

# Independent Evaluation of the Pacific Leadership Program (PLP) Phase 3

**Final Report – 26 June 2017**

-----

**Disclaimer:** The views contained in this report are those of the evaluation team. These views do not necessarily represent those of the Australian Government, and/or other stakeholders.

# ACKNOWLEDGEMENTS AND ACRONYMS

This evaluation was commissioned by the Suva Post of the Australian Government's Department of Foreign Affairs and Trade (DFAT). The evaluation was conducted, and this report was prepared, by an independent evaluation team from *Strategic Development Associates*: Zoë Mander-Jones, Brenda Heather-Latu and Michael Collins.

The evaluation team would like to sincerely thank the many people who gave their time and shared their expertise with us during the evaluation, including the many Pacific stakeholders in Fiji, Tonga, Vanuatu, Samoa and the Solomon Islands. We would also like to thank the staff of the Pacific Leadership Program and DFAT for their efforts in organising the logistics and facilitating our access to information and to people.

## Acronyms

ANU	Australian National University
CSFT	Civil Society Forum of Tonga
DFAT	Australian Government Department of Foreign Affairs and Trade
DLP	Developmental Leadership Program
DWA	Vanuatu's Government Department of Women's Affairs
GGLC	Green Growth Leaders' Coalition
IUCN	International Union for Conservation of Nature
MSG	Melanesian Spearhead Group
ODI	Overseas Development Institute
PIF	Pacific Islands Forum
PIPSO	Pacific Islands Private Sector Organisation
PLP	Pacific Leadership Program
PLP3	Pacific Leadership Program Phase 3 (July 2014 – December 2017)
PWDSI	People With a Disability Solomon Islands
RRRT	Regional Rights Resource Team
SCCI	Samoa Chamber of Commerce and Industry
SNLDF	Samoa National Leadership Development Forum
SSGM	ANU State Society and Governance in Melanesia Program
SPC	Pacific Community
TCCI	Tonga Chamber of Commerce and Industries
TNLDF	Tonga National Leadership Development Forum
TNYC	Tonga National Youth Congress
TSM	Temporary Special Measures
WIBDI	Women in Business Development Inc.
WISDM	Women in Shared Decision Making

# EXECUTIVE SUMMARY

---

1. This report presents the findings and recommendations from an independent evaluation of the Pacific Leadership Program Phase 3 (PLP3). The evaluation took place from April to June 2017, focusing its analysis on the relevance and effectiveness of PLP3.
2. The Pacific Leadership Program (PLP) was conceived as a major initiative which came out of the 2006 White Paper, *Australian Aid: Promoting Growth and Stability*. The program began in 2008. Phase 3 began in July 2014 and is scheduled to conclude in December 2017. While the scope of this evaluation is phase 3, the program can best be understood as part of a longer story. The budget for PLP3 is approximately AUD15 million (2014 – 2017).
3. PLP3 is based on an understanding of development which involves a donor bringing resources of various types to developmental leaders to support them to achieve positive social change.<sup>1</sup> Essentially, PLP is about doing development differently<sup>2</sup>, with an emphasis on providing flexible, iterative and tailored support to local leaders and coalitions.
4. In evaluating PLP3, it is critical to understand that the initial concept that led to phase 1 and the design of phase 3 are intentionally trying to do something that is different to the more common, pre-planned or ‘projectised’ approaches to development.<sup>3</sup> One way to understand PLP’s approach is to reflect on the experience of The Asia Foundation which, over several decades, has been implementing “highly responsive, politically informed, iterative, ‘searching’ models of assistance”.<sup>4</sup> While each program is different, these approaches, like PLP, share similar characteristics including an emphasis on “contextual knowledge and relationships, combined with multiple small, nuanced and carefully targeted interventions, working closely with local partners”.<sup>5</sup>
5. If we understand Australia’s national interests in the Pacific to be to support change which will promote stability, effective governance and inclusive economic growth, then the focus of PLP3 on developmental leadership is still relevant, as one tool among others.<sup>6</sup> PLP3’s priority areas of women’s leadership and its long-term support to peak private sector bodies (i.e. PIPSO and national level chambers of commerce) are well aligned with the Australian Government’s highest aid priorities. PLP’s long-term focus on youth, and youth employment, also represent a recognised critical development challenge for the Pacific.
6. The evaluation’s broad conclusion is that this politically-informed, ‘searching’ and flexible approach (which defines the Pacific Leadership Program Phase 3) remains highly relevant to Pacific partners and the Australian Government’s foreign policy and development priorities in the Pacific region. However, PLP3 is operating in a different environment than phase 1 and 2, and to be highly effective in the current context, the investment needs to be reshaped.

---

<sup>1</sup> See Annex 2 for PLP’s Theory of Change

<sup>2</sup> There are many ways you can describe such an approach including: Thinking and Working Politically; Doing Development Differently; and Problem-Driven Iterative Adaption.

<sup>3</sup> For more information, refer to The Asia Foundation’s partnership with DFAT which has invested in learning from what a more politically informed approach to development assistance means in practice: <http://asiafoundation.org/wp-content/uploads/2016/04/Reflections-onThree-Years-200416.pdf>

<sup>4</sup> The Asia Foundation, Working Politically in Practice Series, Case Study Number 5, “*Reflections on Implementing Politically Informed, Searching programs: Lessons for Aid Practitioners and Policy Markers*”

<sup>5</sup> Ibid, foreword

<sup>6</sup> Developmental leadership is seen to involve collective action towards locally owned, inclusive policy and institutional change for the public good.

7. High level findings from the evaluation include:
- PLP3 has provided space for experimentation, learning and innovation around how Australia can support developmental leadership<sup>7</sup> and coalitions for change in the Pacific.
  - PLP3 has generated knowledge that is relevant to its stakeholders, particularly to its Pacific partners and to an academic audience (Result Stream 1).<sup>8</sup> However, knowledge and lessons from PLP's experience have been slow in coming, with many key studies still being finalised.<sup>9</sup>
  - PLP3 has been its most effective in supporting collective action led by Pacific Island leaders and coalitions (particularly at the national and sub-national levels) in pursuit of policy and institutional changes and reforms (Result Stream 2).<sup>10</sup>
  - PLP3 can claim to have played a role in supporting a number of policy and institutional changes across the Pacific for the public good, but not to the level of ambition articulated in the design (Result Stream 3).<sup>11</sup>
  - PLP3 has been its least effective in communicating with influence, especially with DFAT (Result Stream 4).<sup>12</sup>
  - This type of work takes time. Lessons from international experience and Australia's own development practice suggest the need for long-term strategies (in the order of 10-20 years).<sup>13</sup>
8. A number of factors influencing the operating environment of PLP3 have constrained the effectiveness of the program. These include:
- Unlike earlier phases, the design of PLP3 did not include co-location of DFAT staff within the PLP team, moving it to a purely managing contractor modality
  - With DFAT-AusAID integration, the role of the DFAT Suva Post changed in regard to regional programs, with overall strategic direction returning to DFAT Canberra, and HOMs in the Pacific assuming responsibility for their respective bilateral development programs
  - Reduced senior executive resources at DFAT Suva Post
  - A high level of on-going uncertainty in relation to the program, its budget and its leadership (including the death of PLP's deputy team leader early in phase 3, and the failure to replace the deputy team leader and recruit an influential Pacific Islander as team leader, although two attempts were made to do so)
  - Loss of PLP 'champions' within DFAT Canberra able to articulate the program's value.

---

<sup>7</sup> Developmental leadership is understood as a political process, 'involving the legitimacy, authority and capacity to mobilise people and resources, and to forge coalitions, in pursuit of developmental goals' ([www.dlprog.org](http://www.dlprog.org))

<sup>8</sup> Stakeholder interviews; citings of PLP3's research by academic institutions

<sup>9</sup> See Annex 7 for a list of research products.

<sup>10</sup> Evidenced from program documentation, stakeholder interviews, and an analysis of action research publications

<sup>11</sup> For example: Women in Shared Decision Making, Amendment to the Electoral Act for Municipal Councils to include TSMs (Vanuatu); Green Growth Leaders Coalition, Development and Endorsement of "The Peoples Plan 2030" Vanuatu National Sustainable Development Plan; Samoa Chamber of Commerce, Removal of Municipal Taxes, Delay in the increase of Value Added Goods and Service Tax (VAGST), and Commitment from Government to improve Tax Compliance; Tonga National Leadership Development Forum, Development and Endorsement of the Ha'apai Development Plan; Transparency Vanuatu's work on the Rights to Information Bill endorsed and enacted by the Government of Vanuatu; and the Tonga Women in Leadership Coalition's support to the 1<sup>st</sup> female Town Officer and 1<sup>st</sup> female District Officer elected.

<sup>12</sup> Stakeholder interviews; PLP documentation (see annex 8 and annex 9).

<sup>13</sup> For example see: 1) ODI's review of the Governance for Growth Program in Vanuatu, Hadley and Tilley, December 2016; and 2) Background Paper, Development Leadership Program, *Policy and Practice for Developmental Leaders, Elites and Coalitions The Evaluation of Politics and the Politics of Evaluation*, Chris Roche, Oxfam Australia Linda Kelly, Praxis Consulting August 2012.

9. In phase 3, DFAT has not been able to provide the enabling environment which is critical to programs like PLP that seek to be experimental, adaptive and iterative.<sup>14</sup> In turn, the PLP3 team and its managing contractor have not been able to successfully navigate this changed context in a way that would have better supported the effectiveness and relevance of PLP3.

10. Limited strategic leadership has been a key factor constraining the effectiveness of PLP3, especially its ability to communicate with influence. By strategic leadership, we mean the collective high-level leadership of the program, which includes the managing contractor, the team leader, the PLP Advisory Panel and DFAT (at various levels and locations).

11. With the benefit of hindsight, the design for phase 3 appears overly ambitious.<sup>15</sup> The shift in phase 3 to viewing the program's ability to generate and communicate knowledge as a significant measure of its success (with 50% of the result streams focussed on building a high quality knowledge base and communicating this knowledge with influence) also presented a challenge when considered against the managing contractor modality and the changed institutional context within DFAT. For example, influential communication requires a strategic conversation. In phase 3, the opportunities for and a commitment to generating such a conversation between DFAT and PLP3 have, in our view, been limited.

12. Despite these constraints, PLP3 has made progress in areas that are both relevant to Pacific stakeholders and aligned with Australia's broader interests. High level achievements include:

- More than 44 pieces of research commissioned by PLP3 and its partners since July 2014, with Pacific partners increasingly valuing research<sup>16</sup> in informing their own actions including evidence-based policy advocacy (see annex 7).
- Support for collective action that has influenced a number of policy and institutional changes (although not all changes to the transformational level as articulated in the design). Arguably, one of the best examples of PLP3's support for policy and institutional change is its role in supporting the Women in Shared Decision Making (WISDM) advocacy for women in political leadership in Vanuatu.
- Successful roll-out of a unique set of adaptive leadership training for Pacific 'development entrepreneurs', with a demonstrated ability of this training to enhance the effectiveness of coalitions.<sup>17</sup>
- Awarding of highly visible and influential Greg Urwin Awards (see annex 5).

13. Understanding PLP3's approach is fundamental in making any assessment of the program's value for money. For example, experimenting with new ways of working in support of locally-led sustainable change will often see donors take more of a facilitating rather than a directing role.<sup>18</sup> In addition, programs like PLP3 that invest heavily in relationships generally have a higher level of staffing, travel and hospitality costs than are required for delivery of a grant program.<sup>19</sup> Understanding the value of a program like PLP3 and then defining what is 'of value' to DFAT and to its Pacific partners are also important undertakings of any assessment, as is comparable financial

---

<sup>14</sup> An enabling environment refers to how donor agencies and their staff can provide a conducive environment for these approaches. Denney and McLaren describe such an environment as including "internal supporters within the donor organisation who can advocate and make space for these approaches; close working relationships between the donor and implementing team; flexible and long-term funding arrangements; and a recognition that change trajectories and results cannot be predicted", 2016, page 31.

<sup>15</sup> See PLP3 Design Document (December 2013) which includes 4 result streams and six priority areas and aims to achieve 1-2 transformational institutional and/or policy level reforms each year.

<sup>16</sup> Stakeholder interviews.

<sup>17</sup> Stakeholder interviews; and PLP3 Pacific Regional Leadership Initiative, draft evaluation report. June 2017.

<sup>18</sup> See [www.dlprog.org](http://www.dlprog.org)

<sup>19</sup> Denney and McLaren, *Coalitions for Change in the Pacific: A comparative analysis of PLP's action-research case studies / Report and Policy Brief*, 2016, page 28.

and result data across similar programs. While the evaluation team did not have the evidence to make a definitive assessment against all eight ‘value for money’ principles, program documentation and stakeholder interviews confirmed the high value of PLP3 in the eyes of many of its Pacific partners.<sup>20</sup> Several of its partners described PLP as being ‘a unique offering’ among donor programs. Yet, the program’s mixed results in terms of effectiveness does call into question the value to DFAT of the current model. A threshold consideration for DFAT is to determine the value of an innovative investment in developmental leadership to Australia’s long-term national interests in supporting Pacific partners to pursue inclusive development gains for the region and its people.

14. The future of the Pacific Leadership Program remains uncertain. The evaluation’s analysis concludes that continuing with PLP3 in its current form is not an effective option. Yet, experimentation in developmental leadership in the Pacific remains highly relevant to DFAT, its partners in the Pacific and to the international discourse on aid effectiveness. The evaluation recommends that DFAT reshape and reconnect with an investment in developmental leadership, seizing its potential to play a small but not insignificant role in supporting Australia’s long-term objectives for a safe, stable and economically resilient Pacific region.

15. The report contains seven recommendations for consideration by DFAT. These recommendations are forward looking and intentionally focussed on DFAT due to the limited time available to consider program improvements under the current program extension. These recommendations are summarised below (see section 4.2 for more details.)

**Recommendation 1: DFAT to maintain an innovative investment in developmental leadership**

16. Experimentation in developmental leadership remains highly relevant to DFAT, and to its partners in the Pacific. A politically informed, flexible and iterative approach to development is valuable, and more time is needed to fully explore the model’s potential and to capitalise on lessons learned to date. Valuable elements (key initiatives, relationships and staff) will be lost if the program is discontinued (indeed, they are already at risk due to uncertainty). However, problems identified in this report (including limited strategic leadership) will not resolve themselves over time without a concerted effort and changes to engagement, resourcing and prioritisation. This experimental programming should be a complement to DFAT’s bilateral programming – specifically it should be *different* to the bilateral programming (trying new things) and *valuable* to the bilateral programming (effectively sharing lessons learned, networks, public diplomacy opportunities, etc.).

**Recommendation 2: DFAT to consider ways that it can better integrate any future innovative and experimental programs like PLP within its broader governance and/or research portfolios**

In particular, DFAT should:

- Consider whether DFAT’s Pacific Division in Canberra requires a role in directly managing these types of programs; and what role (if any) should be played by DFAT’s Governance, Fragility and Water Branch
- Consider whether one or more Pacific bilateral programs might provide a more effective ‘enabling environment’, and which bilateral programs have appetite for this kind of innovation and experimentation
- Consider whether funding (i.e. co-contributions) from bilateral programs offer opportunities for improved ownership, influence and integration
- Consider whether recently tendered new leadership and/or research programs offer opportunities for stronger integration and coordination among similar programs.

<sup>20</sup> Stakeholder interviews; survey responses

**Recommendation 3: DFAT to consider key threshold issues in determining any future investment in this space**

17. Key threshold questions<sup>21</sup> include, but are not limited to:
- What is DFAT's level of interest in, and capacity for, investing in experimental, innovative and learning programs as one part of its broader efforts around improved governance, developmental leadership and transformational change?
  - What is the value of a program like PLP to Australia's long-term national interests in the Pacific? Is PLP (or a PLP-style approach) a relevant tool in DFAT's broader portfolio to support Australia's 'stepped up' engagement in the Pacific?
  - Which elements of PLP3 might be well placed to support Australia's engagement in the Pacific, adding value to Australia's bilateral programs and diplomatic presence?
  - What implementation arrangements and contracting modalities might provide the appropriate 'enabling environment' and enable DFAT to engage with, and extract more value out of, PLP or programs like PLP?
  - With which partners might DFAT consider it is in their interest to stay engaged, in some form, rather than vacate that space leaving it open to other regional players?
  - With which coalitions are there sufficient mutual interests to tolerate a (possible) level of divergence in policy discussions, seeking an appropriate balance between DFAT's short-term objectives and long-term interests?
  - When, and in what partnerships, is it better to work behind the scenes in support of local actors, and when does DFAT require greater visibility, including in terms of branding?

**Recommendation 4: DFAT to reshape the program**

18. We recommend DFAT reshapes and re-engages with an innovative investment in developmental leadership that builds on PLP3's experience, program components, relationships and lessons learned. DFAT will need to address the weaknesses of strategic leadership and communication that are evident within PLP3, but has an opportunity to build on its investment in a way that best fits the current policy and institutional context within which it manages Australia's aid program.

**Recommendation 5: DFAT to further investigate what a reshaped PLP should look like**

19. This report and its recommendations are based on an evaluation, not on a design mission. However, we offer some preliminary views on what a reshaped investment might look like for any transition period and/or design.
- A program of this kind should be held close by DFAT for the purposes of providing an enabling environment for adaptation and iteration; for understanding what works and internalising learning; and for effectively managing risk.
  - A program of this kind should be led by an influential Pacific Islander or co-led by a Pacific Islander and an Australian, retaining core local staff.
  - Valuable elements of PLP3 should be retained, including flexible and iterative support for developmental coalitions; an approach built on relationships which support Pacific-led change; well-targeted adaptive leadership training to support individuals leading

<sup>21</sup> The evaluation team acknowledges the importance of other determinants including financial and human resources and any shift in the policy context.



developmental reforms; the Greg Urwin Awards (including a focus on placements in Australia); and an investment in research. More value can be extracted from these elements.

- Ensure an appropriate scale with as much certainty as possible, refining the scope of the program if necessary (e.g. possibly a reduction in focus countries; ceding the women's leadership space to *Pacific Women* (or closer integration with *Pacific Women*); reducing the number of priority areas; replacing the regional advisory panel with small steering/working committees at a national level which include DFAT Post representation; sharpening the focus of investments on individuals and coalitions that are leading change.)
- Treat PLP as a long-term investment, not expecting short-term results. Ensure the investment is linked into DFAT's other funded research programs, clearly position the program as a space for experimentation, and identify appropriate linkages with the *Pacific Research Program*, *Pacific Women*, *Pacific Connect* and the *Women's Leadership Initiative*.

**Recommendation 6: DFAT to determine the future of PLP as a priority**

20. With PLP3 currently due to conclude in December 2017, there is not a lot of time to decide, plan for and implement whatever future scenario DFAT decides on: be it a smooth conclusion to PLP3, a further extension, a re-design or a transition to another arrangement. Informed discussions and careful planning between DFAT's Pacific regional program and its four bilateral programs (and other DFAT-funded programs too) will be important to whatever decision is made. In addition to the findings of this evaluation, DFAT should closely consider the findings of two research studies to be published in the next month: one on lessons learned around what makes some coalitions more successful<sup>22</sup> and the other on the effectiveness of PLP's approach to the Green Growth Leaders' Coalition (GGLC).<sup>23</sup>

**Recommendation 7: If DFAT discontinues PLP, seek opportunities to incorporate valuable elements of PLP into other programming**

21. These elements could include:

- Partnerships with some of the most compelling organisations and coalitions
- Adaptive leadership training, with some refinements, which brings a unique approach to leadership to the Pacific and builds capacity among people and coalitions leading change
- The local staff of PLP, who have built up valuable insights and networks to facilitate engagement in promoting developmental leadership
- The Greg Urwin Awards, with an increased focus on placements in Australia
- Action research on developmental leadership as a public good.

<sup>22</sup> PLP Coalitions and Network Mapping project (A. Craney, R. Davies, D. Hudson)

<sup>23</sup> The Green Growth Leaders' Coalition (GGLC) Interim/Baseline Report – will be tabled at 2017 GGLC Leaders' retreat and then made publicly available (A. Craney and D. Hudson/ La Trobe DLP).



# Table of Contents

---

<b>Acknowledgements and Acronyms</b>	<b>2</b>
<b>Executive Summary</b>	<b>3</b>
<b>Table of Contents</b>	<b>9</b>
<b>1. Introduction</b>	<b>10</b>
1.1. Evaluation Purpose and Scope	10
1.2. Pacific Leadership Program Phase 3	10
1.3. Evaluation Approach	11
1.4. Limitations	12
<b>2. Background and Context</b>	<b>13</b>
2.1. Background to PLP Phase 3	13
2.2. Australian Policy Context	14
2.3. Development Theory	14
<b>3. The Performance Story</b>	<b>15</b>
3.1. Introduction	15
3.2. Relevance to the Australian Government and the Pacific Region	16
3.3. Generating Knowledge and Influential Communication	18
3.4. Supporting Collective Action, and Policy and Institutional Changes	21
3.5. Gender Equality	29
3.6. Value for Money	29
3.7. Sustainability	31
<b>4. Options and Recommendations</b>	<b>33</b>
4.1. Options	33
4.2. Recommendations	34
<b>Annex 1: Summary Terms of Reference</b>	<b>38</b>
<b>Annex 2: Theory of Change</b>	<b>41</b>
<b>Annex 3: Core Evaluation Questions</b>	<b>42</b>
<b>Annex 4: Timeline of PLP</b>	<b>43</b>
<b>Annex 5: List of Greg Urwin Awardees</b>	<b>44</b>
<b>Annex 6: Adaptive Leadership Participants</b>	<b>49</b>
<b>Annex 7: Research Products</b>	<b>52</b>
<b>Annex 8: People Consulted</b>	<b>55</b>
<b>Annex 9: Documents Reviewed</b>	<b>59</b>

# 1. Introduction

---

The **purpose of this report** is to present the findings and recommendations from an independent evaluation of the Pacific Leadership Program Phase 3 (PLP3).

## 1.1. Evaluation Purpose and Scope

The **purpose of this evaluation** was twofold:

- To assess the continuing *relevance* of PLP3 and its various components to key stakeholders (including DFAT and PLP's Pacific partners), and
- To assess the *effectiveness* of PLP3 and its components and determine whether the program is on track to achieve its expected results.

The **primary focus of this evaluation is on learning**. The secondary focus of the evaluation is on accountability. The **primary audience** for this report is:

- DFAT (Pacific Division (including relevant DFAT Pacific Posts) and the Governance, Fragility and Water Branch)
- The Pacific Leadership Program team
- Cardno Emerging Markets, as the managing contractor.

A summary of the **terms of reference for the evaluation** of PLP3 is set out in [annex 1](#). Key points to note in relation to the **scope** include:

- This evaluation covers the period under PLP Phase 3: from July 2014 to December 2017. However, the evaluation team recognises that PLP3 is part of a longer story.
- The evaluation focused primarily on questions around relevance and effectiveness, with a secondary focus on sustainability and efficiency.

## 1.2. Pacific Leadership Program Phase 3

The **Pacific Leadership Program** is a regional governance initiative that recognises the pivotal role of leadership in development.<sup>24</sup> The Program began in 2008. Phase 3 began in July 2014 and is scheduled to conclude in December 2017. The **budget for PLP3** is approximately AUD15 million (2014 – 2017).

PLP3 is based on an **understanding of change which involves a donor** (i.e. Australia) **bringing resources of various types** (knowledge and research, funding, communication, tools, mentoring, coaching, etc.) **to partners** (organisations, leaders, change agents, coalitions) **to support them to achieve positive social change**.

The **high-level objective of PLP3 is to contribute to developmental leadership** that achieves transformational change to promote stability, effective governance and economic growth.<sup>25</sup> Developmental leadership is understood as a political process, 'involving the legitimacy, authority and capacity to mobilise people and resources, and to forge coalitions, in pursuit of developmental goals'.<sup>26</sup>

The **Theory of Change for PLP3** can be found at [annex 2](#).

---

<sup>24</sup> See [www.plp.org.fj](http://www.plp.org.fj)

<sup>25</sup> PLP3 Design Document

<sup>26</sup> See [www.dlprog.org](http://www.dlprog.org)

**PLP3 works with multiple Pacific partners, and operates in four countries** – Samoa, Solomon Islands, Tonga and Vanuatu – and at the regional level. The Program has a regional office in Suva (Fiji) and four country representatives in Port Vila, Nuku'alofa, Apia and Honiara. PLP3 is delivered through a managing contractor (Cardno Emerging Markets (Australia)). PLP's theory of change manifests itself differently in each country where the program operates, as each country context is different.

The **program design** for PLP3 is structured around **four interrelated objectives or result streams** as follows:

1. High quality and ongoing **knowledge** of developmental leadership across the Pacific.
2. **Collective action** by Pacific Island leaders in pursuit of policy and institutional changes and reforms to promote stability, effective governance and economic growth at the regional, national and sub-national level.
3. Identifiable **policy and institutional changes** across the Pacific for the public good.
4. High quality and **influential communication** within DFAT, across the Pacific and internationally on the nature of developmental leadership in addressing development issues and challenges in the Pacific.

The program design also structures PLP3's work across three governance levels (regionally, nationally and sub-nationally) and **six priority areas** which align with the Australian Government's development priorities in the Pacific. These are:

- Women's leadership
- Private sector leadership
- Future developmental leadership
- Political-bureaucratic leadership interface
- Community leadership; and
- Melanesian leadership.

The PLP3 design further instructs that across all of its programming, PLP3 should work with developmental leadership coalitions.<sup>27</sup>

### 1.3. Evaluation Approach

The evaluation team developed an **evaluation plan** which sets out the approach. This plan was agreed to by DFAT.<sup>28</sup>

**The evaluation took place between April and June 2017.** The evaluation team's work included a desk-based review of relevant documentation. The interrogation of existing program data was supplemented by new information collected through stakeholder interviews, a short online survey and in-country fieldwork. Fieldwork took place in Fiji, Tonga and the Solomon Islands. Face-to-face interviews with a selection of stakeholders also took place in Samoa. A limited range of teleconferences were undertaken with key stakeholders in Vanuatu.

The **main method of data collection** during the evaluation was secondary documentation data review and interviews with key stakeholders. Data was collected from four main sources:

- Relevant existing program documentation

---

<sup>27</sup> PLP Design Document, December 2013, page 9.

<sup>28</sup> Pacific Leadership Program Phase 3 2014-2017, Evaluation Plan, 27 April 2017

- Two short qualitative and quantitative reports prepared by the PLP3 team for this evaluation
- Semi-structured interviews with selected stakeholders
- Field visits for interviews with key stakeholders including country partners, individual leaders, government officials and DFAT Post staff.

The full terms of reference for the evaluation provide a list of stakeholders. These stakeholders can be grouped under the following broad headings:

- **PLP3 team:** including members of the PLP Advisory Board; PLP3 team (in Suva and in the region); and Cardno as the managing contractor for PLP3
- **DFAT** (Canberra, Suva, and the four bilateral Posts in the Pacific)
- **Pacific partner organisations**, including country partners
- **Individual participants** in PLP3 activities
- **External stakeholders** (i.e. academic institutions).

**Stakeholder consultations** were guided by a set of critical focus questions developed by the evaluation team. The evaluation used a **short online survey** to collect data from a sample of key stakeholders to supplement data gathered from other sources.

The core evaluation questions can be found at [annex 3](#). A list of people consulted and documents reviewed can be found at [annexes 8 and 9](#) respectively.

## 1.4. Limitations

**Time was a limiting factor.** A relatively rapid evaluation of a program aimed at strengthening developmental leadership for transformational change is a challenging exercise.<sup>29</sup>

A potential risk was the availability of relevant stakeholders to participate in the process within the short timeframe in which the evaluation was conducted. We addressed this constraint by giving stakeholders multiple opportunities to input into the process.

The **ability of the team to collect new data was also limited**. However, this limitation was mitigated by using existing data, recognising that a good quantity and quality of data could be provided by the program, by DFAT and by informed external stakeholders including the Developmental Leadership Program. The team was limited in its ability to assess the program's value for money, in part due to not having access to financial and result data from comparable programs.

The evaluation team developed core evaluation questions based on the terms of reference. The evaluation team **examined achievements and lessons under the six priority areas only in so far as they related to answering the core evaluation questions**.

---

<sup>29</sup> *The Evaluation of Politics and the Politics of Evaluation*, Background Paper Development Leadership Program, Chris Roche, Oxfam Australia Linda Kelly, Praxis Consulting August 2012

## 2. Background and Context

---

### 2.1. Background to PLP Phase 3

The **Pacific Leadership Program (PLP)** was conceived as a major initiative which came out of the 2006 White Paper: *Australian Aid: Promoting Growth and Stability*.<sup>30</sup> This White Paper had a focus on strengthened governance, tackling corruption and ‘fostering functioning and effective states.’<sup>31</sup> PLP was set to enhance existing governance support by ‘targeting leaders from all facets of society...and by building demand for better governance’.<sup>32</sup>

Phase 1 started in April 2008 and **focussed on developing partnerships** with a range of organisations perceived to have an ability to lead positive change. Phase 2 started in June 2009 bringing with it a stronger focus on **developmental leadership and the role of coalitions** in progressing change for the public good. Phase 3 began in July 2014 and in addition to a continuing focus on coalitions, included an emphasis on **generating and communicating knowledge** on developmental leadership in the Pacific context.

**While the program has evolved, two objectives have been consistent** across all phases:

- **Helping to build the capacity** of individuals, organisations and coalitions to exercise leadership for developmental change in the Pacific;
- **Promoting learning** on leadership and governance in the Pacific to influence practice in the broader Australian aid program and international community.<sup>33</sup>

**PLP was established to trial new methods of supporting locally-driven positive change** in the Pacific. Australia’s work with partners to support developmental leadership in the Pacific is based on the recognition that there is an important interplay between leadership and the achievement of locally-led development outcomes, including reduced poverty.

**Essentially, PLP is about doing development differently.** There are many ways you can describe such an approach.<sup>34</sup> Common to these approaches, however, is an emphasis on providing flexible, iterative and tailored support that ‘does not begin with pre-determined solutions and is tolerant of a certain level of risk in order to achieve developmental change’.<sup>35</sup> This approach stands in contrast to more conventional aid approaches which emphasise sector-defined, and technical methods of bringing about change.<sup>36</sup> Aware of the limitations of conventional approaches to aid, PLP seeks to experiment with new types of partners and partnerships to explore new ways for an external donor to support leadership for locally-driven change.

**One way to understand PLP’s approach is to reflect on the experience of The Asia Foundation** which, over several decades, has been implementing “highly responsive, politically informed, iterative, ‘searching’ models of assistance”.<sup>37</sup> While each program is different, these approaches, like PLP, share similar characteristics including an emphasis on “contextual knowledge and

---

<sup>30</sup> This was the first White Paper on Australia’s Aid Program.

<sup>31</sup> Fostering Functioning and Effective States – was one of its four organising themes.

<sup>32</sup> *Australian Aid: Promoting Growth and Stability*; White Paper; 2006

<sup>33</sup> These two objectives were identified in the Independent Progress Report, June 2012

<sup>34</sup> Including: Thinking and Working Politically; Doing Development Differently; and Problem-Driven Iterative Adaption.

<sup>35</sup> Denney and McLaren, *Coalitions for Change in the Pacific: A comparative analysis of PLP’s action-research case studies / Report and Policy Brief*, 2016

<sup>36</sup> Deborah Rhodes, *History of the Pacific Leadership Program*, March 2017 p.1.

<sup>37</sup> The Asia Foundation, Working Politically in Practice Series, Case Study Number 5, “*Reflections on Implementing Politically Informed, Searching Programs: Lessons for Aid Practitioners and Policy Markers*”

relationships, combined with multiple small, nuanced and carefully targeted interventions, working closely with local partners”.<sup>38</sup>

**The design of phase 3 was a lengthy process, and involved many different people**, in part due to the fact that the process ran over a period of significant change for the aid program, with the integration of AusAID into DFAT, and the announcement of budget cuts.<sup>39</sup> In hindsight, the design for phase 3 appears overly ambitious<sup>40</sup> when considered against the changed institutional context within DFAT. For example, as a number of stakeholders explained, “*PLP3 was told to lift its visibility and influence within DFAT – at the very time when (most of) DFAT began to look the other way*”.<sup>41</sup>

Key dates in the evolution of the Pacific Leadership Program can be found at [annex 4](#).<sup>42</sup>

## 2.2. Australian Policy Context

Australia has a “**long-term commitment as a major and reliable partner on strategic, security, economic and development issues in the Pacific region**”.<sup>43</sup> Australia also recognises that the region is an increasingly crowded and complex place when it comes to the changing geopolitical environment, and Australia’s level of influence within that environment.<sup>44</sup>

The **Australian Government’s development policy**, *Australian Aid: Promoting Prosperity, Reducing Poverty and Enhancing Stability*, includes effective governance as one of its six investment priorities. DFAT promotes effective governance at national and regional levels through a range of initiatives.

**DFAT’s Effective Governance strategy** explicitly recognises that governance investments require an understating of local power dynamics, the ability to work with local leaders on issues that are important locally, and the potential power of brokering or facilitating coalitions of people with similar interests in supporting transformational change.<sup>45</sup>

The **Pacific Leadership Program**, as a regional governance initiative, sits under **DFAT’s Pacific Regional Program**. The Pacific Regional Program complements efforts at the bilateral level to support economic growth and poverty reduction in the region. The Pacific Regional Program has four objectives: increased economic growth; the development of more efficient regional institutions; healthy and resilient communities; and the empowerment of women and girls in the Pacific.

The Pacific Regional Program is also shaped by the **Framework for Pacific Regionalism**.<sup>46</sup> The Framework is a commitment from Pacific Islands Forum Leaders to pursue deeper forms of regionalism to address common challenges. Australia strongly supports the Framework, and works closely with Forum Member Countries in its implementation. The Pacific Regional Program is designed to be flexible enough to meet emerging needs and respond to the direction of Pacific leaders through the Framework process.

## 2.3. Development Theory

The design of PLP3 and its approach in practice are **supported by international research and evidence** around governance, the role of leadership (including elites and coalitions), and how change

---

<sup>38</sup> Ibid, foreword.

<sup>39</sup> For further information, see Deborah Rhodes, *History of the Pacific Leadership Program*, March 2017.

<sup>40</sup> See PLP3 Design Document (December 2013) which includes 4 result streams and six priority areas across three governance levels, and aims to achieve 1-2 transformational institutional and/or policy level reforms each year.

<sup>41</sup> Stakeholder interviews.

<sup>42</sup> And for a full history of the Pacific Leadership Program, see paper, *History of the Pacific Leadership Program*, by Deborah Rhodes, March 2017

<sup>43</sup> Remarks by the Prime Minister Malcolm Turnbull, Pacific Islands Forum, September 2016

<sup>44</sup> See: Australian Strategic Policy Institute, Special Report, *Crowded and Complex: the changing geopolitics of the South Pacific*, April 2017.

<sup>45</sup> Commonwealth of Australia, DFAT, *Effective Governance: a strategy for Australia’s aid investments*, March 2015, p.12

<sup>46</sup> See: <http://www.forumsec.org>

is best shaped by local leaders/coalitions with a donor playing a facilitation role.<sup>47</sup> A growing body of research shows that coalitions are often critical in securing developmental reforms<sup>48</sup> and that effective governance programs require aid investments that are highly flexible and politically informed.<sup>49</sup>

When PLP commenced in 2008, it was ahead of its time with its focus on developmental leadership. Today, it sits among a small suite of similar interventions supported by Australia<sup>50</sup>, which are contributing knowledge to a development and academic community interested in exploring how leadership, power and political processes drive or block successful development.<sup>51</sup>

## 3. The Performance Story

---

### 3.1. Introduction

**Overall, PLP3 scores well for relevance, with mixed results in terms of effectiveness.** The PLP approach remains highly relevant to DFAT and the Pacific region, especially when conceived as a tool for innovation. PLP's effectiveness has been mixed during Phase 3. It has supported a number of developmental coalitions, and can claim to have contributed to six identifiable policy and institutional changes.<sup>52</sup> As per the design, PLP3 has also heavily invested in generating knowledge. As one stakeholder observed: *"I don't see many other programs that are so committed to learning and generating knowledge"*. However, the program has had limited success in communicating what it has learned with sufficient influence, especially to a DFAT audience.

**Understanding the operating context is critical to understanding the performance of PLP3. PLP3 is operating in a significantly different environment than phase 1 and 2** and yet its design, delivery mechanisms and ambitions do not adequately reflect this changed context. In phase 3, a number of internal and external factors have combined to restrict the effectiveness of the program. For example, on the one hand, DFAT has been constrained in its ability to provide the enabling environment<sup>53</sup> which is critical to the effectiveness of programs like PLP that seek to be experimental, adaptive and iterative. On the other hand, the PLP3 team and its managing contractor

---

<sup>47</sup> International research including: The World Development Report 2017 "Governance and the Law", The World Bank; The Asia Foundation; the Developmental Leadership Program; and the Overseas Development Institute.

<sup>48</sup> Chris Wheeler and Adrian Leftwich, Coalitions in the Politics of Development: Findings, insights and guidance from the DLP Coalitions Workshop, Sydney, 15-16 February 2012, p.3 Developmental Leadership Program Research and Policy Workshop Report, April 2012.

<sup>49</sup> See for example: ODI's review of the Governance for Growth Program in Vanuatu, Hadley and Tilley, December 2016.

<sup>50</sup> Such as: Coalitions for Change (Philippines); Vanuatu Skills Partnership; Governance for Growth (Vanuatu); PNG Governance Facility design pillar for Leadership and Coalitions building; Governance for Development (Timor Leste); MAMPU (Indonesia); Peduli (Indonesia).

<sup>51</sup> <http://www.dlprog.org/about-us.php>

<sup>52</sup> These are: Women in Shared Decision Making, Amendment to the Electoral Act for Municipal Councils to include TSMs (Vanuatu); Green Growth Leaders Coalition, Development and Endorsement of "The Peoples Plan 2030" Vanuatu National Sustainable Development Plan; Civil Society Forum of Tonga (Deep Sea Mining Coalition) Review of the Exploration Tax bracket for Deep Sea Mining; Samoa Chamber of Commerce, Removal of Municipal Taxes, Delay in the increase of Value Added Goods and Service Tax (VAGST), and Commitment from Government to improve Tax Compliance; Tonga National Leadership Development Forum, Development and Endorsement of the Ha'apai Development Plan; Transparency Vanuatu's work on the Rights to Information Bill endorsed and enacted by the Government of Vanuatu; and the Tonga Women in Leadership Coalition's support to the 1<sup>st</sup> female Town Officer and 1<sup>st</sup> female District Officer elected.

<sup>53</sup> An enabling environment refers to how donor agencies and their staff can provide a conducive environment for these approaches. Denney and McLaren describe such an environment as including "internal supporters within the donor organisation who can advocate and make space for these approaches; close working relationships between the donor and implementing team; flexible and long-term funding arrangements; and a recognition that change trajectories and results cannot be predicted", 2016, page 31.



appear not to have been able to successfully navigate this changed context in a way that would have better supported the effectiveness of PLP3.

**A range of factors that, with the benefit of hindsight, can be seen to have constrained the way in which PLP3 has been able to operate** include:

- The design of PLP3 did not include co-location of DFAT staff within the PLP team, as it did in phase 1 and 2, moving it to a purely managing contractor modality
- With DFAT-AusAID integration, the role of the DFAT Suva Post changed in regard to regional programs, with overall strategic direction returning to DFAT Canberra, and HOMs in the Pacific assuming responsibility for bilateral development programs in their respective countries
- Reduced senior executive resources at DFAT Suva Post
- A high level of on-going uncertainty in relation to the program, its budget and its leadership (including the death of PLP's deputy team leader early in phase 3, and the failure to replace the deputy team leader and recruit an influential Pacific Islander as team leader, although two attempts were made to do so)
- Loss of PLP 'champions' within DFAT Canberra able to articulate the program's value

The assessment that follows groups result streams 1 and 4 together, as they both relate to generating and sharing knowledge. It groups result streams 2 and 3 together, as they both relate to supporting collective action in pursuit of policy and institutional changes.

### **3.2. Relevance to the Australian Government and the Pacific Region**

**Supporting positive change led by Pacific Island people and coalitions remains highly relevant to Australia's foreign policy and development priorities.** If we understand Australia's national interests in the Pacific to be to support change which will promote stability, effective governance and inclusive economic growth, then the focus of PLP3 on developmental leadership is still relevant, as one tool among others.<sup>54</sup> PLP3's priority areas of women's leadership and its long-term support to peak private sector bodies (i.e. PIPSO and national level chambers of commerce) are well aligned with the Australian Government's highest aid priorities. PLP's long-term focus on youth, and youth employment, also represent a recognised critical development challenge for the Pacific.

**It is in Australia's national interest for its work in the Pacific to be informed by a deep understanding of context and of how change occurs.** DFAT staff know that development (and change, especially transformational change) is an inherently political process. Australia's aid policy, *Effective Aid* recognises that aid alone cannot solve the problems of development. External parties, no matter how large their wallets, cannot create sustainable change on their own. Consequently, "developing country policies and institutions need to lead".<sup>55</sup> This emphasis on locally-driven development is in line with Australia's international commitments<sup>56</sup>, and is widely supported by international research and evidence.<sup>57</sup>

**PLP has provided space for experimentation, learning and innovation around how Australia can support developmental leadership and coalitions for change in the Pacific.** PLP was established to

---

<sup>54</sup> Developmental leadership is seen to involve collective action towards locally owned, inclusive policy and institutional change for the public good.

<sup>55</sup> Commonwealth of Australia, DFAT, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, June 2014. p.2.

<sup>56</sup> In the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008) and the Busan Partnership (2012)

<sup>57</sup> International research including: The World Development Report 2017 "Governance and the Law", The World Bank; The Asia Foundation; the Development Leadership Program; and the Overseas Development Institute.

trial new methods of supporting locally-driven positive change in the Pacific region. Australia's aid policy, *Effective Aid*, highlights the need for innovation in the way that aid is delivered – experimenting with new partnerships and new approaches to find new ideas in pursuit of solutions to entrenched development problems.<sup>58</sup> PLP's approach emphasises investment in understanding the politics, power dynamics and incentives of leaders in development-related decision-making. PLP3 – and its portfolio of investments and engagements – is an example of innovation in the governance space.

**This type of work takes time: sustained commitment is required to achieve results.** Lessons from both international experience and Australia's own development practice suggest the need for long-term strategies (in the order of 10-20 years).<sup>59</sup> Australia is likely to be an aid donor to the Pacific for some time, and so has a strong interest in generating evidence through experimentation for how to make aid programs more effective. Not all aid to the Pacific region should be experimental, but providing some space for experimentation and long-term learning is valuable. In this regard, PLP and its 'developmental leadership' approach may be seen as a risk mitigation tool – hedging against the risk that investments in more conventional aid approaches prove ineffective or underwhelming.

**One way to understand PLP3's approach at the activity level is to think about its investments as a number of small 'bets', with some 'bets' producing 'better dividends' than others.** It takes time to determine which investments are producing the best value. And what is 'of value' can be different to different stakeholders. It is also important to note that results achieved in PLP3 often build on relationships and support provided during phases 1 and 2. Significantly, PLP invested in very small (almost fledgling) organisations and helped to build their capacity, enabling them to operate in ways which contributed strongly to each organisations' objectives and leveraged other funding (i.e. PIPSO; TNYC; TCCI; SCCI; etc).<sup>60</sup> PLP3 has also demonstrated that it can withdraw from partners, having ceased involvement with three partners during phase 3.<sup>61</sup>

**Australia has a broader interest in understanding the dynamics of how change happens in the Pacific,** and what locally-generated solutions to development problems look like in the region. The publication of some key research pieces<sup>62</sup> demonstrates PLP3's ability to contribute to that understanding.<sup>63</sup>

**PLP3's approach based on trusted relationships and adaptive programming is its strength, underpinned by the networks and knowledge of its team of staff.** PLP3 has focused on building trusted relationships and working often 'behind the scenes', which require investing staff time (as much or even more than investing financial resources). Several of its partners described PLP as being 'a unique offering' among donor programs. PLP3 provides flexible support to its partners, and has demonstrated the ability to adapt its support in response to emerging opportunities and the evolving needs of its partners. This flexibility is central to the PLP approach – the program can provide a diverse set of resources (funding, workshops, training, introductions) to create 'space' for individuals and coalitions to exercise developmental leadership in pursuit of positive change. PLP3

---

<sup>58</sup> Commonwealth of Australia, DFAT, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, June 2014. p.2.

<sup>59</sup> For example see: 1) ODI's review of the Governance for Growth Program in Vanuatu, Hadley and Tilley, December 2016; and 2) Background Paper, Development Leadership Program, *Policy and Practice for Developmental Leaders, Elites and Coalitions The Evaluation of Politics and the Politics of Evaluation*, Chris Roche, Oxfam Australia Linda Kelly, Praxis Consulting August 2012

<sup>60</sup> Evidenced from action research studies and stakeholder interviews.

<sup>61</sup> PLP3 withdrew support from Oxfam Vanuatu (2015); Leadership Vanuatu (2015) and the Solomon Islands Development Trust (December 2014)

<sup>62</sup> For example, the forthcoming publications on PLP Coalitions and Network Mapping project (A. Craney, R. Davies, D. Hudon) and the Green Growth Leaders' Coalition (GGLC) Interim/Baseline Report (A Craney and D Hudson/ La Trobe DLP).

<sup>63</sup> See research publications (see annex 7). A number of stakeholders suggested that PLP was beginning to 'hit its stride' in terms of research output, as well as maturing partnerships.

program staff are, on the whole, very well regarded by their partners.<sup>64</sup> In particular, the Pacific Island staff are seen to bring relevant contextual knowledge, existing networks and strong personal commitment to achieving meaningful development outcomes (although, in some contexts, senior Pacific leaders voiced frustration at needing to deal with 'junior' program staff).<sup>65</sup>

**PLP3 is not a program focused on building people-to-people linkages between Australia and the Pacific region.** However, some elements of the program make a contribution to people-to-people links, such as the Greg Urwin Awards (see [annex 5](#)) which include some awardees undertaking placements in Australian institutions. In addition, there is potential for other elements of the program (such as the adaptive leadership training and its growing alumni (see [annex 6](#))) to make a much stronger contribution to people-to-people links, as well as potential for stronger linkages between PLP with more people-to-people focused programming, including *Pacific Connect*, the volunteer program and others.

### 3.3. Generating Knowledge and Influential Communication

**PLP3 has generated high quality knowledge that is relevant to its stakeholders.** The program is largely on track to achieve Result Stream 1: *High quality and ongoing knowledge of developmental leadership across the Pacific*.

**PLP3 has invested in research, and encouraged and supported its partners to invest in research (to support policy advocacy).** It has done so across the Pacific – both Melanesia and Polynesia – spanning the program's four focus countries and engagement with regional organisations. More than 44 pieces of research have been commissioned by PLP3 and its partners since July 2014. A list of commissioned knowledge products is attached as [annex 7](#).

**PLP3's investment in action research** is perhaps the most significant component of the program's knowledge generation during this phase.<sup>66</sup> PLP3 supported research and analysis are highly regarded by its local partners.<sup>67</sup> PLP3's work is also of interest to a section of the academic community (particularly in Australia) and it continues a relationship with the Developmental Leadership Program<sup>68</sup> (DLP) through LaTrobe University. These research partnerships are important to the sustainability of the knowledge generated by PLP3 and the achievement of *ongoing* knowledge of developmental leadership. PLP3's staff are an important repository of knowledge on developmental leadership, and on how developmental leadership can be exercised in the Pacific.<sup>69</sup>

**Stakeholder interviews and surveys demonstrate that the program's local partners have a strong appetite for PLP3's research,** and view it as relevant to their work. PLP3's academic partners tend to value the program's generation of knowledge the most<sup>70</sup>, incorporating it into their work and recommending it to others. PLP3's research and learning has been showcased a number of times, including at forums such as the UK Political Studies Association 2017 Conference and the 2017 Australasian Aid Conference, and cited by organisations such as the Overseas Development Institute (ODI) and Transparency International.

<sup>64</sup> Stakeholder interviews. In particular, stakeholders frequently referred to PLP staff's willingness to listen, commitment and passion, and willingness to sit down together to brainstorm and reflect on possible pathways forward.

<sup>65</sup> Stakeholder consultations

<sup>66</sup> Including: action research support for Green Growth Leaders' Coalition (A. Craney and D. Hudson), Simbo for Change (L. Hoatson), Women in Shared Decision Making (B. Rousseau), and Tonga National Leadership Development Forum (H. Lee).

<sup>67</sup> Numerous stakeholders referenced the value of PLP3-funded research and surveys that they had used to support policy advocacy.

<sup>68</sup> Which DFAT also invests in through the Governance, Water and Fragility Branch.

<sup>69</sup> Stakeholder consultations. Numerous stakeholders highlighted the knowledge and advice of PLP staff as one of the things they valued most about PLP (alongside funding and flexibility).

<sup>70</sup> Stakeholder consultations and survey results. PLP's academic partners interviewed considered PLP's research output as highly relevant to their work, and considered PLP to be reasonably effective in producing the relevant knowledge.

However, high quality knowledge and lessons from PLP's experience on developmental leadership across the Pacific have generally been slow in coming, with many key studies still to be finalised. Knowledge generation, lesson learning, research and dissemination do require time. For example, discerning lessons through action research into grassroots-led change (i.e. in the case of Simbo for Change in the Solomon Islands) can only be done over an extended period as change occurs slowly. PLP3's knowledge generation and dissemination may also have been constrained by the relatively broad scope of the program. Having six priority areas<sup>71</sup> across four countries and regional organisations is not conducive to a targeted and influential program of research. Nevertheless, too many relevant studies are only now being made available.<sup>72</sup>

**PLP3 has had limited success in communicating with influence, as intended.** The program is not on track to achieve Result Stream 4: *High quality and influential communication within DFAT, across the Pacific and internationally on the nature of developmental leadership in addressing development issues and challenges in the Pacific.*

**It is an ambitious goal to seek to communicate with influence across three diverse audiences – DFAT, Pacific partners and international academia.** Nevertheless, PLP3 has invested heavily in this result stream. During phase 3, PLP has progressively increased its profile and engagement with the broader academic and policy communities, with approximately 69 conference, workshop and other presentations; and 17 citations in external/third party publications expected to be delivered by June 2017.<sup>73</sup>

**PLP3's approach and knowledge products have had some influence on the design of a small number of DFAT programs** (i.e. *Pacific Women* and the more recent *Women's Leadership Initiative*), and the program is viewed as important by DFAT's Governance, Fragility and Water Branch. However, there is little evidence of PLP3's knowledge and lessons influencing other DFAT Pacific bilateral or regional programs. In fact, some managers of these programs have limited awareness of PLP3 and even less knowledge of its achievements and learnings. Stakeholder interviews with DFAT's Pacific Division in Canberra and the relevant Posts confirm that PLP3 is generally not viewed or used as a valuable resource to inform Pacific Division's programming, policy or strategy. As an example, a recent governance program design which includes emphasis on working with coalitions was undertaken in the Solomon Islands program without input from PLP3. This reflects PLP3's struggle to communicate with influence within DFAT – a key role for PLP3's leaders, country representatives and the managing contractor. However, influential communication cannot be a monologue – it requires a strategic conversation. In phase 3, the opportunities for and commitment to generating such a conversation between DFAT and PLP3 have, in our view, been limited.

**PLP3's local partners offer mixed views on the influence of the program and its approach on their work.** Some local partners reported that developmental leadership and coalition-based advocacy were new ideas to them (i.e. TNLDF). In other cases they reported that, while the ideas were not new to them, PLP3 did add value to their work, including intellectual value beyond mere funding.<sup>74</sup> Particularly at the outset of partnerships, PLP's local partners felt that PLP was different to other donor programs – quicker to listen and slower to speak, and offering valuable ongoing guidance. However, during phase 3, many partners felt that the program's focus increasingly shifted to compliance and reporting of results, at the expense of continuing to engage at the level of

<sup>71</sup> Women's leadership; private sector leadership; future developmental leadership; political-bureaucratic leadership interface; community leadership and Melanesian leadership.

<sup>72</sup> Noting nine research pieces published in May 2017 and June 2017.

<sup>73</sup> PLP3 Narrative Report, Key Achievements (July 2014 to May 2017), June 2017

<sup>74</sup> Stakeholder consultations. Several stakeholders made comments such as "The advice of PLP staff builds our confidence to engage at the provincial level" and "PLP is more than a donor. A donor gives money, but PLP is also giving us knowledge on the ground and tools to work with".

developmental leadership.<sup>75</sup> The death of PLP3's deputy team leader, and perceived pressure from DFAT to demonstrate results at the activity level, seem to have been factors in this shift. The program's academic partners are influenced by PLP3's communication, as the program contributes to the evidence base for developmental leadership.<sup>76</sup>

**There are a number of challenges which partly explain why the program has struggled to communicate with influence, especially within DFAT.** Regional programs commonly face challenges in communicating their relevance to a bilaterally focused DFAT. Program management arrangements centred on Suva can reduce Canberra's visibility of PLP3. Changes within DFAT may also have contributed. The shift away from DFAT officer team leaders and shifting priorities led to reduced DFAT engagement with PLP3, which in turn has also meant that DFAT has been unable to seize opportunities to extract more value out of the program. In contrast to PLP3, the *Governance for Growth* program in Vanuatu has been established under the Australian High Commission structure, with all staff as DFAT employees. Staff are located close to Vanuatu Government offices and outside of the High Commission. *Pacific Women* offers a different example, by which DFAT essentially holds the program director role in a DFAT staff member based in Canberra. In phases 1 and 2, PLP also intentionally flew 'under the radar', which did not support communicating with influence.<sup>77</sup> As noted above, a number of key knowledge products have been slow in coming. Possibly under pressure to demonstrate results, and/or because of the program's staffing profile, PLP3 has at times prioritised the detail of project management at the expense of influential communication.<sup>78</sup>

Nonetheless, none of those challenges were entirely unpredictable or unique. **Limited strategic leadership has been a key factor constraining the effectiveness of PLP3, especially its ability to communicate with influence.** Bureaucracies such as DFAT's will always experience change and variable levels of engagement. It is incumbent on the managing contractor and the team leader (in partnership with the relevant DFAT managers) to exert influence in spite of those challenges. For example, PLP3's published research was 'broadcast' through the website and other channels, but would have been substantially more influential with more emphasis on 'strategic insertion' of the knowledge generated, for example through direct, one-on-one engagement with DFAT and other stakeholders.<sup>79</sup> In the case of PLP3, the managing contractor did well to explicitly recognise the risks associated with both 'limited strategic engagement with DFAT' and the 'failure to recruit a new Pacific team leader'.<sup>80</sup> However, its planned mitigation actions did not effectively overcome those challenges.

**By strategic leadership, we do not mean one person. We mean the collective high-level leadership of the program,** which includes the managing contractor, the team leader, the PLP Advisory Panel and DFAT (at various levels and locations). Strategic leadership encompasses the ability to project influence in order to make change happen despite bureaucratic and other challenges. That is, in a sense, the exercise of adaptive leadership in the running of the PLP3 itself. It also involves high-level guidance and informed discussions around risk and risk taking. With hindsight, the inability to recruit a senior and influential Pacific Islander as a team leader (despite two attempts), the failure to fill this 'space' by other methods, including greater engagement of the Advisory Panel (composed of outstanding individuals, but with only two meetings held, both in 2016) and the challenge of better

---

<sup>75</sup> Stakeholder consultations. A number of stakeholders made comments along the lines of "In the beginning PLP provided capacity building, forums to sit with other PLP partners to share learning etc., nowadays its more of a traditional funding model with an increased emphasis on demonstrating results."

<sup>76</sup> Stakeholder consultations and survey.

<sup>77</sup> See Independent Progress Report, Pacific Leadership Program, June 2012, page 2.

<sup>78</sup> Stakeholder consultations. Several stakeholders reported that PLP3 at times seemed more interested in recording details of outputs than discussing how to turn outputs into transformational impact.

<sup>79</sup> This distinction between 'broadcasting' and 'strategic insertion' is articulated in the PLP Knowledge Dissemination Strategy (T Newton Cain, July 2015).

<sup>80</sup> See PLP3 Annual Plan Year 3, page 26 and 27.

linking PLP3 to high priority policy and program areas (such as *Pacific Women* and the innovation agenda) stand out as missed opportunities.

**The managing contractor modality, and the way it was implemented, had a number of limitations in hindsight.** However, even during phases 1 and 2 – when PLP was led by DFAT officers – the program struggled to articulate its 'offer' to the wider aid program.<sup>81</sup> The shift to a purely managing contractor model exacerbated these challenges, making PLP3 more peripheral to the rest of the aid program. At the same time, the absence of high-level intellectual leadership by a Pacific Islander, and no Pacific institutional home, meant that PLP3 had a limited ability to project influence across the region.

### 3.4. Supporting Collective Action, and Policy and Institutional Changes

**PLP3 has been its most effective in supporting collective action by Pacific Island leaders in pursuit of policy and institutional changes and reforms.** The program is largely on track to achieve *Result Stream 2: Collective action by Pacific Island leaders in pursuit of policy and institutional changes and reforms to promote stability, effective governance and economic growth at the regional, national and sub-national level.*

**At the national and sub-national levels, PLP3 is generally seen by partners as bringing something unique to its partnerships.** Stakeholders frequently described PLP as being different to other donor programs. In particular, they value PLP's willingness to listen and explore solutions specific to their partners, rather than imposing a prescribed solution. One stakeholder summed up this approach as follows: "*PLP took the time to get to know us, and therefore they understood both our [limited] capacity and our [large] potential*". This approach, combined with genuine flexibility of programming and the passion and expertise of PLP3 staff, has played an important enabling role in the taking of collective action for developmental change by networks and coalitions of Pacific leaders. Three compelling examples at the sub-national and national levels are PLP3's support for the Simbo for Change project in Solomon Islands, the Tongan National Leadership Development Forum (TNLDF), and the Samoa Chamber of Commerce and Industry (SCCI).

---

<sup>81</sup> Independent Progress Report, Pacific Leadership Program, June 2012, page 2.

## Simbo for Change, Solomon Islands

### *Women-led community transformation*

Simbo is an island in the Western Province of the Solomon Islands. It has a population of 1,782 people living in four main communities. The island faces a number of development challenges, including a scarcity of natural resources, weak infrastructure and lack of services (including water supply, sanitation and health). Many of Simbo's challenges reflect those of other islands in Western Province and throughout Solomon Islands.

'**Simbo for Change**' is the name chosen by Simbo people to describe the partnership between the tribes of Simbo, PLP, and Samoan NGO WIBDI (Women in Business Development Inc.) with whom PLP had a previous relationship. The partnership was initiated in 2012 (during PLP phase 2) by Esther Suti, a businesswoman native to Simbo and living in the nearby provincial capital of Gizo.

PLP has supported WIBDI to provide a range of support and training to the communities on Gizo, through activities driven by the local women under Esther's developmental leadership. It has also provided technical and advisory support, and facilitated access to other stakeholders. A range of change strategies have been employed, including:

- Improving livelihoods – traditional weaving, print-making and honey production
- Working towards organic accreditation – environmental cleanup and seeking value-added export opportunities
- Enhancing savings – savings clubs and participation in the national superannuation fund
- Empowering women – economically, within families and through establishment of the Madegugusu Women's Association
- Engaging men – to ensure men support women's empowerment, and see that it does not take place at their expense
- Enlivening the community – encouraging developmental leadership by traditional tribal authorities, churches and school authorities
- Bringing government to Simbo – to attract funding, improved services and respect.

**PLP's support, through WIBDI, has enabled the women of Simbo to come together and collectively drive remarkable change on the island.** Some families report that they can more easily pay for school fees and save small amounts for emergency medical treatment for the first time. Food security is enhanced. Simbo women have joined the National Provident (superannuation) Fund for the first time. Ongoing clean up campaigns towards organic certification have led to a cleaner island, and improved health and food security. Both male and female members of the community interviewed for this evaluation reported improved relationships within families and less family violence as a direct result of the Simbo for Change activities. Women are no longer required to spend as long off the island selling produce, and there has reportedly been a reduction in child protection issues on the island. Provincial and national MPs have taken notice of the project's impact, and the island is attracting increased attention and funding from elected representatives. The provincial government is exploring opportunities to replicate the successes of the approach on other islands. It should be noted there have also been a number of challenges in the project, which does not enjoy universal support on the island.

PLP's participation in Simbo for Change has enabled the learning and capturing of significant lessons and knowledge. These include, among others, the role that an external donor can play in supporting development entrepreneurs, what grassroots women's leadership looks like in a Melanesian context, and flow-on effects of women's economic empowerment to general poverty reduction and social issues such as family violence. Further information on Simbo for Change is recorded in the action research case study.<sup>A</sup>

<sup>A</sup> Hoatson, Lesley. Case study on Simbo for Change, forthcoming. The information in this box is drawn in part from the case study.



## Tongan National Leadership Development Forum

*A national-level developmental leadership coalition*

**The concept of leadership is changing in the Kingdom of Tonga** – the only monarchy in the Pacific. The country is in a state of political transition, with its first government democratically elected in 2010. The **Tonga National Leadership Development Forum (TNLDF)** is a coalition which brings together a unique combination of individuals across Tongan society: from the royal family, the nobility, the church, government and civil society.

The TNLDF was established in 2010 and is managed by a Secretariat based in the Civil Society Forum of Tonga (CSFT). Both TNLDF and CSFT are partners of PLP. Interestingly, **PLP helped to initiate the very idea of the TNLDF coalition** by bringing together key individuals and giving them the space to discuss what leadership issues might be ready for change in Tonga. The TNLDF was formed following this initial PLP-supported meeting.

**PLP has supported TNLDF since its inception through providing a range of resources** including funding, providing training and technical advice, facilitating connections (i.e. between TNLDF, IUCN and the GGCLC) and supporting key activities (i.e. TNLDF's work with traditional young leaders (or nobles) which is a unique offering).

TNLDF is a developmental leadership coalition. Key achievements of TNLDF include:

### 1. Tonga National Leadership Code

- 14 Principles that comprise a uniquely Tongan set of leadership values, developed through a nation-wide consultation process, which was as important as the Code itself as a demonstration of democracy
- Endorsed by Tonga's King and Queen, former and current Prime Ministers, Cabinet Ministers and church leaders
- Incorporated into the Tonga Strategic Development Framework 2015-2025
- Continues to contribute to a national dialogue on leadership and governance in Tonga.

### 2. Green Growth Work

- Facilitated National Dialogues on green growth issues since 2012
- Green Growth Strategy developed, which will be integrated into the Ha'apai Development Master Plan, and will be applied across Tonga
- Green Growth Declaration developed for consideration by Cabinet
- Declaration on Blue-Green Agenda developed
- Contributing to improved governance structures incorporating sustainable development in cooperation with the Ministry of Internal Affairs.

### 3. Young Tongan Traditional Leaders group ('the Namoa')

- Unique group of future traditional leaders undergoing developmental leadership training
- Has developed 'Community chapters' working with village youth on development projects and historical research – to be extended across Tonga
- Promoting gender equality and cooperation.

### 4. District and Village local governance

- Encouraging adoption of the National Leadership Code
- Increasing women's involvement in local leadership
- Working towards reform of local governance with the Tongan Ministry of Internal Affairs.<sup>B</sup>

<sup>B</sup> See Tongan National Leadership Development Forum Completion Report, Helen Lee, May 2017; and DLP Research Paper: Thinking and Working Politically to Support Developmental Leadership and Coalitions: The Pacific Leadership Program, Denney and McLaren, October 2016.

## Samoa Chamber of Commerce and Industry

### *Building capacity for private-public dialogues to support economic growth*

In Samoa, PLP3 is working in areas which are important and relevant to the capacity of the country to meet its overarching development goals (i.e. economic sustainability, the sensible use of public resources, and a responsive public sector which facilitates private sector development and innovation). Through the participation of high to senior level participants in PLP3-supported programs in Samoa, there has been a broad awareness and interest in the significance of good and ethical leadership.<sup>C</sup>

One example of this engagement is PLP's long-term partnership with Samoa's leading private sector organisation, **the Samoa Chamber of Commerce and Industry (SCCI)**. Through PLP's support, SCCI has been able to act and operate in ways which contribute strongly to its objectives to help shape the direction of national development policies and initiatives affecting business.

**Today, the Chamber is recognised as an effective and powerful lobby group within the public and political system.** It enjoys strong collaboration with the Samoan government and industry members, including by undertaking surveys and producing research on commercial issues which affect its members and assist the Chamber to effectively execute high level policy dialogue with the government. The Chamber now sits on numerous government committees and policy development forums, including the Government Revenue Board. It has also implemented member 'think tanks' to workshop key policy issues affecting business in Samoa and drive reforms, and has been able to expand its membership base.<sup>D</sup> Stakeholders in Samoa state that this growth in the capacity of the SCCI would not have been possible without PLP support.<sup>E</sup>

The PLP's support included approximately AUD450,000 to SCCI in phase 3. This funding supported research and analysis; development of policy papers; two staff salaries; 'think tanks' and specific programs such as '2 Samoa Trade'.

For further information, see PLP Briefing Note on the SCCI (February 2017).

<sup>C</sup> Stakeholder consultations.

<sup>D</sup> PLP Briefing Note: SCCI, February 2017.

<sup>E</sup> Stakeholder consultations.

**There have been other cases where PLP3's support is not especially different to other donor programs, and indeed not especially different to DFAT's existing bilateral and regional programming.** For example, PLP3's funding for People With a Disability Solomon Islands (PWDSI) through SPC's RRRT (Regional Rights Resource Team, DFAT-funded) provided support for worthwhile activities but does not seem to have been used as an opportunity to bring PLP's unique value-add. Such funding of existing DFAT partners, through additional layers of implementing partners, suggests potential duplication and inefficiency. While it is not necessarily the case that it is inefficient to support partners already receiving funding from other DFAT sources, there should be a clear rationale articulating why the co-investment is complementary (i.e. that the investment brings PLP's unique value-add) rather than duplicative. This rationale did not appear evident in all cases.<sup>82</sup>

Early research findings<sup>83</sup> of PLP-supported coalitions indicate that **while there is no single attribute of successful interventions, there are a number of identifiable attributes most often related to greater success in supporting collective action in pursuit of policy and institutional changes.** These

<sup>82</sup> For example, PLP3's support for community level advocacy through RRRT's Pacific People Affecting Change program appears to align with PLP3's core objective to support collective action; whereas PLP3's funding for RRRT's People With a Disability Solomon Islands (PWDSI) did not appear to bring PLP's unique value-add.

<sup>83</sup> See PLP Coalitions and Network Mapping project (A. Craney, R. Davies, D. Hudson), forthcoming.

were that: the project partner and PLP had shared values; the partner was led by a woman; the partner consisted of people with cross-sectoral knowledge; the partner's key people (staff or members) were prepared to expend political capital; the partner's key people were recognised in the field the partner operated within; and the partner had a strong, well-connected leader.

**There is potential for PLP3 to play a valuable role 'connecting the dots' – linking together diverse partners with shared interests.** For example, grassroots communities creating export opportunities (such as Simbo for Change) could be effectively linked with peak private sector bodies working with export agencies (such as the Solomon Islands Chamber of Commerce), potentially combined with youth employment schemes (such as Youth@Work) and other PLP3 partners. There have been some examples of this taking place: i.e. PLP's work in facilitating the creation of the TNLDF is an example of its ability to link parties together; and True Tonga Inc. 'joined the dots' with the Australian-funded PHAMA<sup>84</sup> project around biodiversity issues for handicraft producers. However, some stakeholders suggest that during phase 3, PLP has become more focused on project management than the higher level facilitation of networks, coalitions and leadership.

**PLP3 has been less effective at the regional level in supporting collective action by Pacific Island leaders in pursuit of policy and institutional changes and reforms.** PLP's support for collective action is most effective when the general purpose of the change being sought is clear. That has tended to be more often the case at the national and sub-national level and significantly less so at the regional level.<sup>85</sup> The Pacific Islands Private Sector Organisation (PIPSO) is one good example of PLP's support for collective action at the regional level (see below). PLP's support for PIPSO dates to 2008, when PIPSO was still a fledgling organisation seeking to give meaning to the Forum Economic Ministers' statement that the private sector voice needed to be heard in regional deliberations. By providing flexible support – including beyond financial resources – PLP has helped PIPSO to establish itself as a significant voice in regional deliberations.<sup>86</sup> The Green Growth Leaders' Coalition (GGLC) is a regional coalition that promotes collaboration between leaders to incorporate sustainable development priorities into national and regional development plans. GGLC has been most effective at supporting policy progress at the sub-national and national levels (for example, working with the TNLDF to integrate the Ha'apai Green Growth Strategy into the Ha'apai Development Master Plan in Tonga), rather than at the regional level (although they have had influence at the sub-regional level in regards to the development of the Melanesian Spearhead Group's Green Growth Framework). However, challenges in generating regional level reforms are not specific to PLP3.<sup>87</sup>

---

<sup>84</sup> The Pacific Horticultural and Agricultural Market Access (PHAMA).

<sup>85</sup> Evidence supported by stakeholder interviews; program documentation; and research findings, including action research for Green Growth Leaders' Coalition (A Craney and D Hudson)

<sup>86</sup> Stakeholder consultations

<sup>87</sup> Stakeholders considered reform at the regional level, in general, to be more challenging than at the national and sub-national level.

## Adaptive Leadership Training

Adaptive leadership training is a course that focuses on the practical exercise of leadership. It doesn't offer textbook solutions but rather a range of diagnostic and management tools that leaders can draw on when leading change within an organisation or sector. The training aims to help Pacific leaders to develop new skills, perspectives and insights to progress their work, build a support base, and overcome barriers and opposition. The training builds on the leadership framework developed by Ron Heifetz and Marty Linsky at Harvard University's John F. Kennedy School of Government.

**PLP3 has introduced the adaptive leadership training in the Pacific region, drawing on the expertise of Cambridge Leadership Associates.** Two cohorts of leaders have participated in a formal leadership development program delivered through three training modules interspersed with strategic coaching to support participants to address their own specific work-based challenges. The list of participants in the Adaptive Leadership training is provided at [annex 6](#). Variations of the training have also been delivered through shorter courses and introducing adaptive leadership concepts into other trainings. PLP has also undertaken training-of-trainers, to build a cohort of Pacific Islanders (including some PLP staff) trained in delivering the training, including tailoring it to specific contexts.

**Participants interviewed for this evaluation offered diverse (but overall positive) views on the training.** Feedback suggested this is not just another leadership training course. Participants frequently cited a trajectory of experiencing the training that began with being profoundly unsettled by the content and delivery of the course, and ended with feeling empowered and equipped to effect change. It seems that the course is particularly suited to supporting leaders already engaged in seeking to bring about change through a coalition approach, and is particularly suited to groups that are traditionally marginalised in Pacific society. Numerous participants commented that the training had impacted not just their influence at work, but also the role they played in their other professional, church and social interactions. One participant reported *"I've done a lot of leadership programs in my life.... I thought Adaptive Leadership was very good, because its important to see things from other peoples' point of view.... [As a result of the course] I encourage people to listen to opposing voices."*

PLP3's delivery of the training would have been more effective with more careful selection of participants – as acknowledged by PLP. Some participants did not have sufficient English language skills to participate fully in a training course that involved complex terminology and concepts. Others did not benefit optimally from the training because there was a mismatch of experience and education levels of participants brought together for what is an intense training experience. PLP also seems to have missed an opportunity by not investing more consciously in the formation and fostering of an alumni cohort from the training (though this happened organically to a limited extent). If continued, the adaptive leadership training offers an opportunity to contribute to relationships and people-to-people links through the participation of (for example) Australian and New Zealand leaders in the training cohorts.

Further information on the Adaptive Leadership training is presented in the PLP Briefing Note<sup>G</sup> (February 2017) and the internal PLP evaluation of the training (forthcoming).

<sup>G</sup> <http://www.plp.org.fj/wp-content/uploads/2017/03/PLP-Briefing-Note-Adaptive-Leadership-February-2017.pdf>. The information in this box is drawn in part from the Briefing Note.

**PLP3 can claim to have played a role in supporting a number of policy and institutional changes across the Pacific for the public good, but not to the level of ambition articulated in the design.** The program is partially on track to achieve *Result Stream 3: Identifiable policy and institutional changes across the Pacific for the public good*.

Arguably one of the best examples of PLP3's support for policy and institutional change is its role in the Women in Shared Decision Making (WISDM) advocacy for women in political leadership in Vanuatu (see below). Other notable changes to which PLP3 support contributed include:

- Green Growth Leaders Coalition, Development and Endorsement of “The Peoples Plan 2030” Vanuatu National Sustainable Development Plan
- Samoa Chamber of Commerce, Removal of Municipal Taxes, Delay in the increase of Value Added Goods and Service Tax (VAGST), and Commitment from Government to improve Tax Compliance
- Tonga National Leadership Development Forum, Development and Endorsement of the Ha’apai Development Plan
- Transparency Vanuatu’s work on the Rights to Information Bill endorsed and enacted by the Government of Vanuatu; and
- The Tonga Women in Leadership Coalition’s support to the 1st female Town Officer and 1st female District Officer.

In addition to these, other PLP3 activities demonstrate potential for replication. For example, the provincial government in Solomon Islands' Western Province is actively considering how the achievements of Simbo for Change might be replicated elsewhere; and the TNLDF is working with the Tongan Ministry of Internal Affairs on local governance reforms based on its initial work in Ha’apai.

## **Women in Shared Decision Making (WISDM)**

### *Introducing reserved seats for women in municipal councils in Vanuatu*

WISDM refers to the *Women in Shared Decision Making* coalition, which has been successful in introducing reserved seats for women in municipal councils in Vanuatu.<sup>H</sup> WISDM was established by the Department of Women’s Affairs (DWA) in 2010. The Pacific Leadership Program has been providing support to DWA/WISDM since 2012.

WISDM’s membership includes representatives of government, chiefs, churches and non-governmental organisations. Within this broad coalition, a smaller group, known as the TSM Taskforce, was formed by the head of the DWA, Ms Dorosday Kenneth-Watson. This smaller group was made up of senior public servants and politicians and became the core group to progress the issue of Temporary Special Measures (TSMs).<sup>I</sup>

**TSMs are a significant reform within Vanuatu and the broader Pacific region where women are poorly represented in government.** WISDM is widely seen as an example of a locally-led coalition achieving a successful (even transformational) reform which has been carefully supported by a donor program.<sup>J</sup>

PLP’s support to WISDM has been modest and included operational funding for the DWA, adaptive leadership training and mentorship, and a program of ongoing action research.

*“PLP’s modest support has been highly effective at providing resources that have been a catalyst for mobilizing an effective reform coalition.”<sup>K</sup>*

PLP3's support for the action research has helped DWA/WISDM Coalition to document and analyse lessons learned from its experience with TSM.<sup>L</sup> This action research identifies **two key lessons for donors**:

1. **Allow local actors to take the lead:** noting that, *"by allowing Kenneth-Watson and others to take the lead in determining the constitution of WISDM and the TSM Taskforce, PLP showed itself to be astute and flexible."*
2. **Provide valuable space for the development of reform coalitions:** noting that, *"Much of the value of the PLP contribution to WISDM was in providing conceptual "space" (and time) for leaders to think and build consensus....The **adaptive leadership workshops** were seen by key participants as formative events in the development of their coalition because they allowed space for the refining of strategies that ultimately were successful in progressing legislation through parliament."*

For further information on WISDM refer to: *Supporting Coalition Based Reform in Vanuatu*<sup>M</sup>; and PLP Briefing Note<sup>N</sup>; and Case Study<sup>O</sup>.

<sup>H</sup> The 2013 and 2015 legislation for reserved seats for women contesting municipal elections in Vanuatu, requires that 30-34% of seats be set aside for women candidates for the next four electoral terms (16 years). (B Rousseau/La Trobe and D Kenneth Watson/ Vanuatu Dept of Women's Affairs – June 2017)

<sup>I</sup> Temporary special measures (TSMs) are an internationally recognised method for increasing the number of women in elected office.

<sup>J</sup> See papers by: Denney and McLaren (2016); and *Supporting Coalition Based Reform in Vanuatu* (B Rousseau/ La Trobe and D Kenneth Watson/ Vanuatu Dept of Women's Affairs) – June 2017.

<sup>K</sup> *Supporting Coalition Based Reform in Vanuatu* (B Rousseau/La Trobe and D Kenneth Watson/Vanuatu Dept of Women's Affairs) (June 2017).

<sup>L</sup> *Supporting Coalition Based Reform in Vanuatu* (B Rousseau/ La Trobe and D Kenneth Watson/ Vanuatu Dept of Women's Affairs) – June 2017.

<sup>M</sup> (B Rousseau/ La Trobe and D Kenneth Watson/ Vanuatu Dept of Women's Affairs, June 2017)

<sup>N</sup> *Analysis of Women Councillors' experience in WISDM coalition activities in Vanuatu, Leaders and Coalitions* (June 2016)

<sup>O</sup> *Analysis of Women Councillors' Experiences and WISDM Activities in Luganville and Port Vila* (T Newton Cain, June 2016)

In each of these cases noted above, PLP3's support was regarded as significant to the achievement of progress.<sup>88</sup> Stakeholders highlighted that PLP was at its best when it was different to other donor programs.<sup>89</sup> For example, in the case of WISDM's advocacy, stakeholders reported that what was needed was not a civil society grant program, but **a program that could get behind local leadership with transformative potential**. Stakeholders also highlighted the importance of PLP being willing to take risks in engaging in controversial areas – in particular a willingness to support initiatives that had a reasonably high chance of failing.<sup>90</sup>

Despite these achievements, PLP3 will not achieve the program design's specific ambition for PLP3 to support achievement of "1-2 transformational institutional and/or policy level reforms each year".<sup>91</sup> This objective of supporting transformational change was arguably unrealistic in its ambition to begin with, in light of the program design's acknowledgement that transformational change takes a long time.<sup>92</sup> It was also possibly unhelpful to the extent that it led PLP3 staff to focus

<sup>88</sup> Evidence from stakeholder consultations. Note: research on measuring the attribution between outcomes and donor inputs is complex (see Roche and Kelly, DLP background paper, 2012). The evaluation team acknowledges that PLP's support is one, albeit a significant one, of the many contributory factors in these examples.

<sup>89</sup> Stakeholder consultations. The most frequently cited differences were flexibility, and the time and willingness to listen and to advise as part of a two-way dialogue.

<sup>90</sup> The WISDM Coalition is a good example of this.

<sup>91</sup> PLP3 Design Document, p.9

<sup>92</sup> Interesting to note that ODI, as part of its review of the Vanuatu Governance for Growth program, recommend that the new design clearly state upfront that the program "is not expected to support more than two to three transformational reforms over the next five years."



on trying to demonstrate results at the activity level rather than higher level facilitation of networks, coalitions and leadership.

### 3.5. Gender Equality

**Political analysis and governance assessments too often have overlooked issues of gender.**<sup>93</sup> In phase 3, PLP developed a *Gender and Disability Inclusion Strategy* to strengthen its approach to gender equality and disability inclusion. This strategy has provided guidance to PLP3 staff and other stakeholders on how these issues could be considered and incorporated into program activities.<sup>94</sup>

The program collects and reports on sex-disaggregated data through its monitoring and evaluation activities.<sup>95</sup> For example, a recent evaluation of the adaptive leadership training found that the training has particular relevance for women leaders and gender advocates.<sup>96</sup> The report states that: “Women leaders and gender advocates identify most readily with the adaptive leadership framework. This may be because Pacific women are often denied formal authority roles in society and have developed strategies for leading without authority – mobilising support in creative and collaborative ways. Women are also used to exercising both ‘hard’ (more formal) and ‘soft’ (more adaptive, subtle) leadership to progress their agenda.”

PLP3 has supported coalitions and networks of Pacific women to increase women's access to decision-making and improve women's economic empowerment. **Its investment in action research is starting to contribute to a discourse on gender and leadership.**<sup>97</sup>

**Women's leadership is a priority focus under PLP3.** Some examples of how PLP3 has contributed to women's leadership include:

- Increasing women's representation in political leadership in Vanuatu – the WISDM coalition, led by the Vanuatu Department for Women's Affairs, advocated for reserved seats for women in local government and helped ten women to be elected to municipal councils in Port Vila and Luganville, including the first woman Deputy Mayor of Luganville.
- Increasing political participation of women in Samoa - PLP support to the SNLDF to convene a post-election forum, (partnership with UN Women) brought together women candidates to the 2016 elections including, the three successful women members of parliament.
- Supporting coalitions to empower Tongan women - In local government elections, a record number of women contested seats and two women were elected, including the first Woman District Officer in June 2016. Tailored training and mentoring support was provided to the women before the election by the Women in Leadership coalition (which is supported by PLP3), in partnership with the Department of Women's Affairs.

### 3.6. Value for Money

Understanding PLP3's approach is critical to assessing the program's value for money. **Experimental, innovative programming – placing a series of small 'bets' to see which ones yield the best development 'dividends' is a good strategy for achieving value for money.** PLP3's support for the WISDM Coalition, for example, produced significant impact with a modest financial investment of approximately AUD254,697.<sup>98</sup> However, the strategy is only effective in achieving value for money if

<sup>93</sup> See for example: <http://www.dlprog.org/research/gendered-thinking-and-working-politically.php>

<sup>94</sup> Stakeholder interviews and field observations

<sup>95</sup> See for example: PLP Annual Report Year 1 and Year 2.

<sup>96</sup> Pacific Regional Leadership Initiative, DRAFT Evaluation Report. March 2015 – May 2017, Laura Holbeck, June 2017

<sup>97</sup> Stakeholder interview and research pieces such as: Case Study Analysis of the Campaign to Introduce CEDAW in Tonga (O Ward and J Hudson / University College London); Action Research on 'Simbo for Change' Women's Economic Empowerment Pilot Initiative – ongoing from Year 1 (L Hoatson / La Trobe); and Action Research on Vanuatu Women in Shared Decision Making – ongoing from Year 1 (B Rousseau / La Trobe).

<sup>98</sup> This total amount is over three years. This funding came from the Vanuatu bilateral program as part of its funding for Pacific Women.



there is a system and willingness to walk away from poorly performing investments. PLP3 has demonstrated that willingness to some extent – Oxfam Vanuatu (2015), Leadership Vanuatu (2015) and the Solomon Islands Development Trust (December 2014) are three initiatives for which PLP3 discontinued support because they were not on track to produce the desired results. More critically, there is little evidence that PLP3 used a systematic approach to assessing the value of different partnerships and investments.

**PLP3 should be expected to invest heavily in relationships through staffing.** PLP3 is not a standard aid program – its theory of change (see [annex 2](#)) articulates that the program will bring a range of resources to partners, not just funding. Accordingly, the model necessitates higher investment in relationships through staffing costs, and travel and hospitality costs, than are required for delivery of a grant program. Activity costs have been in the vicinity of 57-60% of total expenditure, and personnel costs in the vicinity of 19-22%.<sup>99</sup> Stakeholder interviews confirm that many of PLP3's partners place a high value on this non-financial contribution – including guidance, mentoring, networking and two-way dialogue provided by PLP3 staff members.

**PLP3's organisational structure is broadly appropriate in terms of value for money.**<sup>100</sup> There are trade-offs to be made between centralising organisational structures, and embedding the program within the countries in which it operates. On the one hand, having staff centralised in the office in Suva would support program coherence and shared lesson learning. On the other hand, having staff operating primarily in the relevant countries would maximise contextual knowledge and relationships at the national and sub-national level. PLP3 has chosen a hybrid approach, with the core team based in Suva and a country manager based in each of the four countries. Each of these options has pros and cons, and a decisive judgement is extremely difficult to make, but the evaluation team's view is that PLP3's hybrid model is an appropriate one in terms of value for money. The regional Advisory Panel, though, appears not to have been effectively used to either guide the program or champion it. Looking ahead, a different model might provide greater value, such as national level steering or working committees.

**The weaknesses in PLP3's effectiveness articulated above do call into question the program's value for money.** In particular, the program's limited success in communicating with influence within DFAT reduces the value the program is providing to DFAT. In hindsight, the program (and DFAT) under-invested in senior strategic leadership, especially Pacific Islander leadership, and did not fully utilise the Advisory Panel, including as champions for the program. For its part, DFAT's low level of investment of its own time and attention to PLP3 has constrained DFAT's ability to extract more value from the program.

DFAT VALUE FOR MONEY PRINCIPLES <sup>101</sup>			
Economy	Efficiency	Effectiveness	Ethics
<b>1.</b> Cost consciousness <b>2.</b> Encouraging competition	<b>3.</b> Evidence based decision making <b>4.</b> Proportionality	<b>5.</b> Performance and Risk Management <b>6.</b> Results Focus <b>7.</b> Experimentation and innovation	<b>8.</b> Accountability and transparency

<sup>99</sup> See annual reports, Total Expenditure by Budget Category.

<sup>100</sup> See The Asia Foundation, Working Politically in Practice Series, Case Study Number 5, "Reflections on Implementing Politically Informed, Searching programs: Lessons for Aid Practitioners and Policy Markers", page 18.

<sup>101</sup> <http://dfat.gov.au/aid/who-we-work-with/value-for-money-principles/Pages/value-for-money-principles.aspx>

**Economy:** PLP3 has demonstrated cost consciousness and encouragement of competition in its approach to procurement of services. For example, the Research Review Panel was sourced through an open market procurement approach, complemented by targeted approaches to PLP3's Advisory Panel members and existing research partners.

**Efficiency:** PLP3's six-monthly Reflection and Refocus process demonstrates a commitment to lesson-learning and evidence-based decision-making. As above, the strong investment in staffing and related costs are appropriate for a program of this nature. Although, the contractor's management fee (10% of total expenditure, and 47-53% of personnel fees<sup>102</sup>) is considered costly by DFAT.<sup>103</sup>

**Effectiveness:** PLP3's approach is characterised by experimentation and innovation. The Reflection and Refocus process demonstrates a commitment to results focus and performance management, but the lack of a formalised system for exiting from poorly performing activities is a weakness.

**Ethics:** PLP3 uses tailored versions of the managing contractor's robust procurement toolkit and financial management systems, which provide for accountability and transparency. Regular internal audits are undertaken.

### 3.7. Sustainability

**Inherent to PLP3's approach is a very high degree of partners' ownership over their activities.** This is fundamental to PLP's approach, and is critical to the sustainability of the activities. PLP3 staff apply the principle that "our partners need to want this more than we do."<sup>104</sup> This philosophy of tailoring external support in response to the requirements of local leaders and change-makers ensures high levels of local ownership and long-term commitment to the initiatives.

**PLP's support has taken some partners from a low base to a higher level of sustainability.** PLP's support – and particularly its willingness to take the risk of supporting organisations with an initially low level of capacity – has been critical in growing the capacity of many of its partner organisations. This has, in turn, enhanced those organisations' ability to leverage other sources of funding. For example, PIPSO was initially heavily reliant on PLP core funding support to properly establish itself as an influential organisation, but has now successfully leveraged PLP's support to access a range of other funding sources, improving its effectiveness and long-term viability.<sup>105</sup>

**Some activities show potential for replication.** PLP3's emphasis on a coalitions approach has led to significant complementarity with and influence on government policy and programs. Several activities (for example, WISDM's advocacy for Temporary Special Measures and the Tonga Chamber of Commerce and Industry's work to establish a Public Private Dialogue) have helped to shape national government policy. Others, such as the work undertaken by the Tongan National Leadership Development Forum (TNLDF) are being replicated<sup>106</sup> or, as in the case for Simbo for Change, are planned to be replicated in other areas of the country.<sup>107</sup>

**The program's investment in individuals through the adaptive leadership training and the Greg Urwin Awards will bear fruit beyond the life of PLP3.** Numerous stakeholders emphasised that leadership was central to the Pacific region's development challenges, and that raising up ethical, development-focused leaders was vital for the region's future. For example, as one training participant said, "*show me the leadership of your country and I will tell you about the quality of development there*". The individual leaders and future leaders who benefited from the adaptive

---

<sup>102</sup> PLP 2015-16 Annual Report, p.44 and PLP 2014-15 Annual Report pp. 36-37.

<sup>103</sup> 2017 Annual Quality Check of the Pacific Leadership Program (Phase 3)

<sup>104</sup> Stakeholder consultations.

<sup>105</sup> For further information see the box on PIPSO above, especially the funding graph.

<sup>106</sup> Helen Lee, TNLDF Completion Report 2017, May 2017

<sup>107</sup> Stakeholder consultations, including with the Provincial Government at the ministerial level.

leadership training and Greg Urwin Awards will likely play roles in their countries in years to come.<sup>108</sup> Having said that, PLP3 (and DFAT) seem to have missed an opportunity to proactively shape these participants into a cohesive alumni cohort (though this has occurred organically to a limited extent).

**Investing in knowledge products has produced a public good that will endure beyond the life of the program.** Investing in surveys, action research and knowledge products is an often-valued role that donors can play in supporting long-term development. While PLP3 has under-performed in terms of communicating with influence the knowledge it is generating, the publication of many of those knowledge products through PLP3's academic partners will ensure that those investments remain a freely-available public good beyond the life of the program.

**Some partners and coalitions voiced concern that funding from PLP3 was unlikely to continue.** Some partners will find other funding sources, but a number of partners/coalitions will struggle to maintain the level of activity that has been possible through support from PLP.

---

<sup>108</sup> Stakeholder consultations. Note, a future tracer study could offer evidence of impact.

## 4. Options and Recommendations

---

The future of the Pacific Leadership Program remains uncertain. The evaluation team proposes seven recommendations for consideration by DFAT. These recommendations, which can be found in section 4.2 below, are forward looking and intentionally focussed on DFAT in recognition that there is limited time available to consider program improvements under the current program extension.

In terms of next steps, we see four broad options available to DFAT. These options can best be described as: continue with PLP; discontinue support for PLP; rehouse elements of PLP; or reshape this investment in developmental leadership to better suit the current policy and institutional context. The advantages and disadvantages of each option are summarised below.

### 4.1. Options

#### A. Continue with PLP as is beyond December 2017<sup>109</sup>

**Advantages:** Preserve the valuable elements that have been built up over time through Australia's investment, including relationships with and support to coalitions, partners and individuals; continue to model a different way of 'doing development'; allow for ongoing experimentation, innovation and lesson learning over the (required) longer time frame; continue to contribute to the development discourse around how donors can best support developmental leadership and reform processes which are genuinely locally-led.

**Disadvantages:** Extending the program in its current form would not resolve the limited strategic leadership of the program or limited strategic engagement from DFAT with the program; DFAT would continue to miss opportunities to extract more value from the program; program would likely become more conventional and less flexible and experimental; budget uncertainty would continue.

#### B. Discontinue support for PLP

**Advantages:** Create budget and resource space for a program with which DFAT has a stronger appetite to engage; save on short-term resources required to rehouse; or to reshape and reconnect.

**Disadvantages:** Lose the valuable elements that have been built up over time; lose the repository of knowledge (local staff); lose conscious experimentation, innovation and lesson learning vehicle; lose opportunity to build on the investment and extract more value from the investment; loss of momentum around developmental coalitions; cessation of support to individual developmental leaders.

#### C. Rehouse elements of PLP

**Advantages:** Shift parts of the program to other DFAT-funded programs (i.e. *Pacific Women*, *Pacific Connect*, *Australia Awards*, Pacific bilateral programs, *Pacific Research Program*) and/or to an academic institution or another DFAT-funded partner. Rehousing would preserve some valuable elements, go some way to address strategic leadership issues, and might align with long-term view needed for experimentation and lesson learning.

**Disadvantages:** Would dismantle the theory of change (program logic) and the ability to leverage off the various types of resources used to support partners to achieve positive social change; unlikely to

---

<sup>109</sup> The current contract for the delivery of PLP3 has an option to extend it for two years. At the time of this review, DFAT has extended the contract for 6 months, until December 2017.

resolve low level of DFAT engagement; likely to result in a more conventional and less experimental range of activities (and the loss of key staff).

#### **D. Reshape**

**Advantages:** Enable DFAT to leverage off (and learn from) the investment to-date and reshape it to add value to Australia's new 'stepped up' engagement in the Pacific, recognising the PLP approach as one 'tool', among others, in progressing Australia's policy interests in the Pacific; extract more value out of the program (i.e. use elements as vehicles to increase linkages between constituencies in Australia and in the Pacific); keep the best elements, and discontinue the underperformers; chance to reset the strategic leadership and DFAT's engagement; chance to better connect this program (and its learnings) with other new investments (i.e. *Pacific Connect*; *Women's Leadership Initiative*; *Pacific Research Program*).

**Disadvantages:** DFAT will need to allocate resources to reshape and reconnect the program; DFAT will need to engage strategically (at the appropriate level – i.e. decision makers) with the program and their contacts; risk of ongoing uncertainty.

### **4.2. Recommendations**

The evaluation's broad conclusion is that the theory of change which defines the Pacific Leadership Program (Phase 3) remains highly relevant to Pacific partners and the Australian Government's foreign policy and development priorities in the Pacific region. However, to be highly effective in the current context, the program needs to be reshaped to ensure it is 'fit-for-purpose'.

The evaluation's analysis concludes that continuing with PLP3 in its current form is not an effective option. Yet, experimentation in developmental leadership in the Pacific remains highly relevant to DFAT, to its partners in the Pacific and to the international discourse on aid effectiveness. The evaluation recommends that DFAT reshape and reconnect with an investment in developmental leadership, seizing its potential to play a small but not insignificant role in supporting Australia's long-term objectives for a safe, stable and economically resilient Pacific region.

Our recommendations include threshold questions for DFAT that we believe are relevant in determining any future investment in developmental leadership through an experimental vehicle like PLP3. These recommendations encompass our view that a program like PLP has the potential to continue to be meaningful (and offer value for money) to Australia and to Pacific Island countries in pursuit of inclusive development gains for the region and its people.

#### **Recommendation 1: DFAT to maintain an innovative investment in developmental leadership**

Experimentation in developmental leadership remains highly relevant to DFAT, and to its partners in the Pacific. A politically informed, flexible and iterative approach to development is valuable, and more time is needed to fully explore the approach's potential and to capitalise on lessons learned to date. Valuable elements (key initiatives, relationships and staff) will be lost if the program is discontinued (indeed, they are already at risk due to uncertainty). However, problems identified above (including limited strategic leadership and limited DFAT engagement) will not resolve themselves over time without a concerted effort and changes to engagement, resourcing and prioritisation. This experimental programming should be a complement to DFAT's bilateral programming – specifically it should be *different* to the bilateral programming (trying new things) and *valuable* to the bilateral programming (effectively sharing lessons learned, networks, public diplomacy opportunities, etc.).

**Recommendation 2: DFAT to consider ways that it can better integrate any future innovative and experimental programs like PLP within its broader governance and/or research portfolios**

In particular, DFAT should:

- Consider whether DFAT's Pacific Division in Canberra requires a role in directly managing these types of programs; and what role (if any) should be played by DFAT's Governance, Fragility and Water Branch
- Consider whether one or more Pacific bilateral programs might provide a more effective 'enabling environment', and which bilateral programs have appetite for this kind of innovation and experimentation
- Consider whether funding (i.e. co-contributions) from bilateral programs offer opportunities for improved ownership, influence and integration
- Consider whether recently tendered new leadership and/or research programs offer opportunities for stronger integration and coordination among similar programs.

**Recommendation 3: DFAT to consider key threshold issues in determining any future investment in this space**

Key threshold questions<sup>110</sup> include, but are not limited to:

- What is DFAT's level of interest in, and capacity for, investing in experimental, innovative and learning programs as one part of its broader efforts around improved governance, developmental leadership and transformational change?
- What is the value of a program like PLP to Australia's long-term national interests in the Pacific? Is PLP (or a PLP-style approach) a relevant tool in DFAT's broader portfolio to support Australia's 'stepped up' engagement in the Pacific?
- Which elements of PLP3 might be well placed to support Australia's engagement in the Pacific, adding value to Australia's bilateral programs and diplomatic presence?
- What implementation arrangements and contracting modalities might provide the appropriate 'enabling environment' and enable DFAT to engage with, and extract more value out of, PLP or programs like PLP?
- With which partners might DFAT consider it is in their interest to stay engaged, in some form, rather than vacate that space leaving it open to other players?
- With which coalitions are there sufficient mutual interests to tolerate a (possible) level of divergence in policy discussions, with consideration given to seeking an appropriate balance between DFAT's short-term objectives and long-term interests?
- When, and in what partnerships, is it better to work behind the scenes in support of local actors, and when does DFAT require greater visibility, including in terms of branding?

**Recommendation 4: DFAT to reshape the program**

We recommend DFAT reshapes and re-engages with an innovative investment in developmental leadership that builds on PLP3's experience, program components, relationships and lessons

---

<sup>110</sup> The evaluation team acknowledges the importance of other determinants including financial and human resources and any shift in the policy context.

learned. DFAT will need to address the weaknesses of strategic leadership and communication that are evident within PLP3, but has an opportunity to build on its investment in a way that best fits the current policy and institutional context within which it manages Australia's aid investments.

**Recommendation 5: DFAT to further investigate what a reshaped PLP should look like**

This report and its recommendations are based on an evaluation, not on a design mission. However, we offer some preliminary views on what a reshaped investment might look like for any transition period and/or design.

- A program of this kind should be held close by DFAT for the purposes of providing an enabling environment for adaptation and iteration; for understanding what works and internalising learning; and for effectively managing risk.
- A program of this kind should be led by an influential Pacific Islander or co-led by a Pacific Islander and an Australian, retaining core local staff.
  - Continuing with PLP as it is, is not an effective option. However, DFAT could choose to extend the current contracting model. If it did so, DFAT and the managing contractor would need to work together to improve the strategic leadership of the program, including how it better connects in with senior DFAT officials in Canberra and in DFAT bilateral posts. With the current team leader re-locating to Melbourne in June 2017, it would also be necessary to recruit a team leader (or co-team leaders) to lead any extension. This person (or people) need to have the influence and standing to engage with key Pacific and Australian stakeholders.
- Valuable elements of PLP3 should be retained, including flexible and iterative support for developmental coalitions; an approach built on relationships which support Pacific-led change; well-targeted adaptive leadership training to support individuals leading developmental reforms (including the current alumni); the Greg Urwin Awards (including a focus on placements in Australia); and an investment in research.
  - DFAT to consider how it could extract more value from these investments (e.g. using the Greg Urwin Awards as a vehicle to increase strong links between constituencies in Australia and in the Pacific).
- Ensure an appropriate scale with as much certainty as possible, refining the scope of the program if necessary (e.g. possibly a reduction in focus countries; ceding the women's leadership space to *Pacific Women* (or closer integration with *Pacific Women*); reduce the number of priority areas; replace the regional advisory panel with small steering/working committees at a national level which include DFAT Post representation; sharpen the focus of investments on individuals and coalitions that are leading change.)
- Treat PLP as a long-term investment, not expecting short-term results. Ensure the investment is linked into DFAT's other funded research programs, clearly position the program as a space for experimentation (drawing in resources from DFAT's Innovation Resource Facility as appropriate), and identify appropriate linkages with the *Pacific Research Program*, *Pacific Women*, *Pacific Connect* and the *Women's Leadership Initiative*.



#### **Recommendation 6: DFAT to determine the future of PLP as a priority**

With PLP3 currently due to conclude in December 2017, there is not a lot of time to decide, support and plan for whatever future scenario DFAT decides on: be it a smooth conclusion to PLP3, a further extension, a re-design or a transition to another arrangement. The PLP3 team leader will be re-locating back to Melbourne at the end of June 2017. There is a risk that other staff will also depart given on-going uncertainty about the future.

In planning actions for the next six months, great care should be taken to maintain the integrity of key relationships achieved through PLP. Once a decision is made on PLP3's future, DFAT, the PLP team and the managing contractor should start planning actions that need to occur: this might involve elements of the program continuing under different arrangements or a reshaping of PLP and its transition to a future phase of support. Informed discussions and careful planning between DFAT's Pacific regional program and its four bilateral programs (and possibly other DFAT-funded programs too) will be important whatever decision is made.

In making these decisions, DFAT should closely consider the findings of two research studies to be published in the next month. One will draw together lessons learned over the last eight years on what makes some coalitions more successful than others and how an external actor can effectively support development leadership and coalitions.<sup>111</sup> The other will focus on the effectiveness of PLP's approach to the GGLC.<sup>112</sup> These papers build on two other recently published pieces of relevance to DFAT, which include a comparative analysis of the effectiveness of PLP's support to four coalitions.<sup>113</sup> More broadly, it will be important that the successes and lessons learned through PLP are captured and used to inform the direction of any future programming.

#### **Recommendation 7: If DFAT discontinues PLP, seek opportunities to incorporate valuable elements of PLP into other programming**

These elements could include:

- a. Partnerships with several of the most compelling partner organisations and coalitions
- b. Adaptive leadership training, with some refinements, which brings a unique approach to leadership to the Pacific and builds capacity among people and coalitions leading change
- c. The local staff of PLP, who have built up valuable insights and networks to facilitate engagement in promoting developmental leadership
- d. The Greg Urwin Awards, with an increased focus on placements in Australia
- e. Action research on developmental leadership and supporting locally-led change.

**END**

---

<sup>111</sup> PLP Coalitions and Network Mapping project (A. Craney, R. Davies, D. Hudson)

<sup>112</sup> The Green Growth Leaders' Coalition (GGLC) Interim/Baseline Report – will be tabled at 2017 GGLC Leaders' retreat and then made publicly available (A Craney and D Hudson/ La Trobe DLP).

<sup>113</sup> *Coalitions for Change in the Pacific: A comparative analysis of PLP's action-research case studies* / Report and Policy Brief (L Denney and R McLaren); and *The History of PLP in a Changing World* / report and Policy Brief (D Rhodes).

# Annex 1: Summary Terms of Reference

---

The overarching objective of this Evaluation will be to assess the relevance of the PLP Phase 3 program and whether the program achieved its expected results with the best use of resources, identify lessons learned to make improvements and inform decisions about the scope and focus of future DFAT assistance.

This TOR establishes the parameters against which the success of the Evaluation can be assessed, outlining the rationale, scope, objectives, proposed methodology and approach, roles and responsibilities, expected delivery timelines and the intended audience of this Evaluation.

## **BACKGROUND**

### **Leadership support in the Pacific**

Australia's long-term commitment to strengthen leadership in Pacific Island Countries (PICs) through a program such as PLP that is based on the recognition that there is a critical link between the importance of leadership and the achievement of sustainable development outcomes, including reduced poverty and the of the Millennium Development Goals (MDGs). Relevant research supported by DFAT through Development Leadership Program (DLP), Office of Development Effectiveness (ODE) and other key achievement DFAT partners including the World Bank, Overseas Development Institute (ODI) and The Asia Foundation, show links between leadership and development.

The Biketawa Declaration (2000) outlines principles for good governance in the Pacific. Leadership is a central component of 'good governance'. Improving leadership in the Pacific is an objective of the Framework for Pacific Regionalism. Pacific States differ in terms of governance, leadership and economic, social and environmental development processes. Government representatives hold various views as to how external efforts could address various and complex challenges they face. In summary, leadership and development literature confirms that in diverse political and social contexts, leaders must determine their own policy and institutional solutions to priority development issues to make durable and legitimate changes in Pacific countries (Wheeler, June 2011).

### **Australia's support for Governance**

Australia's Department of Foreign Affairs and Trade (DFAT) promotes effective governance at national and regional levels through a range of initiatives including technical assistance, professional development, social protection and inclusion, media, and leadership skills training. The Aid Investment Plan for the Pacific Regional Program (published in September 2015) sets out four objectives: economic growth; stronger regional institutions; healthy and resilient communities; and the empowerment of women and girls, underpinned by good governance and leadership.

### **Pacific Leadership Program**

The Australian government has been supporting leadership in the Pacific through the Pacific Leadership Program - a Pacific regional governance initiative - since 2008. The Pacific Leadership Program Phase 3 (2014-2017) is a \$16 million investment that supports developmental leadership to achieve transformational changes to promote stability, effective governance and economic growth. The program is managed by Cardno Emerging Markets (Australia) Pty Ltd and operates in four countries: Samoa, Solomon Islands, Tonga and Vanuatu. PLP3 has a regional office in Suva and four country representatives in Port Vila, Nuku'alofa, Apia and Honiara. PLP3's Team Leader oversees strategic programming and operations, reports to DFAT, and is guided by an Advisory Panel of eminent Pacific leaders.

PLP Phase 1 (2008) recognised that leadership was an important part of governance and sought to support the practice of leadership by Pacific Islanders. Phase 2 commenced in June 2009, and shifted

attention to identifying leadership challenges and issues by use of adaptive approaches. Phase 3 (PLP3) began in July 2014 with the aim to generate ‘knowledge’ about leadership practice in the Pacific context. The current contract for PLP3 extends to June 2017 (with the option for a two-year extension) however an extension of 6 months has been agreed which will see the program ending in December 2017.

**Underlying PLP3 objective are four results streams:**

1. High quality and ongoing knowledge of developmental leadership across the Pacific.
2. Collective action by Pacific Island leaders in pursuit of policy and institutional changes and reforms to promote stability, effective governance and economic growth at the regional, national and sub-national level.
3. Identifiable policy and institutional changes across the Pacific for the public good.
4. High quality and influential communication within DFAT, across the Pacific and internationally on the nature of developmental leadership in addressing development issues and challenges in the Pacific.

The program also has six key priority areas: Women’s leadership, future developmental leadership, private sector leadership, political-bureaucratic leadership interface, community leadership and Melanesian leadership.

PLP3 focusses on transformational leadership that promotes inclusive, legitimate and durable Pacific institutional and policy changes addressing priority developmental issues. The Program supports the collective efforts and actions of influential individuals, organisations and coalitions at the regional, national and sub-national levels. The program builds, applies and shares knowledge on ‘developmental leadership’ – leadership involving collective action to bring about locally owned, inclusive change.

PLP3 is not a leadership development or leadership-training program. It brings leaders together to discuss and identify ways to address institutional or policy constraints, and provides training in adaptive leadership concepts and tools. Other elements in PLP’s work distinguish it from traditional leadership development approaches, focusing on the process and exercise of leadership to achieve development priorities (rather than developing generic leadership qualities); a commitment to mutual learning (rather than one-way teaching); a partnership approach where shared priorities are negotiated; and a recognition of the need for informed risk taking, and feedback.

**EVALUATION OBJECTIVES AND QUESTIONS**

This Evaluation will assess performance of PLP Phase 3 (2014-2017).

The objectives of the evaluation are three-fold:

1. Evaluate the relevance of the program to understand whether the program remains meaningful to key stakeholders and to identify ways to keep the program relevant;
2. Analyse the effectiveness and efficiency of PLP3 in achieving its objectives to date, how effective the program has been in supporting leadership that achieves transformational changes to promote stability, effective governance and economic growth; including an assessment of the program’s effectiveness of integrating gender and social justice;
3. Assess whether the elements of the program will be sustainable at the end of the program’s life and possible lessons that might be useful to inform future programming decisions.

## **Primary users of the Evaluation**

The primary users of the Evaluation are DFAT (Pacific Division and Governance and Fragility Section), Cardno Emerging Markets and PLP. The evidence and lessons learned from the evaluation will be used to improve the current phase and inform DFAT's future programming decisions. The evaluation will be of use to DFAT more broadly (Pacific Posts and relevant Policy Sections in Canberra), and civil society organisations and development partners working on or considering engaging on leadership issues and coalition support across the Pacific may also find the evaluation useful.

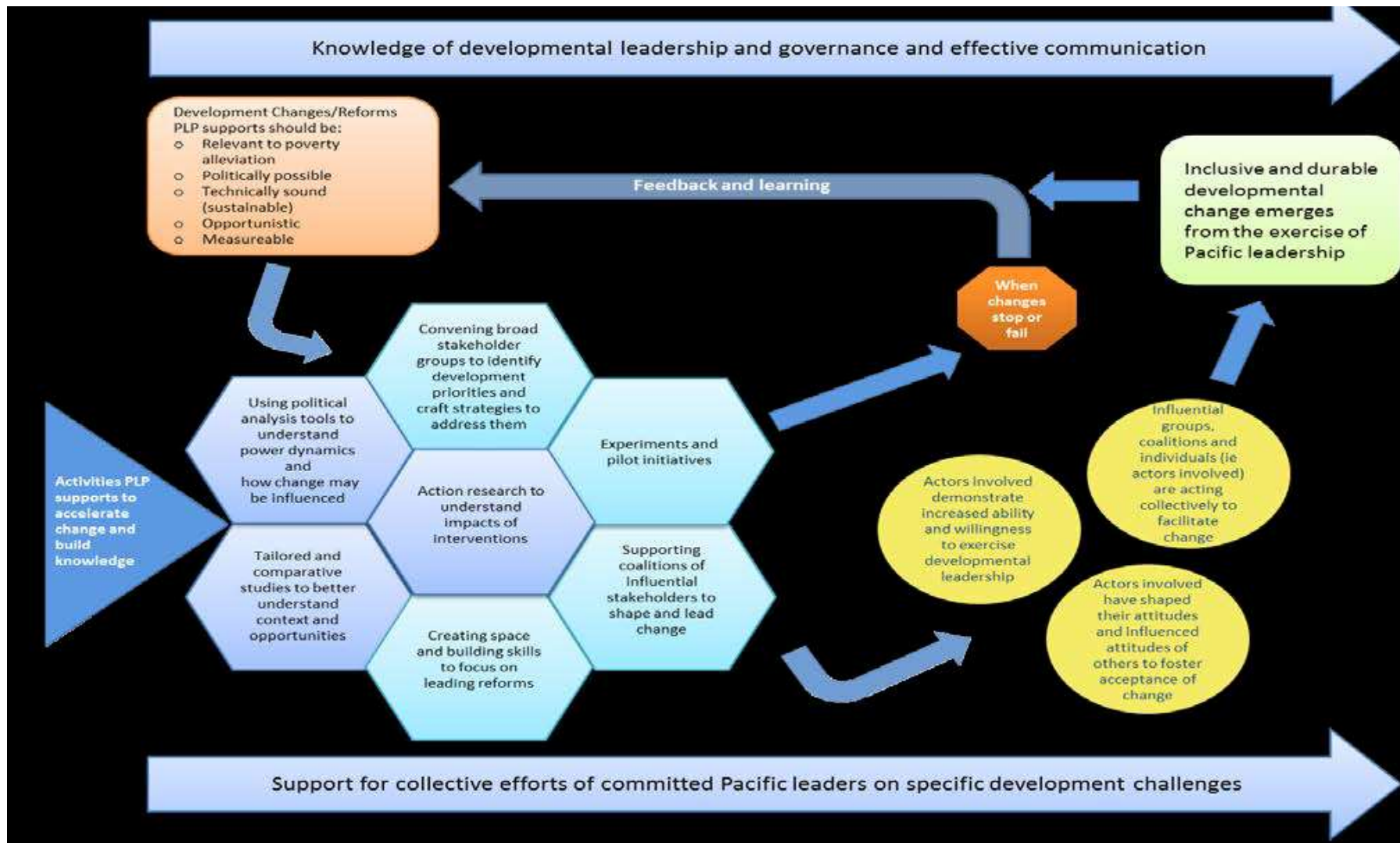
## **Management and Governance of the Evaluation**

DFAT (Suva Post Regional Governance team) as the Evaluation Manager will provide the day-to-day management and coordination of the evaluation. The key responsibilities include:

- Draft the ToR and coordinate feedback on the document
- Manage the short-list process and selection of two consultants for the Evaluation within 3 days of receiving the short-list and CVs
- Discuss and provide feedback on the draft evaluation plan within 5 days of receiving the draft document
- Discuss and provide feedback on the draft Aid Memoire within 5 days of receiving the draft document
- Discuss and provide feedback on the draft country case-studies within 5 days of receiving the draft document
- Discuss and provide feedback on the draft report of the evaluation within 10 days of receiving the draft document
- As and when required, participate in meetings including field visits and virtual discussions throughout and at the end of the evaluation.

DFAT Suva Post (Regional Governance Team) will also provide a virtual preparatory briefing for the evaluation team covering key issues and priority information to the team leader.

## Annex 2: Theory of Change



# Annex 3: Core Evaluation Questions

---

## 1. Are PLP3's result streams, priority areas, implementation strategies and delivery mechanisms still relevant to DFAT, partner governments and local stakeholders?

- To what extent are the activities of PLP3 consistent with and support developmental priorities and strategies as identified by partner governments, local leaders and/or relevant local stakeholders? Is there local buy-in?
- To what extent is PLP3 relevant to the *Framework for Pacific Regionalism*?
- To what extent does the Program and its various components promote Australia's national interests?
- To what extent is the Program relevant to Australia's development priorities in the Pacific (as set out in DFAT's Regional Aid Investment Plan and its bilateral aid investment plans in Samoa, Solomon Islands, Tonga and Vanuatu)?

## 2. To what extent is PLP3 achieving results?

- To what extent has PLP3 played a role in assisting the target Pacific island countries and regional institutions in addressing key developmental leadership issues?
- How has PLP3 supported transformational change to promote stability, effective governance and economic growth? What is going well and why? (i.e. what factors have contributed to achievements).
- Is the PLP modality the most appropriate for this investment to achieve its intended outcomes? What are possible alternative options for achieving the results?
- To what extent are crosscutting issues of gender and disability inclusion being effectively addressed and integrated into PLP3's interventions?
- How has the PLP3 model demonstrate value-for-money for its stakeholders?

## 3. To what extent is PLP sustainable<sup>114</sup>?

- To what extent has PLP3 knowledge products informed or influenced DFAT, Pacific people and/or other development partners?
- Which aspects of PLP are likely to be sustainable? Why? Which elements are unlikely to be sustainable? Why?
- What lessons can be drawn from PLP3 to inform DFAT's future investments in other regional and bilateral programs which aim to support developmental leadership, coalition building and locally-led reforms?

---

<sup>114</sup> As per the DAC evaluation definition: "Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn."

## Annex 4: Timeline of PLP

For a history of the Pacific Leadership Program, see Deborah Rhodes paper “History of the Pacific Leadership Program”, March 2017. The table below is based on a table that appears in Rhodes’ paper.

PACIFIC LEADERSHIP PROGRAM: TIMELINE	
Year	Event
2006	White Paper: <i>Australian Aid: Promoting Growth and Stability</i>
June to Sept. 2007	Design process for Phase 1
Early 2008	Contracting process for support contractor
1 May 2008	Phase 1 began Commencement of regional program/partnerships
Early 2009	Concept Note for Phase 2
Early – mid 2009	Commencement of country program/partnerships in the Solomon Islands and Samoa
30 June 2009	Phase 1 finished
1 July 2009	Phase 2 commenced
2010	6-monthly reflections started as part of MEL
Early – mid 2010	Commencement of country program/partnerships in Tonga and Vanuatu
June 2012	Independent Progress Review
September 2012 to early 2013	Initial design process for Phase 3 (with field work, Design Document completed and initial appraisal)
Late 2013	Merger of AusAID and DFAT Placement of AusAID/DFAT officers in Regional Program Director and Regional Program Manager roles ceased
Early 2013 to early 2014	In-house revision of the Design Document
March – April 2014	Contracting process for Phase 3
30 June 2014	Phase 2 finished
1 July 2014	Phase 3 commenced
31 December 2017	Phase 3 contract extension concludes.



## Annex 5: List of Greg Urwin Awardees

---

Recipient/Year	Country of Origin	Placement Focus	Host Organisation	Current Location
<b>2016-2017</b>				
Ms. Etivina Lovo	Fiji	Bioethics and Ethics in Scientific Research & Practice- Curriculum Development.	Anton Breinin Research Centre for Health Systems Strengthening, James Cook University, Townsville, QLD., Australia	Return to Lecturer, Fiji National University
Dr. Lalotoa Mulitalo	Samoa	Legislative Drafting in the Pacific Islands	TC Beirne School of Law, University of Queensland, Brisbane, QLD. Australia	Return to Legislative Office, Samoa
Mr. Vincent Lal	Fiji	Human Health Risk Assessment & research in environmental toxicology.	Queensland Alliance for Environmental Health Sciences, University of Queensland, Brisbane, QLD. Australia	Completing PhD at University of Queensland, Brisbane, QLD. Australia
<b>2015-2016</b>				
Ms. Adi Talaivini Mafi	Tonga	Advocacy work on the rights of children and identifying policy to protect children.	Regional Rights Resource Team, SPC, Suva, Fiji	Legal Officer, Ministry of Justice, Nuku'alofa, Tonga

Mr Hillary Toloka	Solomon Islands	Community health and medical research practices and documenting traditional knowledge.	James Cook University, Cairns, QLD., Australia	Research Nurse, Atoifi Adventist Hospital, East Kwaio, Solomon Islands.
Dr Laila Sauduadua	Fiji	Oncology- Child cancer care	**	CWM Hospital
Mr. Melino Bain-Vete	Fiji/ Tonga	Resource management & Policy Development and Tuna resource/ stock management	Parties to the Nauru Agreement, Majuro, Marshall Islands	Marine Stewardship Council (MSC) & Policy Researcher, Parties to the Nauru Agreement, Majuro, Marshall Islands
Ms. Zuabe Tinning	PNG	Rural women's reproductive health care advocacy and community development.	Morobe Division of Community Development in Lae, Morobe Province, Papua New Guinea	Chairperson, Morobe Family Sexual Violence Action Committee, Lae, PNG
<b>2012-2013</b>				
Dr. Kolini Vaea	Tonga	Breast cancer screening	CWM Hospital , Suva	Ministry of Health, Nuku'alofa, Tonga
Mr. Kilifi O'Brien	Tuvalu	Climate change advocacy	Secretariat of the Pacific Community, Suva & Noumea	Assistant Secretary, Ministry of Home Affairs, Funafuti, Tuvalu.
Ms. Merriam Seth	Vanuatu	Biosecurity and pest/ disease control	Secretariat of the Pacific Community, Suva	Vanuatu Biosecurity, Port Vila

Mr. Rakesh Chandra Raju	Fiji	Money laundering and counter terrorism	KPMG, Auckland	Fiji National University, Suva
Toleaofoa Dr. Viali Lameko	Samoa	Palliative care services	County Manukau Hospital, Auckland	Faculty of Medicine, University of Samoa
Mr. Ravin Lal	Fiji	Breast cancer lymphedema research	University of Queensland, Brisbane	Research Fellow, University of Queensland
<b>2011-2012</b>				
Ms. Mary Faasau	Tonga	Legislative drafting	Pacific Islands Forum Secretariat, Suva	Pacific Islands Forum Secretariat, Suva
Mr. Rohitesh Kumar	Fiji	Research on cancer fighting products derived from rainforest fungi and Great Barrier Reef marine sponges	Griffith University's Eskitis Institute, Australia	Pursing PhD. at Griffith University
Ms. Takena Redfern	Kiribati	Salinity tolerance levels of swamp taro varieties from various Pacific Island countries	Secretariat of the Pacific Community, Suva.	Technician MInistry of Agriculture, Kiribati
Dr. Cathy Timothy	Papua New Guinea	New technology in radiation oncology	Prince of Wales Hospital, Sydney	Health Department, Angau Hospital, PNG

Mr. Humpress Harrington	Solomon Islands	Exposure to governance and management arrangements	School of Nursing, Midwifery and Nutrition, James Cook University, Townsville	Director Nursing, Seventh Day Adventist Church, Solomon Islands
Ms. Siatua Lautua	Samoa	Effective water supply management	CSIRO, Victoria	Samoa Water Authority, Apia
<b>2010- 2011</b>				
Mr. Stillwest Longden	Solomon Islands	Management and governance for improved service delivery	Solomon Islands Ports Authority	Unknown
Mr. Taniela Faletau	Tonga	Climate change and its impacts on development policy	Secretariat of the Pacific Regional Environment Programme (SPREP)	Asia Development Bank
Mr. Morris O. Namoga	Solomon Islands	Development lessons from Cape York and their application to remote communities in Solomon Islands	Cape York Institute, Cairns	Secretariat of the Pacific Community, Suva
Mr. Benjamin Graham	Marshall Islands	Feasibility of Outcomes Based Approach model of development for application in health and education services in RMI	Government of Republic of Marshall Islands	Consultant, RMI

Ms. Julie Airi	Papua New Guinea	HIV prevention and coordination	Did not commence proposed placement with National Aids Council Secretariat (PNG) due to failure to reach agreement on terms of placement	Unknown
<b>2009-2010</b>				
Mr. Tevita Tukunga	Tonga	Sustainable electricity in small islands developing states	University of New South Wales / Tonga	Ministry Natural Resources, Nuku'alofa, Tonga
Ms Akka Maroti Rimon	Kiribati	Links between NGO and government policy and service provision	World Vision Australia.	Deputy Secretary Ministry of Foreign Affairs, Kiribati
Dr. Theresa Lei	Papua New Guinea	Access to health services	UNFPA, Suva, Fiji.	Australian Doctors International, Melbourne.
Mr. Michael Tenisi So'onalole	Samoa	Regional security and policing	Commenced placement with RAMSI but withdrew for personal/family reasons	Unknown

# Annex 6: Adaptive Leadership Participants

## Cohort One Participants

	Name	Sponsoring Organisation	Train-the-trainer
1	Resina Katafono	Pacific Islands Forum Secretariat	
2	Angela Thomas	Pacific Islands Forum Secretariat	
3	Richard Alu	Pacific Islands Forum Secretariat	
4	Sione Tekiteki	Pacific Islands Forum Secretariat	
5	Andrew Anton	Pacific Islands Forum Secretariat	
6	Linda Kaua	Pacific Islands Forum Secretariat	
7	Mary Fa'asau	Pacific Islands Forum Secretariat	
8	Joel Nilon	Pacific Islands Forum Secretariat	
9	Taniela Sunia Soakai	Secretariat of the Pacific Community	
10	Akuila Tawake	Secretariat of the Pacific Community	
11	Caroline Fusimalohi	Secretariat of the Pacific Community	
12	Kuiniselani Toelupe-Tago Elisara	Secretariat of the Pacific Community	
13	Rhonda B. Robinson	Secretariat of the Pacific Community	
14	Moses Amos	Secretariat of the Pacific Community	
15	Cameron Bowles	Secretariat of the Pacific Community	Y
16	Katarina Ma'u	Secretariat of the Pacific Community	Y
17	Neomai Maravuakula	Secretariat of the Pacific Community	Y
18	Bibhya Sharma	University of the South Pacific	
19	Sandra Tarte	University of the South Pacific	
20	Frances Cresantia Koya-Vaka'uta	University of the South Pacific	
21	Kisione Wesley Finau	University of the South Pacific	
22	Easter Galuvao	Secretariat of the Pacific Regional Environment Programme	
23	Anthony Talouli	Secretariat of the Pacific Regional Environment Programme	Y
24	Tagaloa Cooper	Secretariat of the Pacific Regional Environment Programme	
25	Audrey Brown-Pereira	Secretariat of the Pacific Regional Environment Programme	Y
26	Tevita Tupou	Pacific Islands Forum Fisheries Agency	
27	Penny Matautia	Pacific Islands Forum Fisheries Agency	
28	Setareki Seru Macanawai	Pacific Disability Forum	
29	Faatino Masunu Utumapu	Pacific Disability Forum	
30	Howard Politini	Pacific Islands Private Sector Organisation	
31	Aloma Johannson	Pacific Islands Private Sector Organisation	
32	Myron Williams	Pacific Islands Association of Non-Governmental Organisation	
33	Emele Duituturaga	Pacific Islands Association of Non-Government Organisations	Y
34	Iosefa Maiava	United Nations Economic and Social Commission for Asia and the Pacific	Y

35	Pita Sharples	Tu Maori Mai Ltd	Y
36	Mereani Rokotuibau	Pacific Leadership Program	Y
37	Peni Tawake	Pacific Leadership Program	Y
38	Lilieta Takau	Pacific Leadership Program	Y
39	Gina Huong Lee	Independent Consultant	Y
40	Virisila Baudromo	Social Development Professional	Y
41	Lelei Lelaulu	Independent Consultant	Y

### Cohort Two Participants

	Name	Country	Sponsoring Organisation	Train-the-trainer
1	Seman Dalesa-Saraken	Vanuatu	Department of Women's Affairs	
2	Joe Higgs Kalo	Vanuatu	Vanuatu National Youth Council	
3	Nelly Caleb	Vanuatu	Disability Promotion & Advocacy Association	
4	Viviane Obed	Vanuatu	Care International	
5	Siotame Drew Havea	Tonga	Civil Society Forum of Tonga & Tonga National Leadership Forum	
6	Betty Blake	Tonga	Legal Literacy Project	
7	Hobart Alexander Va'ai	Samoa	Samoa Chamber of Commerce	
8	Beth Taliilagi Onesemo-Tuilaepa	Samoa	Ministry of Women, Community and Social Development	
9	Tavita Amosa	Samoa	Samoa Cultural Centre	
10	Vincent Faafo	Samoa	National Youth Council	
11	Mathew Flinders Lemisio	Samoa	Electoral Commission	
12	Pione Tagoriko Boso-Lalao	Solomon Islands	Women's Rights Action Movement	
13	Barbara Miriam Unusu	Solomon Islands	Marovo Women's Association	
14	Pauline Joslyn Soaki	Solomon Islands	Ministry of Women, Youth, Children & Family Affairs	
15	Naomi Tai	Solomon Islands	People with Disabilities	
16	Juna Kathy Leikona	Solomon Islands	Self Help Group, Temotu	
17	Shadrach Shubu Timothy	Solomon Islands	People with Disabilities Solomon Islands	
18	Matakina Simii	Tuvalu	Disabled Persons Organisation	
19	Iuni Penitusi	Tuvalu	Police	
20	Lako Veikauyaki Ogotia	Fiji	Market Venders Association	
21	Adi Balewai Maramarua	Fiji	Market Venders Association	
22	Semesa Doidoi	Fiji	Market Venders Association	



23	Miki Faga Daniel Wali	Fiji	House of Khameleon	
24	Michelle May Reddy	Fiji	Fiji Women's Rights Movement	
25	Catherine Pukena	Papua New Guinea	ABG Dept for Community Development	
26	Nelly Willy	Vanuatu	Pacific Leadership Program	Y
27	Wilson Toa	Vanuatu	Transparency International	Y
28	Ungatea Fonua Kata	Tonga	Tupou Tertiary Institute	Y
29	Emeline Siale Ilolahia	Tonga	Civil Society Forum of Tonga	Y
30	Ofa-Ki-Levuka Louise Guttenbeil	Tonga	Women and Children Crisis Centre	Y
31	Potoae Aiafi	Samoa	Pacific Leadership Program	Y
32	Douglas Lamuel Ruark Ngau Chun	Samoa	Leadership Samoa	Y
33	Samantha Delicia Vildam Tuti	Solomon Islands	Pacific Leadership Program	Y
34	Seema Naidu	Fiji	Pacific Islands Forum Secretariat	Y
35	Evan Naqiolevu	Fiji	Pacific Leadership Program	Y
36	Angie Fatiaki	Fiji	Pacific Leadership Program	Y

# Annex 7: Research Products

Updated 10 May 2017

PLP Commissioned Research and Knowledge		
1	Analysis report on Tonga National Leadership Development Forum (TNLDF) and PLP support for the <i>Namoa</i> (young traditional Tongan leaders) – working title (H Lee/ La Trobe)	Forthcoming June 2017
2	Case Study of the Simbo for change partnership – women's economic empowerment and local economic development (L Hoatson/ La Trobe)	May 2017
3	The Green Growth Leaders' Coalition (GGLC) Interim/ Baseline Report – will be tabled at 2017 GGLC Leaders' retreat and then made publicly available (A Craney and D Hudson/ La Trobe DLP)	October 2016
4	Lessons learned on thinking and working politically for the ratification of CEDAW in Tonga (O Ward and J Hudson / University College London) – abridged version of full research report <a href="http://www.plp.org.fj/wp-content/uploads/2017/03/PLP-Report-Tonga-CEDAW-Report.pdf">http://www.plp.org.fj/wp-content/uploads/2017/03/PLP-Report-Tonga-CEDAW-Report.pdf</a>	June 2016
5	Analysis of Women Councillors' Experiences and WISDM Activities in Luganville and Port Vila: Case Study (T Newton Cain) <a href="http://www.plp.org.fj/wp-content/uploads/2016/06/PLP_WISDM_Discussion-Paper-June-2016.pdf">http://www.plp.org.fj/wp-content/uploads/2016/06/PLP_WISDM_Discussion-Paper-June-2016.pdf</a>	June 2016
6	Action Research on Regional Green Growth Leaders' Coalition (M O'Keefe, D Hudson and A Craney / University College London and La Trobe) Field and other reports available on request	2014 – present (ongoing)
7	Action Research on 'Simbo for Change' Women's Economic Empowerment Pilot Initiative – ongoing from Year 1 (L Hoatson / La Trobe) Baseline and field reports available on request	2015 – present (ongoing)
8	Action Research on Tonga National Leadership Development Forum (H Lee / La Trobe) Field reports available on request	2014 – present (ongoing)
9	Action Research on Vanuatu Women in Shared Decision Making (B Rousseau / La Trobe) Update available on request	July 2015 – June 2016
10	Evaluation of the Solomon Islands Youth@Work Program / Report (D McDonald and D Kyloh / La Trobe) <a href="http://www.plp.org.fj/wp-content/uploads/2016/05/PLP_Y@W-Evaluation-Report-Final.pdf">http://www.plp.org.fj/wp-content/uploads/2016/05/PLP_Y@W-Evaluation-Report-Final.pdf</a>	December 2015
11	Pacific Regional Youth Employment Scan / Report (J Barbara and H McMahon / ANU SSGM) <a href="http://www.plp.org.fj/wp-content/uploads/2016/05/PLP_Pacific-Region-Youth-Employment-Scan_Final.pdf">http://www.plp.org.fj/wp-content/uploads/2016/05/PLP_Pacific-Region-Youth-Employment-Scan_Final.pdf</a>	December 2015
12	The Pacific Leadership Program's Approach to Action Research (Policy Brief/ Discussion Paper) (M.O'Keefe/ LaTrobe) Available on Request	May 2015
13	Tonga Private Sector Scan Report J Barbara (ANU SSGM) <a href="http://www.plp.org.fj/wp-content/uploads/2017/03/PLP-Report-Tonga-Private-Sector-Scan-April-2015.pdf">http://www.plp.org.fj/wp-content/uploads/2017/03/PLP-Report-Tonga-Private-Sector-Scan-April-2015.pdf</a>	April 2015
14	Solomon Islands Youth Market Report 3 (Pasifiki Services Limited) Available on Request	September 2014
15	Solomon Islands Choiseul Taro YAW Tracer Study 1 (Pasifiki Services Limited) Available on Request	September 2014
16	Solomon Islands YAW Entrepreneur Program Report 2 (Pasifiki Services Limited) Available on Request	September 2014
PLP / DLP/ Other Joint Research and Publications		
17	Supporting Coalition Based Reform in Vanuatu (B Rousseau/ La Trobe and D Kenneth Watson/ Vanuatu Dept of Women's Affairs) – with DLP for editing/ formatting	Forthcoming, due for publication June/ July 2017
18	PLP Coalitions and Network Mapping project (A. Craney, R. Davies, D. Hudson)	Forthcoming, due for publication June/ July 2017
19	The Impact of 'Green Growth' in the Pacific Island Region, joint research with ANU Dev Policy Centre (M. Dornan), USP (S. Tarte and W. Morgan) and PLP (T. Newton Cain)	Forthcoming, due for completion June/ July 2017
20	Coalitions for Change in the Pacific: A comparative analysis of PLP's action-research case studies / Report and Policy Brief (L Denney and R McLaren)	June 2016

	<a href="http://www.plp.org.fj/wp-content/uploads/2016/11/Denney_McLaren.pdf">http://www.plp.org.fj/wp-content/uploads/2016/11/Denney_McLaren.pdf</a>	
21	The History of PLP in a Changing World / report and Policy Brief (D Rhodes) Update available on request	June 2016
22	Coalitions for Change in the Pacific: A comparative analysis of PLP's action-research case studies / Report and Policy Brief (L Denney and R McLaren) <a href="http://www.plp.org.fj/wp-content/uploads/2016/11/Denney_McLaren.pdf">http://www.plp.org.fj/wp-content/uploads/2016/11/Denney_McLaren.pdf</a>	June 2016
<b>PLP Funded Partner Research, Analysis and M&amp;E</b>		
23	Tracer Study of Leadership Samoa graduates/ alumni (Leadership Samoa Board and Australian volunteer) – internal quality document	Forthcoming, due for completion June 2017
24	Women's Access to Finance: A Comparative Study of financial institutions and lending for Tongan Businesswomen (V Fusimalogi) Update available on request	Forthcoming, due for completion June 2017
25	Review of Temporary Special Measures (TSM) at municipal level in Vanuatu (Howard van Trease/USP)	Forthcoming, due for completion June 2017
26	Women and Political Participation: The 2016 Election in Samoa (Centre for Samoan Studies National University of Samoa)	May 2017
27	Youth@Work Tracer Study (Pasifiki Consultancy Services)	March 2017
28	Evaluation of the Youth@Work Program (M. Pritchard and M. Carling)	October 2016
29	Practice Note, Effective Support for Women Leaders elected under temporary special measures. Internal document – prepared for Vanuatu Department of Women's Affairs (T. Newton Cain) Available upon request	June 2016
30	Review of the TNLDF Leadership in Schools Program (E Puavalu) Available upon request	May 2016
31	Samoa National Youth Council Tracer Youth Employment Survey (SNYC) Available upon request	April 2016
32	Samoa National Leadership Development Forum Support to Urban Matais Training Needs Analysis Available upon request	April 2016
33	Leadership Samoa: Evaluating the impact and effectiveness of Leadership Samoa's programming (R Ng Shiu)	December 2015
34	Youth Market Report (Pasifiki Services Limited) Available upon request	December 2015
35	Youth@Work Choiseul Tracer Study 7 (Pasifiki Services Limited) Available upon request	November 2015
36	Solomon Islands Youth@Work Tracer Study Tracer Study 6 (Pasifiki Services Limited) Available upon request	September 2015
37	Strategic Review of the Pacific Islands Private Sector Organisation (S.Narube) Available on Request	April 2015
38	Internal review of Oxfam supported networks, collective action capacity and impact (internal) Available on Request	April 2015
39	Review of Virgin Coconut Oil Industry for Tonga National Youth Congress (Tupou Tertiary Institute) Available on Request	March 2015
40	Impact Assessment of Samoa Chamber of Commerce and Industry Incorporated (SCCI) Policy Submissions (O. Liki) Available on Request	January 2015
41	Solomon Islands YAW Data Collection Point Report 4 (Pasifiki Services Limited) Available on Request	Sept-Oct 2014
42	Solomon Islands YAW Tracer Study Report 4 (Pasifiki Services Limited) Available on Request	October 2014
43	Solomon Islands YAW Case Studies (Pasifiki Services Limited) Limited) Available on Request	November 2014
44	Solomon Islands Youth at Work (YAW) Programme, Youth Entrepreneur Program Study Report (Pasifiki Services Limited) Available on Request	July 2014

PLP3 Knowledge Products		
	<i>Country Fact Sheets:</i> Pacific Regional, Samoa, Solomon Islands, Tonga and Vanuatu <a href="http://www.plp.org.fj/resource/country-fact-sheets/">http://www.plp.org.fj/resource/country-fact-sheets/</a>	5 pieces
	<i>PLP Sector Fact Sheets:</i> PLP, Pacific Regional Leadership Initiative, Women's Leadership and Pacific Regional Leadership <a href="http://www.plp.org.fj/resource/country-fact-sheets/">http://www.plp.org.fj/resource/country-fact-sheets/</a>	4 pieces
	<i>PLP Briefing Notes:</i> The Impact of 'Green Growth' in the Pacific Island Region – joint ANU/ USP/ PLP research project, Analysis of Women Councillors' experience in WISDM coalition activities in Vanuatu, Leaders and Coalitions, Approach to Action Research, PLP Analytical Framework, Pacific Regional Youth Employment Scan, Samoa Chamber of Commerce and Industry Inc., Adaptive Leadership, Pacific Regional Green Growth Leaders Coalition, Tonga Private Sector Scan, and Lessons learned on Thinking and Working Politically on CEDAW in Tonga <a href="http://www.plp.org.fj/resource/policybriefs/">http://www.plp.org.fj/resource/policybriefs/</a>	11 pieces
	<i>Discussion Papers:</i> Evaluation of the Youth at Work Program, Tonga Private Sector Scan, Lessons learned on Thinking and Working Politically on CEDAW in Tonga and Analysis of Women Councillors' experience in WISDM coalition activities in Vanuatu <a href="http://www.plp.org.fj/resource/discussion-papers/">http://www.plp.org.fj/resource/discussion-papers/</a>	4 pieces

## Annex 8: People Consulted

Name	Title	Organisation
<b>DFAT</b>		
Ben Burdon	Assistant Secretary	Pacific Integration, Labour Mobility and Security Cooperation Branch
Rob Christie	Assistant Secretary	Pacific Aid Effectiveness and Advice Branch
Robin Perry	Assistant Director	Solomon Islands Desk
Anne O'Keefe	Policy Officer	Pacific Security Cooperation and People Section
Tracey Newbury	Director	Pacific Gender, Equality and Disability Inclusiveness Section
Gaye Moore	Assistant Director	Pacific Gender, Equality and Disability Inclusiveness Section
Michael Wilson	Assistant Secretary	Governance, Fragility and Water Branch
Kirsten Bishop	Director	Governance, Fragility and Water Branch
Sarah Boddington	Director	Governance, Fragility and Water Branch
Aimee Milligan	Policy Officer	Governance, Fragility and Water Branch
Olivia Chambers	Policy Officer	Governance, Fragility and Water Branch
Sheona McKenna	Director (and former DFAT official in PLP)	Australia Awards and Alumni Branch
Dennis Davey	Assistant Director	Vanuatu Desk
Marco Salvio	Director	Pacific Regional Organisations and Governance Section
Marcus Khan	Assistant Director	Pacific Regional Organisations and Governance Section
Jo Cowley	Director	Pacific Security Cooperation and People Section
Yeshe Smith	Program and Partnerships Manager (and former DFAT official in PLP)	Institute for Human Security and Social Change, La Trobe University
Sandra Kraushaar	Assistant Director (and former DFAT official in PLP)	Governance, Fragility and Water Branch
Sarah Goulding	Director	ODE Evaluation Section
Simon Flores	Director	Polynesia Desk
Takuro Steele	Program Officer	Polynesia Desk
Margaret Twomey	HOM	Suva Post
Matthew Lapworth	Counsellor	Suva Post
Melinia Nawadra	Senior Program Manager	Suva Post
Emily Elliot	Program Manager	Suva Post
Ray Bojczuk	First Secretary	Suva Post

Suzanne Bent	First Secretary	Suva Post
Marina Illingworth	Senior Program Manager	Suva Post
Peter Raab	First Secretary	Suva Post
Leaine Robinson	Senior Program Manager	Suva Post
Leone Tupua	Program Manager	Suva Post
Isaac Grace	Program Manager	Suva Post
Ma'ake Komailevuka	Program Manager	Suva Post
Mere Nailatikau	Program Manager	Suva Post
Susan Ryle	DHOM	Port Vila Post
Helen Corrigan	Senior Program Manager	Port Vila Post
Patricia Fred	Program Manager	Port Vila Post
Michael Hassett	DHOM	Honiara Post
Grant Follett	First Secretary	Honiara Post
Bridget Sitai	Senior Program Manager	Honiara Post
Snehal Sosale	Second Secretary	Honiara Post
Rinnie Herming	Program Manager	Honiara Post
Jemma Malcolm	Second Secretary	Honiara Post
Natalina Hong	Program Manager	Honiara Post
Andrew Ford	HOM	Nuku'alofa Post
Telusa Fotu	Senior Program Manager	Nuku'alofa Post
Sue Langford	HOM	Apia Post
Amanda Jewell	DHOM	Apia Post
Ronicera Fuimaono	Program Manager	Apia Post

#### PLP

Georgina Cope	Team Leader	Pacific Leadership Program
Mereani Rokotuibau	Program Manager	Pacific Leadership Program
Shradha Sharma	Finance and Admin Manager	Pacific Leadership Program
Peni Tawake	Program Officer	Pacific Leadership Program
Angeline Fatiaki	Program Officer	Pacific Leadership Program
Amelia Makutu	Communications Specialist	Pacific Leadership Program
Evan Naqiolevu	Program Officer	Pacific Leadership Program
Laura Holbeck	Program Performance and Quality Adviser	Pacific Leadership Program
Roshni Chand	Finance and Admin Officer	Pacific Leadership Program
Agnes Rigamoto	Administrative Assistant	Pacific Leadership Program
Pramol Basant	Finance Assistant	Pacific Leadership Program
Samantha Tuti	Solomon Islands Country Rep	Pacific Leadership Program
Liliete Takau	Tonga Country Rep	Pacific Leadership Program
Nelly Willy	Vanuatu Country Rep	Pacific Leadership Program
Potoa'e Roberts-Aiafi	Samoa Country Rep	Pacific Leadership Program
Lemalu Sina Retzlaff	Former Samoa Country Rep	Pacific Leadership Program
Louise Morrison	Contractor Representative	Cardno
Sandra Tarte	Board Member	PLP Advisory Board
Seta Macanawai	Board Member	PLP Advisory Board

#### PLP Partners

Lesley Hoatson	Action Researcher	Consultant
Steve Hogg	Associate Professor	ANU College of Asia and the Pacific

Nicole Haley	Program Convenor	ANU State Society and Governance in Melanesia (SSGM)
Julien Barbara	Fellow	ANU State Society and Governance in Melanesia (SSGM)
Andrew Foran	Director	IUCN Pacific Centre for Environment
Mereia Volavola	CEO	PIPSO
Howard Politini	Chair	PIPSO
Sione Tekitteki	Policy Director	PIFS
Joel Nilon	Regionalism Adviser	PIFS
Seema Naidu	Gender Issues Officer	PIFS
Anna Parini	Program Manager	UN Women
Lako Ogotia	Member	Market vendors association
Adi Maramarua	Member	Market vendors association
Semesa Doidoi	Member	Market vendors association
Virisila Buadromo	Independent Consultant	Adaptive Leadership participant
Gina Houn Lee	Independent Consultant	Adaptive Leadership participant
Iosefa Maiava	Head of Operations	UN ESCAP
Nicol Cave	Acting Director	RRRT
Neomai Marvuakula	Senior Human Rights Adviser	RRRT
Colin Tukuitonga	Director General	SPC
Taursila Bradburgh	Secretariat	Pacific Youth Council
Andie Fong Toy	Deputy Secretary General	PIFS
Cameron Bowles	Director	SPC
Anna Naupa	Adviser	PIFS
Crystal Johnson	Program Manager	PIFS
Meg Taylor	Secretary General	PIFS
Chris Roche	Senior Research Partner	LaTrobe University / DLP
Afu Billy	Safe Families Program staff	Oxfam Solomon Islands
Jenta Manu	Safe Families Program staff	Oxfam Solomon Islands
Nelson Sobo	Safe Families Program staff	Oxfam Solomon Islands
Margaret Ilisia	Safe Families Program staff	Oxfam Solomon Islands
Eddie Kwaliu	Safe Families Program staff	Oxfam Solomon Islands
Doris Puiahi	Former staff member	Oxfam Solomon Islands
Naomi Tai	Board member	PWDSI
Shadrach Timothy	Staff member	PWDSI
Dennis Meone	CEO	SICCI
Charles Persson	Adviser to the CEO	SICCI
Rose Martin	Coordinator	Youth @ Work
Esther Suti	Business Entrepreneur	Simbo for Change
Stephen Suti	Business Entrepreneur	Simbo for Change
Esther Londu	Community member	Simbo for Change
Mary Kevu	Community member	Simbo for Change
Inda Kipling	Community member	Simbo for Change
Malisa Nata	Community member	Simbo for Change
Obed	Community member	Simbo for Change
John Homelo	Community member	Simbo for Change
John Pio	Community member	Simbo for Change
Samson Sioni	Community member	Simbo for Change
Minister	Minister	Western Province Government,



		Solomon Islands
Malama Meleisea	Director, Institute of Samoan Studies	National University of Samoa
Seumanu Douglas Ngau Chun	CEO	Leadership Samoa
Hobart Vaai	CEO	Samoa Chamber of Commerce
Dorosday Kenneth- Watson	Director	Department of Women's Affairs (Vanuatu) and WISDM coalition
Kaliopate Tavola	Fijian diplomat and former Minister of Foreign Affairs	GGLC
Taholo Kami	Regional Director, IUCN Oceania Regional Office	IUCN/GGLC
Aidan Craney	PLP research coordinator and action researcher	La Trobe University
Dorina Koia	CEO	TCCI
Paula Taumoepeau	President	TCCI
Viliami Takau	Former CEO	TCCI
Vanessa Lolohea	Director	TNYC
Monalisa Palu	CEO	True Tonga Inc (TTI)
Susitina Tesi	Handicraft artist and trainer	Member of TTI
Tevita Lautaha	Deputy CEO	Tongan Ministry of Commerce, Consumers, Trade, Investment and Labour
Adi Talanaivini Mafi	Tongan public servant	GUA Award Recipient 2016
Natalia Latu	Acting CEO	Tongan Ministry of Finance and National Planning Aid Management Unit
Milika Tuita	UNJO Country Manager	UNDP/UN Women (Tonga)
Katrina Fatiaki		Former RRRT trainer
Drew Havea	Chairman	TNLDF/CSFT
Manitasi Leger	Secretary	TNLDF
Siale 'Emeline 'Ilolahi	Director	CSFT
'Evaipomana Tu'uholoaki	Deputy CEO	Tongan Ministry of Internal Affairs
Lavinia Palei	Representative	Oxfam (Tonga)
Lopeti Aleamotu'a	Representative of the Young Nobles	Namoa/TNLDF

# Annex 9: Documents Reviewed

---

## **Program Documents**

PLP3 Program Design Document, December 2013

Services Order (contract) 65541/10 for PLP3, June 2014

PLP3 Monitoring and Evaluation Plan, May 2016

PLP3 Evaluation Plan, April 2017

PLP3 Gender and Inclusion Strategy, May 2016

PLP1&2 Program Completion Report, June 2014

PLP3 Annual Report 2014-15, May 2015

PLP3 Annual Report Summary, November 2015

PLP3 Annual Report 2015-16, June 2016

PLP3 Year 2 Annual Report 2015-16 PLP response to DFAT Feedback, August 2016

PLP3 Annual Report Cover Note, June 2016

PLP3 Annual Plan (July 2016 – June 2017), August 2016

PLP3 Advisory Panel meeting minutes, 19 January 2016

PLP3 Advisory Panel meeting minutes, 7 November 2016

PLP3 Advisory Panel Charter, January 2016

PLP3 6-Monthly Reflection and Refocus agenda and report, July 2014

PLP3 6-Monthly Reflection and Refocus agenda and report, February 2015

PLP3 6-Monthly Reflection and Refocus agenda and report, February 2016

PLP3 6-Monthly Reflection and Refocus agenda and report, July 2016

PLP3 6-Monthly Reflection and Refocus agenda and report, December 2016

PLP3 Internal Communications Strategy (Holbeck), June 2016

PLP3 Knowledge Dissemination Strategy (Newton Cain), July 2015

PLP3 Donor Program Update (October-December 2016), February 2017

PLP3 Donor Program Update (January-March 2017), April 2017

PLP3 Key Achievements (July 2014 – May 2017), May 2017

## **Evaluations and Assessments**

Independent Progress Report on PLP (Henderson and Roche), June 2012

PLP3 Pacific Regional Leadership Initiative (March 2015 – May 2017) Draft Evaluation Report, June 2017 draft

Partner Performance Assessment of Cardno for PLP3 (July-December 2014), undated

Partner Performance Assessment of Cardno for PLP3 (January-December 2016), undated

PLP3 Aid Quality Check 2017

PLP3 Aid Quality Check July-December 2014

## Research and Publications

List of commissioned research knowledge products, updated 29 March 2017

List of commissioned research knowledge products, updated 10 May 2017

List of citations of PLP3 work, updated 29 March 2017

Denney and McLaren, Thinking and Working Politically to Support Developmental Leadership and Coalitions: The Pacific Leadership Program, October 2016

Denney and McLaren, Coalitions for Change in the Pacific: A Comparative Analysis of PLP's Action-Research case studies / Report and Policy Brief, 2016, page 28

Lee, Tongan National Leadership Development Forum Completion Report 2017, May 2017

Roche and Kelly, The Evaluation of Politics and the Politics of Evaluation, DLP Background Paper 11, August 2012

Wheeler and Leftwich, Coalitions in the Politics of Development: Findings, insights and guidance from the DLP Coalitions Workshop in Sydney (15-16 February 2012), April 2012

Hoatson, Draft Case Study on Simbo for Change, forthcoming

Rosseau and Kenneth-Watson, Supporting Coalition-Based Reform in Vanuatu, March 2017

Craney and Hudson, Draft interim/baseline report on the Green Growth Leaders' Coalition (2016), forthcoming

Rhodes, Draft History of the Pacific Leadership Program, March 2017 draft

Terms of Reference for research on Mapping PLP's Influence on Coalition and Organisational Relationships, March 2017

Terms of Reference for research on Tracking and Mapping the Green Growth Leaders' Coalition, October 2016

Ward and van Heerde-Hudson, Lessons Learned on Thinking and Working Politically for the Ratification of CEDAW in Tonga, June 2016

PLP3 Briefing Note on Lessons Learned on Thinking and Working Politically for the Ratification of CEDAW in Tonga, August 2016

PLP3 Briefing Note on Adaptive Leadership, February 2017

PLP3 Briefing Note on Analysis of Women Councillor's Experiences in WISDM Coalition Activities in Vanuatu, June 2016

PLP3 Briefing Note on Samoa Chamber of Commerce and Industry, March 2017

PLP3 Briefing Note on PLP3's Approach to Action Research, May 2016

PLP3 Solomon Islands Country Program Fact Sheet, June 2016

PLP3 Samoa Country Program Fact Sheet, June 2016

PLP3 Tonga Country Program Fact Sheet, June 2016

PLP3 Vanuatu Country Program Fact Sheet, June 2016

PLP3 Pacific Regional Activities Fact Sheet, May 2016

Wallis, Crowded & Complex: The Changing Geopolitics of the South Pacific, ASPI Special Report, April 2017

Cole, Ladner, Koenig and Tyrrel, Reflections on Implementing Politically Informed, Searching Programs: Lessons for Aid Practitioners and Policy Makers (Case Study 5 in the Working Politically in Practise Series), April 2016

### **Policy Documents**

Australian Aid: Promoting Growth and Stability, White Paper, June 2006

Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability, June 2014

Australia's New Development Policy and Performance Framework: A summary, undated

Effective Governance: Strategy for Australia's Aid Investments, March 2015

Aid Investment Plan: Pacific Regional (2015-16 to 2018-19), undated

### **Other**

Remarks by Prime Minister Turnbull at Pacific Islands Forum, 9 September 2016

DLP Website, [www.dlprog.org](http://www.dlprog.org)

PLP Website, [www.plp.org.fj](http://www.plp.org.fj)