivered in the remaining eight regions, separate to PSP.

Rugby 4 Schools is a four to six week program delivered through schools and consists of outdoor and classroom-based activities for primary and secondary school students. Every week the students participate in a classroom activity and then an on-field activity. These activities culminate in a rugby union community festival where students showcase the skills they have developed.

PNG National Football Association

The PNG National Football Association (PNGFA) is the country's national football federation. It delivered the 'Just Play' program, which was developed outside of the PSP program by the Oceania Football Federation and other partners.

The program is targeted at primary school students (aged 6-12) and is delivered through schools in regions that are affiliated with PNGFA. Schools are invited to participate in the program. Participation occurs via training for teachers to deliver the program in their school. Once they have completed the training, their school receives a kit containing all of the equipment required to deliver Just Play activities. The program also includes the delivery of Just Play festivals. The focus of the program is on gender equity and education outcomes.

Netball PNG

Netball PNG is the country's national netball federation. At the commencement of PSP phase 1, Netball PNG was and remains a much smaller organisation compared to the other NFs participating in PSP phase 1.

Given its size, Netball PNG focused solely on restructuring the governance of the organisation as well as training, accreditation and capacity building initiatives for Netball PNG staff and volunteers. The organisation's governance structure had not changed since its inception in the 1970s. Changes to the

organisation included a revamped constitution and new policies and accreditation systems designed to professionalise netball in PNG. The delivery of mass participation activities was to be undertaken during phase 2, however it was not selected to participate in the second phase of the PSP program.

PNG key outcome areas

Synergistiq undertook a site visit to Port Moresby in February 2015 as part of the evaluation where consultations were held with the in-country implementation partners from each sporting code and supporting DFAT staff at the Australian High Commission. It should be noted that consultations did not take place outside of Port Moresby. PNG's experience of the program is explored below, through an analysis of its progress against the three key review outcome areas of capacity building, participation and development outcomes.

Building capacity

The program aimed to boost the capacity of the in-country implementation partners, predominantly through training workshops in financial management, project management, monitoring and evaluation, governance and evaluation. Site visit interviews provided a number of anecdotal examples of increased capacity at the organisational and individual levels.

The experiences of Netball PNG and Cricket PNG in PSP phase 1 provide excellent examples of increased organisational capacity; particularly because the organisations themselves are on opposite ends of the scale where size, resources and professionalism are concerned.

1. Increased capacity of Netball PNG

Netball PNG entered PSP phase 1 operating on a relatively ad-hoc basis. Interviews with key stakeholders indicated that the organisation is now more professional and purposeful in the development of the game in PNG as a result of its participation in PSP. Through its governance restructure, which occurred with the support of Netball Australia and Netball New Zealand, Netball PNG adopted an accreditation system and umpiring and coaching frameworks that are approved by the Oceania Netball Federation. Netball PNG also has child protection, game operation and auditing and financial reporting procedures and policies to promote wider participation. Stakeholders claimed the organisation has become more transparent and that it now operates as a business.

We're now seen as a legitimate organisation. This has given us greater appeal for potential partner organisations (Interviewee 17.2).

2. Increased capacity of Cricket PNG

Cricket PNG was already a well-resourced and governed organisation prior to its participation in PSP phase 1. As such, its focus was geared towards building greater awareness of and participation in the sport throughout the country. The BSP 'School Kriket' program, which was jointly funded through PSP and other sponsors, has achieved extensive reach in PNG. As a result, Cricket PNG has expanded from three cricket regions in PNG to 10. This coincided with the introduction of seven new cricket centres in these regions.

In PNG, cricket has traditionally been played in Lae, Port Moresby and the major cities, but because of this program, cricket has become a national sport and arguably the biggest sport in the country (Interviewee 15.1).

3. Increased capacity of individuals

Numerous examples of increased capacity for individuals implementing the programs in PNG were provided. Staff from Netball PNG participated in workshops to increase their skills and knowledge in governance and administration.

We found the workshops useful to increase our understanding about building in professional systems into the organisation, improving communication, transparency and accountability (Interviewee 17.1).

At Cricket PNG, all of the regional cricket managers recruited through PSP funding attended a five day course in Port Moresby. Managers received up-skilling in how to run the BSP program in their region. This included training on program development, safety, planning and monitoring and evaluation.

Three in-country NRL staff members undertook the NRL 'Back Yard League' course and a modified coaching certificate course. Ten development officers were also recruited and trained to deliver the LBL program throughout PNG.

Two PNG Rugby staff have been sent to Australia each year to work with the Australian Rugby Union (ARU) since the beginning of the PSP program. They have been upskilled in a range of areas including in business administration, strengthening and conditioning and how to expand the code.

Participation

Of the five sporting codes chosen to participate in PSP phase 1, all but one code (netball) delivered, or continues to deliver, a mass participation sports program. Interviewees provided Synergistiq with information about the number of people that had participated in mass participation programs. Numbers were reported both anecdotally and through the provision of program reports. The number of participants across the programs was reported to be 400,940.²³ The range of participant numbers per program was large (from 9,000 to 335,000); however this does not necessarily provide an indication of the relative success of each program. There are several factors to consider, including: the amount of PSP funding provided to each program; the capacity and resources of implementation partners, including additional non-PSP sponsorship of some programs; and phase 1 timelines (some phase 1 programs continue to be delivered and as such it is expected that participation numbers will increase).

An intended outcome of the PSP program was to increase access to sports for more vulnerable people including women and girls, people with a disability, people in rural communities, younger and elder people and early school leavers. In interviews, implementation partners consistently reported participation was equally divided between males and females and that young people have been key beneficiaries of the programs since most programs have been delivered through schools.

Evidence about participation of other target cohorts was not as strong. Several interviewees reported that people in schools with a disability were supported to participate and some PSP mass participation activities did take place outside of schools; although it was not clear whether these events targeted early school

²³ It is not clear whether this figure represents the number of participants or the number of instances of participation.

leavers. The extent to which elderly people and people living in rural communities have been engaged is also not clear. A common barrier reported was the geographic isolation of many communities living in areas only reachable by plane. This made access to people in rural communities particularly expensive given the costs associated with air travel.

We have had 9,000 kids participate, of which 49% have been girls. Female teachers involved in the program have represented 60% of all teachers involved (Interviewee 20).

People with disabilities very much participate. We configure the activities so they can be included (Interviewee 18).

Development outcomes

One of the strongest themes to emerge from the PNG site visit was the extent to which in-country implementation partners had engaged with NGOs to progress the development outcomes of the PSP program.

Partnerships were developed with a range of organisations well placed to deliver upon development outcomes. For example, some NFs and the PNG NRL partnered with UNICEF and World Vision, who provided mobile clinics for child immunisation and birth registration at PSP activities and events. World AIDS day events have been organised at PSP sports activities where participants received a range of materials related to HIV prevention, treatment, care and support services. The PNG NRL, through the LBL program worked with local and international blind and visually impaired agencies to build the capacity of its staff to work with children with special needs.

We had a workshop in January this year and UNICEF and World Vision were involved. They have committed to Just Play. The focus is on child protection. UNICEF has a mobile clinic which will operate at the Just Play festivals that we run around the country. UNICEF will run an immunisation clinic and birth registration for those who are not registered with the government. We will be doing four up until June this year. ... World Vision does AIDS awareness and we will be working with them to provide people with information about hand washing, sanitisation and clean drinking water (Interviewee 19.2).

Implementation partners demonstrated strong leadership in relation to social development outcomes. The consensus from interviewees was that they work hand in hand with the goal to progress sports development outcomes. As Cricket PNG noted, in order to have a well-developed sport with talented sports people, it is imperative that the people participating have the opportunity to reach their full potential in life.