

FIJI COMMUNITY DEVELOPMENT PROGRAM (FCDP)

PROGRAM DESIGN DOCUMENT

Revised following Peer Review

June 2011

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Executive Summary

The Fiji Community Development Program (FCDP) draws on AusAID's long history and experience of support for Fiji's civil society sector. Through this program, valued at up to AUD15 million over 5 years, AusAID will fund basic service delivery through Fiji's Civil Society Organisations (CSOs), in order to mitigate the social and economic hardship faced by communities in Fiji.

The goal of the program is to deliver social and economic benefits to the people of Fiji through strengthened civil society organisations. FCDP will meet this goal through two objectives, each of which implies a suite of activities to meet intended outcomes established through reporting arrangements. The first objective is to mitigate social and economic hardship faced by poor, vulnerable and excluded communities in Fiji by funding the community development work of CSOs. The second objective is to strengthen CSO capacity to deliver relevant and efficient programs for poor, vulnerable and excluded communities in Fiji.

FCDP will be implemented by a managing contractor, selected through open tender, responsible for distributing and tracking a variety of CSO grants for service delivery, as well as strengthening the capacity of CSOs to deliver effective, demand-driven services.

Underserved communities across Fiji benefiting from FCDP support will have increased access to basic services, improved livelihood opportunities, reduced vulnerability and increased community resilience. Communities themselves will determine the assistance they require and will judge the effectiveness of any support provided.

CSOs will benefit from high quality, consistent and appropriate international and local expertise aimed at improving their links with communities, monitoring the impact of their services, strengthening financial and organisational capacity and improving cooperation in the sector. CSOs themselves will judge the effectiveness of organisational strengthening provided through the program.

The program will run from three field locations – Labasa in the North, Lautoka in the West and the Suva-Nausori corridor in the Central/Eastern Division – in order to expand the reach of CSO services particularly in rural Fiji and informal urban settlements. The field offices are designed to be co-located with those used by the European Union's programs in support of CSOs in order to maximise donor coordination and harmonisation.

1. Analysis and Strategic Context

1.1. Introduction

Australia provides bilateral development cooperation assistance to Fiji through programs in the health, education, civil society, social protection, financial inclusion and rural development sectors, as well as scholarships and volunteer programs.

Fiji is a middle income country and not a donor-dependent nation. However, the global economic recession, food price rises and continuing impact of political instability have escalated rates of poverty in Fiji. Despite the strained relationship between the Governments of Australia and Fiji, Australia has continued development assistance programs in Fiji. Australia has a long history of supporting the efforts of civil society organisations to respond to community needs, and currently operates a grants program, the Australia-Civil Society Support Program, which provides funding to civil society organisations who provide important services to poor and vulnerable communities.

1.2. Economic and Political Context

Whilst clinging onto its status as the Pacific economy with the greatest per capita GDP, Fiji is facing some serious economic challenges. In February 2011, the Executive Board of the International Monetary Fund (IMF) concluded: "Economic growth in Fiji has been negative or low for four years. This is in part due to the weak domestic investment climate that results from delays in structural reforms, an increase in exchange restrictions and price controls, the decline of the sugar industry, and political uncertainty... Growth is projected at 1 to 2 percent over the medium term in the absence of structural reforms and other measures to improve the investment climate... Without fiscal consolidation and stronger growth public debt will remain high and Fiji will not have the fiscal space it needs to respond to shocks... Volatile commodity prices, increasing reliance on tourism, risk of natural disasters and some uncertainty about external financing represent significant vulnerabilities."¹

Due to the social and economic consequences of political instability, Fiji has in recent years seen an increase in the unemployment rate. The overall unemployment rate has increased from 3.7 per cent in 1996 to 8.6 per cent in 2007. The garment industry (the major contributor to manufacturing), timber exports² and investments³ are all in decline. The performance and prospects of the sugar industry – which recorded a net loss of FJ\$175 million in 2010 – are particularly grim, with sugar production below levels reached in 1961⁴. Sugar still accounts for 30 per cent of exports and provides 12 per cent of employment. The EU estimates that up to 40% of Fiji's working population is sustained by the sugar industry either indirectly or directly, which provides not only employment but also social infrastructure in health and education in the sugar belt. However, production, productivity and employment have slumped in the industry as preferential prices under the EU Sugar Protocol are

¹ Source: <http://www.imf.org/external/np/sec/pn/2011/pn1135.htm>

² ADB Microfinance In Fiji: Challenges and Opportunities, 2010, p. 3-6

³ According to the Pacific Economic Bulletin (Vol 2, No 2, 2010), political instability has lead to a decline in investment, with the number of major investment projects being implemented dropping from 250 in 2006 to 80 in 2009.

⁴ The Pacific Food Summit, Suva, April 2010

phased out, ending completely by September 2012. However, the industry reforms and investment necessary to put sugar on a viable footing are not being undertaken. According to Professor Biman Prasad of the University of the South Pacific⁵, “The future of the sugar industry looks very bleak. It would not be an exaggeration to suggest that the collapse of the industry could be only a few years away.”

Inflation accelerated to a 20-year high of 9.8 per cent in September 2008, driven by rising food and fuel prices. Despite reductions in consumption levels, the devaluation of the Fiji dollar by 20 per cent in April 2009 has fed inflation. After declining to 1.1 per cent in September 2010, the most recent figures available⁶ indicate inflation is again rising rapidly, with Reserve Bank of Fiji revising its 2011 forecast from 6 per cent to 7 per cent⁷. The Consumer Price Index rose to 5 per cent year on year in December 2010, placing pressure on families to meet basic food, household, health and schooling needs. The price impacts are reflected in UNICEF’s monitoring of food price increases, which are considered ‘very highly likely’ to be increasing vulnerability and impacting on children and women. Sentinel monitoring in Fiji by UNICEF showed that “food rationing within households was common to keep food costs down. Poorest families seem to be living on tea and starchy basics, which can have pernicious long-term consequences for growing children and pregnant women.” Families followed in the study noted significant price rises between December 2009 and December 2010: 54 per cent for powdered milk, 67 per cent for lamb neck, and 100 per cent for rice.

Whilst the government has introduced new food and bus voucher schemes in addition to its family assistance program, there have been increases in utility bills (46.6 per cent), value added tax (from 12.5 per cent to 15 per cent), tariffs on fresh vegetables and fiscal duties on canned fish. UNICEF concluded that “the impact of those new revenue policies on the poor is an increasing concern and further examination... on how to better buffer the impact of increasing food price on the most vulnerable families is required.”

In December 2006, Fiji experienced its fourth military coup in 20 years. In April 2009, the Constitution was abrogated after the appeals court declared the government formed in 2006 to be illegal. Elections, then planned for 2009, have been postponed to 2014. Fiji has been suspended from the Pacific Islands Forum and the Commonwealth. Fiji is now ruled through the regular issue of Decrees, and overall decision-making rests with interim Cabinet, creating an uncertain legislative environment. Public Emergency Regulations are still imposed, which limit the right to assembly and freedom of speech and require permits for public gatherings. According to the ADB⁸, political instability has had far-reaching economic, social and political impacts in the country. It has also resulted in widespread migration overseas, especially among the educated and professional groups responsible for delivering essential services in Fiji. Along with social sector budget cuts and compulsory retirement at age 55 – resulting in the loss of 1,000 key staff from each of the health and education departments – this has led to a challenging environment for service delivery.

⁵ Pacific Economic Bulletin, Vol 25, No. 2, 2010, p. 21

⁶ The ANZ Pacific Monthly reported year on year inflation at 4.0 per cent in December 2010; rising to 7.6% by the April 2011 update.

⁷ Fiji Times, “Inflation at 7 pc”, 1 June 2011

⁸ ADB, Microfinance in Fiji: Challenges and Opportunities, May 2010

Australia has maintained its development cooperation assistance to Fiji at approximately A\$37.5 million per annum, inclusive of A\$18 million in bilateral aid. The bilateral aid allocation increased slightly to A\$18.5 million in the 2011-12 budget. This encompasses programs in health, education, social protection, financial inclusion and rural economic development. Australia supports civil society organisations, places volunteers and provides scholarships to bolster service delivery in these sectors.

1.3. Community Development Challenges

Fiji's total land area of 18,272 square kilometres is spread over more than 300 islands of which some 100 islands are inhabited. At the time of the 2007 Census of Population and Housing, Fiji's population was 837,271 – the biggest in the Pacific outside of Papua New Guinea. An estimated 49% of the population lives in rural areas, many of them on small islands with small populations meaning there are massive challenges in delivering basic services to the whole population. As with other Pacific Island countries, Fiji's challenges include remoteness from major markets, a high exposure to natural disasters, and susceptibility to external shocks such as commodity price fluctuations.

Although Fiji has recently transitioned to upper-middle income status and enjoys an important role as a regional centre, its development has been constrained over the last two decades by political instability. This has affected Fiji's position on the UN Human Development Index (falling from 81st in 2003 to 92nd in 2008), its achievements against its MDG targets, and its rising poverty levels, which reflect the country's deteriorating economic situation.

1.3.1. Poverty

Income-based poverty analysis by Fiji Bureau of Statistics (FiBoS), supported by AusAID, puts the poverty rate at 31 per cent of the population. This *Preliminary Report on Poverty and Household Incomes in Fiji in 2008-09* shows a dramatic drop in available income in rural Fiji: rural average household income dropped in real terms by 14 per cent between 2002 and 2008, while urban average household income increased in real terms by 27 per cent in the same period. Rural income-based poverty is estimated at 43 per cent in 2008-09, up from 40 per cent in 2002-03, and rural Fiji now contains 70 per cent of the poor. The Preliminary Report authors⁹ concluded that "It is of the utmost importance that development strategies for Fiji and public sector infrastructure investment programs must focus on rural development, including the appropriate support for cash income generating agriculture."

AusAID has also funded new consumption-based analysis of poverty rates by the World Bank and FiBoS, which shows that poverty may be even higher than the income-based measures estimate, reaching 35 per cent of the population in 2008-09. The analysis, which takes into account differences in cost of living in rural and urban Fiji, showed urban poverty to be as high as 26 per cent, probably due to the high cost of housing and transport for those living in informal settlements in urban Fiji. The

⁹ Professor Wadan Narsey, Toga Raikoti and Epeli Waqavonovono

new indicators show that 44 per cent of rural Fijians are in poverty and that the Northern and Western divisions remain the poorest with 51.5 per cent and 43.1 per cent poverty respectively.

These recent analyses highlight that poverty is higher than previously believed in urban Fiji, and remains high in the parts of Fiji furthest removed from the capital. There are persistent and increasing levels of poverty in rural Fiji, and significant concerns about the poverty faced by those living in rapidly expanding informal peri-urban settlements. Government social welfare budgets are focussed on certain categories of the destitute, and the budget is only large enough to reach 10% of the poor directly. The level of benefit is only enough to slightly reduce the poverty level of the extreme poor as only households without a breadwinner can qualify for the benefit, meaning each person in the household would receive approximately A\$12 per month at the maximum benefit level. As a result, there remain approximately a quarter of a million people in Fiji living in poverty and with no access to income support. This leaves a large gap for civil society to attempt to fill.

Long-term challenges in Fiji include deteriorating physical infrastructure, growing squatter settlements, unproductive farms, and rising unemployment. Pockets of poverty are found in town squatter settlements around Suva and the Suva-Nausori corridor (Central Division), Ba and Lautoka (Western Division), and Labasa and Savusavu (Northern Division). Many of Fiji's poorer communities typically have low quality housing, limited utilities, and poor access to education and health services¹⁰. Further analysis is required to identify the most accentuated pockets of poverty and more accurately identify the most vulnerable and excluded communities.

A range of socio-economic, political and cultural factors combine to create an environment where women and other marginal groups (e.g. children, people with disability and ageing sections of the population) are vulnerable to exclusion and increasing hardship and abuse. In the political context, issues concerning women and marginal groups and their rights become secondary to issues of national security and more generalised economic hardship. There are emerging concerns in relation to child protection¹¹ including increasing numbers of children unable to attend schools or even abandoned due to financial hardship.

1.3.2. Social Indicators

Fiji made considerable progress in improving its key MDG health indicators in the 1990s. During that period, life expectancy, maternal and infant mortality improved significantly. However from around 2003 progress stalled and began to deteriorate, with the Maternal Mortality Ratio sitting at 31.7 (per 100,000 live births) in 2008, well above the 2015 MDG target of 10.3. Since 2000, under-five mortality

¹⁰ ADB (2009) Asian Development Outlook 2009 <http://www.adb.org/documents/books/ado/2009/FIJ.pdf>

¹¹ An AusAID-funded UNICEF Fiji Baseline Report (2008) showed that 11% of respondents had biological children living away from home. 15% of these children's parents do not know if their children are safe or not; and of the remainder, most merely assumed their children were safe (rather than hearing it from the children themselves). Similarly in school, 52% of children surveyed said that teachers themselves were the main reason they felt unsafe. The research report on *Physical and Emotional Punishment of Children* by Save the Children Fiji in 2006 found that the vast majority of punishments experienced by the children were direct assaults and, in general, the younger children experienced more such assaults than the older children. In collaboration with Save the Children Fiji, the ACSSP has made important steps forward in ensuring CSO partners developed child protection policies and community development plans. There remains much community education to be done to ensure children are safe both in and out of school.

has crept up and is currently estimated at 23.6 (per 1,000 live births), significantly higher than the 2015 MDG4 target of 9.2.

While Fiji is progressing towards meeting MDG 2 (universal primary education by 2015), and has been regarded as an “early achiever” in this regard¹², there are indications that gains are being significantly undermined by high drop-out rates. The primary enrolment rate is currently 98 per cent, but Ministry of Education 2007 statistics show that 15 per cent of children who enrol in primary school do not reach Class 8, and 25 per cent of those who start secondary school do not reach Form 6.¹³ Furthermore, as it is the most disadvantaged, marginalised and vulnerable that comprise the ‘missing 2 per cent’ of enrolments, the current country context makes it unlikely that these children will ever receive schooling without some form of support to ensure their access and continued participation.

1.3.3. Labour Market

Due to the social and economic consequences of political instability, Fiji has in recent years seen an increase in the unemployment rate¹⁴. The overall unemployment rate has increased during the 1996-2007 intercensal period from 3.7 per cent to 8.6 per cent. In 2007 (as in 1996), female unemployment was about two times higher than male unemployment.¹⁵ About 85 per cent of the economically active population is employed in the informal or semi-formal sector comprised by wage earners, self-employed workers and family workers. There are an estimated 5,888 ‘economically inactive’ persons with disabilities in Fiji. A number of special schools operate to assist younger children with disabilities, but there are few pathways for youth and young adults with disabilities to enter the workforce.

Recent figures indicate that unemployment in the age group 15-24 is twice Fiji’s national average. Young women are particularly vulnerable, facing higher unemployment rates than their male counterparts and having lower labour force participation rates. ILO reports that unemployment in early life can permanently impair young people’s employability, as patterns of behaviour and attitudes established at an early age tend to persist later in life, making youth underemployment a long-term problem.

Fiji experiences severe skilled labour shortages in nursing, construction, finishing trades and the tourist industry. There is also a lack of applied agricultural training aimed at increasing agricultural production in rural communities, so few farming communities have developed commercially viable agricultural production.

Recent Fiji Child Labour Surveys¹⁶ conducted in rural agricultural communities, schools, informal and squatter settlements, on the streets and with children involved in commercial sexual exploitation¹⁷, have found an increasing number of children in Fiji involved in the worst forms of child labour, namely

¹² ESCAP/ADB/UNDP (2007), *The Millenium Development Goals: Progress in Asia and the Pacific* 2007, p33

¹³ <http://www.fijitimes.com/story.aspx?id=123207> “National Exams on Chopping Block”

¹⁴ Information on the labour market in Fiji is sourced from ILO’s Country Program for Fiji 2010-12, available at <http://www.ilo.org/public/english/bureau/program/dwcp/download/fiji.pdf>

¹⁵ Source: FIBOS (2007). Key Statistics from <http://www.statsfiji.gov.fj/>

¹⁶ TACKLE, 2009

¹⁷ International Labour Organisation. 2010. *Child Labour in Fiji: A Survey of Working Children in Commercial Sexual Exploitation, On the Streets, in Rural Agricultural Communities, in Informal and Squatter Settlements and in Schools* International Labour Office, International Program on Elimination of Child Labour (IPEC), Suva, p42-46

child prostitution, drug trafficking and hazardous work. Increasing rates of children dropping out of school is a major concern as children have fewer opportunities to achieve their full potential.

1.4. Role of CSOs in Community Development

1.4.1. Services provided by the civil society sector

The people of Fiji have a long history of social concern, volunteerism and community action. Civil society organisations in Fiji have a long and impressive track record in filling gaps in provision of basic services. AusAID and other donors support CSOs to deliver these services to the people and Fiji, and CSOs – despite their limited capacity and reach – have generally performed very well in filling this role. Australian support has enabled CSOs in Fiji to provide the following services:

- Health Services – mental health services, reproductive health care, primary health care services, and hearing and vision screening tests;
- Advocacy Services – providing a voice for community needs during policy and legislation development and to provide feedback on quality of services;
- Education Services – child protection and development training, education cost allowances, non-formal education services such as applied vocational training, peace building and civic education;
- Advisory Services – advice on dealing with corruption issues;
- Livelihood Services – income-generation projects, assistance in connecting producers with markets;
- Emotional Support – support groups for vulnerable communities;
- Environment Preservation – protection of the environment to benefit communities, e.g. community reef restoration services
- Provisions of emergency food, shelter and referrals – often run by faith based organisations (FBOs);
- Support for women's rights – physical and advocacy support as well as research;
- Capacity building and networking services – to strengthen the community sector; and
- Research – Scoping and mapping work to inform service provision.

Other services provided by CSOs not funded by ACSSP¹⁸ include:

- Distribution Services – CSOs (and in particular FBOs) assist in distribution of goods to remote and rural communities and vulnerable groups, e.g. distribution of wheelchairs and groceries;
- Education Services – almost all primary and secondary schools are run by FBOs, other NGOs provide early childhood education;
- Support Groups – provision of support to vulnerable groups e.g. the Psychiatric Survivors Association, employee support groups and trade unions; and
- Disaster relief work

There are also opportunities for CSOs to extend new services, if capacity and resources were available. This could include disaster- and climate-proofing of assets and land, consistent advocacy

¹⁸ Some of these services are supported through other AusAID programs.

on behalf of vulnerable groups and communities, evidence-based social research, and professional psycho-social counselling services following disasters.

1.4.2. Snapshot of the sector

While recognising their capacities, CSOs overwhelmingly identify the important role that donors can play in capacity building to enable them to respond to community needs and deliver services effectively¹⁹. Capacity development priorities identified by CSOs include²⁰:

- ➡ human resource management and development (70.6%);
- ➡ financial management (70.6%)
- ➡ monitoring and evaluation; (over 62.5%)
- ➡ project management skills including program design, planning and proposal writing (56.3%);
- ➡ organisational skills assessment (54.2%); and
- ➡ policy formulation (60%).

Traditionally, CSOs have operated through religious and ethnically based cultural groupings, which serviced communities largely separated by ethnic or religious differences. This history of ethnic and religious separation within the CSO sector has limited CSO capacity to bridge broader socio-cultural and socio-economic divisions in Fiji, and has left tensions and philosophical differences between CSOs in Fiji. The lack of leadership development, a professional career path and poor succession planning have also resulted in a high degree of gate-keeping and maintenance of the status quo which enable these tensions to continue. CSOs identify that these conflicts create barriers to collaboration and impede sectoral development and service delivery. Supporting opportunities for new and emerging mechanisms for collaboration within the sector is an identified urgent priority and is a key principle of the FCDP.

The peace and conflict context is an important consideration for development programming in Fiji. In addition to long standing divisions along ethnic and religious lines, which manifest within the relationships and foci of many CSOs, the program will need to be cognisant of a number of additional factors impacting on the peace and conflict dynamic, including increasing urban drift, the use of force as a means of conflict resolution and ongoing ethnic polarisation.

The ACSSP Mid Term Review²¹ acknowledged that many CSOs are operating below their potential due to the limited geographical reach of the sector, variable capacities, lack of sectoral leadership, weak governance²² and poor coordination. The civil society sector has a history of division, as many organisations developed to deliver along ethnic and religious lines. Divisions have been further

¹⁹ For example, NZ Aid Programme and AusAID support for CSO capacity building in Fiji.

²⁰ These are priorities established through the on-line survey, but which were strongly reflected within FGD and field consultations. The results of the survey will provide key direction for the MC in the development of its Capacity Building Framework during the Inception Phase of the program.

²¹ Kelly, L and Brown, A: Australian Civil Society Support Program Mid Term Review, December 2009

²² Broadly speaking CSO governance is affected by high staff turnover, weak human resource management and overlapping memberships of Boards and Committees and Board Members who are often unaware of their governance responsibilities resulting in a default abrogation of responsibility to Executive staff.

deepened by the experience of repeated coups since 1987, including the 2006 coup and current Public Emergency Regulations. Within the current political climate, CSOs are overwhelmingly focussed upon charitable acts and the delivery of welfare and basic services, and there is little space for them to engage in advocacy and governance processes. CSOs also identify²³ the need for capacity building in policy and dialogue processes to support future engagement in local governance and policy dialogue as the current situation ameliorates.

While the work of CSOs is well established, it can be limited in its reach. For instance, the Tutu Rural Training Centre in Taveuni trains around 55 young men per year in commercially scaling up dalo (taro) and yaqona (kava) agriculture in a community program, but there are more than 3,000 dalo farmers in Taveuni alone, and the course is not available to those living outside of the Northern Division. Primary health care services are being provided by CSOs, but there remain many persons with mental illness, disability and chronic disease who remain outside of their purview.

The shifting poverty and development context has impacted the CSO sector, the focus of CSOs and the way they work. Fiji's CSOs, particularly FBOs, have a long history of serving the poor and vulnerable, particularly in the field of education. Widespread concern over increasing poverty levels has resulted in an increased number of CSOs and CBOs focusing on the issues.

A multiplicity of service providers has developed in recent years in response to the deteriorating economic situation. They range from small local groups helping poor families with daily needs of housing, schooling, meals and other basic needs, to larger CSOs devising and promoting income generation activities and training youths in employable skills. As such programs (and indeed organisations) developed rapidly in response to immediately identified needs, many of these efforts have limited impacts, as organisations that promote them lack appropriate expertise in building in measures for sustainability.

CSO activity in Fiji is highly centralised. Not only is Suva the key focal point for civil society dialogue and engagement with each other and donors, the accessible and more densely populated cities and transport corridors are the primary focal point for most of their activities. This has created a significant divide between Suva and non-Suva based organisations. A recent Office of Development Effectiveness (ODE) evaluation of AusAID CSO programs²⁴ asserted that generating demand for projects locally was “an important ingredient for contextually relevant development intervention”. There is a visible need for CSOs to strengthen their links with grassroots communities, to better understand the demand for services, to deliver appropriate services of sufficient quality, and to extend their reach and presence, in particular to rural and remote communities as well as to growing urban informal settlements.

CSO monitoring and evaluation (M&E) efforts are largely focused on activity reporting to donors rather than a systematic approach to data collection, evidence and analysis. A UNDP capacity assessment of Pacific NGOs²⁵ identified that “while donors require regular reporting on funds dispersed by them to

²³ Through the design team's online surveys and focus group discussions.

²⁴ ODE, Analysis of five cases of AusAID engagement with civil society, January 2011

²⁵ UNDP, Integrated report on capacity assessment and strategy for developing capacity of CSOs in the Pacific, December 2009, p.68

Pacific CSOs, in general, the donors do not provide adequate training on how this type of monitoring and evaluation is to be carried out... without a way to properly judge what is working and what is not and why that is the case it is nearly impossible for Pacific CSOs to adequately prepare in a proactive manner for their future and ongoing operations.” There is a pressing need to strengthen M&E practice, and in particular to increase exposure to qualitative, beneficiary based tools and approaches.

1.4.3. Consistency with Australia’s Aid Program Objectives

Australia’s aid program’s priorities include:

- Provision of basic health services, particularly for maternal and child health, diabetes prevention and management, and primary health care.
- Provision of basic education services, particularly improving infrastructure of poorest schools and overcoming the financial barriers to access to primary and secondary education.
- Reducing vulnerability and poverty, particularly in rural and remote Fiji and informal settlements.

Community development supports each of these objectives. In the face of an increased demand for basic services, civil society organisations offer a delivery modality capable of bringing communities in need and Australian funds together.

There is a wide and increasing range of health services, including antenatal and postnatal care provided privately through some 120 private practitioners, a private hospital and a range of NGOs. The major NGOs working in health in Fiji include the Fiji Reproductive Health Association, the Fiji Red Cross and the Fiji Network of People Living with HIV – all of which receive direct or indirect support from Australia. Pacific Counselling and Social Services is supported by AusAID to provide essential counselling services across Fiji. The new AusAID Fiji Health Sector Support Program (FHSSP) has set objectives of improving child and maternal health, preventing and managing diabetes, and revitalising the cadre of village health workers. All of these objectives require investment in primary health care, particularly in the area of public health promotion (e.g. to improve consistency of breast feeding, to encourage better health-seeking behaviour particularly for pregnant women and new mothers, diabetic foot care, and community participatory processes), a role particularly well suited to CSOs.

The new AusAID Access to Quality Education program (AQE) will seek to reduce barriers to the educational participation of children from poor and vulnerable households. Creating an enabling environment by promoting the value of education and providing social services to poor households to make it possible for them to prioritise child education will be key to the success of this program. This, too, is a role that CSOs are particularly well oriented to carrying out.

CSOs play an important role in Australia’s efforts to create livelihood opportunities and increase resilience amongst poor communities living in rural Fiji and informal urban settlements.²⁶ CSOs have

²⁶ AusAID already supports a number of CSOs in rural development, including Tutu Rural Training Centre, the Cakaudrove Women’s Association, Saraswati Development Organisation, Teitei Taveuni and FRIEND

the capacity to play a vital role in linking producers with markets with the assistance of the new Market Development Facility; they can provide intensive, applied agricultural training; they can assist with sustainability of agricultural production and with climate change adaptation measures; they can help small land-holders access markets in the prominent tourist/hotel sector; they can help women access new livelihood opportunities; and they can strengthen and help adapt community support structures that are under pressure due to urban migration.

The development of a strong and responsive civil society is also an end in itself, as civil society forms an essential part of any functioning society. The FCDP will enable AusAID and its donor partners to engage immediately in supporting stronger CSOs with improved approaches to development programming. This in turn will ensure their relevance and responsiveness within a complex and dynamic environment. While recognising that in the present climate CSOs are largely distanced from governance mechanisms, it enables a positive future focus by ensuring the maintenance of a strong and legitimate CSO sector which can prepare to fulfil their mandate in building demand for good governance and align and re-engage in the processes of democratisation when the environment becomes more conducive.

1.4.4. Lessons learnt

Australia has a long history of support for civil society in Fiji through the ACSSP, which provides project grants and, in some cases, core funding to a select group of organisations which largely provide social services. Since the 2006 coup, support through the ACSSP has grown by 747%, as normal mechanisms for bilateral engagement have been affected by the political situation.²⁷ The increase reflects both an increase in the number of CSOs receiving funding and total volume of funds provided to CSOs. Such significant growth in resources has resulted in a number of management implications for the program in its current form, including a lack of capacity for AusAID to build relationships of trust and partnership in the sector – a crucial success factor, according to a recent ODE evaluation.²⁸

The ACSSP has been operating as a stand-alone grant mechanism and has identified the need to align with AusAID civil society programs and engage in a more strategic way with CSOs to support them to achieve their dual role of:

- ➡ contributing to poverty alleviation through empowerment and the provision of services and acting as policy advocates; and
- ➡ supporting processes of democratisation and demand for good governance through strengthening multi-stakeholder partnerships and planning, improving accountability and transparency and increasing the participation of marginalised groups.²⁹

The reasons AusAID engages with civil society have been further clarified in a recent Office of Development Evaluation (ODE) review of civil society programming³⁰, which identified six theoretical pathways by which AusAID support translates into development outcomes:

²⁷ Proposal for a Revised Approach to Civil Society Support in Fiji Draft Concept Note, May 2010 p1

²⁸ ODE, Analysis of five cases of AusAID engagement with civil society, January 2011, p.7

²⁹ Hall, J and Howell, J: Working Paper: Good Practice Donor Engagement with Civil Society AusAID June 2010. p6

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

The ACSSP Mid Term Review³¹ outlined several programming challenges, including:

- ➡ unclear focus on the goals and objectives of the program;
- ➡ poor ability to measure impact of Australian support to CSO programming;
- ➡ overstretched and inflexible grant management systems;
- ➡ inability of CSOs to work to their full potential due to poor coordination, limited capacities and political uncertainty; and
- ➡ variable capacity for CSOs to meet AusAID's accountability requirements in regard to reporting and demonstrating impact.

Subsequent contextual developments led AusAID to determine that:

*Due to the rapid change in Fiji's operating environment AusAID has assessed that the ACSSP, in its current form, is unable to effectively deliver the bilateral aid program's key objectives. There is a pressing need to streamline the ACSSP and to reassess strategies for engaging with civil society in Fiji in the light of aid effectiveness principles and the constrained operating context.*³²

These challenges have been verified through the design process, which underlines the urgent need for AusAID to develop a new framework of support to civil society, that is resilient to the current political context, and which will enable it to build on existing capacities and opportunities and enable improved and responsive service delivery, supportive of the legitimate role of CSOs in Fiji.

The Mid-term review of ACSSP and the design process also concurred that M&E in existing programming is inadequate – both at the individual CSO level and at the program level. Clear lessons to address poor M&E practice in the sector can be drawn from work presently being undertaken by other programs such as the Australian Community Development and Civil Society Strengthening Scheme (ACCESS) in Indonesia³³, which has developed a Participatory Monitoring and Evaluation and Learning System and is working with CSOs to undertake Outcome Mapping. Due to high turnover of staff within the sector and hierarchical leadership, there is a strong call for donors to move away from 'classroom' type training and implement new approaches to capacity building which enable reflection and institutionalisation of learning and skills. This could include work-based training and mentoring, skills sharing, joint planning and assessments, dialogue and reflection processes and the production and sharing of publications and resources. More broadly, AusAID needs a community

³⁰ Office of Development Effectiveness, *Evaluation of AusAID's engagement with civil society: Evaluation plan*, 2010. p. 17.

³¹ Kelly, L and Brown, A: Australian Civil Society Support Program Mid Term Review, December 2009

³² *ibid* p.1

³³ Details of the program are available at www.access-indo.or.id

development program which can demonstrate a clear impact at the community level through expanded services delivered by stronger CSOs.

Experience from other AusAID programs such as ACCESS, the Philippines-Australia Community Assistance Scheme (PACAP) and the Solomons Community Sector Program (SCSP) demonstrate clearly the development benefits in separating governance from project management, and of bringing CSOs, communities and other partners together to develop a shared analysis of development challenges, increase participation (with a gender and pro poor bias), determine priorities, set goals and develop action plans. Community engagement processes are poorly utilised by CSOs in Fiji and exclusion is common. There is a clear need and justification for a future focus on the strengthening of relationships between CSOs and communities, particularly with regards to establishing sound models and best practice in program planning, community based planning and establishing priorities rather than the current status quo of consultation around project management and service delivery.

CSOs state that volunteer placements through programs such as Australian Volunteers International (AVI), Australia Youth Ambassadors for Development (AYAD) and Volunteering for International Development from Australia (VIDA) have been enormously valuable³⁴ and that volunteers play a strategic and useful role in strengthening technical service delivery as well as developing stronger organisations. Continuation of the volunteering model and ongoing strategic placement of volunteers will add value to any ongoing programming mechanism.

1.4.5. Design Process

A design team comprising Donna Holden (Team Leader), Emmery Brusset (M&E Expert), Rebecca Spence (CSO Specialist) and Suliana Siwatibau (Local CSO Specialist) was mobilised in July 2010 to draw on the findings of the ACSSP Mid-Term Review and prepare a comprehensive and manageable program of support to resource service delivery through CSOs in Fiji.

The design process was participatory, with a high level of engagement of CSOs and other donors in developing contextually appropriate mechanisms for future program partnership and delivery. This, coupled with higher levels of participation and engagement with CSOs in the Transition Phase (see below), has resulted in a high degree of ownership and expectations regarding ongoing collaboration, dialogue and partnership development between CSOs and the FCDP.

In September 2010, the design team administered an on-line survey of CSOs³⁵, to gain a snapshot of their capacities, priorities and needs into the future. This was followed up with a two-week field mission conducted in October 2010. During this field mission, three half day Focus Group Discussions (FGDs) were attended by over 35 organisations in Suva, and were followed by site visits to AusAID partner and non-partner CSOs in the Western and Northern Divisions, providing an opportunity for the design team to visit field operations and consult with approximately 12 additional organisations. Representatives from the European Union (EU) also attended FGDs and field visits indicating a strong commitment to donor harmonisation and possible involvement in the future facility.

³⁴ In the Online CSO Survey, 99% of CSO respondents who had hosted an Australian volunteer stated that they were of enormous value.

³⁵ A Summary of the Civil Society Support Survey outcomes and findings of focus group discussions is attached at Annex 11.

The high level of consistency between the outcomes of the survey and the field consultations, resulted in the design team being able to actively engage CSOs not only in the “whats” of the design process but also the “hows” resulting in a high degree of engagement and ownership of the design process. As such the outcomes of the CSO Survey and field consultations are clearly aligned with and have informed the direction and shape of the design, and have in turn informed the processes and activities recommended within this document.

As part of the design process, the design team developed a strategy to support the transition from the current ACSSP to the FCDP. The Transitional Phase, which is currently being implemented enables AusAID to focus and align its current support with the direction and strategic priorities of the future FCDP, as well as engage other donors in this process. Key activities under the Transition Phase include:

- A part-time Transitional Facilitator (TF) has been engaged to work closely with the AusAID ACSSP Program Managers and support the implementation of a number of discrete stand-alone and pilot activities which will be undertaken throughout 2011 and which will contribute to and inform the Inception Phase of the FCDP.
 - The Transitional Facilitator provides an external point of access for CSOs, thus enabling the establishment of new relationships and partnerships, and higher level of engagement and inter-sectoral collaboration than is the present norm.
 - The Transitional Facilitator will work with the successful Managing Contractor and the Civil Society Support Team (CSST) throughout the Inception Phase of the FCDP. This will support the integration of lessons learned and piloted mechanisms into the FCDP model.
- A one-off capital and infrastructure grants window will be opened to enable improved service delivery in the CSO sector
- Continuation of core support to key CSO partners where appropriate to ensure that they can maintain their ability to provide services pending the inception of the new FCDP
- Pilot and documentation of a range of new programming tools and participatory approaches for possible inclusion in the implementation of the FCDP;
- Collection of information and resources to provide baseline data to inform the Inception Phase of the FCDP, when the monitoring and evaluation framework will be completed.
- Retrospective evaluation of the impact of ACSSP support in Fiji
- Development of a database of resources available for capacity building within the sector in Fiji.

1.4.6. EU Social Mitigation support

The European Union's Accompanying measures for Sugar Protocol Countries for Fiji³⁶ provide a means by which the EU can mitigate the social and economic impacts of its sugar reform process, which has seen a total price reduction of 36% between 2005 and 2009.

The EU 2010 allocation of €8 million has been adjusted, as a transitional measure, to cater for possible interventions in support to the rural populations most affected by the demise of the sugar

³⁶ FIJI - Annual Action Programme 2010 – Accompanying measures for Sugar Protocol Countries in favour of the Republic of Fiji – Crisis n° FJ/DCI-Sucre/22145, sourced at: http://ec.europa.eu/europeaid/documents/aap/2010/af_aap_2010_fji.pdf

industry. The 2010 program will aim at developing a sector strategy for social mitigation in implementing a pilot local development program for the whole sugar belt area, focussing on alternative livelihoods and poverty reduction. In the meantime, it will provide the necessary technical assistance for coordination and implementing studies in the preparation for possible future funding under Multi-annual indicative programme (MIP II) allocations (2011-2013).

The specific objective of this pilot project is to identify socioeconomic needs and validate alternative local development strategies for the most affected populations. It will provide direct assistance with alternative housing, and will promote income earning opportunities for farmers and for those who have lost their livelihoods.

The target beneficiaries will be mainly the 200,000 people living in the sugar cane belt's five provinces (an estimated 90,000 Indo-Fijians and 104,000 *i Taukei* or indigenous Fijians) whose livelihoods rely in whole or in part on sugar cane farming with 17,000 registered growers (of which 80% are Indo-Fijian) and 12,000 seasonal cane cutters. The project addresses the needs of the farm households rather than individual farmers, and also focuses on the needs of women household members in relation to on and off-farm activities.

The specifically targeted beneficiaries will be:

- the farmers and their families whose leases have not been renewed and who are willing to move into alternative off-farm livelihood opportunities,
- the remaining farmers who have extended their lease but need alternative income to sustain their livelihood;
- the cane cutters and mill workers who will lose their jobs because of the workforce rationalisation process and who are willing to develop alternative economic opportunities. It is estimated that around 600 to 1000 Fiji Sugar Corporation (FSC) workers will be made redundant.

The original approach outlined in the EU Annual Action Plan 2010 was to carry out the following forms of assistance:

- Vocational Training
- Construction of 8 cluster housing schemes with 30 families in each cluster and implementation of micro-projects
- Facilitating the access to credit scheme to support on farm and off farm alternatives/opportunities.

The EU conducted research on the needs of those affected by the changes to the sugar protocol, and has amended these activities, but a final report was not available at the time of writing. The EU is progressing with implementing a program of support and opening two Program Management Units in Labasa and Lautoka to oversee delivery of funds through CSOs and other non-state actors. EU and AusAID have agreed verbally to co-locate offices for CSO support – the Labasa and Lautoka offices will be made available to FCDP staff; and FCDP will establish an office in the Suva-Nausori corridor which will accommodate staff working on the EU's programs with CSOs. FCDP will take the lead on capacity building support, so that the EU program can concentrate on grant funding.

1.4.7. New Zealand Aid Programme (NZAP)

NZAP also has a long history of support to CSOs in Fiji. AusAID has cooperated closely with NZAP through shared core funding for key partners as well as joint capacity building activities. The new NZAP Sustainable Development Fund takes a different approach to CSO support in Fiji which will see NZAP move away from core funding models, but will continue to engage in the sector through partnerships with NZ-based NGOs and through its work in informal settlements, livelihoods development and disaster risk reduction/management. FCDP will continue to take up opportunities for shared collaboration with NZAP on support for CSOs.

2. Program Description

2.1. Program Overview

The FCDP aims to mitigate against increased socio-economic hardship through support for the community development initiatives undertaken by civil society organisations in Fiji. Its key purpose is to ensure ongoing funding support to enable CSOs to deliver services to vulnerable people and communities in Fiji. Flexibility will be assured through the establishment of a range of mechanisms and processes for engagement with CSOs to enable them to deliver programs and services in response to community identified needs, in collaboration with other development partners.³⁷

The FCDP will establish a clear framework focused on effective and high quality approaches to development programming. It will build on the existing institutional and technical capacities of CSOs, and assist them to engage with their stakeholders in order to deliver high impact services, foster inclusion, and mitigate social hardship and poverty. FCDP will establish a series of funding windows to engage CSOs in capacity development processes, and enable them to deliver programs which are responsive to community identified needs and based on good development practice and approaches.

The program will not operate as a stand-alone grant mechanism. The pressing need to strengthen processes of community planning and engagement and improve CSO capacity necessitates the provision of technical support to encourage CSOs to adopt new approaches to development which build on community knowledge and strengths.

The FCDP design intentionally allows for the program to be responsive to contextual changes by proactively building CSO capacities in community engagement, planning and advocacy in order that they are positioned to respond to developments within the political landscape over time. This represents a key area where the programming models and lessons learned from other AusAID CSO programs³⁸ are integrated within the FCDP design to support both immediate service delivery and future demand for good governance.

³⁷ The EU and NZAP have been actively involved in the FCDP design process and are engaged in ongoing dialogue with AusAID regarding practical mechanisms for multi-donor collaboration in the delivery of the FCDP. The design allows for a broad range of entry points for multi-donor engagement throughout the life of the program.

³⁸ For example ACCESS in Indonesia and PACAP in the Philippines.

The civil society sector has a history of division and mistrust, which has been further deepened by the 2006 coup and the Public Emergency Regulations. FCDP will provide incentives for collaboration in the interests of improving service delivery and outcomes. This is expected to include co-funding arrangements, joint assessment, planning and review and resource sharing.

2.1.1. Program Principles

Key principles to be integrated as core values and embedded within programming mechanisms and approaches will be:

- Community development through service delivery
- Social mitigation of hardship
- The legitimacy of civil society
- Harmonisation between development partners
- Capacity-building for sustainability
- Flexibility and responsiveness
- Socio-economic inclusion and accessibility
- Pro-poor approaches
- Action-reflection and participatory learning processes
- Peace and conflict sensitivity and do no harm analysis
- Accountability and transparency
- Partnerships and cooperation between CSOs, and between CSOs and beneficiaries
- The importance of advocacy in service delivery
- Public diplomacy and communication

2.2. Program Goal and Objectives

The **goal** of the FCDP is **to deliver social and economic benefits to the people of Fiji through strengthened civil society organisations.**

The program will meet this goal through two objectives, each of which implies a suite of activities to meet intended outcomes verified through reporting arrangements. These are outlined below.

Objective 1: to mitigate social and economic hardship faced by poor, vulnerable and excluded communities in Fiji by funding the community development work of CSOs.

Proposed Activities

- 1.1 Grants, through a range of modalities, to enable CSOs to deliver services to communities and individuals facing hardship.
- 1.2 A Grant Management System will be established and maintained by the Managing Contractor to track key data relating to the scope, nature and impacts of service delivery.
- 1.3 Local management and mentoring support (through field offices) will be provided to CSOs in proposal preparation, planning and appraisal processes.
- 1.4 Technical support for program design, delivery and review as required, including direct provision of monitoring and evaluation to assess the impacts and benefits of activities implemented by CSOs.

- 1.5 Inclusive community planning initiatives will be utilised to ensure that communities are strengthened and are engaged in determining their development priorities, and to determine the scope and nature of sub project delivery.³⁹

Result Areas

- A. Reduced hardship of poor and vulnerable communities: The immediate and urgent needs of communities particularly the poor, vulnerable and excluded are being addressed through the program. The program will show evidence of success in mitigation of social and economic hardship in Fiji.
- B. Increased resilience of poor and vulnerable communities: Communities are equipped with the knowledge, tools, skills and services necessary to cope with hardship when it arises. The program will show evidence of increased resilience amongst poor, vulnerable and excluded communities in Fiji.
- C. Improved articulation of the needs of poor and vulnerable communities: communities are better able to express the services and assets they need to mitigate hardship in their communities. The program will show evidence of increased agency amongst poor, vulnerable and excluded communities in Fiji.

Reporting Arrangements

Reporting will include number and nature of grants, scope of service delivery (sectors and geographic spread), beneficiary numbers, numbers and scope of CSOs delivering services, and qualitative evidence on outcomes and impacts for beneficiaries.

Objective 2: to strengthen CSO capacity to deliver relevant and efficient programs for poor, vulnerable and excluded communities in Fiji.

Proposed Activities

- 2.1 A tool for assessing institutional capacity of CSOs will inform appropriate capacity building activities and measure institutional gains⁴⁰, based on annual CSO self-assessment.
- 2.2 A Capacity Building Framework which will respond to the key capacities and organisational development needs of CSOs and form the basis of FCDP engagement with CSOs.⁴¹
- 2.3 Tailored assistance in financial management and accountability reporting for all partners.
- 2.4 Specific technical inputs to assess and improve the quality, responsiveness, appropriateness and effectiveness of CSO activities in areas including agriculture, income generation, disability, monitoring and evaluation, gender and child protection.
- 2.5 A database of local technical and physical resources will be established and maintained by the program and utilised for inter-CSO capacity building and programming support.
- 2.6 Participatory planning mechanisms will be designed⁴² and made contextually relevant and will be used by CSOs and communities to identify service delivery needs.

³⁹ Note due to the hybrid nature of the program and AusAID's need to maintain its present role as a key donor to many service delivery organisations, community engagement models will be relevant to some aspects of the program but not others, and as such not be the sole mode of engagement with communities nor mechanism for design of sub-projects.

⁴⁰ In 2011, AusAID's transition program for community development will be piloting Organisational Development Snapshot Tools (ODST) currently in use by the AusAID ACCESS program in Indonesia and exploring other possible tools for supporting CSOs to reflect on their capacities and development. The Transitional Facilitator will complete a report of these pilots on completion of the pilot and it is anticipated that these will be incorporated into the programming mechanism.

⁴¹ The Framework will be based on the outcomes of the detailed analysis undertaken during the design stage, including information collected through online surveys and focus group discussions.

⁴² AusAID will be conducting a pilot of community based planning tools currently in use by FSPI and PCDF to identify and evaluate the effectiveness of these tools as an approach for community engagement within the FCDP. The current tool is presently used only with i Taukei communities and testing and analysis will seek to document the effectiveness of this tool *vis-à-vis* supporting social cohesion in mixed communities and settlements.

- 2.7 Opportunities to link CSOs with volunteer programs will be identified to support capacity building in both institutional and technical areas.
- 2.8 Opportunities to link CSOs with each other, promoting information exchange on work underway, resources materials, training opportunities and lessons learnt.

Result Areas

- D. Stronger CSOs: CSOs have strengthened capacities and resources to deliver programs that are relevant to community needs and enhance cohesion in an accountable and effective manner.
- E. Improved cooperation in the sector: Increasing evidence of partnerships between CSOs working on similar issues and with the same target groups and donors who support CSOs in Fiji to deliver community development programs.
- F. Evidence-based practice: There will be relevant research material and community needs analysis reports available for CSOs and donors to use as reference for effective programming that would ensure provision of essential services for vulnerable groups.

Reporting Arrangements

CSOs report on self-assessment outcomes; communities using beneficiary based M&E processes report on the changes and impact of the participatory planning processes.

2.3. Donor coordination and harmonisation

Key bilateral donors delivering programs through CSOs in Fiji include Australia, the European Union (EU), and the New Zealand Aid Program. The Asian Development Bank, UN agencies and the Secretariat of the Pacific Community (SPC) and other development partners also engage with civil society in Fiji as part of their work in a range of sectors. The FCDP has been designed with a view to maximise harmonisation of donor support to the civil society sector in Fiji, with a key aim of reducing the burden of multiple donors on fragile CSOs. The EU's new social mitigation program which provides funding through CSOs will establish Program Management Units in Lautoka and Labasa. These are being established with a view to also accommodate the field offices for FCDP in those locations. FCDP will establish a field office in the Suva-Nausori corridor, designed to also accommodate the needs of the EU's program in the Central and Eastern Divisions.

While discussions regarding the shape and form of other donor support to civil society through the FCDP are ongoing, a number of opportunities have been identified. These include:

- ➡ Co-location of field offices (Program Management Units) with the EU's social mitigation program
- ➡ Division of labour: AusAID's FCDP will take the lead on capacity building of CSOs, providing support that EU would otherwise have provided to the sector as part of its social mitigation program.
- ➡ Potential delegated cooperation or co-funding arrangements⁴³ between AusAID and other donors for support to civil society;

⁴³ In such arrangements one donor provides funds for programs delivered by civil society to another donor to manage on their behalf. AusAID and NZ Aid Program have arrangements in place to use delegated cooperation in their programming; the EU and AusAID are currently in the process of putting similar arrangements in place. Donors also partner with multilateral development partners for delivery of support in specific project or thematic areas.

- Use of multi donor grant pools to deliver other donors' grants through FCDP for specific sectoral or geographic priorities;
- Joint calls for proposals and common application forms;
- Joint research and analysis of the CSO sector;
- The provision of specialist technical advisers to FCDP field offices (Program Management Units) to support capacity building in either areas of specific technical interest (such as income generation; gender; civic education, social protection, social mitigation, housing, financial inclusion) or organisational strengthening (such as accountability, human resource management, monitoring and evaluation);
- Other joint capacity building activities such as workshops and mentoring programs;
- Harmonisation of reporting requirements;
- Joint site visits and other mechanisms for common monitoring, review and evaluation assessments;
- Joint public diplomacy events;
- Coordination and information sharing activities; and
- Joint or shared impact, organisational or financial audits.

Each of the entry points will naturally have inherent implications in terms of the carrying capacity of CSOs and the scope and focus of the FCDP. They will also present management implications for the FCDP in terms of capacity, resourcing and human resources necessary. Delegated cooperation approaches, for example, could see much larger amounts of funding delivered through the FCDP than currently budgeted for. As a result, the Managing Contractor will be expected to ensure that their own operations, carrying capacity and business model are sufficiently robust, flexible and responsive to enable harmonisation of donor funding to civil society in Fiji.

3. Implementation Arrangements

3.1. Overview

The FCDP will **operate for a period of 5 years** with a funding allocation from AusAID of AUD 3 million per annum⁴⁴. The program will:

- deliver approximately AUD1.65 million per year in direct grant funding, via a flexible range of funding windows, for CSO service delivery in Fiji⁴⁵;
- deliver a structured program of capacity building activities to support strengthened technical service delivery and management capacities of CSOs in Fiji;
- extend the scope and reach of current civil society programming including into new communities and engagement with a wider range of organisations;
- apply a Monitoring and Evaluation Framework capable of tracking CSO performance and demonstrating impacts in reducing vulnerability and increasing resilience and inclusion of communities;

⁴⁴ The design also allows for additional technical and financial contributions from other donors as negotiated.

⁴⁵ It will be important during implementation to assess and monitor the balance in the program between capacity building and grants. CSOs in Fiji are dependent on donors for external funding, and there are limits to the absorptive capacity for CSOs. \$1.65 million is the figure set for the first year's indicative implementation plan. The budget will remain flexible in subsequent years to enable increased grants to CSOs if absorptive capacity increases; or an increased proportion for capacity building if CSOs are unable to use the resources allocated.

- ➡ establish a comprehensive Grants Management System to effectively track funding and report on results;
- ➡ increase AusAID's field presence, with the location of 3 program offices and a program staff team, close to the communities and organisations with whom the program is working;
- ➡ increase the visibility and reach of contributions by Australia and other donors in Fiji;
- ➡ establish a CSO funding and support program capable of enabling multi-donor support for CSOs into the future; and
- ➡ provide opportunities to improve collaboration and capacity transfer within the sector.

The FCDP will **fund service delivery** by an expanded range of CSOs working with underserved communities wherever they are in Fiji. To this end, it will:

- ➡ establish a variety of funding windows to enable CSOs to deliver a diverse range of appropriate services providing a sustained benefit to underserved communities;
- ➡ provide, where appropriate, core support to key organisations who demonstrate strong capacity and provide essential services to poor and vulnerable communities; and
- ➡ facilitate the delivery of other donors' funds for CSO support

The FCDP will provide a **comprehensive package of capacity building** in the civil society sector. This will include:

- ➡ specialist Technical Assistance from within and outside Fiji;
- ➡ mentoring and work-place training;
- ➡ professional assistance to CSOs seeking to collaborate more closely and/or engage a broader cross-section of the community;
- ➡ intensive training across the sector in community engagement processes to ensure that services provided reflect community need and promote social cohesion;
- ➡ demand-driven courses and workshops that both reflect international good practice and are relevant to local contexts;
- ➡ compulsory financial management training for all beneficiaries; and
- ➡ funding provision of demand-based training by Fijian CSOs to other CSOs

In order to ensure that technical resources are focused upon the delivery of programs to communities, and redress the current Suva-centric nature of CSO activity, the FCDP will establish a decentralised structure within which field offices act as key focal points for programming activity. The Program will have three field offices:

- ➡ Lautoka – servicing the Western Division
- ➡ Labasa – servicing the Northern Division
- ➡ Nausori⁴⁶ – servicing the Eastern and Central Division.

This will ensure that the program and its key staff and resources are located close to field operations and remain accessible to CSOs, relevant, responsive and focused upon development issues and outcomes. It is therefore critical that the FCDP takes clear steps to maintain a decentralised structure, with even the administrative hub placed outside of Suva city, within the Suva-Nausori corridor. The

⁴⁶ The Eastern and Central Division office will be located outside of Suva city, and within the Suva-Nausori corridor. The location may not be in Nausori town itself, but at an appropriate location along the corridor, affording easy access to informal settlements in the central division, but not being too distant from the head offices of Suva-based CSOs.

Lautoka and Labasa offices will be established by the EU and adapted by the Managing Contractor to suit the needs of the FCDP field office; the Nausori office will be established by the Managing Contractor and will accommodate EU Program Management Unit requirements for the Central and Eastern Divisions.

The FCDP will operate within programming principles articulated in this document and within Australian government policy guidance. This includes maximising development effectiveness, ensuring transparent and accountable use of funds and resources, and aligning and collaborating with other donors. It will also ensure the mainstreaming of gender, disability, child protection, environmental protection and social inclusion. It will respond to the conflict and peace dynamics in the sector by institutionalising conflict sensitive Do No Harm approaches to programming.

3.2. Governance Structure

An FCDP Executive Committee, comprising representatives from all contributing donors and one or more local community representative(s) will be established to direct the program, take strategic oversight, and review the program's progress in implementation and in achieving its objectives.

This FCDP Executive Committee has ultimate oversight of the program and grant approvals. Given there will be a broad and flexible range of grant modalities, there is provision for the Executive Committee to delegate responsibility for making grant decisions to another body. The governance structure elements are outlined below, and further details are Annexed.

- An **FCDP Executive Committee** (EC), comprising AusAID, other contributing donor representatives and one or more local community representative(s)⁴⁷, will be formed as the governing body for the program, empowered to make high-level decisions about the program's directions, workplans and budgets, and to make final decisions regarding core funding and grant funding of CSOs. The EC will have the option to delegate grant decision-making processes to other bodies⁴⁸ as appropriate, but will retain responsibility for decisions made on its behalf by other bodies.
- The EC will be supported by a three-member **Technical Advisory Group** (TAG) which will provide advice as required.
- The **Managing Contractor**, represented by the Team Leader, will report to the EC and seek relevant approvals. At the request of the EC, the Team Leader will request independent technical advice from the TAG before seeking the EC's approval.

3.3. Managing Contractor

The FCDP will be managed by a Managing Contractor sourced through open tender who will be engaged through a commercial contract to provide management and technical assistance, and implement the program in line with the Scope of Services.

The Managing Contractor should actively source international and local expertise for relevant administrative and technical positions for the implementation of the FCDP and its associated activities.

⁴⁷ The number of community representatives will depend on the individuals who can be coopted to the role(s).

⁴⁸ The EC will be able to delegate grant-making decisions to the CSST, the TAG, or a specially formed Appraisal Panel, depending on the size and function of the grants being made, and taking into consideration the need for responsive and timely processes. The Appraisal Panel may be different depending on the grant type. It is expected that the largest grant funding decisions will rest directly with the EC. All core funding decisions will rest directly with the EC.

The Managing Contractor will engage a Civil Society Support Team (CSST) which comprises technical and administrative staff who will be responsible for the implementation of the program. The Team Leader will have ultimate responsibility for the CSST.

The FCDP has been designed with the flexibility to enable the potential mobilisation of significant additional financial and technical resources from other donors to CSOs in Fiji. The Managing Contractor is expected to work with AusAID and other donors to facilitate harmonisation.

3.4. The Civil Society Support Team (CSST)

The CSST will ensure the implementation of the program, provide technical support to the CSO sector in Fiji and report on the outputs and impact of the FCDP. A proposed organisational structure and Terms of Reference (ToR) for key positions are Annexed.

The team will be led by an international Civil Society Adviser who will be the **Team Leader**, responsible for overseeing the technical integrity, strategic direction and in-country implementation of the program team. This position could be transitioned to a Fiji CSO over time, and FCDP will need to support the development of local civil society peak bodies to this end if conditions become favourable. The need for a full time international position is justified in the case of this program due to:

- the challenging operating environment and the need to ensure consistency with Australian foreign policy in Fiji;
- the need to ensure effective due diligence consistent with the significant increase in grant spending, funding contracts and partnerships with CSOs;
- the high level of 'gate keeping' and conflict within the current CSO sector in Fiji which necessitates the FCDP to demonstrate a high level of objectivity and accountability;
- the need to introduce current development approaches and thinking into the CSO sector in Fiji and encourage CSOs to adopt new ways of working; and
- the need for the FCDP to engage with other donors in the sector.

An Operations Manager will be responsible for developing and managing in-country finance and administration systems, grant management, field logistics, accurate and transparent accounting and reporting and day-to-day management of field sub offices and the administration and finance teams.

The Senior Program Manager will be responsible for managing the suite of support services to the CSO sector. This includes the provision of technical support, overseeing capacity development activities, monitoring and evaluation of partner programs, managing the funding mechanism, overseeing the procurement of programs and projects for funding and managing the Learning and Development Officer and a team of Program Officers based in field offices.

A Learning and Development Officer will be engaged to support civil society capacity building activities, implement learning and reflection activities, support program and project level monitoring and evaluation and support the visibility of the FCDP.

The proposed⁴⁹ additional membership of the CSST includes:

- ➔ Senior Program Manager
- ➔ Operations Manager
- ➔ Learning and Development Officers (2 positions)
- ➔ Communications Officer
- ➔ Finance Manager
- ➔ Administration Officer / Finance Officer (3 positions)
- ➔ Program Officers (up to 3) supporting CSO programming for each Division – and based in each of the field offices.

The Managing Contractor may wish to propose an alternative CSST profile in line with the proposed programming methodology and within allocated resources.

Financial allocation for additional local and international Technical Assistance (TA) has been provided for within the budget. Plans for the utilisation of TA will be identified annually within the Annual Plan in line with program and CSO needs. As such, the balance between TA and grants available to CSOs needs to remain flexible enough to respond to changing sector capacity.

FCDP is designed to be able to respond to identified community needs and is not driven by a stated sectoral preference, so appraisal mechanisms will need to ensure that relevant technical review of proposals can be undertaken. The suggested process for appraisal is as follows:

- ➔ The Program Officers will work with the CSOs, review proposals and discuss technical aspects with CSO partner/community and other stakeholders.
- ➔ Once the Program Officer feels that the program is viable, s/he will recommend to the CSST Team Leader for appraisal.
- ➔ The Team Leader will propose to the Executive Committee an appropriate mechanism for grant appraisal.
- ➔ The EC will adopt an appropriate modality for making the grant decision, such as:
 - Requesting the TAG to provide independent advice
 - Empower the CSST Team Leader to make a decision
 - Put the decision before the EC directly, either through email communication or at the next meeting
 - Putting together an Appraisal Panel suited to the purpose.
- ➔ The EC may adopt Standard Operating Procedures through which they set funding brackets for which a relevant mechanism is to be applied, e.g. grants under \$5,000 may be made directly by the CSST and reported to the next EC meeting; grant decisions in the health sector are to be made by a Health Appraisal Panel.
- ➔ All core funding decisions will be made directly by the EC.

3.5. Monitoring and Evaluation (M&E)

FCDP will apply an M&E approach. A draft M&E Framework is annexed, but will require further development by the Managing Contractor during the Inception Phase (first two months). The

⁴⁹ It will be the responsibility of the tendering agencies to identify staffing requirements in line with their proposed mode of engagement and management mechanism to be defined within the tender document, with adviser rates falling within the limits set by the AusAID Adviser Remuneration Framework. The list is provided as a guide.

successful Managing Contractor will need to be able to demonstrate strong M&E skills for community development and CSO strengthening and be able to describe the approach to be applied for M&E. M&E processes will not only need to be able to describe outcomes against objectives for AusAID but also for other contributing donors and key stakeholders.

3.6. Sustainability

Financial sustainability is a key concern for CSOs who have been challenged with traditional government funding windows drying up and a decline in donor activity in some cases. Most are largely surviving on short-term project funding and public fundraising. Within the present context, donors have been forced to take a pragmatic view to this and to focus on sustainability of impacts and of CSO management, financial, M&E, administrative and community participation mechanisms.

The current regulatory environment in Fiji also places some restrictions upon CSO activity. The PER prohibits public meetings and regulations for the registration of new CSOs are presently being reviewed and it has been reported that a small number of CSOs have been deregistered. This poses significant challenges for CSOs with regard to their recognised role in undertaking advocacy, engagement in policy dialogue and creating demand for good governance. While there have been some recent moves within the sector to engage with the civil service, this tends to be on a case by case basis and largely linked to program needs. CSOs in Fiji as a result are at the present time and for the foreseeable future largely focused upon service delivery.

There is a critical need to ensure that CSOs and the CSO sector in Fiji are not eroded as a result of the operating context. The key issue of sustainability for the FCDP is one of the need to maintain and support a viable civil society space, within which civil society actors engage in the mitigation of social hardship, development and social action, and which positions them to resume their full mandate in line with changes to the operating context.

3.7. Cross Cutting Issues

The FCDP will comply with all relevant Australian government policy guidance and will ensure that key issues relating to gender, child protection, conflict prevention, disability and environment are mainstreamed at all levels within the FCDP and its associated programs.

3.7.1. Aid Effectiveness

AusAID is a signatory to the Paris Declaration and Accra Agenda for Action⁵⁰ which commit countries and development organisations to continue to increase efforts in harmonisation, alignment and managing aid for results.

As a civil society-based program, use of government systems for delivery would not be appropriate even if circumstances in Fiji enabled consideration of such funding approaches. However the program seeks to develop meaningful and mutually accountable partnerships with CSOs, and incorporates key

⁵⁰ http://www.oecd.org/document/18/0,3343,en_2649_3236398_35401554_1_1_1_1,00.html

themes of aid effectiveness through ensuring programming relevance and managing for results, promoting transparency, accountability and effective use of resources.

The intent for the FCDP to emerge as a multi-donor mechanism shows the commitment of donors to calibrate and harmonise their programs in Fiji. This is a key sectoral contribution to aid effectiveness.

3.7.2. Conflict Prevention and Peace Building

Conflict prevention is a key strategic issue within the Fiji context. The FCDP will address conflict prevention and peace building as a crosscutting issue through adopting a conflict sensitive approach in overall management of the program and selection and implementation of activities.

Staff will be selected using a Do No Harm approach to ensure parity of esteem in terms of gender and ethnicity and other potential biases.

The FCDP Grant Management System (GMS) and partner program planning mechanisms will incorporate conflict analyses and necessitate CSOs and communities to undertake a Do No Harm analysis of proposed activities, identifying the likely impact of resource transfers on the recipient communities, and balancing the selection of target areas between those areas where there is already demand/interest from communities and those areas that receive little development assistance.

Social inclusion is a key principle of the program and the potential for improving social cohesion in all activities and operations should be assessed on a regular basis, and mechanisms to mitigate against exclusion be established.

3.7.3. Gender

Gender equality is an overarching principle of Australia's aid program and is a key priority for other donors. In recognition of the important role that women play in development, the FCDP will seek at all stages of program implementation to ensure that women and men have equitable opportunities for access to services and development opportunities, and opportunities for participation, and an equitable voice in planning and decision making.

During the Inception Phase, the FCDP will develop a Gender Strategy to inform its ongoing program. The Gender Strategy will articulate an underlying understanding of the gender roles of women and men as partners in development, and identify effective gender mainstreaming to ensure the equitable engagement of, and development outcomes for women and men, girls and boys. Key strategies are expected to include:

- An inherent gender dialogue within all aspects of program delivery and visibility;
- Design of initiatives will incorporate gender analysis, and are likely to have a gender bias in their identification and origin;
- Ensuring that affirmative action is taken with regard to prioritising activities targeted towards women and proposed by women's groups are included in the grants selection criteria;
- Engagement with partners will include an assessment of gender issues at the organisational level (in terms of management and policy) and at the operational level.

- The provision of TA and capacity building to address gender issues in policy, practice and operations;
- Ensuring that appropriate and gender sensitive mechanisms for consultation and the participation of women and men are utilised within activity design, research and M&E processes;
- Ensuring that capacity building processes including selection of participation and content of training materials and processes enable equitable participation of women and men, and will be delivered in a gender sensitive manner;
- Ensuring that the grant database and all other data collection and reporting tools will include gender-disaggregated data regarding targeting, participation and outcomes; and
- Ensuring that FCDP recruitment and human resource management is aligned with Equal Employment Opportunities (EEO) principles and instituting special measures to ensure women staff members are not discriminated against due to reproductive issues; mentoring and training for women staff members to attain senior roles; the selection of team members who are able to model and mentor local women and men; the ongoing provision of training and sensitisation to the importance of integrating disability, HIV and AIDS and gender equality into programming approaches; and ensuring that an analysis of how gender has been integrated with their work to be included within staff performance assessment reviews.

The program will need to consider the degree to which CSOs take a human rights approach to gender as part of FCDP's organisational strengthening work. Progress toward the gender objectives will be tracked as part of the FCDP M&E Plan.

3.7.4. Child Protection

Most cultural groups in Fiji entrust the care of children to the extended family hence children grow up trusting adults in an atmosphere of security and care. Unfortunately, this is fast breaking down with modernisation and break up of extended family links.

There are a number of emerging concerns in relation to child protection. While data is presently lacking, there is widespread public concern regarding increases in numbers of children unable to attend schools due to financial hardship as well as the abandonment of children due to hardship and social sanctions faced by single mothers. Media reports also highlight cases of abuse of children including domestic violence and incest, child prostitution, child labour and trafficking, and drugs, unemployment and urban migration.

AusAID's Child Protection Policy (2009) is specific in its directions and guidelines for the whole of AusAID's program and applies to all contractors and agencies funded by AusAID, who are held accountable for adherence to the policy through contracts and audit.

The overall goal of the policy is to protect children from abuse of all kinds in the delivery of Australia's overseas aid program. It contains four guiding principles, as follows:

- zero tolerance of child abuse
- recognition of children's interests
- sharing responsibility for child protection
- use of a risk management approach.

While it is not possible to eliminate risks to children entirely, and AusAID's policy acknowledges this, AusAID and its contractors and partners will take a shared responsibility for child protection in all programs. Child protection, like gender, is an overarching issue that requires special analysis based on "Do No Harm" and international child protection principles. This is certainly a potential cause for concern in projects in FCDP where local partners will in turn be working with communities and families.

As called for in AusAID's policy on child protection, the FCDP must lead by example. Its recruitment policies will reflect child protection measures; its own staff will be trained in child protection and a child protection policy for the program put into place. Core CSO partners will be required to develop, adopt and implement child protection policies where they have not already done so, and will be provided support to do so. Implementing partners will be required (if they are not already doing so) to integrate child protection into their activities and to actively encourage awareness of and learning about child protection.

The Managing Contractor and all advisors will have to comply with AusAID's child protection policies including police checks for positions working directly with children.

3.7.5. Disability

The FCDP was developed in line with the principles espoused in *Development for All: Towards a Disability-Inclusive Australian Aid Program 2009-2014*⁵¹, and will be guided by the principles therein. This includes extending the benefits of development to all, promoting the dignity and well-being of people with disability, promoting active participation of people with disability, acknowledging the interaction of gender and disability, and strengthening people-to-people links and partnerships involving people with disability. This work will be supported by ongoing engagement of the FCDP in partnerships with people with disabilities and with the wide range of CSOs actively involved in the disability sector in Fiji. As a vulnerable and sometimes excluded group in Fiji, people with disability will be active partners and beneficiaries of the program. M&E frameworks will reflect the degree to which people with disability are benefiting from FCDP support.

The Managing Contractor will be required to develop a disability strategy in the inception stage to integrate disability issues into the program.

3.7.6. Fraud and Anticorruption

AusAID's policy on anti-corruption defines corruption as the misuse of entrusted power for private gain and recognizes the severity of corruption on a worldwide basis and its potential to spoil development efforts. It calls for the building of constituencies for anti-corruption reform, reducing the opportunities for corruption and changing incentives for corrupt behaviour⁵².

⁵¹ <http://www.ausaid.gov.au/publications/developmentforall.cfm>

⁵² See <http://www.AusAID.gov.au/makediff/anticorruption.cfm> and the publication "Tackling Corruption for Growth and Development"

FCDP aims to strengthen good governance within CSOs and between CSOs and their stakeholders including communities and donors. The FCDP can clearly contribute to reducing the opportunities for corruption, by careful design and implementation of project activities and diligent administrative management. Measures to strengthen accountability and prevent corruption should be implicit at all levels of implementation. This will include external audit and project level audit mechanisms, enhancing financial management and internal audit capacities of CSOs, ensuring transparency between CSOs and their beneficiaries and undertaking concrete actions on fraudulent use of funding.

Due diligence will need to be exercised in all facets of the Program. The M&E Plan, Risk Management Plan, annual implementation plans and annual reports developed by the Contractor will need to alert AusAID of actual and potential corruption risks and how these may be overcome. Zero tolerance to fraud and risks will be managed closely. All incidents regarding suspected fraud are required to be reported to the AusAID Fraud section immediately and, where appropriate, to local police.

3.7.7. Environment

As a Commonwealth agency, all AusAID activities must comply with the Environment Protection and Biodiversity Conservation Act 1999. As the program does not specifically target environmentally sensitive locations, sectors or interventions, there is no need for a comprehensive environmental impact assessment to be undertaken in relation to this program.

This being the case, it is possible that some sub-projects funded by the program (such as local conservation, livelihoods etc) will have local level environmental considerations. As such the Grant Management System should require CSOs to indicate a brief environmental analysis as part of their application process.

Programming guidelines and capacity building activities should also encourage CSOs to be conscious of the increasing need to operate in an environmentally sustainable way by encouraging careful use of resources, reducing waste and providing a healthy work environment for their staff.

It is unlikely that the Program will involve any environmental impact of a negative nature. Any building projects will be subject to Environmental Impact Assessments and will be designed to reduce or mitigate the impacts of climate change and natural disasters.

3.7.8. Public Diplomacy

The Fiji Community Development Program will be a highly visible program of development assistance. If implemented effectively with a commitment to ongoing due diligence and the continuous improvement of interventions, the Program will be 'felt' as often as 'seen' and recognised.

The Program's activities will involve the building of strong relationships between AusAID, CSOs and the communities they serve. In collaboration with the Managing Contractor, AusAID will develop an Engagement Strategy (see Annex) during the Inception Phase which will guide the promotion of these relationships as well as fulfil the program's requirements in relation to public diplomacy.

Public and community access to the range of access services delivered through the Program will require public media outreach to get vital information across to communities and the CSOs that serve them. The potential for advising communities and CSOs about the various interventions through television and radio will need to be explored, in addition to the normal newspaper advertising for CSO grant calls for proposals. This in turn enables additional visibility to the contribution of the Australian Government to Fiji's ongoing economic development and social welfare. The Contractor will work closely with the Australian High Commission in Suva to identify media opportunities and to clear media releases, talking points, launches and communication opportunities.

3.8. Risk Management

There are a number of areas of risk for FCDP. Careful risk reduction measures, and the establishment of a robust system of risk management, can ensure that these are addressed satisfactorily. A draft Risk Matrix is annexed but will require further development during the Inception Phase (first two months). Five key areas of risk have been identified for FCDP and are discussed below:

- Conflict risks related to the transfer of resources;
- Fiduciary risk related to the management of resources;
- Implementation risks linked to the modalities and partners;
- Programming risks related to the achievement of objectives;
- Activity, M&E and outcome level risks; and

3.8.1. Conflict Risks

Given that the FCDP will be working with CSOs in a constrained political and operational context and with people who are socially and economically vulnerable, the potential for inadvertent harm is an ever-present possibility.

The notion of 'Do No Harm' will underpin the FCDP and its associated projects and activities. This includes the selection of program staff and partners, selectivity in the allocation and nature of resource transfers, the well-prepared design of program activities, and in particular ensuring that these do not inadvertently place local actors in politically or socially difficult positions.

Assistance to individual beneficiaries or limited target groups within a community has the potential to create tension and possibly conflict. Even in urban areas there is significant inter-dependency between families and the exclusion of non-poor can be quite visible in a school. Strategies to mitigate this risk, in particular a programming approach that **builds on community strengths as a key strategy for community development**, will need to be included in each activity.

3.8.2. Fiduciary Risks

A GMS will be developed at inception and will include collaborative approaches and tools for concept and project design, partner selection and program appraisal processes, clear organisational performance, financial and program management and review mechanisms. If rigorously pursued, this will form a sound basis for trust and accountability between all stakeholders and will mitigate against

poor performance in partnerships, project implementation, financial management and activity monitoring. An up-front zero tolerance approach to fraud, the active pursuit of all suspected fraud cases, the application of audit processes, and exclusion from future funding for serious financial mismanagement or unresolved fraud will all mitigate fiduciary risk. However, all civil society programs carry inherent fiduciary risk, and constant monitoring of financial systems and active cases of suspected fraud will likely be necessary throughout the program. A clear separation between the CSST, the EC and the TAG will assist transparency and early detection of potential fraud.

The Managing Contractor will develop a risk management strategy that will take a systematic approach to fiduciary risk management, including consideration of spot-checks, random audits and sharing of information between development partners.

3.8.3. Implementation Risks

The modality for the FCDP requires trust between AusAID and the Managing Contractor and in turn between the Managing Contractor and its implementing partners as well as amongst CSOs themselves. There will have to be a highly sensitive relationship with the civil society environment, so that the approach can shift to reflect new issues.

The FCDP may be vulnerable to 'knock-on' risks from other activities being undertaken by implementing partners. It will be important for the FCDP to be able to discuss these issues frankly with its partners and for FCDP projects to be underpinned by principles of political non-interference and to be publically identified as working on mitigating and alleviating social hardship.

In short, if selection and design processes and Quality Assurance (QA) systems are sound, risks in implementing partner operations will be minimised. In addition the monitoring and learning approach inherent in this design should contribute significantly to risk reduction. The Managing Contractor's management of the monitoring processes for FCDP is fundamental to the success of this modality.

3.8.4. Programming Risks

The limited capacity of civil society in Fiji poses particular challenges for a large scale funding facility. There is the potential for too few quality applications, or applications may come only from one geographical or cultural segment of society. Potential implementation challenges may mean that the program is delayed resulting in less disbursement of funds in any one year. This limitation in absorptive capacity is of even greater concern given the large new investment of EU funds through CSOs. Linkages to other donors and the application of sustainability strategies to all CSOs should help mitigate, but not prevent, the largest risks in terms of sustainability. In-depth capacity building and dialogue will be required to enable CSOs to gain access to funding.

The presence of very few donor funding windows in Fiji has meant that CSOs are very keen to get funding from AusAID (some may even be very dependent on this funding). This will mean that many will orient their programs to what they perceive to be AusAID preferences and paperwork, rather than to the communities. As such it will important that the FCDP establish clear frameworks for assessment

and program planning – including ensuring effective community based planning where this is appropriate.

The GMS will by necessity be flexible, adapting to the needs of larger organisations but also working with CSOs that have not traditionally been beneficiaries of funding.

The program must be able to articulate its objectives in ways that are understood by local organisations including new partners but also maintain a clear and objective set of selection criteria.

3.8.5. Activity, M&E and Outcome Level Risks

The perceived sensitivity of the AusAID civil society program means that some CSOs may not seek to obtain funding, particularly those that have not been funded by AusAID in the past. Although this is deemed unlikely, it could affect the efforts of AusAID to expand its networks of partnerships.

The lack of interface between AusAID programming and CSO activities has limited the upward accountability of the programs, and in some cases created an expectation of significant and assured funding. This increases the risk of fraud and the opacity of the organisations.

FCDP will be very clear concerning the principles of programming, and ensure beneficiary based, highly participatory monitoring processes. The focus of the program will be clearly advertised to be: support for non-contentious areas of development, in particular social cohesion and the mitigation of social and economic hardship.

There are risks related to the capacity to identify, measure and analyse data relevant to the program. Generally, the sector lacks data and quality analysis in relation to CSO capacity and impact of services being provided. This risk will be reduced by the actions being taken during the Transition Phase to set baselines for the program. The FCDP M&E Framework will include a combination of grass roots participatory evidence collection and summative information regarding the whole FCDP delivery, combining a strong flow of financial and technical information, and information on impact. This will underpin accountability generally and ensure that activities are responsive to the population in particular.

It will be incumbent on the Contractor to prepare a risk assessment and risk treatment strategy against which each risk can be appraised annually.

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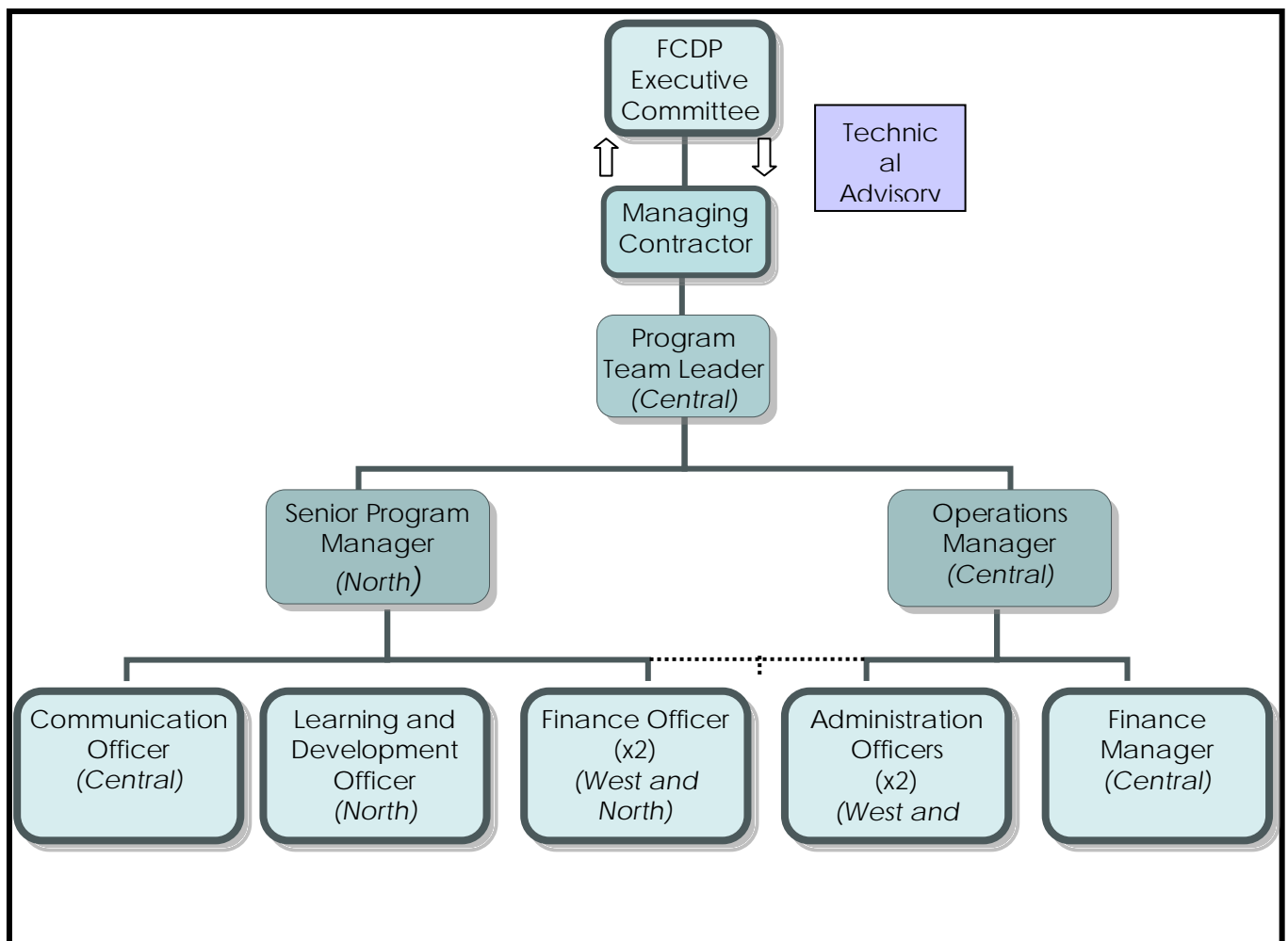
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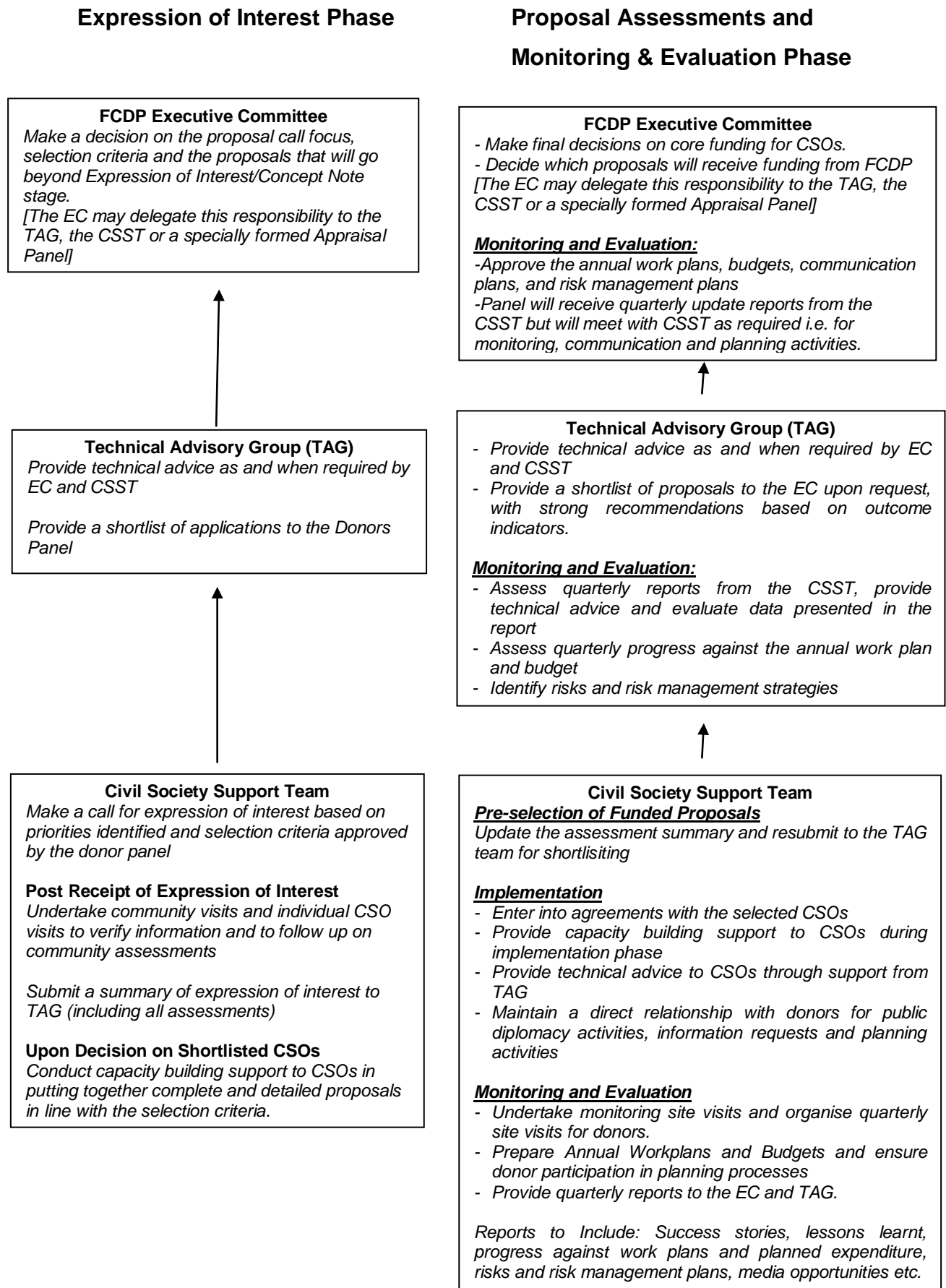
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Annex 2: FCDP Governance Structure - diagram⁵³



⁵³ Positions at the lower level are provided as examples; these may vary depending on the staff resources proposed by the Managing Contractor.

Annex 3: FCDP Appraisals Process



Annex 4: AusAID Engagement Strategy - concept

AusAID will prepare an Engagement Strategy for civil society during the Inception Phase of the program. This will outline the manner in which the Australian government will interact in a meaningful way to build lasting relationships with CSOs, and how this will be facilitated by the Managing Contractor. AusAID's key roles through this strategy will be:

- strengthening its relationships with a wide range of CSOs through visits and CSO networking meetings
- encouraging intra-sectoral cooperation and community cohesion
- high-level monitoring of implementation of FCDP-funded work by CSOs through field visits
- high-level monitoring of the Managing Contractor's performance through regular contact with all staff
- maintaining a strong and positive profile for Australia at the community level in all Divisions and nationally
- reporting back our successes in Fiji and in Australia

Annex 5: Recommended Organisational Structure

The Managing Contractor will establish an in-country Civil Society Support Team (CSST) led by an FCDP Team Leader. Field office locations and a recommended organisational structure (CSST staffing profiles, reporting/supervision arrangements and field office locations of staff) are outlined below. Tenders may propose an alternative organisational structure and alternative positions. All adviser rates must fall within the AusAID Adviser Remuneration Framework.

Field Office Locations

The FCDP will establish 3 offices co-located with the Program Management Unit offices for the EU's social mitigation and other programs channelling resources through CSOs, as follows:

- ➡ *Labasa* servicing the Northern Division (established by EU; modifications by FCDP)
- ➡ *Lautoka* servicing the Western Division (established by EU; modifications by FCDP)
- ➡ *Nausori* servicing the Central and Eastern Divisions (established by FCDP)

The Nausori office will act as a central administrative office for FCDP.

Proposed CSST Positions

Team Leader

The Team Leader (TL) is a full time international position (5 years) who reports to the Managing Contractor. The TL is responsible for the overall strategic management and direction of FCDP, providing the necessary oversight of all FCDP staff and Technical Advisors to ensure the achievement of FCDP objectives and outputs. The TL is the lead technical resource of the CSST and oversees all policies and analysis of FCDP, and ensures that all cross cutting themes are fully integrated. The TL is the primary point of engagement between the Managing Contractor, AusAID, CSO partners and other stakeholders. The TL will be based in the Central Field Office with travel to other FCDP Field Offices.

Senior Program Manager

The Senior Program Manager (SPM) is a full time position (5 years) and reports to the Team Leader. The SPM will be responsible for managing the suite of support services to the CSO sector. This includes the provision of technical support for CSO program delivery, overseeing capacity development activities, monitoring and evaluation of partner programs, managing the funding mechanism, overseeing the application and procurement processes for grant funding, and managing a team of Program Officers and other staff based in field offices. The SPM will be based in the Western or Northern program office and will be required to travel regularly to other FCDP Field offices.

Operations Manager

The Operations Manager (OM) is a full time (5 years) position that reports to the Team Leader. The OM is responsible for the establishment and day-to-day management of the FCDP finance, administrative systems and human resource systems. The OM will manage the financial and auditing

processes and other FCDP administration, including human resources management, IT, logistics and the procurement necessary for the effective implementation of FCDP. The OM will be responsible for ensuring all administrative and financial processes are consistent with FCDP policy and principles. S/he will be responsible for sourcing and managing local personnel to fulfil key positions and the contracting and management of quality local and international Technical Advisors where necessary. The OM will be posted in the Central program office and will be required to travel regularly to FCDP Field offices.

Learning and Development Officer (2 positions)

The Learning and Development Officer (LDO) is a full time (5 years) position that reports to the Senior Program Manager. The LDO's primary responsibility is the planning, oversight, review and reporting of capacity building initiatives. The LDO will be expected to travel to field offices and partner project locations on a regular basis.

Communications Officer

The Communications Officer (CO) is a full time (5 years) position that reports to the Senior Program Manager and will be based in the Central Office with expected travel to field offices. The CO will be responsible for the planning, development and delivery of FCDP internal and external communications, including providing briefs and talking points as and when required by AusAID. The CO will assist the Senior Program Manager in the design and implementation of project communications plans and seek opportunities for cooperation and synergy between CSOs and other partners.

Program Officers (3 positions)

The Program Officer (PO) is a full time (5 years) position that reports to the Senior Program Manager. The PO's primary responsibility is to manage activities funded by FCDP. This includes day-to-day monitoring of activities being carried out by CSOs, putting in place agreements, ensuring they are effectively implemented by CSOs and maintaining M&E integrity. One PO will be based in each of the field offices, but will be required to travel to activity sites and may be required to accompany AusAID and EC members when conducting field visits.

Finance Manager

The Finance Manager (FM) is a full time (5 years) position that reports to the Operations Manager and will be based in the Central office. The FM will be responsible for supporting FCDP administration, providing financial advice and support to CSST. The FM will also be responsible for producing financial reports and managing FCDP's budgets.

Finance Officer (2 positions)

The Finance Officer (FO) is a full time (5 years) position that reports to the Senior Program Manager and will work closely with the Administration Officers. The two positions will be based in the West and North Office with expected travel to the Central office. The FO is responsible for preparing financial statements, maintaining cash controls, preparing personnel administration, purchasing, maintaining

field office accounts and managing office operations. The FO is also responsible for conducting capacity building initiatives for CSO on financial management.

Administration Officer

The Administration Officer (AO) is a full time (5 years) position that reports to the Operations Manager. The AO will work closely with the Finance Officers. The AO is responsible to support field administration and provide finance support to CSOs.

Annex 6: Draft Terms of Reference for Key CSST Positions

Draft ToR Team Leader

Reports to: Managing Contractor

Position Identification: International Staff

Contact with Children: Yes

Position Description

The Team Leader will be full time (5 years, 60 months in-country) and responsible for the overall strategic management and direction of FCDP, providing the necessary professional oversight of the CSST and Technical Advisors (long and short term) to ensure the achievement of FCDP objectives and outputs.

The TL will be based in the Central FCDP Field Offices with travel to other Field Offices.

The TL is the primary point of engagement between the Managing Contractor, AusAID, CSO partners and other stakeholders.

The TL is expected to liaise regularly with AusAID Suva and other key stakeholders to ensure effective implementation of FCDP to meet contractual obligations and completion of tasks outlined in the Scope of Services. The TL is the lead technical resource for FCDP and oversees all policies and analysis of FCDP, and ensures that all cross cutting themes are fully integrated.

Specific Duties

- Provide leadership, guidance, and strategic direction to the team to ensure the overall FCDP framework is achieved via planning, capacity building, M&E, continuous learning, and sustainability;
- Act as the primary point of contact for AusAID, ensuring an effective working relationship through raising, discussing and proposing solutions to matters related to FCDP in an open and timely manner,
- Ensure that the cross cutting themes of disability inclusiveness, gender equality, HIV and AIDS and peace and conflict are integrated throughout the FCDP;
- Directly manage the activities of the Senior Program Manager and Operations Manager and undertake performance reviews.
- Delegate responsibilities for day-to-day coordination of operations to the Operations Manager and Senior Program Manager or other staff as appropriate;
- Oversee recruitment processes for international technical advisors;
- Ensure that FCDP activities accord with AusAID Policies;
- Oversee planning and reporting, finance and resource management, human resource management;
- Liaise with relevant stakeholders and regularly interact with CSOs, stakeholders and donors to develop more focused FCDP interventions and promote FCDP roles and objectives;
- Coordinate the development of FCDP Annual Plans;

- Provide strategic direction and technical inputs to ensure that all FCDP engagements and management adhere to the guiding principles including progressive engagement, sustainability, gender inclusiveness and accountability.

Core Competencies

- Strong strategic leader with proven ability to develop, articulate and build momentum for a clear strategic vision;
- Extensive conceptual and practical experience in civil society strengthening
- A solid insight on the dynamics of civil society in Fiji
- Significant experience in managing and implementing complex development aid programs, including demonstrated skills and experience in planning, human resource management and M&E;
- Strong leadership and management skills and demonstrated capacity to manage and mentor personnel in a cross-cultural environment;
- Demonstrated gender awareness, cultural sensitivity and commitment to inclusive policies;
- Experience of working with CSOs and/or previous work experience in Fiji;
- Strong appreciation of the AusAID program in Fiji;
- Ability to give sound advice on complex and/or sensitive/political issues, based on awareness of Australian Government policy directions;
- Previous experience managing complex programs for AusAID, including an understanding of AusAID's policies relating to disability inclusiveness, gender equality, violence against women, HIV and AIDS, people with disability, environment, governance, conflict mitigation, child protection and anti-corruption;
- Excellent communication and writing skills.

Draft TOR Senior Program Manager (SPM)

Reports To: Civil Society Advisor/Team Leader

Position Identification: National Staff

Contact with Children: Yes

Position Description

The Senior Program Manager (SPM) is a full time (5 years, 60 months in-country) position. The Senior Program Manager will be responsible for managing the suite of support services to the CSO sector. This includes the provision of technical support for CSO program delivery, overseeing capacity development activities, monitoring and evaluation of partner programs, managing the funding mechanism, overseeing the application and procurement processes for grant funding, and managing a team of Program Officers and other staff based in field offices.

The SPM will be based in either the Western or the Northern FCDP field office but will be required to travel to other field offices extensively in order to support program team members and CSO partners.

The SPM will ensure that the identification, collaboration with and strengthening of CSO Partners and individuals significantly contributes to the delivery of FCDP outcomes in line with the design and as amended by the Annual Planning process.

The SPM will ensure FCDP continues to adapt and change on the basis of lessons learnt and innovative approaches and that the broader impact upon the AusAID program is evident.

In addition the position will provide FCDP wide advice regarding capacity building to increase civil society strengthening. This will include strategic technical analysis and reporting to the FCDP team more broadly on collaboration developed, achievements and improvements required to increase the impact of the collaboration efforts. The position will ensure strong links between the FCDP approach to grants selection, fraud and audit, and capacity building support. The SPM has prime responsibility for timely collation and production of FCDP documentation (meeting agendas, briefing papers, reports and Annual Planning and Program Policy and Strategy).

The SPM will collaborate closely with the Team Leader, Operations Manager and other team members to fulfill her/his role.

Specific Duties

- Work with the Team Leader and Operations Manager to design and manage the Grant Management System;
- Coordinate calls for proposals and appraisal and contracting of programs;
- Provide assistance and advice to potential applicants for grant funding;
- Undertake assessment of grant applications against approval criteria and advise on any technical assistance required;
- Undertake site visits as required to complete proposal evaluation;
- Recommend on training and any project assistance required;
- Negotiate and facilitate communication between CSOs to identify common priority areas that require support;
- Assess the capacity gaps of CSOs and ensure a capacity building program, inclusive of capacity development, is incorporated into annual operational plans;
- Develop the FCDP Monitoring and Evaluation Framework and oversee M&E activities;
- Monitor and support organisations to implement their strategy and annual operational plans;
- Support CSOs to share experiences and lessons;
- With the LDO develop a capacity building framework that outlines how men and women will be identified, mobilised, mentored, trained, networked and supported to implement their skills in their particular organisation or workplace;
- Lead and contribute to the development of Quarterly Program Reports, Annual Plans, key programming policy and strategy documents as required by the Managing Contractor, Team Leader or AusAID;
- Quality control all financial and administrative details contained in FCDP reports, guides, manuals, and communication materials.

Core Competencies

- Extensive experience in development programming with civil society organisations;
- High level skills in program design and monitoring evaluation including experience in working with CSOs on qualitative processes for M&E;
- Requisite experience in managing grant mechanisms;
- Requisite skills in the design of capacity activities;

- Skills and experience in one of the requisite priority areas such as competency based training, institutional strengthening, human resource development, leadership and partnership development
- Excellent communication and writing skills (oral and written) and fluent in English.
- Demonstrated gender awareness and cultural sensitivity and the capacity to mainstream cross-cutting themes into the FCDP management systems and staff, including gender equality, violence against women, people with disabilities, equity, child protection and good governance; and
- An understanding of AusAID's policies relevant to HR management including those relating to disability inclusiveness, gender equality, HIV and AIDs

Draft ToR Operations Manager

Reports To: Civil Society Advisor/Team Leader

Position Identification: National Staff

Contact with Children: Unlikely

Position Description

The Operations Manager will be full time (5 years, 60 months in-country) responsible for the establishment and day-to-day management of the FCDP finance, administrative systems and human resource systems.

The Operations Manager will be posted in the central program office and will be required to travel regularly to FCDP Field Offices.

The Operations Manager will manage the financial and auditing processes and other FCDP administration, including human resource management, IT, logistics and the procurement necessary for the effective implementation of FCDP. The Operations Manager will be responsible for ensuring all administrative and financial processes are consistent with FCDP policy and principles. S/he will be responsible for sourcing and managing local personnel to fulfill key positions and the contracting and management of quality local and international Technical Advisors where necessary.

The Operations Manager will ensure that procedures are equitable, aligned with the Managing Contractor's requirements, and comply with AusAID standards and contractual requirements.

Specific Duties

- Oversee human resource management of all in-country staff to comply with the Managing Contractor requirements and regulations of AusAID including ensuring the full and equitable participation of women and men on the FCDP initiatives;
- Manage an administration team which manages recruitment and mobilisation of national permanent, sub-contracted, casual and part-time staff; staff performance planning and professional development; equitable salary packaging and progression schemes; welfare, leave; workplace health & safety and security;
- Liaise and coordinate with AusAID Post regarding visa requirements for all non locals;
- Oversee office accommodation and administration of in-country staff and manage an administration team which manages office identification, establishment, leases, utilities, communication, fit-out, maintenance and efficient day to day operations;
- Oversees procurement and logistics, to ensure that; procurement of all office and operational equipment is in line with the contract between AusAID and the Managing Contractor; internal land,

air and sea travel, vehicle/boat purchase, operation and maintenance is undertaken with a Value for Money approach;

- ➔ Establish financial management systems for the FCDP and its Grant Management System;
- ➔ Oversee the activities of Finance Officers and financial systems, to ensure procedures are developed with clear and transparent mechanisms and processes that comply with the requirements of the MC and AusAID, consistent with FCDP policy. This includes; establishing, managing and reporting on in-country operational account(s); logging and tracking payments related to operational and grant funding; submission of Funding Schedules and acquittal documentation required under the AusAID contract; coordination with Field Offices on local fund allocations; supervise, monitor and support the FCDP Payroll; monitor all FCDP expenditure on a monthly basis;
- ➔ Oversee FCDP IT, responsible for: specification, operation and maintenance of all electronic communication and equipment, computer hardware, networks and software; establish and enforcing data, email and internet protocols that ensure security and avoid fraud or illegal activities;
- ➔ Oversee the administration of the FCDP grant data base ensuring that data is up to date and that reports are generated on a regular basis for AusAID;
- ➔ In collaboration with the Finance Officer ensure internal checks and balances are in place and develop procedures and management mechanisms for identifying, addressing, and mitigating against fraud and corruption; and
- ➔ Strengthen and build human resources for the FCDP internally (local staff).

Core Competencies

- ➔ Extensive experience (at least 7 years) in administration and management of large international programs, especially in financial management and the application of IT in financial management systems and the management of staff in remote locations;
- ➔ Experience in development assistance management and donor systems;
- ➔ Demonstrated experience in grant management would be highly beneficial
- ➔ Excellent communication and writing skills (oral and written) and fluent in English.
- ➔ Demonstrated gender awareness and cultural sensitivity and the capacity to mainstream cross-cutting themes into the FCDP management systems and staff, including gender equality, violence against women, people with disabilities, equity, child protection and good governance; and
- ➔ An understanding of AusAID's policies relevant to HR management including those relating to disability inclusiveness, gender equality, HIV and AIDs.
- ➔ Previous experience in working with AusAID systems would be highly beneficial.

Draft ToR Learning and Development Officer (LDO)

Reports to: Senior Program Manager

Position Identification: National Staff

Contact with Children: Yes

Position Description

The Learning and Development Officer (LDO) is a full time (5 years, 60 months in-country) position. The LDO will have primary responsibility for the planning, oversight, review and reporting of capacity building initiatives. The LDO will be based in one of the FCDP field offices, and will be expected to travel to field offices and partner project locations on a regular basis.

The LDO will ensure that the identification, collaboration with and strengthening of CSO Partners and individuals significantly contributes to the delivery of FCDP outcomes in line with the design and as amended by the Annual Planning process.

The LDO will ensure FCDP continues to adapt and change on the basis of lessons learnt and innovative approaches and that the broader impact upon the AusAID program is evident.

In addition the position will provide FCDP wide advice regarding capacity building to increase civil society strengthening. This will include strategic technical analysis and reporting to the FCDP team more broadly on collaboration developed, achievements and improvements required to increase the impact of the collaboration efforts.

The position will ensure strong links between the FCDP approach to grants selection, fraud and audit, and capacity building support. The LDO will collaborate closely with the SPM and Program Officers to fulfil these terms of reference.

Specific Duties

- Work with the SPM to negotiate and facilitate communication between CSOs to identify common priority areas that require support;
- Work with the SPM to assess the capacity gaps of CSOs and ensure a capacity building program, inclusive of capacity development, is incorporated into annual operational plans;
- Work with the CSST to monitor and support organisations to implement their strategy and annual operational plans;
- Support CSOs to share experiences and lessons;
- Develop a capacity building framework that outlines how men and women will be identified, mobilised, mentored, trained, networked and supported to implement their skills in their particular organisation or workplace;
- Contribute to the development of grants processes and a fraud and audit regime that institutionalise capacity-building support to organisations;
- Strengthen and build human resources for the FCDP internally (local staff)
- Oversee the day-to-day work of the Communications Officer.

Core Competencies

- Extensive experience in development programming with civil society organisations;
- High level skills in program design and monitoring evaluation including experience in working with CSOs on qualitative processes for M&E;
- Requisite skills in the design of capacity activities;
- Skills and experience in one of the requisite priority areas such as competency based training, institutional strengthening, human resource development, leadership and partnership development.
- Ability to manage and administer a website
- Excellent communication and writing skills (oral and written) and fluent in English.
- Demonstrated gender awareness and cultural sensitivity and the capacity to mainstream cross-cutting themes into the FCDP management systems and staff, including gender equality, violence against women, people with disabilities, equity, child protection and good governance; and
- An understanding of AusAID's policies relevant to HR management including those relating to disability inclusiveness, gender equality, HIV and AIDS.

Draft ToR Program Officers

Reports to: Senior Program Manager

Position Identification: National Staff

Contact with Children: Yes

Position Description

There are three program officers and the positions will be full time (5 years, 60 months in-country) and responsible for the implementation of FCDP Activities.

The Program Officers will be based in *Nausori, Labasa* and *Lautoka* with travel to other FCDP Field Offices and work areas as required. The Program Officers will ensure FCDP is run efficiently, equitably and effectively taking into account AusAID and Government of Australia requirements. This includes ensuring FCDP activities deliver outputs, including integration of cross cutting themes, and contribute to outcomes as defined in the Design and identified through the Annual Planning process. Systems and procedures developed for FCDP should take into account their potential institutionalisation into civil society agencies as part of sustainability planning.

Specific Duties

- Support the technical quality and delivery of all FCDP activities with CSOs;
- Implement funding rounds and provide technical assistance to CSO partners in the design and articulation of project proposals;
- Assess and appraise proposals for funding;
- Undertake regular monitoring of partner programs and document outcomes of these;
- Ensure all activities integrate cross cutting themes;
- Oversee management and activities of the Capacity building and Institutional strengthening processes; the Community Planning processes; and the beneficiary based M&E processes;
- Ensure the quality, equity and integrity of FCDP technical processes and actively manage relationships, networks, forums and linkages to ensure FCDP processes are effectively integrated;
- Contribute to the production of the Annual Report and Annual Plan and coordinates the production of all annexes related to operational analysis.
- Provide strategic analysis and advice to the Senior Program Manager concerning any changes in the local operating environments.

Core Competencies

- Proven program management experience;
- Facilitation skills
- 5+ years experience in community-based development programming;
- Demonstrated significant experience and understanding of contemporary approaches to community planning processes in a medium to large scale program;
- Excellent communication and writing skills (oral and written) and fluent in English.

- ➡ Demonstrated gender awareness and cultural sensitivity and the capacity to mainstream cross-cutting themes into the FCDP management systems and staff, including gender equality, violence against women, people with disabilities, equity, child protection and good governance; and
- ➡ An understanding of AusAID's policies relevant to HR management including those relating to disability inclusiveness, gender equality, HIV and AIDS.

Annex 7: Budget / Cost Estimates

The design anticipates a financial commitment of up to AUD 3 million per annum for the ensuing five years, but is also flexible enough to accommodate significant additional funding should it become available. The budget is developed in line with what the design team believes is the present carrying capacity of the CSO sector and will enable:

- the delivery of AUD 1.65 million in direct grant funding for CSO service delivery in Fiji in the first year, with allocations to be increased or decreased in subsequent years based on absorptive capacity in the sector;
- the delivery of a structured program of capacity building activities to support strengthened technical service delivery and management capacities of CSOs in Fiji;
- the extension of the scope and reach of the existing ACSSP including into new communities and engagement with a wider range of organisations;
- an increased field presence, with the location of 3 program offices and a program staff team, close to the communities and organisations with whom the program is working;
- increased visibility and reach of the Australian aid program in Fiji;
- the establishment of a facility which is managed by a Managing Contractor and which has the flexibility and mechanisms to enable multi-donor support into the future.

The estimated budget summary provided below has been developed based upon cost analyses undertaken by design team members as part of the design process and as such is indicative.

Cost items can be categorised in the following ways:

- Reimbursable Establishment Costs are the costs of establishing or modifying 3 field offices (Nausori, Labasa and Lautoka). They represent one off costs and include the purchase of vehicles, office furniture and equipment and computers and communications equipment. They will be paid as reimbursable items on presentation of purchase receipts.
- Program Operating Costs: Relate to the ongoing costs of maintaining the 3 field offices in Fiji and undertaking the operational and administrative activities required of the contractor. Operating costs are reimbursable and paid quarterly.
- International Personnel Costs: The costs associated with the employment and deployment of the international Team Leader including all insurance, on-costs and benefits. This is a reimbursable cost paid quarterly. Values are based on the Adviser Remuneration Framework.
- In Country Personnel Costs: The costs associated with the employment and benefits of the in-country CSST. This is a reimbursable cost paid quarterly.
- Technical Advisory Support (TA): An annual allocation for technical assistance has been provided. This will enable the procurement of both local and international technical expertise to assist the program and its partners in specific tasks. The purpose and financial allocations for technical expertise will be identified annually in the FCDP annual work plan and budget and will be paid as a reimbursable cost quarterly.
- Grant Disbursements: The grant pool available to CSOs for direct service delivery and projects with vulnerable people and communities. Grant payments are reimbursable on a quarterly basis. In recognition of the up front financing costs and risk associated with grant disbursements, a financing fee has been included in the budget to any associated interest charges.
- Program Activity Costs: These are the costs of undertaking the Program activities in Fiji.
- Contractor Fee: This is a set fee to be paid to the Managing Contractor for their role in overseeing the management of the FCDP and pre-financing of the grant mechanism. It is estimated at 15% of

gross project cost. 80% of the fee will be paid as regular quarterly payments, while the remaining 20% is “at risk” and will be paid following completion of a successful Contractor Performance Assessment each six months.

- ➡ External M&E: An allocation has been provided for an external mid term and completion review. This is outside of direct project costs and would be directly contracted by AusAID.
- ➡ Visibility and Public Diplomacy Activity Costs: A small allocation of funding for public diplomacy and visibility has been included for specific public diplomacy events as agreed with AusAID. It is however anticipated that visibility and public diplomacy activities can and will be undertaken throughout implementation (as agreed with AusAID) at no cost when linked with program activities such as M&E, capacity building events and through CSO promotion of sub projects which attribute AusAID funding support.

Indicative Cost Summary

		Year 1				Year 2	Year 3	Year 4	Year 5	TOTAL
		Q1	Q2	Q3	Q4					
Establishment Costs	Fit out x 1 office plus modify-cations to 2 offices; vehicles	100,000	30,000	0	0	10,000	10,000	10,000	10,000	170,000
Program Operating Costs	Rent & Running Costs – 3 offices	15,000	25,000	25,000	25,000	100,000	110,000	120,000	120,000	540,000
	Program Travel	10,000	10,000	10,000	10,000	50,000	50,000	50,000	50,000	240,000
	Visibility	5,000	0	2,500	2,500	5,000	5,000	5,000	5,000	30,000
International Staff	Team Leader [1]	42,342	42,342	42,342	42,342	169,368	169,368	169,368	169,368	846,840
In-Country Staff [2]	CSST	62,500	62,500	62,500	62,500	250000	250000	250000	250000	1,250,000
TA [3]		30,794	30,794	30,794	30,794	50,000	50,000	50,000	50,000	323,176
Program Activity Costs	Grants for Service Delivery	0	200,000	500,000	950,000	1,650,000	1,650,000	1,650,000	1,650,000	8,250,000
Capacity Building	Capacity Building Activities	0	0	50,000	50,000	200,000	200,000	200,000	200,000	900,000
Learning	Learning & Reflection Processes	0	20,000	0	20,000	40,000	40,000	40,000	40,000	200,000
Contractor Management Costs [4]	15% of gross project cost	112,500	112,500	112,500	112,500	450,000	450,000	450,000	450,000	2,250,000
Total Contractor Cost										15,000,016
Review Costs [5]					50,000		75,000		75,000	200,000

Notes:

[1] Based on ARF Discipline C (Country Operations Management), Level 4, 15 years experience = \$14,114 per month (long term inputs)

[2] Based on local FJD rates as follows - SPM and OM: 45-50k; FM: 40-45k; LDOx2, CO and POx3: 30-35k; FOx2: 25-30k; AO: 20-25k = FJD440k = ~AUD250k pa

[3] Based on ARF Discipline B (social sciences), Level 4, 10 years experience = \$636 per day (short term inputs) or \$11,714 per month (long term inputs). Total is equivalent of 1 month's employment for long-term adviser and 30 days employment for short-term adviser.

[4] Includes financing fees associated with risk and upfront payment of the grant pool.

[5] Directly payable by AusAID

Annex 8: Draft M&E Framework

The M&E framework provides the basis for activity level planning monitoring and ensures that all project initiatives are directly linked to the achievement of outcomes. The Framework is outcome focused and involves ongoing analysis of the effectiveness, efficiency, relevancy and sustainability of all activities in achieving expected outcomes. The following framework outlines what will be assessed against each of the FCDP objectives, the method that will be used to make this assessment, which organisation will be responsible, and where and how the results will be utilised.

Sex-disaggregated data will be collected as a standard practice across the monitoring and evaluation framework.

Results and data will be used for specific AusAID purposes including AusAID quality reporting (including Annual Updates; sector and country performance reports, quality at entry/implementation/completion reports etc); reporting against MDGs and AusAID policies; as well as inform the MC Performance Assessment process.

The Managing Contractor will review the M&E Framework during the Inception Phase (initial two months) in order that this is effectively aligned with the program strategy, tools and GMS established. Sensible indicators and results chains will need to be developed for reaching poor, vulnerable and excluded communities (including women) and for organisational strengthening in particular. A detailed Monitoring and Evaluation Plan for the FCDP, including clearly verifiable indicators for each objective, will be developed by the Managing Contractor and the CSST, and will be submitted for amendment and approval by AusAID by the end of the Inception Phase.

Program Goal: to deliver social and economic benefits to the people of Fiji through strengthened civil society organisations

Objective	Outputs	Result areas
<p>Objective 1: to mitigate social and economic hardship faced by poor, vulnerable and excluded communities in Fiji by funding the community development work of CSOs.</p>	<p>1.1 Grants, through a range of modalities, to enable CSOs to deliver services to communities and individuals facing hardship.</p> <p>1.2 A Grant Management System will be established and maintained by the Managing Contracting to track key data relating to the scope, nature and impacts of service delivery.</p> <p>1.3 Local management and mentoring support (through field offices) will be provided to CSOs in proposal preparation, planning and appraisal processes.</p> <p>1.4 Technical support for program design, delivery and review as required, including direct provision of monitoring and evaluation to assess the impacts and benefits of activities implemented by CSOs.</p> <p>1.5 Community planning initiatives will be utilised to ensure that communities are strengthened and are engaged in determining their development priorities, and to determine the scope and nature of sub project delivery.</p>	<p>A. <u>Reduced hardship of poor and vulnerable communities:</u> The immediate and urgent needs of communities particularly the poor, vulnerable and excluded are being addressed through the program. The program will show evidence of success in mitigation of social and economic hardship in Fiji.</p> <p>B. <u>Increased resilience of poor and vulnerable communities:</u> Communities are equipped with the knowledge, tools, skills and services necessary to cope with hardship when it arises. The program will show evidence of increased resilience amongst poor, vulnerable and excluded communities in Fiji.</p> <p>C. <u>Improved articulation of the needs of poor and vulnerable communities:</u> communities are better able to express the services and assets they need to mitigate hardship in their communities. The program will show evidence of increased agency amongst poor, vulnerable and excluded communities in Fiji.</p>
<p>Objective 2: to strengthen CSO capacity to deliver relevant and efficient programs for poor, vulnerable and excluded communities in Fiji.</p>	<p>2.1 A tool for assessing institutional capacity of CSOs will inform appropriate capacity building activities and measure institutional gains, based on annual CSO self-assessment.</p> <p>2.2 A Capacity Building Framework which will respond to the key capacities and organisational development needs of CSOs and form the basis of FCDP engagement with CSOs.</p> <p>2.3 Tailored assistance in financial management and</p>	<p>D. <u>Stronger CSOs:</u> CSOs have strengthened capacities and resources to deliver programs that are relevant to community needs and enhance cohesion in an accountable and effective manner.</p> <p>E. <u>Improved cooperation in the sector:</u> Increasing evidence of partnerships between CSOs working on similar issues and with the same target groups and donors who support CSOs in Fiji to deliver community</p>

	<p>accountability reporting for all partners.</p> <p>2.4 Specific technical inputs to assess and improve the quality, responsiveness, appropriateness and effectiveness of CSO activities in areas including agriculture, income generation, disability, monitoring and evaluation, gender and child protection.</p> <p>2.5 A database of local technical and physical resources will be established and maintained by the program and utilised for inter-CSO capacity building and programming support.</p> <p>2.6 Participatory planning mechanisms will be designed and made contextually relevant and will be used by CSOs and communities to identify service delivery needs.</p> <p>2.7 Opportunities to link CSOs with volunteer programs will be identified to support capacity building in both institutional and technical areas.</p> <p>2.8 Opportunities to link CSOs with each other, promoting information exchange on work underway, resources materials, training opportunities and lessons learnt.</p>	<p>development programs.</p> <p>F. <u>Evidence-based practice</u>: There will be relevant research material and community needs analysis reports available for CSOs and donors to use as reference for effective programming that would ensure provision of essential services for vulnerable groups.</p>
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Objective 1: to mitigate social and economic hardship faced by poor, vulnerable and excluded communities in Fiji by funding the community development work of CSOs.

Output	Result Areas	Verifiable Indicators	Means of Verification	Data Sources
1.1 Grants, through a range of modalities, to enable CSOs to deliver services to communities and individuals facing hardship.	A and B	1.1.1 Number (#) and value of grants disbursed; 1.1.2 # of CSOs implementing activities; 1.1.3 # and geographic spread of communities serviced; 1.1.4 Increased sectoral and geographic scope of activities. 1.1.5 Funding mechanisms are clear, accessible to a range of organisations and promoted widely 1.1.6 Programs effectively target vulnerable groups (women, disabled, remote locations etc).	GMS Database Reports QPR & Annual Report Contracts Field verification Advertisements in print and electronic media	Grant Contracts CSO Activity and Financial Reports GMS Operational Guidelines Fiji print and electronic media
1.2 A Grant Management System will be established and maintained by the Managing Contractor to track key data relating to the scope, nature and impacts of service delivery.	A and B	1.2.1 A GMS providing a range of funding types and eligibility criteria is established and updated annually 1.2.2. A GMS provides the information necessary to track funding, report on impact and enable monitoring.	GMS Database QPR & Annual Report Eligible proposals from priority sectors of the population received, appraised and funded	GMS Operational Guidelines GMS Database

1.3 Local management and mentoring support (through field offices) will be provided to CSOs in proposal preparation, planning and appraisal processes.	A and B	<p>1.3.1 Program staff provide support to CSOs in design</p> <p>1.3.2 Gender, disability, conflict and child protection analyses are undertaken in CSO program design</p> <p>1.3.3 Increase in # of CSOs delivering services to communities</p> <p>1.3.4 FCDP Offices act as Focal Point/Resource Centres providing tools to support learning and capacity building.</p> <p>1.3.5 Field Offices are stocked with relevant and current resources and a resource database</p>	<p>Proposals that meet the eligibility criteria and quality standards are developed and submitted</p> <p>Gender, conflict and child protection analysis tools are developed and analyses are incorporated into proposal formats.</p> <p>GMS database</p> <p>Sectoral mapping</p> <p>Field visits</p>	<p>GMS Operational Guidelines</p> <p>CSO Reports</p> <p>CSO proposals and funding contracts</p>
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1.4 Technical support for program design, delivery and review as required, including direct provision of monitoring and evaluation to assess the impacts and benefits of activities implemented by CSOs.	A and B	<p>1.4.1 FCDP Offices act as Focal Point/Resource Centres providing tools to support learning and capacity building.</p> <p>1.4.2 Field Officers provide advice and resources to CSOs and communities</p> <p>1.4.3 Gender, disability, conflict and child protection analyses are undertaken in CSO program design</p> <p>1.4.4 CSOs and communities access resources on an increasing basis</p> <p>1.4.5 Communities and beneficiaries describe positive changes as a result of participation in programs</p> <p>1.4.6 A qualitative M&E Approach is designed and contextualised and integrated into CSST M&E reporting framework and CSO reporting frameworks</p> <p>1.4.7 Program beneficiaries are increasingly engaged in articulating the impact of programs</p> <p>1.4.8 Beneficiaries and CSOs trained in M&E</p> <p>1.4.9 CSOs utilise beneficiary based M&E for reporting requirements</p>	<p>Resource Library Records</p> <p>Detailed M&E Framework outlining approach</p> <p>QPR and Annual Report QPR and Annual Report</p> <p>CSO Survey</p> <p>Feedback meetings with communities</p> <p>Training records</p> <p>Evaluations of training workshops</p> <p>Beneficiary stories of impact and change</p>	<p>Resource database</p> <p>QPR and Annual Report</p> <p>Resource Library Records</p> <p>Visitor Records</p> <p>CSO Reports</p> <p>GMS Database</p> <p>CSST and CSO M&E Reports</p> <p>Feedback from communities – stories of change and impact</p>
1.5 Community planning initiatives will be utilised to ensure that communities are strengthened and are engaged in determining their development priorities, and to determine the scope and nature of sub project delivery.	C	<p>1.5.1 Increase in # of grants disbursed to CSOs and communities</p> <p>1.5.2 Increase in geographic spread of projects</p> <p>1.5.3 Increase in range of services offered to communities</p> <p>1.5.4 Evidence of CSOs and communities adopting tools in their planning and programming processes</p> <p>1.5.5 A community planning tool is designed and contextualised</p> <p>1.5.6 CSOs and communities trained in use of tool.</p> <p>1.5.7 CSOs and communities engaged in joint planning with communities.</p>	<p>GMS Database</p> <p>GIS tracking</p> <p>Field visits and verification with communities</p> <p>CSO reports</p> <p>CSST Field Monitoring and Reflection</p> <p>Sectoral mapping</p> <p>Community Planning Tool</p> <p>Training records</p>	<p>GMS database</p> <p>QPR and Annual Report</p> <p>Relevant Tools</p> <p>CSO Proposals and Reports</p>

Objective 2: to strengthen CSO capacity to deliver relevant and efficient programs for poor, vulnerable and excluded communities in Fiji.

Output	Result Area	Verifiable Indicators	Means of Verification	Data Source
2.1 A tool for assessing institutional capacity of CSOs will inform appropriate capacity building activities and measure institutional gains, based on annual CSO self-assessment.	D and F	<p>2.1.1 CSO capacity is strengthened through a range of capacity building activities</p> <p>2.1.2 A tool for assessing CSO capacity (e.g. ODST) is developed and contextualised and updated on an annual basis</p> <p>2.1.3 # of CSOs using tool, developing action plans and providing feedback on self -assessment processes.</p> <p>2.1.4 Outcomes of CSO self assessments</p>	<p>Capacity Assessment Tool</p> <p>Annual Plan</p> <p>CSO self assessment reports and activity plans</p> <p>Organisational Site visits</p> <p>CSO Reports</p> <p>Reflection workshops with CSO staff</p> <p>Self assessment reports and action plans</p>	<p>Capacity Building Framework</p> <p>QPR and Annual Plan</p> <p>CSO Self Assessment Reports</p>
2.2 A Capacity Building Framework which will respond to the key capacities and organisational development needs of CSOs and form the basis of FCDP engagement with CSOs.	D	2.2.1 A Capacity Building Framework is developed based upon identified priorities and reviewed annually,	<p>Capacity Building Framework</p> <p>QPR and Annual Reports;</p> <p>Survey Outcomes</p>	<p>QPR and Annual Plan</p> <p>Annual CSO Survey</p>

2.3 Tailored assistance in financial management and accountability reporting for all partners.	D	2.3.1 CSOs exhibit improvements in management and development practice 2.3.2 Improved financial and program reporting; improved work environments	Organisational Site visits CSO reports Dialogue with CSOs	Capacity Building Framework GMS Database QPR and Annual Report CSO Reports
2.4 Specific technical inputs to assess and improve the quality, responsiveness, appropriateness and effectiveness of CSO activities in areas including agriculture, income generation, disability, monitoring and evaluation, gender and child protection.	D and F	2.4.1 Communities report increased responsiveness of CSOs.	Field Visits Feedback meetings with communities Beneficiary based M&E reporting	QPR and Annual Report CSO Reports
2.5 A database of local technical and physical resources will be established and maintained by the program and utilised for inter-CSO capacity building and programming support.	D and E	2.5.1 # of CSOs engaged and nature of capacity building activities delivered 2.5.2 Local technical support is mobilised 2.5.3 Local Technical Advice (TA) database established. 2.5.4 Local TA utilised in the first instance for capacity building and technical programming support and program appraisal. Reporting should scope and nature of TA implemented and results of support. 2.5.5 Local TA involved in cross –organisational training and mentoring	Attendance Records and Training/Capacity Building Reports CSO Quarterly and Annual Reports Local TA Database QPR and Annual Report CSO Survey	QPR and Annual Plan Annual CSO Survey Local TA database CSO Quarterly and Annual Reports CSO Proposals
2.6 Participatory planning mechanisms will be designed and made contextually relevant and will be used by CSOs and communities to identify service delivery needs	C and F	2.6.1 CSOs and communities actively co-operate in participatory stakeholder analyses; gender, disability, conflict, child protection analyses; grant proposals; program design and implementation	Proposals GMS database CSST QPR and Annual Report CSO Reports	QPR and Annual Plan CSO Reports Sectoral Workshops Beneficiary based M&E documentation

2.7 Opportunities to link CSOs with volunteer programs will be identified to support capacity building in both institutional and technical areas.	D	2.7.1 Increased numbers of Australian volunteers 2.7.2 Continued positive feedback from CSOs regarding the role of volunteers	Volunteer statistics for Fiji CSO surveys	Reports on volunteer placements CSO survey report
2.8 Opportunities to link CSOs with each other, promoting information exchange on work underway, resources materials, training opportunities and lessons learnt.	E	2.8.1 Increased inter-organisational collaboration 2.8.2 Increasing number of activities planned within and across sector clusters, and across communities 2.8.3 Cross community projects and sub projects increase and communities report on the benefits 2.8.4 CSOs involved in cross –organisational training and mentoring	Minutes of sectoral meetings CSST and CSO Quarterly and Annual Reports GMS database CSO Proposals and Contracts Organisational Site and Field visits Discussions with CSOs Survey of CSOs TA Reports	QPR and Annual Plan CSO Reports CSO Survey report Sectoral Workshops Beneficiary based M&E documentation

Annex 9: Indicative First Year Implementation Schedule

As key approaches and modalities of the FCDP will be developed in the first months of the program and articulated in a series of key documents, an indicative Implementation Plan for the first 12 months of operation only is provided.

	Quarter One	Quarter Two	Quarter Three	Quarter Four	Comments
	INCEPTION PHASE				
Office Establishment	Establish Field Offices <ul style="list-style-type: none"> • Lautoka • Labasa • Nausori 				
Capital Procurement	<ul style="list-style-type: none"> • Procure vehicles & office equipment • Establish Inventory 				
Recruitment of Staff	<ul style="list-style-type: none"> • Mobilise CSA/TL • Commence recruitment of CSST 	<ul style="list-style-type: none"> • Finalise In Country Recruitment • Finalise Induction 		<ul style="list-style-type: none"> • Staff Review • Program Reflection and Annual Planning Process 	
Design Operational Protocols	<ul style="list-style-type: none"> • Development Gender Strategy • Develop Child Protection Strategy 	<ul style="list-style-type: none"> • Field Manuals Developed (Operational and Protocols) Policy 			
Establishment of Grant Management System	<ul style="list-style-type: none"> • Research and consultations regarding funding mechanisms 	<ul style="list-style-type: none"> • Design GMS • Establish GMS Data Base • AusAID approve GMS • Funding round announced 	<ul style="list-style-type: none"> • First Grant Round Initiated • Appraisals Conducted • First Tranche of Contracts Issues 	<ul style="list-style-type: none"> • Continued disbursement of funding • Monitoring of Implementation 	Contingent up program methodology developed and acceptable of GMS by AusAID
	<ul style="list-style-type: none"> • Conduct Necessary 	<ul style="list-style-type: none"> • Conduct Participatory 	<ul style="list-style-type: none"> • Conduct preliminary 	<ul style="list-style-type: none"> • Conduct review of key 	

	Institutional Assessments	Baseline Stakeholder Analyses	mapping exercise to show geographical disbursement of funds	CSOs and assess uptake of ODST	
Annual Planning	<ul style="list-style-type: none"> Design Annual Work Plan 	<ul style="list-style-type: none"> Yr 1 Annual Plan submitted 		<ul style="list-style-type: none"> Annual Work Plan reviewed and submitted for Year 2 	
Reporting	<ul style="list-style-type: none"> QPR Submitted Financial Report and Reimbursable Submitted 	<ul style="list-style-type: none"> QPR Submitted Financial Report and Reimbursable Submitted 	<ul style="list-style-type: none"> QPR Submitted Financial Report and Reimbursable Submitted 	<ul style="list-style-type: none"> Annual Report Submitted Financial Report and Reimbursable Submitted 	
Capacity Building	<ul style="list-style-type: none"> Establishment of capacity building mechanisms 	<ul style="list-style-type: none"> Capacity Building Framework submitted Capacity building activities extended from the TP implemented 	<ul style="list-style-type: none"> Capacity building activities implemented 	<ul style="list-style-type: none"> Capacity building activities implemented Relevant reviews of capacity building activities 	
Monitoring and Evaluation	<ul style="list-style-type: none"> Development of M&E Framework Development of Grant Management Data Base and Reporting Formats 	<ul style="list-style-type: none"> Submission of M&E Framework Data Base Complete 	<ul style="list-style-type: none"> Community based monitoring of projects 	<ul style="list-style-type: none"> Community based monitoring of projects 	
Visibility	<ul style="list-style-type: none"> Visibility Strategy submitted 	<ul style="list-style-type: none"> Visibility initiative for funding round launched 	<ul style="list-style-type: none"> Visibility initiative for successful grant recipients 	<ul style="list-style-type: none"> Visibility Initiatives for capacity building activities 	Visibility Strategy should be linked to the M&E Plan

Annex 10: Draft Risk Matrix

Area of Risk	Likelihood of Occurrence	Consequence of Risk Occurring	Risk Level	Possible Reason for Risk	Risk Management Strategy	Timing of Measures
1. Program Launch Timelines						
Failure to meet timeline proposed	Possible	Moderate	Medium	Political constraints delay implementation Ongoing depletion of Human Resources	a) Issue tender for MC during Transition Phase, and ensure branding and identification of the program is presented in a neutral manner; b) The measures will build on the activities of the Transitional Phase.	Beginning of 2011
2. Political Risks						
Possibility that partners will no longer wish to be supported by AusAID due to political sensitivity.	Unlikely	Minor	Low	Poor understanding of the intent and purpose of the Australian aid program in Fiji.	a) The focus of the program will be clearly advertised to be: support for non-contentious areas of development in particular social cohesion and the mitigation of social and economic hardship; b) Clearly advertise that the program is not about advocacy, campaigns, lobbying, human rights, or political governance. c) Ensure that the branding of the program is linked to Civil Society not to AusAID (this will not affect deliverables – see public diplomacy strategy).	Continually
3. Implementation Risks						
Project not responsive to context and does not	Possible	Major	High	MC does not incorporate lessons	a) MC develops a learning process during project implementation, and	From first six months of

revise strategy based on experience.				learned into ongoing project implementation.	becomes core of the learning community.	implementation to the end
Submission of a large number of proposals will place burden on FCDP, M&E will be labour intensive	Likely	Low	Low	Number of proposals received cannot be effectively controlled	a) Ensure sufficient human resources to manage workload; Ensure that all project documentation clearly outlines eligibility and selection criteria; b) Design a process that assists CSOs and CBOs to prepare grant proposals; c) Resource field offices to support CSOs in activity planning design and review.	Continually throughout implementation
Progress difficult to gauge. Places additional burden on program staff	Low	Moderate	Low	Implementing organisations do not meet their reporting requirements	a) Capacity Building activities, which support increased for CSOs to monitor and evaluation impacts and outcomes are delivered; b) Clearly stipulate reporting requirements and provide briefing on these requirements; c) Facilitate reporting through active ongoing capacity building processes; d) Ensure monitoring formats are clear and easy to follow; e) Monitor progress regularly; f) Monitoring workshops as key function of Learning Facility for CSOs/CBOs.	At the time of issuing calls for proposals
Delay in implementation costs	Likely	Moderate	Medium	Quality National/Local Technical expertise in not available to provide services	a) Early identification of appropriate technical expertise; b) Direct implementation of leaning functions by FCDP staff; c) Develop and implement strategy to increase the quality and quantity of	At initiation of the program

					local expertise.	
Conflict of Interest for some members of staff	Possible	Moderate	Medium	Staff will have contact with applicants with risk of obligation especially in a village setting.	a) Grants will remain relatively small; b) GMS will detail clear guidelines for eligibility and management of grants; c) A clearly stated policy of conflict of interest will be appended to staff contracts.	Continually but particularly at the time of calls for proposals
4.Fiduciary Risks						
Unable to monitor Financial progress and assess possibility of financial Irregularities	Likely	Minor	Medium	Implementing organisations do not meet their financial and progress reporting requirements	a) Stipulate reporting requirements in proposals and provide briefing on these requirements; b) Provide ongoing support during the proposal drafting stage; c) Develop financial procedure guidelines and provide training for partners; d) Develop and socialise process for “financial irregularities” and how fraud will be addressed; e) Provide regular updates to AusAID on any suspected fraud cases.	At the time of calls for proposals and throughout the implementation process.
5.Programming Risks						
Lack of sufficient quality applications	Likely	Major	High	Applicants may lack skills, contacts or confidence required to develop applications	a) Early and effective promotion of funding rounds; b) Provision of awareness and training for applicants; c) Opportunity for applicants to revise their applications, and use of multiple phases of funding; d) Intensive local level interaction will take place to ensure that the CSOs and CBOs have the required level to interact with the program; e) Unsuccessful applicants be referred to later rounds;	At program initiation and prior to calls for proposals

					f) Provision of support through field offices for the development of proposals and ongoing advice the management of technical challenges.	
Inefficient organisations are selected	Possible	Moderate	Medium	Selection criteria are not appropriate and tend to reflect established organisations	a) Selection criteria are objective driven; b) Poorly written proposals do not get disqualified when the objectives are valid; c) Capacity Assessments of CSOs undertaken at the appraisal stage; d) CSO are engaged in ongoing ODSST and organisational self assessment processes	When reviewing proposals
Funds not fully disbursed by project end	Unlikely	Moderate	Low	Funding possibilities are not recognised and contacts for the program not clear	a) Proactively sourced reliable grantee/projects to be funded.	Throughout the implementation of the program
Undue reliance of CSOs on donor funding, lack of sustainability of initiatives	Likely	Major	High	General funding options available to CSOs decrease as a large number of donors are limiting funding	a) A Sustainability Strategy is developed by the program and replicated by each CSO to cover a) seeking alternative donor sources/other revenues (in particular local contributions); b) private sector cost reduction – use of volunteers etc	Throughout the implementation of the program
6. Activity Risk						
Outcomes and activities relating to identifying, consulting and mobilising vulnerable groups: these populations are not being included in the	Likely	Moderate	High	The most vulnerable communities are not easily identified and may live in remote areas or islands. These are not well covered by AusAID	a) The MC will deploy sufficient logistical and time resources to ensure that communities can be physically reached; b) The selection of CSOs and CBOs will be based on the ability to represent and relate to vulnerable	Throughout the implementation of the program

program				partners.	communities; d) Geographic mapping will assist in identifying and closing gaps in service delivery.	
Outcomes and activities relating to the development of agency capacity, transparency and governance, or to the development of new forms of cooperation. Token change only takes place, or on the contrary distortion and loss of connection to societal roots.	Unlikely	Moderate	Low	The limited depth of the organisations and dependence on funding will lead them to pay undue attention to promises of funding without engaging fully, or by creating a divide with the original cultural context.	a) The AMC will recruit national staff that are representative of the different currents and can understand the limits of the pace of change proposed by the program.	Throughout the implementation of the program
Outcomes and activities relating to public consultation, cultural events, social media. The communities increase dramatically their expectations while the speed of change and the intensity of social service delivery does not follow quickly.	Likely	Major	High	The drop in donor funding and the relative isolation of communities will mean that discussions regarding greater responsiveness by social organisations and the improvement of standards in social services will be perceived as imminent. This will lead to disappointment as the actual delivery will be slow	a) Clear rules will be applied and verifiable messages issued and left behind after consultations explaining the parameters of the program, what can and what cannot be expected.	Throughout the implementation of the program

Annex 11: Consultation Outcomes

CSO Survey Summary

Aim of Survey

To investigate the current issues, priorities and future support needs for the civil society sector in Fiji.

Why a Survey?

- One of several mechanisms used to consult with as wide a range as possible of CSOs and CBOs
- Allowed team to access views of more people than would be possible on standard field mission
- Allowed respondents to comment on range of questions about sectoral capacities and priorities
- Designed to gain access a range of perspectives whilst maintaining confidentiality – allowed people to speak their mind

Respondents and Response Rates

116 personnel invited from a range of organisations including community service providers CBOs, INGOs, FBOs, trade unions, service clubs, and private donors and trusts were invited to participate.

There were 83 respondents representing over 50 organisations. Responding organisations primarily worked in rural areas (68%), with women (73%) and children (56%) as their key target groups.

Key sectoral areas of focus were livelihoods (60%), education (54%) and women (57%).

Key Priorities for the CSO Sector: Service delivery; Responding to community needs; Advocacy; Skills development; Building Collaboration.

Core Capacities currently existing in the CSO Sector include Service Delivery, Advocacy, Project Management, Leadership Development and Community Based Planning.

Areas for improvement across the CSO sector:

- Respondents from CBOs identified improvements to financial management as key (100%)
- CSOs chose monitoring and evaluation (M&E) as their top priority (84.2%).
- HRD/HRM and leadership development were key priorities for most organisations (71.5% each)

Across the sector and in each respondent's organisation the key capacity building need was identified as Human Resource Development/Human Resource Management, encompassing:

- Financial Management
- M&E
- Strategic Planning and
- Policy Development.

Training Competencies

Fifty-One Respondents stated that their organisation had capacity to provide training for others in a range of skills, including Leadership development, Community Planning Processes, Service Delivery Processes, Financial Management and Human Resource Development

The preferred mechanism for capacity building delivery is work-based, ensuring the institutionalisation of skills and learning.

Community Engagement Processes

CSOs engage with communities around Service delivery, Project management, and Activity planning. There was however no indication of processes of community engagement being implemented. Most engagement with communities tended to be around the socialisation of programmes rather than qualitative participation of communities in determining their own priorities.

CSOs identified the barriers to community engagement as being: Access and transport; Lack of funding; Lack of human resources; Political restrictions; and Cultural impediments

Priorities for Future Funding

- 90% identified Project funding
- 75% identified Capacity building
- 65% identified Technical Programming Support

Summary of CSO FGD Outcomes

The following provides a summary of the key discussions within FGDs held with civil society as part of the design mission in October 2010. The design team held three half day FGDs each attended by approximately 16 people representing different organisations covering a range of areas of interest and missions. FGDs included both existing AusAID partners as well as those who do not access AusAID assistance.

Priorities and needs identified within the FGDs echoed those in the survey with a few additions.

- Human resource development and management needs could be met through a range of mechanisms including the use of skilled volunteers – both local and expatriate - preferably through mentoring and work based skills transfer as well as formal and non-formal training.
- Strengthening financial management skills and accountability may be met through resourcing the sector with in-house volunteer experts and placements resulting in skills transfer as well as attachments to other CSOs with requisite strengths. .
- Strategic planning and policy development are priority areas of need that the CSO sector does not claim any existing strength in. These require urgent attention if CSOs are to be able to formulate programmes independently of changing cycles of donor policies, and to strengthen their abilities to focus on their organisational vision and mission, developing good governance practices in the process.

Community Engagement

Ownership, participation, trust, confidence, confidentiality, inclusiveness and understanding are basic values in CSO work with communities. Community based participatory planning has to be the basis for CBO and CSO service that links local communities to national development plans and activities. Engagement with local communities should be long term- requiring frequent and intensive visits. Communities also need to be prepared to engage in participatory planning processes. It also requires networking with other agencies and

CSOs to share resources and expertise. Several national CSOs have centers that vary up to 26 locations throughout the country.

Information

Communicating relevant and correct information to local communities is integral for their empowerment and good governance. Greater collaboration and sharing of information between CSOs and CBOs serving them helps the information flow.

Monitoring and Evaluation

All three FGDs emphasised skills in Monitoring and Evaluation (M&E) amongst priority needs enabling identification of impacts and documentation of experiences for sharing as learning opportunities. Where language is a difficulty a CBO/CSO officer should be provided to translate/report the participatory M&E story told by the local community members.

CSO- Donor Relations

- An ideal funding approach enables capacity building through an iterative process where donors and CSOs discuss and generate proposals together. This involves clear communication both ways; mutual understanding of capacities and limitations; support of core infrastructure and personnel.
- FGD discussions identified an approach to developing M&E systems that flow through flexible funding agreement and extend beyond the end date of the program or activities and resourcing CSOs to learn new M&E methodologies for post project impact assessments
- Longer term funding arrangements that allow continuity of endeavor and on-going connection with communities of at least 5 years' partnership.
- Time spent on meeting different needs of the range of donors may be reduced through standardising of forms/templates, uniformity of reporting requirements, joint assessment system of the impact of the programs/projects and possibly a pooling of donor funds. The latter suggestion calls for a strong management structure and an advisory body with representation from the donors and the CSO sector. Large project funds could be disbursed directly by the central management while small sums for community based projects may be disbursed through national network organisations. Criteria for such clearinghouse bodies should be clearly set and publicised with transparency and accountability measures set.
- A one-stop referral centre/ help centre/ access centre to enhance donor accessibility is needed.
- Core funding, investment funding and secondment of technical experts in core positions for institutional strengthening and skills transfer were suggested. The need for funding mechanisms to enable recovery of core costs is an alternative to core funding and would appear to provide more equitable opportunities to a broader range of organisations.