Evaluating contestable grants in facilitating NGO-Government collaborative projects to create safer, peaceful communities: A case in Papua New Guinea

A research presented in partial fulfilment of the

requirements for the degree of Master

Of

International Development in Development Studies

At

Massey University

Palmerston North, New Zealand

Betty Camilus

2014

Acknowledgement

Finally, to my colleagues at IDS, the PNG community and other friends, I thank you all for your friendship. To Dora Kuir and Cynthia Yehimen, you have been my core strength and support: "Ateu Oā".

God bless you all!

Abstract

Monitoring and evaluation is a key feature in contracting relationships between government, donors, private sector, NGOs and the wider civil society in law and justice service provision. However, less effort are placed on evaluating the impacts of NGO-Government collaborative projects funded with contestable grants to create safer, more peaceful communities. This research explores the role of monitoring and evaluation of projects funded with contestable grants focusing on issues and challenges raised by the lack of evaluation and identifies ways in which local communities define a successful collaborative NGO-Government project. The research proposes a potential evaluation pathway as a culturally appropriate monitoring and evaluation tool.

Acronyms

AUSAID	Australian Aid for International Development
CJLU	Community Justice Liaison Unit
CS	Correctional Services
CSO	Civil Society Organisation
DIFID	Department for International Development
GOA	Government of Australia
GOPNG	Government of Papua New Guinea
JAG	Justice Advisory Group
LJS	Law and Justice Sector
LJSP	Law and Justice Sector Programme
MBCSA	Milne Bay Counselling Services Association Inc
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
NGO	Non-Government Organisation
NLJP	National Law and Justice Policy
PMF	Performance Monitoring Framework
PNG	Papua New Guinea
RBM	Results-Based Management
SSF	Sector Strategic Framework

Table of Contents

Contents

Figures and Tables

Chapter 1 – Introduction

1.1 Introduction and overview

Monitoring and evaluation is a key feature in contracting relationships between government, donors, private sector, NGOs and the wider civil society in the law and justice service provision. However, in the case of Papua New Guinea (PNG) it has become evident that less effort has been placed on evaluating the outcomes of NGO-Government collaborative projects aimed at creating safer and more peaceful communities, whilst funded using contestable grants. This research explores the role of monitoring and evaluation of joint NGO-Government projects funded using contestable grants administered by the then Community Justice Liaison Unit (CJLU) of the then Papua New Guinea Law and Justice Sector Program (PNGLJSP) between 2004 and 2008. It focuses on issues and challenges raised by an apparent lack of evaluation, and identifies a process or tool that a local community can apply alongside the conventional monitoring and evaluation processes and tools which define a successful local, collaborative NGO-Government project. This study evaluates the effectiveness of NGOs working in partnership with formal government agencies in the law and justice sector in PNG. My contention is that while the existing forms of evaluation of these NGOs whose programs are funded through a contestable grant mechanism are weak, there are potential pathways to improve this performance.

This chapter begins by outlining the legal system of Papua New Guinea (PNG) and the role of civil society in collaborating with government agencies in the law and justice service provision, with a specific focus on the NGO contestable grant scheme administered by the CJLU. It presents the issue under investigation and outlines the aim of the research followed by the key questions the research seeks to explore. The next section describes the methodology and the ethical procedures undertaken to accomplish the research project, while the last section provides the structure of this research report.

PNG is very much a traditional society that has its own traditional system of governance and social control mechanisms. However, its adoption of the British legal system after independence in 1975 did not incorporate local forms of governance and control processes, which consequently resulted in the breakdown of the introduced law and order system and the inability to control its growing crime problems. Though the legal system operates to serve the needs of its citizens, however, whether the system is appropriate and well-functioning (Weisbrot, Paliwala & Sawyer, 1982),

prior to (Morauta & Louis, 1984) and after the law and justice reform of 1999 (Dinnen, 2001 & 2003; MacDonald, 2008), is a subject of an on-going debate. Many of those who need legal services do not have access to them, let alone use them. Barriers such as limited and non-existent facilities at the rural level, limited awareness of available services (Akin Ojelabi, Fisher, Cleak, Vernon & Balvin, 2011, 2012), preference to use traditional justice methods over formal methods, high transaction costs, illiteracy, language difficulties (Akin et al., 2011), and dislike or fear of government agencies (McConnell, Derr, Burwick, Max, & Van Noy, 2006) have limited access to and use of public legal services. These barriers have created a service gap between the formal law and order agencies and the local communities in working together to address local problems. Thus, the role of the civil society organisations (CSOs)[1], as advocates and service providers was recognised as the vehicle to extend legal services where appropriate in the 1990s and early 2000 to fill up this gap.

Historically, CSOs, particularly non-government organisations (NGOs) have not been partners with government agencies (McConnell et al., 2006). However, in the PNG law and justice processes, it has been recognised that NGOs are in a better position to serve people who do not have access to, or use legal services. Ordinary citizens are likely to access and use the services of NGOs because local people in the communities and villages trust them, and perceive them to have a greater understanding of local needs. Moreover, local NGOs often provide "personal, flexible, and comprehensive services that are well suited to people who face barriers" (McConnell & Derr, 2006, p.1) to access and use legal services.

The formal government law and justice sector agencies in PNG, upon recognising this service gap have sought to better serve some of the neediest population at the community and village level both in the urban and rural areas. To do this, they have involved local NGOs' expertise, viewing them as valuable partners who have the potential to facilitate the provision of, and enable better access to legal services. Apart from the wider locally established and registered civil society groups that partner with the government agencies in the justice processes, one NGO whose function focuses predominantly on justice-related matters have worked closely with the CJLU and other government agencies in several communities and villages in the Milne Bay Province since 2006. The Milne Bay Counselling Services Inc. serves as a specific case in point in this research to unpack   the   challenges   of   evaluation,   explore   how   the   NGO-Government

---

[1] The term civil society is used in a broader sense here to include Non-government organisations, churches, community-based groups, incorporations, associations, customary land groups/ clans that are registered with the Companies Act and are based either in urban or rural areas (Tuckwell, 2008).

collaboration/partnership has played out in practice, and also understand how a local community identifies a successful project based on local evaluation processes and criteria.

Collaboration between the government and the NGOs in the provision of basic services is strongly advocated for in developing countries (Binkerhoff, 2002; McCloughlin, 2011). Although there are many challenges involved in such collaboration, there are also many benefits that can be achieved. McConnell & Derr (2006) identify some of these benefits:

> *Such collaboration could allow the government to leverage its funds by taking advantage*
> *of the volunteers, donated goods and services, and other resources that NGOs are often*
> *able to access; NGOs' knowledge of the communities and their needs can also help*
> *government agencies plan and deliver services more effectively (p.1)*

However, collaborations among government agencies and NGOs may not be easy. In many countries and local communities, government agencies and NGOs have very little experience working together (Thomas, Muradian, Groot, & Ruijter, 2010; Bano, 2011; Ejaz, Shaikh & Rizvi, 2011). McConnell and Derr (2006) also identify some of these challenges in government-NGO collaboration. They note, government agencies, on the one hand, may not know about the work of NGOs, and NGOs on the other hand, may not be aware of the ways that government agencies provide their services. In these cases, both may perceive each other's missions as different from their own and may also be suspicious of each other's motives. Furthermore, McConnelle et al. (2006) also observe that government agencies are more concerned about their clients' rights and legal issues when services are provided by NGOs. In addition, the limited administrative and capacity of some NGOs may also restrict collaborative relationships (Brinkerhoff, 1999) because NGOs cannot respond to both the demands of the government partners and their clients.

Being aware of the potential barriers to these collaborations, the then PNGLJSP through the CJLU made some grants available for promoting and sustaining collaborations among local NGOs, the government agencies, and the private sector where necessary to address community law and order problems. The grants were made to NGOs, churches, and community-based groups via a contestable grant scheme. Activities funded included rights advocacy and training, counselling, temporary safe houses, trainings in peace mediation and conflict resolution, paralegal and litigation services, and many others. In these service provisions, little effort was placed on evaluating the results of these collaborative projects.

1.2 Research Aim and Questions

This research, therefore, aims to understand the challenges and issues experienced in evaluating the effectiveness of NGO projects funded with contestable grants; identify whether the grant scheme has been able to create sustainable NGO-Government collaborations in service delivery; and explore how a local community identifies a successful project based on local evaluation processes and criteria. Specifically, the following research questions were explored:

i.   *What are the challenges of monitoring and evaluating projects funded using contestable grants?*

ii. *How does a local community evaluate projects?*

iii. *Did the NGO-Government partnership work?*

1.3 Methodology and Ethical Considerations

In this study, the Davidson and Tollich's (1999) and Robert Yin's (1989) qualitative methodological approach were selected using a case study to provide information for this research. Two reasons inform this choice. Firstly, qualitative research allows the researcher to investigate the thoughts of a small number of people within a context specific case in depth. Qualitative case studies focus on an in-depth interpretation and contextualisation where the results cannot be generalised in any systematic way. Therefore, it was necessary to use a context specific case study to enable a better and an in-depth understanding of this topic. Secondly, a qualitative study works well with small numbers. It is more practical in this sense because I am the sole researcher in this project who is familiar with, and close to some of the potential respondents, whom, I can talk to in depth. Thus, a case study was evaluated as appropriate for this research project.

Two research methods were selected for collecting data in this study. The first involved a literature review and document analysis. The second is a survey using a linked questionnaire via email and a follow up with Skype/phone interview. The initial number of targeted participants was ten and they were identified from the NGO implementing projects funded with contestable grant, the government department of National Planning & Monitoring, AUSIAD, the Law and Justice Sector program, and other stakeholders, such as development practitioners, external

consultants, and a number of the target beneficiaries at the community level. In the end, five semi-structured interviews[2] were carried out.

Before collecting data for this research project, I went through the Institute of Development Studies internal ethics process to discuss and seek clarification on specific ethical issues that might arise while undertaking the research. One of the discussion points was on how I could avoid conflict of interest due to my previous role in the law and justice sector and my current role as a student doing research within the sector in Papua New Guinea. According to the Massey University Ethics procedure, my research project was identified as low risk and it did not pose any significant harm at any level to the participants. However, I was mindful of any ethical issues that might have arisen in the process.

Prior to interviewing participants over the phone/skype, I discussed with them relevant information on the research[3], research consent[4] and the questionnaire[5]. I also had to clarify and stress that my research no connection with my previous role in the law and justice sector and it is part of my individual study towards fulfilling the requirements of Massey University's qualification of a Master Degree in International Development. Upon their agreement, we proceeded with the interview. I also sought participants' consent to record the interviews, which, they agreed to. The same process also applied to participants that completed the questionnaire via the email. This is an advantage of email survey compared with the interview face to face or in this case Skype. The participants could read the information themselves and then fill out the forms (in isolation from my explanations, as I did this once only when sending out emails). However, I managed to follow up on specific ideas and answers to ensure I understood what they meant by their responses. There were some issues with this methodology as I encountered several communication challenges: broken internet link, low mobile phone coverage, not enough time, and high cost.

1.4 Outline of the report

The study is divided into six (6) chapters. Chapters 2 and 3 provide a theoretical framework for understanding monitoring and evaluation in the development context and the challenges of evaluating contestable grants. Together these chapters provide a brief history on the evolution of evaluation, focusing on analysing the current types of approaches and practice used in

---

[2] Participants' list and their organisations
[3] Participant information sheet
[4] Participant Consent Form
[5] Participant Questionnaire

development programmes. This is followed by a critique of the western-oriented result-based management framework and an argument on the need for an appropriate context-based evaluation approach. Chapter 3 also highlights the broader challenges and issues of evaluating grants and opens up the discussion on the proposed local and appropriate evaluation tool for monitoring and evaluating community projects.

Chapter 4 presents the law and justice policy context and case study on CJLU's evaluation of MBCSA's counselling and training project in Kiriwina District of Milne Bay Province. The chapter highlights that while seeking to achieve the overall law and justice sector goals, the processes involved in monitoring and evaluating performance and impacts of NGO projects funded with contestable grants can be challenging and difficult. It has placed considerable strains on the relationships between key stakeholders.

Chapter 5 presents the findings of the research and Chapter 6 cover the discussion and conclusion, and proposes a number of key recommendations including a potential evaluation pathway that can be used alongside the conventional monitoring and evaluation for assessing the success of community law and justice projects.

Chapter 2 Understanding the role of monitoring and evaluation in the development context

2.1 Introduction and overview

This chapter provides an understanding of the monitoring and evaluation (M&E) discourse by analysing the existing literature on the emergence, meaning, approaches, and the critiques of monitoring and evaluation from an international development perspective. Although the shift in aid modalities towards results-based management approach have been widely advocated and embraced in development efforts, with the aim of improving development outcomes, this approach is no longer solely appropriate. There have been greater calls for other methods that are culturally appropriate and relevant in NGO program evaluation.

Interest in monitoring and evaluation (M&E) began around the 1980s as a result of three basic factors (Uitto, 2004). Firstly, M&E was seen to assist with learning. Development community organisations and functions grew with complex knowledge as time passed by, thereby creating new and more complex ways to meet development objectives. Thus, M&E appeared to provide the framework for knowledge development. Secondly, the development community recognised that programs and projects were often poorly implemented or had poor outcomes. As such, M&E became the tool that was required to rectify the problems and provide learning opportunities for decision-makers to plan for the future. The third reason is the need to maximise quality development efforts and benefits using increasingly scarce resources. These three factors therefore prompted the rise and prominence of M&E as an important development tool.

Monitoring and Evaluation are a two important management tools that seek to assess the results of development intervention (Giffen, 2009). M&E, although they are often grouped together and considered as a single practice, serve two distinct yet complementary functions. Uitto (2004, p. 9) defines monitoring and evaluation as "an on-going function with the specific aim of providing the management and key stakeholders with early indications of performance of a program, project, or activity, and progress (or lack thereof) in the achievement of results, while evaluation is the analysis of how well the program has achieved its intended results". Evaluation is a systematic and independent assessment of the "relevance, development efficiency, effectiveness, impact and sustainability" (Department For International Development, 2005, p. 10) of the activity. These criteria will be applied in this research project in determining the impacts of projects funded with contestable grants and implemented by NGOs at the community level by the CJLU. These terms

are defined based on following definitions provided by the Department for International Development (DIFID, 2005). Relevance asks the question of whether the project was worth implementing in the given context and setting that is, whether it was the right project or intervention. Efficiency raises the question of whether or not the intervention is able to achieve maximum results with given resources. Effectiveness questions if the intervention achieved what it was intended to achieve. Results or Impact are used interchangeably in this study to refer to the expected outcomes or the overall effects; that is the changes, whether positive or negative. It seeks to identify what worked and what did not, and improvements can be made next time. Sustainability asks the question of whether the project is worth further funding and how it can be sustained outside of donor funding or when donor funding ceases.

Evaluation is usually conducted at all points in the life of a program or project: at the design phase, mid-project, and/or post-project. As complementary functions, evaluation complements monitoring in a sense. Kusek and Rist (2004, p. 13) describe that "when a monitoring system sends signals that the efforts are going off track, then good evaluative information can help clarify the realities and trends noted with the monitoring system". As such monitoring cannot be isolated from evaluation or vice versa. They complement each other. Technically, M&E is best defined according to its application and use, which varies among diverse organisations and fields. For the purpose of this research project, the term evaluation is sometimes used to cover for both monitoring and evaluation (Bamberger, 2000).

M&E was originally focused on measuring the delivery of inputs and the progress in implementation processes (Uitto, 2004). However, as observed by UNDP (2002) a recent shift has resulted in M&E focusing on measuring the contributions of various factors to a given development outcome. In international development, M&E is purposely used to provide government personnel, managers, the private sector and the wider civil society with an opportunity to learn from previous experiences, improve service delivery, plan and allocate resources, and show results to meet accountability requirements (DFID, 2005; World Bank, 2002). Hence, M&E basically functions as an accountability mechanism "for funders, taxpayers, and citizens on one hand, and, on the other hand, lesson learning and feedback towards management and policy makers" (Holvoet & Rombouts, 2008, p.579). M&E has the ultimate aim of developing knowledge and improving future interventions.

2.2 The Logframe

M&E can be both quantitative and qualitative in nature, and can apply a broad range of methods to collect, analyse and report on a program or project's information and data (Bamberger, Rao & Woolcock, 2010). The most common type of M&E uses the Logical Framework Analysis (LFA) or the Logframe approach. A logframe is a project management tool that links together the different elements or functions of a project (Bakewell & Garbutt, 2005). It assists with analysing a development problem, sets out a clear plan of a project, assists with program implementation, and most importantly, provides a benchmark for evaluating the project. Most international development agencies apply logframe to measure the outcome and overall effects of their programs and projects. For example, Care International uses logframes to evaluate 80 per cent of their activities (CARE, 2008, p. 98). In addition, DFID, requires that all of its projects that are valued over 1 million pounds apply logframe as the tool for measuring project outcomes (DFID, 2009, p. 4).

The logframe or the LFA is usually shown in a form of a "matrix in which a project's objectives and expected results are clearly identified, along with a list of indicators that are to be used in measuring and verifying progress toward achieving those objectives and results"(Ebrahim, 2003, p.817). As a four-by-four matrix, it consists of four rows and columns which describes the hierarchy of project objectives corresponding to the strategy, indicators, how to measure them and risk management tools respectively (Grove & Zwi, 2008). An example of a log frame matrix is shown in Figure 1.

Table 1 A sample of a logframe

	Strategy	Objectively Verifiable Indicators	Means of Verification	Risk and Risks Management
Goal				
Objective/Outcomes				
Outputs				
Inputs/Resources/Activities				

Source: Adapted from DIFID (2002, p. 548-550) and Grove & Zwi (2008, p. 70-71)

The logframe is the most common tool used in identifying a project's main purpose, outputs, activities, resources, risks and management strategies, tracking project's progress and results, and

is also used for implementation and reporting (DIFID, 2002). Most program and project funders prefer logframes for measuring tangible results such as the number of schools built, trees planted and land irrigated. In most cases, donor evaluations tend to focus on outputs or products, which are often short-term and emphasise results that are easy to measure or count instead of the harder-to-measure, less tangible goals (Ebrahim, 2002) such as development outcomes. The greater emphasis on result-oriented M&E also now embraces the results-based management (RBM) approach as another project management tool that intends to achieve the intended results of projects and programs. This is also emphasised by Holvoet and Rombouts (2008) who argued that the results-based management (RBM) approach is one of the principles now embraced as a result of the shift in the aid modalities instigated by the analyses of the effectiveness of the previous aid.

2.3 Results-Based Management

In the last ten years, development agencies have experienced more pressure to show that their work is having a positive impact (Giffen, 2009) on the communities and the lives of people they work with. This saw the increasing demand for monitoring and evaluation of programmes and projects (Fine, Thayer, & Coghlan, 2000; Mayhew, 2012). To demonstrate the results of development efforts, aid recipients are expected to build and strengthen results-oriented frameworks and arrangements for planning, implementation, monitoring and evaluation. With the shift in focus towards results and impacts of programs and projects and whether they are creating the intended changes; M&E then becomes the tool used to assist development actions move in the right direction, and to achieve intended objectives and outcomes in a measurable way.

Stevens (2013) describes RBM as a next step in the evolution of logical framework approaches in that RBM seeks to respond to a number of issues that might emerge from the project management cycle and the logical framework methods. In fact, he concurred there is really not much difference between project management cycle, logframe and RBM; in a way, he stated that "RBM is simply project management done right" (Stevens, 2013). It assists project management and logframe by providing more tools and directions on what to do to make sure that the project is designed in a participatory manner, and ensures that assumptions and risks are carefully considered in the project. However, it might be fair to say that local participation and contexts might not be thoroughly considered when developing the logframe, while, the log frame can often be assumed to be an external funder requirement to fulfil bureaucratic purposes.

RBM from the United Nations Development Program's (UNDP) perspective focuses on "fostering a result culture within an organisation, enhancing capacity to make management decisions, and strengthens contributions to development results" (UNDP, 2007, p. i). This is also emphasised by Lahey and Nielsen (2013, p. 46), that RBM can lead to "improved management practices and the delivery of results, rather than processes." Lahey and Nielsen (2013) further state that the results are being achieved through methods that are responsible and with accountability for all spending of funds. Moreover, Pont (2011), views RBM as "acting with the end in mind" (p. 38), as it occurs throughout the life cycle of a project. RBM is a process that facilitates the achievement of tangible results – from planning to achievement of results. During the planning phase, stakeholders are included, and solutions are targeted at the problems. The desired outcome is the central core of RBM which has to feature in the heart of the project design (logframe), with resources and time coordinated accordingly and captured in the work plan, and with key indicators to measure against performance. In the implementation phase, the RBM tracks the project's progress and accommodates the amendments of plans as well as facilitates the demonstration of results.

Further, Pont (2011) identifies management autonomy and conviction as two key characteristics that facilitate effective implementation of RBM. Without autonomy, and the conviction that this approach will work, it is highly likely that RBM will be viewed as part of fulfilling bureaucratic purposes rather than achieving results. As observed by Lahey and Nielsen (2013), it is the responsibility of the program managers to put in place the necessary results-based monitoring systems, whilst the internal M&E unit plans and implements evaluations. RBM operates on the premise that insights from M&E would enhance design, planning and implementation efforts in RBM and strengthen sequential complementarity – where monitoring informs evaluation and vice versa. However, Lahey and Nielsen (2013) also acknowledged that coordinated M&E efforts in practice are the exception rather than the rule.

The results-based management has been critiqued in many ways. From the grassroots perspectives, RBM is viewed as a western-oriented concept that is foreign to local peoples' groups and communities (Fraser, Doughill, Mabee, Reed & McAlpine, 2006). As a funder requirement, local organisations are compelled to adapt this framework, which is likely to "alienate local community members and fail to capture locally important factors" (Fraser, et al., 2006, p. 115). Although, RBM is a good framework to show results, it is possible that local stakeholders may not be engaged, or relevant and appropriate indicators for the local context may not be considered. Another option is to engage local stakeholders to select measures, hence ensuring that vital local factors are assessed, emphasising the community centred approach to development. Goulet

(2013) also observed that RBM will not highlight outcomes to initiatives or unexpected outcomes, especially ones, either positive or negative, that have not been foreseen in the project plan or RBM frameworks, as opposed to the process of Most Significant Change (MSC) for example, which is able to identify unforeseen circumstances during evaluation. As such, MSC can be used as a complementary tool with RBM in evaluation as RBM alone might lack the capacity to identify program and project outcomes.

In a report by UNDP (2007, p. viii) it also identify three broad criticisms of RBM: Firstly, from a political science perspective, in trying to set clear, concrete objectives and targets, RBM can "conflict with the need to keep objectives sufficiently imprecise to gain widespread support." Secondly, many development results sought cannot be easily measured, and thirdly, as a consequence, RBM is viewed as forcing measurement and reporting of a much smaller range of results, especially outputs, and, when an organisation overemphasises any set of performance indicators and targets, the staff become preoccupied with those indicators and targets rather than the wider results. These criticisms of the recently embraced RBM approach point to the need for an appropriate M&E tool that can be used alongside the RBM in different contexts, especially in developing countries as RBM is still underdeveloped and needs to be further explored and refined. However, not only is RBM as an approach to M&E critiqued, but M&E in the general international development context has also received criticisms. Some of these criticisms are elaborated below.

2.4 Critics of M&E in international development

There are two key issues that are in tension in regard to monitoring and evaluation in international development – aid effectiveness, and conventional monitoring and evaluation (Hashimoto, Pillay & Hudson, 2010). Aid effectiveness concerns development efforts aimed at monitoring and evaluating projects, whilst conventional monitoring and evaluation only focuses on meeting donors' internal compliance requirements rather than developing local outcomes and building local organisation's evaluation capacity. Hashimoto et al. (2010, p.101) state that development agency evaluations usually "do not facilitate local stakeholders' development of their own evaluation systems." In fact, evaluation approaches measure short term tangible outputs rather than processes such as participation and empowerment and long term outcomes, (Ebrahim, 2003; Hashimoto et al., 2010), and, results, and sustainability (Bamberger, 2000; Picciotto, 2003). On the contrary, most developing countries and their local organisations prefer long-term impact assessments and institutional development rather than short-term outputs of

development intervention activities. However, as observed by Fukudar-Parr et al. (2002), most development aid projects focus on building individual and organisational capacity rather than the society's capacity. As a result, conventional monitoring and evaluation lacks a contribution to building local evaluation capacity; either in developing evaluation systems in local organisations or continuing evaluation practice post-project completion for long term sustainability purposes. Local capacity building requires processes such as participation[6] (Cousins & Earl, 1992; Cousins & Whitmore, 1998) and empowerment[7] (Fetterman, 1996; 2001) that are a common evaluation approach in international development literature and are a key feature embraced by the potential pathway/framework as an evaluation tool for monitoring and evaluation. Crishna (2006) asserted that an evaluation that emphasises local feedback and learning, and a climate of reflection and self-assessment is essential. Thus, there is a need for a locally appropriate and locally-led participatory and empowerment evaluation approach.

2.5 Summary

Chapter 2 has introduced the concepts of monitoring and evaluation generally from its emergence to current debates in the international development literature. The most common approaches to M&E such as the Logframe and the recently embraced result-based management approach have been critiqued for not incorporating local contexts and inputs, especially indigenous approaches. The chapter concludes with a need for a potential local-oriented evaluation pathway.

---

[6] Participation: In international development plans and programs, participation refers to the process by which stakeholders take part and affect decision-making in planning, implementing, monitoring and evaluating programmes and projects (Koasa-ard et. al, 1998). It is a process that empowers people and communities through the acquisition of skills, knowledge, and experience that leads to greater self-reliant and self-management (See also Karl, 2000).

[7] Empowerment: A continuous process whereby individuals and/or communities gain confidence, self-esteem, understanding and power necessary to articulate their concerns, ensure that action is taken to address them broadly, and gain control over their lives (Nikkhah & Redzuan, 2009, p. 1064)

Chapter 3 Evaluating NGO projects funded with contestable Grants

3.1 Introduction

Contestable grant funding, a competitive approach to funding is increasingly offered by funders who work in partnership with local NGOs of developing countries for basic service delivery and advocacy. However, tied to contestable grant funding is the increasing demand for monitoring and evaluation that feature in the grant agreements. This is very much the case with such funding in Papua New Guinea, where NGOs delivering law and justice services appeared to be the largest recipients of contestable grants from 2006-2008 receiving about up to $US3 million in total (CJLU Annual Report 2006-2008). This chapter argues that although increasing contestable grants are disbursed to local NGOs in the law and justice service delivery in PNG, less effort is placed on evaluating the outcomes. The chapter reviews contestable grants, identifies the evaluation challenges, and discusses a potential pathway to evaluating local projects.

3.2 Contestable grants funding

Contestable grant funding has increasingly become a key way of disbursing grants to private and civil society organisations development purposes. In New Zealand, Jacobsen (1991) asserts contestable funding aim, on one hand, was to focus on the outcomes that set the basis for decision-making between projects in order to balance scare resources that are likely to give best returns and, on the other, the fact that the government has other activities that it needs to fund. A review (Bray & Couchman, 1992) discredited the new approach of "contestability" as inappropriate for the country, contestable funding remains one of the key methods of funds disbursement. The Ministry of Business, Innovation and Employment (MBIE); Partnership for International Development fund administered by the New Zealand Aid Program via the Ministry of Foreign Affairs and Trade (MFAT, n.d.) and Creative New Zealand (Hazledine, 2011) award funds to successful applicants on a contestable basis. In PNG, most NGO funding is also awarded on a contestable basis such as the Contestable Grant Scheme offered by the LJSP via the CJLU (CJLU, 2004). The implication being that contestable grant scheme is a better way of managing scare resources in order to gain value for money, and also provides the opportunity for the funder to identify creative and innovative initiatives of undertaking development in various contexts and settings.

The first step in a contestable funding process is usually an invitation to apply. Contestable funding arrangement is often made by a written or an online application (Dawson, 2012); though online applications are not a common practice for small community-based groups or organisations that are located in the rural areas of developing countries like Papua New Guinea. Figure 2 shows the typical contestable grant making process.
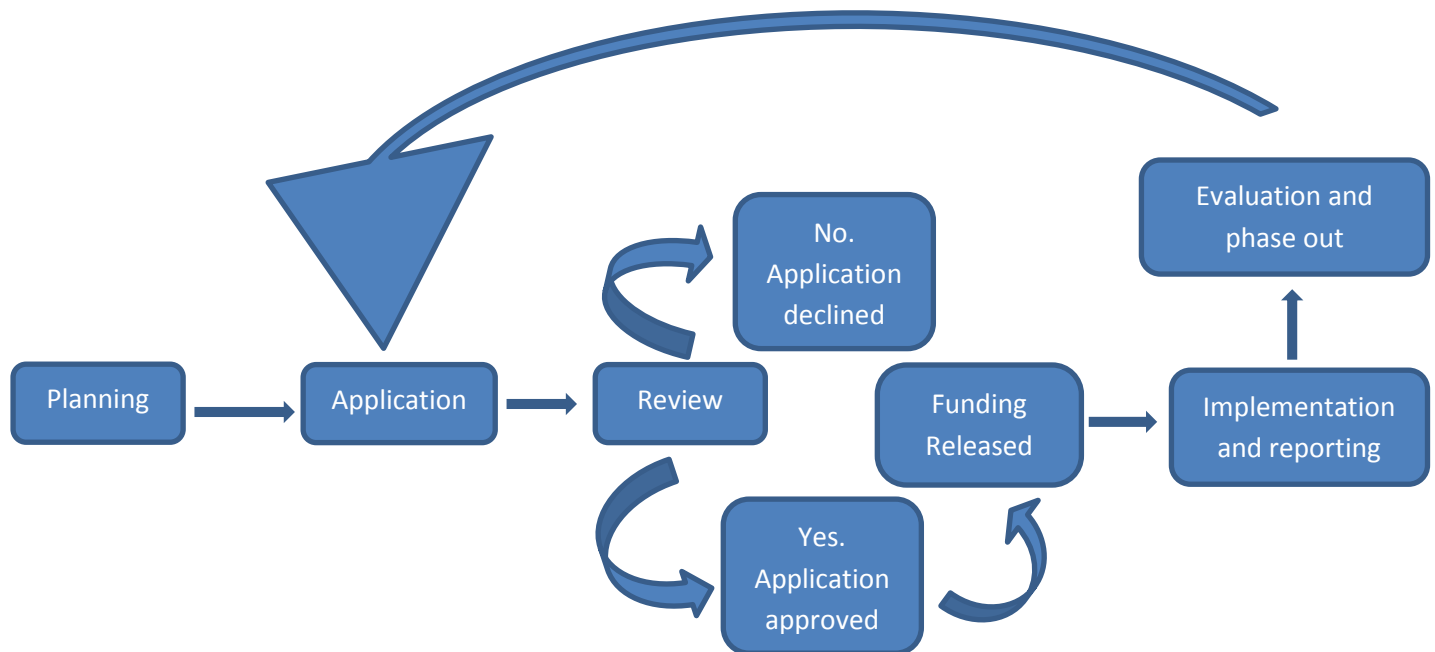
Figure 1 The contestable grant process. Adapted from AOK Foundation (2011) and Innovation Grants (2013)

At the planning stage, the grantee identifies the project and the budget, puts together an application and submits to the potential funder. The funder reviews the application as per criteria and other requirements, and makes decision on the outcome, either positive or negative, and advises the applicant. The successful grantee's application is approved and the funding is released. The grantee implements the project and submits report to the grantor. The grantor then reviews the reports and projects and closes off the one-off projects after evaluation, or follows through the process for multi-year programs. There could be other several procedures in between the key stages of the process such as a preliminary screening prior to the formal review.

According to Bray and Couchman (1992), the process is seen to be less efficient considering the amount of time involved in preparing bids; the peer review process may well be regarded as unfair and biased; the process may be overly bureaucratic, lacks accountability and transparency;

and there can be high costs of administering the contestable funding system. Despite the overwhelming process of grant seeking contestable funding, and other general critiques these funds are a key part of many development agencies implementing programs and projects in order to improve human well- being.

3.2.1 Significance of Contestable grants funding

Contestable grants have become a significant means by which local people can be given support to a project along with their local contribution, either in cash or kind or both. While interviewing for this research, several examples highlight this significance. A local leader of a successful contestable grant-receiving non-government organisation remarked:

> *Being awarded contestable grants gives the organisation a sense of belonging and ownership of the project. It enables the leaders and staff to work hard to see that the project achieve its objectives in meeting the needs of the target communities (CBO Leader)8.*

Another volunteer working with a community-based group at the grassroots level also commented:

> *Some of the best innovative ideas that can drive development come from the local people at the grassroots level. The grants provided to the successful NGOs help them that work closely with these people to develop these ideas and see it to fulfilment (Volunteer Counsellor)9*

Other project officers overseeing local women's project said,

> *Local grants facilitate quantitative growth in programs and projects, such as increase in numbers of activities and of participants, thus, enlarging coverage and number of beneficiaries… grants facilitates the gaining of knowledge and skills by local participants involved (Community Project officer)10*

These examples from local community perspectives demonstrate that contestable grants are significant. Friedman (2012, p.62) describes the significance of contestable grants as "oxygen"

---

[8] Interview 2
[9] Interview 5
[10] Interview 1

that permits local community groups and organisations including NGOs to survive and thrive, thereby providing the platform to foster the health of local communities.

In the PNG law and justice sector, NGOs delivering law and order services appeared to be the largest recipients of contestable grants over the period 2004-2008, receiving up to $US3 million in total (CJLU Annual Report 2005-2008). These NGOs accept monitoring and evaluation as one of the key terms and conditions outlined in the partnership agreements. However, despite a huge sum of contestable funds received and implemented by the civil society organisations, and other development partners in the sector, very little is written about the effects of projects funded under this type of funding (Dalrymple and Rynn, 2009; Miller & Armytage, 2008; Armytage ,2010). Though the projects are regularly monitored on a short term basis, there is little to show for the long term impacts (Armytage, 2010), with limited local evaluation capacity development and institutional building in other projects (as observed by Hashimoto et al. 2011). This is a similar case in Papua New Guinea. The next section discusses issues and challenges of evaluating NGO projects funded with contestable grants.

3.3 Evaluating NGO projects funded with contestable grants: Issues and challenges

Monitoring and evaluation is a key management tool to help ensure that funds awarded to grantees are being properly spent - to achieve the intended results. However, Friedman (2012) asserted that evaluating grants is still a challenge. This is equally true with projects funded with contestable grants. Many organisations monitor contestable grants funded projects, but very few proceed on to undertaking extensive and regular evaluation of what their grants bought. The literature suggests that most service delivery organisations and their programme and/or project sponsors including official multilateral and bilateral development agencies, governments and NGOs do not really focus on thorough evaluation to assess the long-term impacts (Asford and Clark, 1996; Bamberger, 2000; Bamberger, Rugh & Marby, 2012; Ekstrand, 2002; Holvoet and Rombouts, 2008). As more resources and focus are placed on monitoring than evaluation, this research aims to contribute by investigating the issues and challenges of evaluating projects funded with contestable grants.

3.3.1 Grant Monitoring Issues

Monitoring was noted as the complementary function of evaluation, whereby information is fed into the evaluation. Despite being a key tool, effective monitoring is a central part of the challenge in evaluating projects funded with contestable grants. Ekstrand (2002) argue that there is inconsistency in systematically documenting and monitoring project data. His work concerning M&E on a Violence Against Women Office (VAWO) discretionary grant program, a national effort that seeks to end crime and violence on women and provide support services to women victims in the United States of America, found that there is lack of requisite grant monitoring. Although, there are monitoring plans in place, grant overseers do not consistently document monitoring activities such as site visits, accordingly. He also noted that grant files did not contain sufficient progress and financial reports for the grant period. Further, there are delays in grantees' submission of financial and progress reports. This situation is not only found in VAWO program as identified by Ekstrand (2002), but is also experienced in the Law and Justice sector program that I was once employed with. Grantees' do not always submit narrative reports on time due to various reasons that results in delays in the release of subsequent tranche payments, and so forth. The lack of these monitoring documents results in organisation being unable to systematically determine "staff compliance with monitoring requirements and assess overall performance" (p. 2). Thus, insufficient monitoring data and other monitoring problems can affect the overall evaluation.

3.3.2 Evaluation challenges

The key challenge in evaluating projects funded with contestable grants is method and the methodological issue (Friedman, 2012; McCollough, 1992; Savic & Rudolp, 2012; St. John, 1999). Method refers to techniques or approaches to data collection and analysis, such as survey questions, interviews, and so on, while methodology refers to how things are done, that is, how evaluation is conducted – including the epistemological/theoretical framework that informs why we do things in the way we do in a particular way and why we choose some methods over others. As such, there is lack of a clearly defined and agreed methods and methodologies of conducting evaluation which affects how projects are evaluated. Evaluation method issues range from the quantitative versus qualitative method or what is referred to as "paradigm wars" (Smith &

Brandon, 2008, p. 12). Some evaluators prefer quantitative methods over qualitative methods of assessments, as they believe will give the best results, whilst others prefer to use qualitative approaches. Despite these differences in method, most evaluations combine qualitative and quantitative approaches in their assessments. However, in planning, designing, implementing, reporting and communicating evaluation information and in the use of the evaluation, several examples highlight competing evaluation methods and methodologies.

St. John (1999) contends that projects funded with grants are rarely evaluated due to lack of "workable approaches" for evaluating contestable grants. St. John raised the issues on what methods to use and on what criteria should these methods be based on, how should the study be designed, how should the data be collected, compiled, written and eventually disseminated. These issues might originally result from the fact that there were multiple and ambiguous evaluation objectives which affects the choice of indicators. Although, relevant indicators are chosen they may not be perceived as relevant by others. This can spill over to affect the choice of methods which is likely to complicate the data collection process. Moreover, as different stakeholders in the evaluation have different views and expectations of the results, are accountable to different citizens, makes the whole evaluation of the outcomes that grants buy becomes more complex. Professionalism in evaluation might perhaps guide this complex process, at least.

Ekstrand (2002, p. 5) noted "methodological rigor" in impact evaluations. Ekstrand's report on three Violence Against Women Office (VAWO) discretionary grant programs within the Ministry of Justice in the United States, showed methodological issues that raised concerns on whether evaluation can produce definite results. He notes problems in both evaluation design and implementation. The three site participants in the evaluation did not fully represent their programs which limited the evaluators' ability to generate results. Further, lack of involvement by non-program participants hindered evaluators' ability to minimise the effects of factors that are external to the program and isolate the impact of the program alone. In addition, the evaluators' lack of statistical knowledge and skills in collecting and analysing data led evaluators to draw inappropriate conclusions from the results.

In scientific research, McCollough (1992) also stressed "methodological complexities" in evaluating large programmes of grants. In his assessment of the impact of the National Science Foundation research grants, he found that assessing scientific research using publication-based methods by counting the volume of publications, and making sense of it for analytical purposes

carries a lot of methodological issues. For example, deciding the criteria and bases of criteria to judge the worth and value of various scientific research publications that were funded by the research grants. In addition, McCullough's (1992, p. 99) study also found that the "evaluating agency must invest considerable time and expertise in communicating their own needs, shaping the project and presenting and critiquing the results".

The issue of methodological problems is also emphasised by Savic and Rudolf (2012) when evaluating the obtaining and implementing of European Union grant funded projects. They noted this as a long and difficult process due to complex rules for applying and reporting. This is due to a lack of a systematic and comprehensive approach to programme rules; lack of knowledge management system on EU grants; and an inefficient reporting system based on periodic reports. They concluded that though there are solutions to address many of the main problems, the overall solution to these methodological problems remain partial.

Other reasons include inadequate M&E approaches of NGOs (Desai & Potter, 2008), low human resource base, with a lack of in-house skills and expertise required in undertaking credible monitoring and evaluation (Bitgood, 1996; Lunt & Davidson, 2003). McCollough (1992, p. 101) also emphasised the "long time needed to produce and integrate results, and the large investments in management skills, money and time required to mount and complete a credible evaluation". Clareton-Hug and Hug (2010) and Bamberger et al., (2012) also identified lack of clearly stated program objectives at the outset of the projects and programme; the typically compressed time frame, inadequate data, and insufficient budget. Bitgood (1996) also noted factors such as evaluation being not seen as a priority activity together with concerns over negative consequences such as the evaluation might identify program's ineffectiveness, inefficiencies and other weaknesses. Hence, all these factors also impede evaluation of projects funded with contestable grants.

As discussed in Chapter 2, the above evaluation challenges may have emerged from a conventional approach to monitoring and evaluation, where external parties determine the evaluation, rather than allowing local participants and processes to take lead and maintain project sustainability. Hashimoto et al. (2010) argued that in order for an international development projects and program to be successful, evaluating their processes is an essential indicator of their success. Several studies carried out (see Nagao, 2006; Minamoto, 2007 on JICA -funded project evaluations) suggest the potential of process evaluation that stresses local evaluation capacity and the continuation of development assistance efforts in the long term. There are no related

documented studies in the context of evaluating project outcomes funded with contestable grants, as far as this research project is able to discern. To evaluate a full contestable funding process including the outcomes of projects funded at least in PNG, the need to develop a locally appropriate framework remains to be investigated. In addition, evaluating underlying local capacity development funded with contestable grants has not been researched and documented. Therefore, there is an obvious gap in the literature. Hence, this research aims to identify a potential evaluation approach that might be applied in monitoring and evaluating local projects.

3.4 The Kibung approach

Kibung[11] means meeting or coming together to discuss issues of interest. As a new concept that is interactive in nature, it was introduced into the academic literature fairly recently as a teacher professional development framework in the education context (Joskin, 2012, p.272). As an interactive process, it consists of a group of two or more people including family, extended relationships and others coming together to discuss issues of interest. As an interactive process, the aim is specifically to engage in dialogue, gather information, exchange ideas, where both parties can exchange and learn from each other. This approach creates room for individual as well as group learning in identifying challenges and opportunities for improvement. As a horizontal, give-and-take approach to learning, it critiques the top-down approach where parties, such as the international development funders determine the "how" of doing development and/or conducting evaluation and calls for greater use of local cultural processes and method in program evaluation and monitoring (Bell & Aggleton, 2012).

The processes and methods of the Kibung approach to evaluation are developed in association with people and cultures with their own customs, habits, and mutual differences, which are more grounded in the realities of practice and societal change as opposed to quantitative results-based that are often experimental or quasi-experimental methods advocated and imposed by funders (Eyeben, 2012). The approach basically takes into account the characteristics of community participation, local empowerment, cultural processes and contexts, and encourages greater local inputs. Generally, it can be applied as a qualitative approach to research and also as an M&E tool.

---

[11] The term "kibung" is the PNG version of the pidgin language spoken widely in Melanesia. It originates from two words: "ki" meaning to sit and "bung" meaning a group or gathering. The word is used when referring to a formal or informal meeting, discussion or conversation that involves two or more people. Although, it was more focused on interaction between the Education department and teachers at the policy level in PNG, its characteristics also very much apply at the community and village setting (Joskin, 2012).

3.5 Summary

This chapter had provided an overview on contestable grants and highlighted methodological challenges as a key issue. The chapter argued that less locally appropriate evaluation approaches are used , and suggest the inclusion of local process approaches led by local people, and proposed a potential pathway – The Kibung approach - of evaluation that might assist build local evaluation capacity and build local institution in the long term in identifying real benefits of projects on local communities.

Chapter 4 Context and case study

4.1 Introduction

The Community Justice Liaison Unit's (CJLU) Advisory Board approved Milne Bay Counselling Services Association's (MBCSA) application under the Contestable Funding scheme for a total of approximately $US107, 000.00 and went into a contractual and partnership arrangement to support their program from 2006 to 2008 (CJLU Annual Report, 2008). The funds were disbursed in subsequent tranche payments for program implementation in communities that exhibit high levels of family and sexual violence issues based on the statistics from the Welfare Department, Community Based Corrections and Provincial Police. The intention is to contribute to the sector's overall goal of reducing family and sexual violence in the local communities.

This chapter describes the evaluation exercise undertaken by the CJLU on MBCSA's Training-of-Trainers program for the volunteer counsellors in the Kiriwina District. The focus is on the process of access and procedures of undertaking evaluation at a local community. The chapter presents the context and the evaluation approach applied by the CJLU and the challenges experienced on the field, highlighting that local involvement and participation, negotiating and applying culturally appropriate processes of access and gathering information are key factors in conducting local evaluation.

4.2 MBCSA training-of-trainer program for volunteer workers

MBCSA is a provincial NGO, established in October 2002 and based in Alotau, the capital town of the Milne Bay Province of PNG. Its policy envisages letting the community be responsible for the quality of life and welfare of its people by mobilising resources and generosity of the local and wider community to carry out voluntary counselling work (Koupere, 2008). The organisation's objective is to provide a professional counselling service and make referrals to relevant service organisations, and to create awareness and provide counselling training and ongoing mentoring support for volunteer counsellors in different communities. It is staffed by highly experienced and qualified personnel who were concerned with increasing social issues in the town of Alotau. These issues include drug and alcohol abuse, teenage pregnancy, adultery, family violence and child abuse, communication difficulties and family mediation. These issues are basically caused by the effects of transition to the global economy in a local context, motivated by cash that disintegrated

the family and the traditional social controls that promote peace and good order among members of the communities and villages. Certain cultural practices such as the bride price payment also contribute to weakening the rights of women. These were some of the real issues that MBCSA in its counselling and awareness programs sought to address with the contestable grants awarded by the CJLU.

MBCSA staff and its previously trained network of volunteers started off with awareness on domestic violence; child rights, woman's rights , HIV/Aids, and general human rights issues; including family law and the general PNG laws that protect women and children targeting schools, churches and villages. After the general awareness programs, MBCSA proceeded to conducting counselling training of trainers (TOT)[12] for a targeted group of volunteers. The trained participants included government district officers - Community Development/Welfare officer, the Senior Police Constable; active volunteer leaders identified by the Chief among the youth, women, church and men's groups from various villages; and a couple of teachers from the High School and the primary schools. A total of 38 participants, 19 males and females attended the counselling training from the 10th -20th December 2007 and graduated with certificates after two weeks. As part of fulfilling the grant agreement approved by the CJLU advisory board, the CJLU then carried out an evaluation in 2008.

4.3 CJLU and the evaluation process

The CJLU has an internal monitoring and evaluation framework that guides its evaluation (CJLU M&E Framework, 2008b; CJLU Contestable Funding Guidelines and Procedures, 2006). The monitoring information such as project submission, reports submitted by grantees, grant agreements, and other technical documents form the internal database and sets the basis for impact assessments. The CJLU framework is linked to the overarching Law and Justice Sector Performance Monitoring Framework [13] implying the evaluation process as an ordered linear

---

[12] MBCSA is a certified training organisation accredited by the National Training Council (NTC) Board of Papua New Guinea. It was the lead NGO, together with the other key stakeholders, in developing, testing and piloting a Standardised Counselling Manual that was approved by the NTC. The NTC is a creation of Parliament that oversees short term training courses. It consists of a Board that oversees, approves and certifies specialised training providers in public and private sectors including NGOs responsible for imparting specific knowledge and skills to interested people and organisations (Koupere, 2008)

[1313] The law and justice sector Performance Monitoring Framework is the overarching monitoring guidelines of the sector that consists of the sector strategies, outcomes and indicators which, the overall results of the sector's program will be assessed against. The framework provides the overarching monitoring guidelines of the sector that consists of the sector strategies, and outcomes and identifies the broader performance indicators together with the measures and the sub-measures (verifiable indicators). For example, engaging

sequence, which is, unlikely to be followed through in a pragmatic sense. Things change in each process as something is learnt from the experience of an activity or task. This information is fed back into the different stages in the evaluation processes and the project. Generally, in any of CJLU's evaluation exercise, an evaluation term of reference (TOR) is drafted and circulated to the key staff, development practitioners (DPs) and civil society partners for discussion and input. After the consultation an evaluation plan is jointly developed by the evaluation team and key representatives. Evaluation is then conducted firstly, by a desk review of project documents and other reports and internal interviews; and then together with the community representatives and other stakeholders in the field.

Although the CJLU applies different methods or tools of enquiries in data collection, participatory approaches are a key method in identifying relevant issues and appropriate measures (CJLU Contestable Funding Guidelines and Procedures, 2006). CJLU's M&E exercises are done jointly with key partners and stakeholders including the target communities, with the key objective of learning from experience and improvement from program results. CJLU also organises and facilitates M&E forums for government, civil society and other key stakeholder partners to report on achievements, lessons learned and opportunities for improvement, as well as share information.

4.4 MBCSA evaluation results

The evaluation team's initial discussion with the MBCSA Executive Director revealed that Kiriwina Island is a highly hierarchically structured society; the Chief being the authoritative figure (Koupere, 2007). It is a cultural protocol that the Chief is advised and/or included in any programs or activities that occurs in the island. As such, communication either written or verbal messages need to be passed on to him regarding the evaluation exercise, followed by a courtesy visit. Gifts such as a bunch of betelnut[14], sugar and tea were presented to the chief while conversations are

---

with the civil society in crime prevention and restorative justice initiatives is assumed to address the SSF Goal 2 of increasing access to justice and just results, the key performance measure being all people have greater access to justice services, with two sub-measures: (a) increase in the number of people receiving human rights awareness, and (b) increase in the number of people receiving legal, paralegal and/or advocacy services from civil society organisations and formal agencies. The tools for assessment would be NGO records, client data records from NGOs and service providers in paralegal and counselling services. In this way, the stakeholders in the sector may be able to know whether goals are being achieved.

[14] Betelnut is a traditional well known and widely chewed-nut in Papua New Guinea and some other countries. It is chewed with lime made from the pounded sea shells, and a mustard fruit called "daka" in PNG's language (TokPisin). The mixture gives a red stained colour. The nuts are chewed as a past-time

held. This was done purposely to gain approval and support from the chief who has the power to mobilize the rest of the community, as well as keeping the chief informed of activities focusing on law and order issues happening within the District. Upon the Chief's acknowledgement and approval, the team proceeded with the evaluation exercise conducting one–on-one interviews with the key stakeholders (Koupere, 2007). The trained counsellors, government officers, health centre staff and few teachers and students from the only High School were interviewed. The team also held focus group discussions with the villagers who have received counselling services (direct beneficiaries) from the trained counsellors; first in isolation from the counsellors and then together as a group. Young people, both men and women were also interviewed separately, and then together as a group. Key benefits and challenges and the implications on the overall law and justice sector performance at the community level (CJLU, 2008) are presented below.

4.4.1 Kiriwina Culture

The Kiriwina culture was seen by some as a barrier in the dissemination of information on family and sexual violence issues, such as rape within marriages, child abuse, and incest. For example, in some communities, the local people perceived such information as "taboo" and needed to be discussed privately with those concerned rather than the public. This also created some family disorder where women and children report cases or incidences and men were charged resulting in men retaliating against women, children and other family and community members (CJLU, 2007)

4.4.2 Network of volunteers and impact at the community level

MBCSA had trained a total of 200 volunteer counsellors throughout the province (CJLU, 2007). Of the 38 participants trained in Kiriwina, 17 had then become active in attending to their community issues solving minor cases such as stealing, land issues, general family disputes among others. Figure 2 below illustrates an example of the work that a local volunteer counsellor was able to do in his community.

---

activity but is also presented as gifts, and/or distributed during ceremonies such as peace-making, bride-price, funerals, and others.

Figure 2 An example of a community mobilization in addressing restorative justice

Kavataria Ward is the largest ward in Kiriwina, has its own community based laws that governs their community and has only one trained volunteer counsellor. The counsellor carries out awareness and disseminates basic information on human rights including CRC, CEDAW, HIV/Aids, and Juvenile Justice in the villages and schools. The Volunteer counsellor also does counselling and mediation on community problems. Youth disobedience happens to be the main problem and the major offences are stealing coconuts and drinking homebrew. After the training, the volunteer counsellors together with the chief of village mobilized the community and set community laws to guide and maintain peace. Whenever, the laws are disobeyed the volunteer counsellor punishes the offender by ordering Community work orders such as digging water wells, pit latrines, and cutting grass. The major challenge faced at the moment is networking with the District Community Development Officer, especially with referral cases that get clogged up at the District Office (MBCSA trained volunteer counsellor)[15]

Several interviews with participants during evaluation revealed that some volunteers were working well with local community authorities while others were not able to due to non-recognition of the counsellors and their responsibilities. Yet others such as the Church leaders took the view that these volunteer counsellors are taking over their responsibilities expected by the Church (CJLU, 2007). This caused tensions among the church leader and the volunteer counsellor and created divisions among community members.

4.4.3 Partnership and Networking

MBCSA had established networks with key government agencies such as the Department for Community Development at the province and the district levels, provincial law and order committee, international NGOs such as United Nations International Children's Emergency Fund (UNICEF), the Provincial Aids council, the Alotau Hospital, and others (CJLU, 2007). In addition, MBCSA have a network of volunteers based at the community levels that work together with the community leaders, solving community problems. MBCSA and these partners have been involved

---

[15] Source: Compiled from an interview with the MBCSA trained Volunteer Counsellor from Kavataria Ward on community success stories (CJLU, 2007)

in joint awareness and training programs in schools, during public events such as Human Rights Day, World Aids Day, and others. MBCSA also receives referral cases from partners such as the provincial Department for Community Development for counselling, and refer on cases on maintenance/child welfare, recognised marriages, and others that require the attention of the Department, or the police, courts, juvenile justice and community-based corrections. One of the challenges, however, for MBCSA and its volunteer counsellors at the District and communities, is when criminal cases such as rape and murder are not followed up by the relevant law and justice authorities for prosecution.

4.5 Summary

This evaluation was able to identify successful initiatives and outcomes created by Milne Bay Counselling Services Inc. through contestable grants received from the CJLU. It also identified certain areas that were weak in terms of strengthening partnership and networking especially with formal government agencies to recognise and accept the work of NGOs. The evaluation results also reveal that cultural process of access and information gathering is vital in conducting local evaluation. These CJLU evaluation findings from MBCSA have several implications on the overall goal of the sector in addressing law and order issues which will be further explored on the next chapter.

Chapter 5 Findings

5.1 Introduction

Monitoring and evaluation forms the core of project management in international development. As a tool and method that identifies the successes and the challenges of a project, it should a vital activity in the law and justice service provision, specifically on projects funded with contestable grants that aim to facilitate NGO-government agency partnership at the project level. However, these partnership projects implemented at the community level are most often not assessed or evaluated due to issues and challenges highlighted in Chapter 3. Those projects that are evaluated such as the Milne Bay Counselling Services Inc, discussed as a case study pose further challenges like complying with cultural processes of access and gathering information in a locally appropriate manner. This research project aims to understand the challenges and issues experienced in evaluating the effectiveness of NGO projects funded with contestable grants. The other issues that were also examined include identifying whether the grant scheme has been able to create sustainable NGO-Government collaborations in service delivery at the community level; and explore how a local community identifies a successful project based on local evaluation processes and criteria. The information could help filling a gap in the literature as well as helping to improve donor's monitoring and evaluation of contestable grant funded interventions by eliciting the views of various stakeholders in a law and justice project in Papua New Guinea.

This chapter presents the findings of this research in a thematic manner corresponding to the two sub-research questions by outlining whether the NGO-Government collaboration supported by the contestable grants actually work and then provides the local evaluation processes and criteria of assessment on the success or otherwise of the partnership approach.

5.2 Research Findings

5.2.1 NGO-government partnership approach: Did it work?

As highlighted earlier, the contestable grants approach was basically to encourage civil society partnership with government agencies to address community law and order problems (GOPNG, 1999). However, in relation to the NGO-Government partnership/collaborative approach in the delivery of law and justice services the findings revealed that although the processes are happening at various levels of government (national, provincial and district/wards), there were

mixed results in different project locations. For example, an interview with a leader of a community-based group that received contestable grants for a law and order awareness activities, remarked that this did not encourage partnership or improve working relationship with their local authorities as they had never had a working relationship in the practical sense. Their relationships exist in words only and not actions:

> *Grants did not either increase or decrease local authority participation and commitment. Ignoring local communities has been part of local agency authority when it comes to service delivery. Although, in some sense, local community groups/NGOs open up to local authorities, try to share ideas and ask for assistance to work together the, local authority doesn't seem to show any practical support. They only speak and pledge support through their words but not in their actions… in most cases, the local CBO/NGO does not receive government support and have no direct partnership in local project implementation [16] (CBO Leader)*

The lack of partnership and working relationship between NGOs and government was also experienced by another community–based group that participated in the research. The Chairman claimed that:

> *the community and the local authorities had interests in the project in the beginning and were working together, …when the only source of funding was cut-off, the local authorities were no longer interested in continuing the partnership[17] (CBO Chairman)*

While the provision of contestable grants to support local communities did not directly contribute to creating and sustaining local government-NGO partnership at the District and ward levels, there were successful partnership projects funded with contestable grants happening at the national and provincial levels. For example, a representative of the facilitating organisation and a funder/donor agency stated that as most NGOs are based at the national level, it was easier to involve them in government forums and workshops which created the opportunity for them to get to know the government agency partners to develop collaborative law and justice initiatives.

> *[The grants did fostered] better working relationships between NGOs and the formal law and justice sector [agencies]. In 2007/2008 a key contestable funding criteria was for the NGOs to link up with a relevant formal law and justice agency to deliver projects. This resulted in a number of joint projects such as prisoner rehabilitation program run by*

---

[16] Interview 2
[17] Questionnaire Respondent No.1

several NGOs and the Correctional Services implemented at the national and provincial levels18 (Former Funder Representative).

Another successful partnership and working relationship was between a well-established and well-known NGO who had an existing relationship with the various government agencies for a long time. Young Women's Christian Association (YWCA) had been working closely with Community-Based Corrections and the Correctional Services in parole and probation services – supervising ex-prisoners undertaking community work orders outside of prison. With 12 years of experience in this role, the officer claimed that both partners have worked closely in all of their programs. She stated:

> *The grant funded projects only strengthened and deepen the working relationship and the connection to the greater law and justice priorities via the AUSAID/LJSP/CJLU government systems and processes. YWCA managed to maintain all relationships and contacts prior so it was much easier to continue on with grant funded projects [19](Former YWCA staff currently employed with Community-Based Corrections under Dept. of Justice & Attorney General)*

The research findings pertaining to the NGO-Government interface in law and justice service delivery suggest then mixed results at different levels – both program and project level - in different locations; from rural to semi-rural communities at the district and ward levels, and at the national and provincial levels. While the community based groups, despite trying, do not really have close partnership and working relationship with their respective local authorities, the well-established and recognised NGOs have a closer partnership and working relationship with the donors and their counterpart government law and justice departments, and other development partners. This agrees with the broad findings in the literature that NGOs and government often have little to no effective working relationship (Bano, 2011; Ejaz, Shaikh & Rizvi, 2011; Pick, Rivaudan & Reich, 2008; Thomas, Muradian, Groot, & Ruijter, 2010).

[18] Interview 3
[19] Interview 1

5.3 Local perspectives and processes on successful community projects

The second sub-question was to identify how a local community defines a successful law and justice projects funded with the contestable grants and what processes do they use to do so. According to the law and justice performance monitoring framework, the donors through wider consultation with the key stakeholders and civil society had identified and listed several indicators that would show that the broader law and justice outcome of achieving *a just, safe and secure society for all* is achieved. Indicators of assessing civil society contributions to sector outcomes were broadly identified under the sectors strategic framework (SSF). However, whether this corresponds with the locals' views and perspectives, and processes prompted further investigation and what is found in this research is outlined below under the sub-headings: project success criteria and process.

5.3.1 Project success criteria

As discussed in Chapter 2 DIFID (2005) identified five factors that form their evaluation criteria – Relevance; Efficiency; Effectiveness; Impacts/Outcomes; and Sustainability. Taking this into account, this research views project success criteria as the factors that the overall success or failure of the project will be evaluated against, but, coming from the local community's perspective.

From the findings, all my respondents – representatives from the CBO; NGO; Government; and Funding agency staff, and management – have various and different interpretations of what constitutes a successful law and order project. Most mentioned *sustainability of the project* as a key criterion or the most visible evidence of success. Thus if the project is able to sustain itself after the funding ceases – then the project can be viewed as successful:

> *Apart from having key measureable outcomes [indicators] at the outset, while scoping the*
> *project and setting project goals, every project should ensure that sustainability*
> *mechanisms are in place to carry the project through, and then we can say a project is*
> *successful* [20] *(Former Funder Representative)*
>
> *… most programs are funded on a one-off basis, a short-term approach, rather programs*
> *should be focused on long-term to really create the expected outcomes …, the government*

---

[20] Interview 3

should take initiative into absorbing good programs into its existing capacity to be catered

for under the government budget, rather than depending on donors as external sources of

funds as these donors support cannot be sustained for a longer period of

time [21](Government employee)

Local community-based organisations also held the same view. Two of them stated

[With only one funding source] when the programme (LJSP) phased out, we were not able

to sustain our project. If we were able to sustain our project with other technical and

financial support somewhere, our project might be successful [22](CBO Chairman)

As a one-off project, we did not consider the future of the project together with the

funder. When the funding ended, the project also ended. It would be good to see donors

working more closely with us [transferring skills and knowledge] to support our project

into the future. When they leave we can carry on without them [23](CBO Leader)

This confirms the findings from the literature (DFID, 2005) that argues that sustainability, apart from being key evaluation criteria in assessing community projects, is also key visible evidence in the identification of successful local projects. From the two respondents (CBOs) located at the district and ward levels,[24] their definitions of successful projects also generally constitutes *delivery on time and on budget* which also corresponds to the criteria found in the literature (DIFID, 2005 criteria on Efficiency and Effectiveness). However, there are also other criteria that emerged from the findings as shown in Table 2.

---

[21] Interview 1

[22] Questionnaire Respondent No.1

[23] Interview 2

[24] Questionnaire Respondent No.1 and Interview 2

Project Success Criteria	Respondent/Source
1. Beneficiary responses and comments	*When beneficiaries respond positively, then the project is seen as well received and is assumed to be successful. …when negative comments are received, then, it may be a sign that the project is not well received or is not successful. …project leaders or managers are expected to identify through the positive/negative comments whether they have done well or not in the project implementation and achievement of results[25] (CBO Leader)*
2. Projects that respects local cultural protocols and practices	*Local situations/circumstances or contexts on the ground impact on the overall project cycle. For example, when there is a death of a village leader or a person in the village, the whole project is on hold, because customs take precedence. Community members including project leaders need to pay respect to the deceased or observe the community protocols in relation to deaths and feasts. Another example is negotiating for peace and harmony during or after tribal conflicts that resulted in deaths… a long process of negotiation and peace mediation is required before the tribes come to a compromise. If a project takes into account these things [cultural protocols and practices], this project can be viewed as successful [26] (CBO Leader)*
3. A project that helps people help themselves independently from funders	*It would be good to see donors working more closely transferring skills and knowledge [local capacity building] with us to support our project into the future. They can only help us strengthen our own [local] ways that can best work for us in our area. When they leave we can carry on without them [27] (CBO Leader)*
4. A project that is able to attract maximum community involvement and participation by drawing on local support and resources	*When communities and villages are involved in joint programs they become aware of the work and can understand the challenges and difficulties…and are able to offer assistance. For example, in a joint CS and NGO reconciliation (pilot) program run in a village, the offender and victims' relatives, the village leaders, church leaders, and the wider community were involved… Many community members were able to participate in the program, offering kindness, forgiveness and love to one another; providing food, accommodation, transport, throughout ….Such can be an evidence of successful local project that drew wider community support[28](Government employee)*

---

[25] Interview 2
[26] Interview 2
[27] Interview 2
[28] Interview 1

A former staff member from the funding agency[29] and a government employee[30] identified project success in a broader sense; in that a project is successful when it contributes to achieving the broader goals of the sector in terms of addressing law and justice issues. This is more in line with external criteria.

The research findings pertaining to the local perspectives on project success factors, as reflected by Table 2 above suggest other criteria such as maximum community involvement in pulling together resources to support the project; a project that helps the community to help themselves independently from the donor; and, a project that respects local cultural protocols and practices.

5.3.2 Local evaluation process

The literature suggest that Papua New Guinea is very much a visible culture with complex and diverse underlying cultural processes that guide and govern its local knowledge and ways of doing. Four out of the five respondents mentioned the importance of local cultural processes in evaluation focusing on the different methods of gathering information and what procedures need to be followed to source this information. When asked about the different methods of data gathering, all respondents said that it depends very much on the type of information required, however, they highlighted story-telling or simple narration (formally or informally) as the main method, either at an individual level or in groups.

In response to the question on the procedures of sourcing information, all respondents are of the opinion that ensuring the relevance of the evaluation through community-based participation was critical. Two of the respondents[31] firstly, stressed the need for giving the community prior knowledge of the visit through the local governance structures, either through the traditional elders/leaders or government appointed officials, and secondly, establishing a relationship based on trust and mutual understanding. Both these, are of paramount importance prior to evaluators accessing and gaining access rights to the community.

Their responses can be grouped into two main themes; what were perceived to be local approaches to evaluating projects, and secondly, the procedures that have to be complied with in gathering information for this form of evaluation. These are summarised in Table 2.

---

[29] Questionnaire Respondent No.2
[30] Interview 1
[31] Interview 3 and 4

Approach	Procedure to access
• Story-telling (simple narration of lived experiences) • Chanting [32] (though not used during evaluation, is performed during research involving sacred sites, etc.) • Dance and Drama (used as part of demonstrating learning and understanding)	• Prior awareness through local governance structure • Presenting gifts to traditional leaders and sharing food signifying acceptance of outside access and local participation • Establishing relationship and trust creating mutual understanding and respect that will facilitating joint gathering and sharing of information • Negotiating what are acceptable and unacceptable questions or behaviour • Involvement of the key representative of stakeholders in the actual evaluation process – designing to information dissemination, and use.

The research findings and particularly as they pertain to cultural processes of evaluation access and information gathering, suggest that community-based approaches to evaluation are important, with the need for a specific focus on prior awareness through the local governance structures in order to gain access or access rights to the local community.

5.3.3 Local knowledge on the concept of M&E

The concepts and practice of monitoring and evaluation are widely advocated theoretically in the law and justice context, focusing on the achievement of tangible results and outcomes, program improvement and planning together with civil society M&E featured in the broader sector's performance monitoring framework. However, when asked about the participants' knowledge on M&E, and the civil society indicators as captured in the PMF, their responses vary. The local community members' knowledge of M&E at the District and LLGs is quite limited and they are not

---

[32] Chanting, which might be performed prior to access, whilst dance and drama are other ways of accessing and demonstrating information learned and understood. However, it depends very much on the type of information and knowledge required.

fully aware of the overall M&E framework. To them the idea of M&E generally refers to the submission of progress reports and financial acquittals to meet funders' requirements. As one civil society respondent state:

We monitor our projects by ensuring that reports and acquittals are submitted on time to our funders [33](CBO Chairman)

Generally, the focus is more centred on the monitoring aspect than on the overall M&E process and practices, illustrating that there is limited knowledge on M&E.

5.4 Summary of Findings

In summary, the findings of this study showed that NGO-government projects funded with contestable grants worked well at the national and provincial levels but not so in the district and LLGs. This, highlights the fact that many NGOs and governments may have little experience or no working relationships at different levels. The findings also revealed that community based participation approaches is essential for a locally relevant form of evaluation of NGO-government projects, with the emphasis on using local processes and criteria that also builds local evaluation capacity. However M&E knowledge and its application overall needs broad-based improvement.

---

[33] Questionnaire Respondent No. 1

Chapter 6: Discussion and Conclusion

6.1 Introduction

This research project set out to explore the following research questions: what are the challenges of evaluating NGO-Government projects funded with contestable grants? Two other sub-questions were also asked: (1) under what circumstances can the NGO-government partnership in the context of the Community Justice Liaison Unit's (CJLU) evaluation work? (2) how does a local community evaluate a successful project? A qualitative case study on CJLU's evaluation of the Milne Bay Counselling Services Association (MBCSA) counselling training project and document analysis was used to identify the challenges around evaluating NGO-Government projects funded with contestable grants; understand how a local community assess successful law and justice projects; and explore whether the support of contestable grants were able to foster and sustain collaborative NGO-government partnership in the law and justice service delivery.

The previous chapters reviewed the literature, the policy and case study and then presented the findings in relation to monitoring and evaluation of NGO-government projects funded with contestable grants within the law and justice service delivery in Papua New Guinea. This chapter aims to interpret and describe the significance of the findings in light of the literature around the concepts of monitoring and evaluation, partnership approaches by NGOs and governments, and the cultural approaches around local evaluation capacity building for long term development. It suggests ways the local evaluation approaches might be used alongside the conventional monitoring and evaluation in defining successful projects. The discussions are presented in correspondence to the findings in a sequential manner. I first present a general discussion in relation to monitoring and evaluation within the context of law and justice in PNG as an overview. I then discuss the NGO-government interface, covering aspects of the partnership approaches that impacted on the success or otherwise of projects funded with contestable grants. This is followed by discussion of the use of local knowledge in the concepts of monitoring and evaluation in the law and justice service delivery in PNG, and then the cultural approaches and processes of evaluation which suggests the potential pathway that can be used alongside conventional monitoring and evaluation when assessing local projects funded with contestable grants. I finally sum up the overall study with a summary of lessons drawn and conclude with recommendations and opportunities for future research.

6.2 M& E in the law and justice sector context

Technically speaking, monitoring and evaluation is quite a new field or activity in developing countries like Papua New Guinea. For example, PNG's Association of Professional Evaluation (PNGAoPE) was just established in 2011 (Post Courier, July, 2011) and is regarded as an emerging area of practice and expertise in the country. Given this, the findings of this research revealed that most organisations and individuals both in the government and the civil society sector do not really understand evaluation and lack expertise in undertaking credible evaluation. For example, in the law and justice sector, a report produced by the Assistant Commissioner of the Correctional Services (CS) on the evaluation process used by CS to monitor prison implementation action plans noted that the "concept of monitoring and evaluation is a new one" (Tomar, 2014). This issue was raised by participants (CS officers) who attended workshops conducted in four different provincial centres in PNG where CS officers claimed that monitoring and evaluation is a new concept and implies that   not all government officers thoroughly understand or have deeper knowledge (and skills) on M&E. This is also true for the NGOs and CBOs implementing projects within the law and justice sector, with civil society organisations generally lacking knowledge and skills in the area of M&E.   Several examples highlight this. The community based organisation interviewed in this research when asked about their understanding of M&E, and their respond was limited to submission of narratives and financial acquittals. As reported:

> *We do monitor and evaluate our project by ensuring that reports and acquittals are*
> *submitted on time (CBO Chaiman)[34]*

Kieth Tuckwell, who compiled a report on AUSAID contestable funding to civil society in PNG, found that "M&E processes of NGOs and FBOS is weak and/or non-existent" (Tuckwell, 2006, p. 20). Weak or no M&E systems and processes in place implies a lack of knowledge and understanding of developing appropriate M&E processes and systems that can be used to guide planning and implementation of programs and individual project activities. It also affects the organisation's ability to conduct credible evaluation.

In addition, Tuckwell (2006) also discovered a mixed usage of development language including M&E language and terminology which confuses and frustrates grant recipients, not only in assessing but also in reporting changes and outcomes of projects. All these do affect civil society

---

[34] Questionnaire Respondent No.1

achievement of individual organisational goals and their contribution to the overall sector goals and mission. Some efforts have been put into increasing capacity through M&E training and workshops both at the programme and project levels. For example, the Justice Advisory Group[35] has been conducting training and workshops for the relevant staff and management from the various sector agencies including the CJLU, as well as some civil society representatives at the national level. Such training still needs to be rolled out to other provincial, district and ward levels. On the positive side, this shows that monitoring and evaluation in the law and justice service delivery in PNG is gradually developing.

6.3 NGO-Government interface in the law and justice service delivery

The findings of this research revealed that the contestable grants did assist NGOs and government agencies to work together at the national level but not often at the district and ward levels. This finding is not surprising as there are a many reasons and challenges that are experienced at different levels of programme and project delivery. Firstly, at the national level, on the one hand, the bigger and well-recognised NGOs have access to skilled personnel, resources and support from the government, their donor partners, and others. Being in operation for a longer period of time places them in the position of having certain levels of power to negotiate and influence the distribution of resources compared to newly established NGOs and those NGOs and CBOs at the rural level. They are often invited to participate in government-held forums and workshops, meetings and other relevant gatherings, and invite government representatives and other stakeholders to participate in their activities and programs too. This provides the opportunity to network, establish strong relationship and collaborate well at both programme and project levels, with the possibility of sustaining longer term partnership accompanied by funding.

On the other hand, despite the decentralisation process where legislative and policy-making powers (except financial powers) were given to the provincial government together with the responsibility to oversee district and local level governments (LLGs), resources continue to be centralised at the national and to a lesser extent at the provincial level. If resources are passed down it rarely trickles down to the Districts and LLGs. As noted from an evaluation case study

---

[35] Justice Advisory Group (JAG) is an independent team contracted by AUSAID to provide technical advice to GOPNG and AUSAID on the performance of the law and justice sector. Apart from providing policy, management and operational advice, it also advise on sector coordination and monitoring, agreed outcomes and indicators and data collection, analysis and reporting. Retrieved http://www.lawandjustice.gov.pg/www/html/53-sector-working-groups.asp

report on civil society engagement in the PNG-Australia HIV/Aids program, peer support and networking is well facilitated at the national level but "coordination at the provincial level that relies on government structure is lagging" (Kenyon and Rudland, 2010, p. v). This does impact on the implementation issues such as the forging of partnerships and joint service delivery at the provincial, and particularly at the districts, LLGs and ward, levels.

Secondly, as there are often insufficient resources, capacity and technical expertise, together with limited or no long-term facilitation and negotiation processes, it might be difficult to expect NGOs and government to work with each other. This confirms the literature that NGOs and government are not traditional partners in service delivery (Mc Connell, et al, 2006) and might not collaborate easily (Thomas, et al, 2010) at all times at different levels of operations in the absence of bridging mechanisms to facilitate and negotiate processes across the state-civil society gap. The facilitator role of the CJLU in this process is very much a classic case in seeking to address this gap. However, this does not discount the fact that there were some successful partnership projects at the national and provincial levels that have eventuated from the CJLU-led NGO budget forum process. For example, the CS-NGO prisoner rehabilitation and reintegration projects that were implemented in Kerowagi District of Simbu Province, Bihute in Eastern Highlands, and Bomana in Port Moresby, were able to draw the Correctional Services and several NGOs to work together successfully (CJLU, 2008).

Thirdly, as the funding was directly released to NGOs, the local government authority might not be too interested in working with the NGO or CBO. In the contestable funding process, individual civil society organisations were encouraged to directly apply to the funder for funding[36]. As many small CBOs and NGOs were successful in receiving funding, their local government agencies began to envy them. This creation of the perception that funder's procurement processes are being conducted outside of the government processes resulted in opposition towards collaborations between these LLG Units and the NGOs. As claimed by the Chairman of a community-based organisation:

> *…local agency is not happy that local community groups are accessing funding outside*
> *from their local processes. Local governments feel defeated because the little village group*

---

[36] The CF process was later reviewed in 2008 and collaboration with a government agency became a key criterion, as the funder became more focused on creating NGO-government collaborations for sustainability purposes.

is doing its best for its own group away from government processes, whereby they feel

that they have been bypassed and refuses to work with us[37]. (CBO Chairman)

As both the local community group and the local authority are not aware of each other's work and role in relation to the community group's receipt of contestable grants, each may perceive the other's missions as different from their own and this can also create suspicion of each other's motives (McConnell et al, 2006) causing division and ultimately the inability to work together.

6.3.1 Local knowledge on the National law and justice policy

In addition to the above challenges of NGO-Government working in partnership, an additional constraint is limited knowledge and awareness of the overall government's law and justice policy, coupled with the need to disseminate the right information to the general public and the respective project communities which they will be working in/with, which by itself can enhance, inhibit or slow down progress. Where local community groups lack knowledge of the law and justice policy and strategies, and the need to foster NGO-Government collaboration might also create barriers in working together for the good of their community. The policy, as claimed by the policy-makers, was developed through wide consultation with the government, civil society, private sector and other key development partners (GOPNG, 1999) However, it is highly unlikely that all affected stakeholders including those at the grassroots level were consulted. The implication is that not all community-based groups have a thorough knowledge of the policy and its intentions.

As a result NGO project implementation might not address the needs and priorities of the sector as a whole. For some NGOs and community-based groups, the sector's funding availability is an opportunity for them to increase their own financial resources. From the researcher's limited experience and observation, these NGOs and community-based organisations sometimes wander after money, and might not be really interested in implementing programs and projects that address the policy's strategies and priorities. They are likely to tailor their proposals and organisations' objectives in line with the funders' requirements and set criteria to increase their chances of securing funding. When successful, they might expend funds on other priorities but yet submit reports and acquittals to satisfy funder's expectations. For example, a CBO was awarded K5000.00 to renovate an existing community resource centre and run some law and order

---

[37] Interview 2

awareness. The progress report showed completion of objectives and achievement of expected outcomes. However, upon site visit, only half the renovation was done and the rest of the money as reported by the community members was used to by a local leader to campaign for election (CJLU, 2008). Thus, the lack of policy knowledge and intention by NGOs/CBOs, and individual leaders' attitudes can restrict the ability of NGOs and community-based organisations to extend service delivery to the citizens.

Moreover, diverse actors involved in the policy, with varying interests and multiple goals and objectives can result in conflict at the implementation level. As discussed in Chapter 4, the NLJP was approved by the GOPNG and translated into the law and justice sector program, a joint partnership initiative of GOPNG and GOA who each co-fund (40 percent and 60 percent respectively) the program that seeks to strengthen the overall justice system of PNG and hence help to address its law and order problems. As a co-funded initiative and a joint partnership, sector-wide approach, there are diverse actors involved in the policy at different levels, with varying interests and multiple goals and objectives, which can result in conflicts. With multiple and ambiguous program/project objectives, evaluation objectives can also be multiple and ambiguous and this makes it difficult to define one set criteria for evaluating the success of individual projects at various levels, as well as assessing their contribution to the broader sector/program goals.

To give one example, at the program, national and policy level, the GOPNG's L&J key M&E document is the Performance Monitoring Framework for assessment, whilst the GOA through AUSAID L&J M&E uses the Monitoring & Evaluation Framework (MEF) as the key document that focuses on AUSAID's needs and priorities (Dalrymple & Rynn, 2009). Although, both are linked to the overall L&J SSF, the different M&E frameworks serve different needs and priorities, which make it difficult to assess performance and effectiveness across programs. Projects usually report on grant management, performance measures and various attempts to provide assessments of impacts, but systems might not be effective in reporting on CSO development partner performance and achievements, changes and impacts (Tuckwell, 2006, p. 24). Achieving overall results can be quite a slow and frustrating process too as a consequence of mixed policy actors, multiple objectives, varying M&E frameworks, and conflicting needs and priorities.

6.4 Challenges of evaluating contestable grants projects

As highlighted in the literature review, factors such as the inadequate M&E approaches of NGOs (Desai & Potter, 2008; Tuckwell, 2008); a low human resource base, with a lack of in-house skills and expertise required in undertaking credible monitoring and evaluation (Bitgood, 1996; Lunt & Davidson, 2003); a long-term need to see real impacts; large investments in finance and management capacity and abilities required (McCollough 1992, p. 101); and a lack of clearly stated programme/project objectives at the outset (Clareton-Hug & Hug, 2010; Bamberger et al., 2012) are similar challenges faced within the context of projects funded with contestable grants in law and justice service delivery. However, some the other challenges specific to the context of this research are worth discussing. For instance, most respondents identify funding as a key challenge as opposed to the literature which identified methodology as the main challenge. The difference in response is reasonably assumed to be the lack of M&E knowledge and skills in the local context. However, the following discussion focuses on lack of funding and associated challenges.

As revealed by the findings, funding earmarked for evaluation is insufficient to conduct a thorough evaluation to meet the multiple and complex needs of both the NGO as an implementing organisation, the funders, the community beneficiaries, and the local authorities involved in the project, as well as the overall sector goals. With limited funding it takes time to negotiate the primary evaluation objectives given the diverse actors and interests in the program and projects. Whatever the outcomes of decisions, it is possible to overlook vital objectives, which may be relevant for some actors and not others, thus, causing tensions and potential withdrawal from active involvement in current and future programs and projects.

 In some cases, the geographical location of the community based organisations, especially those in very remote and rural areas, inhibits the funder's ability to conduct full scale assessments. The high transaction costs involved might be a factor in decision against conducting evaluation in geographically challenged areas. As asserted by Jacobsen (1991), in these situations funders are more inclined to consider other evaluation exercises that are likely to bring high "returns" on their investment.

Apart from a lack of funding, most respondents claimed that donor funded projects are usually on a short term basis: even with contestable funding it is not sufficient or necessarily possible to measure the real long-term impacts of the supported projects as they are only funded on a short-

term basis. Two of the civil society respondents[38] report that short term funding on one-off projects had severely affected their organisations' ability to fully implement their project and then evaluate its success. As their projects were funded on short-term basis, as soon as the LJSP and their key funder (CJLU) phased out, they were left with incomplete projects and no funding for evaluation. One of the organisation's project plans that emerged from a prior baseline study never eventuated. The Chairman of this organisation[39] claimed that had his organisation continued on with implementing their projects, they would have a clear idea on how to measure the success of their projects, given the baseline information available to assess the outcomes.

The other challenge is civil society dependence on donor funding which also creates its own financial challenges. PNG Civil society organisations (CSOs) are not entrepreneurial in nature and do not set entrepreneurial objectives. Most CSOs operate on a philanthropic philosophy where they are there to serve and operate with what financial support they get. However, the role of CSOs in the future might perhaps be more of facilitators and not necessarily implementers. Given the limits to donor financial resources they may need to prepare to support themselves with outside donor support or else they will become defunct. The aid dependency nature of small community-based groups as well as their partner government agencies in many cases does pose a significant challenge to the evaluation of local projects; hence, there is a need for local processes and available resources that could build local evaluation capacity.

6.5 Towards building local evaluation capacity for long term development

As the findings of this research show, local people are more interested in community-based approaches that involve cultural processes and methods that they are more familiar with, have lived with and can relate to in developing what Bell and Aggleton (2012, p. 23) describe as "locally grounded explanations of assessing relationships between intent, action and change". The case of CJLU's evaluation on MBCSA's project illustrates the cultural protocol which provided the entry point into gathering information. This finding is not surprising because local people have experienced being labelled as 'lacking" from the western point of view, and have been receiving top-down approaches to change, which is problematic as recipients often fail to take ownership of the change. It is appropriate that local people speak out over what they see as best for them in their current and future communities. Gilchrist (2009, p. 23) stresses that "there is no greater

---

[38] Interview 2 and 4
[39] Interview 4

service than to help a community to liberate itself". The role of the funder and NGO in this sense would be to facilitate processes that assist local people in identifying and developing what are relevant, effective, efficient and sustainable approaches to development that work for them using local initiatives and available resources. Consequently, when assessing these initiatives local evaluation processes and approaches can be applied accordingly to judge the outcomes on local terms, thus building local evaluation capacity for longer-term development purposes.

Taking the characteristics of community participation, local empowerment, cultural processes and contexts, and a funder facilitation role into account, this research proposes the Kibung framework that embraces these characteristics that might be appropriate in a local evaluation process in PNG. The Kibung approach has limitations in that it is not thoroughly explored in this research, however, its potential as a PNG indigenous concept of research and a local evaluation tool warrants further research and development.

6.6 Conclusion

From this study three concluding remarks can be drawn. Firstly, using locally appropriate processes and approaches of evaluation as shown in Table 3 offers tremendous potential for local people as a strategy to enhance locally-driven evaluation. Secondly, funders, NGOs and government agency partners who lead projects must understand and utilise the existing traditional structures, systems and values in a community or village setting if their project results are to be relevant, effective, efficient and sustainable. The third remark is for organisations such as the CJLU or otherwise, to continue to facilitate processes of strengthening collaborations and networks between local government agencies, especially at provincial, district and ward levels as this is critical for effective program delivery.

6.7 Recommendation for policy and further research

My opinion is most evaluation challenges aren't able to be solved overnight. It is vital to work through these challenges to get the best results out of evaluation. This research shows that there is an over-riding demand for 'value for money' to create development impacts with sustainable outcomes, but the local capacity development is slow, difficult to see and difficult to measure. A key recommendation emerging from this research is to increase funding for M&E and have it factored into the program/project budget as a separate line item. However, while, finance is necessary to conduct credible evaluation, the skills and knowledge needed to carry out credible evaluation needs improvement. Unless in-house evaluation expertise is built, finance alone may not necessarily assist in building local evaluation capacity that contributes to long-term development.

Existing NGO-Government partnerships in the PNG law and justice sector needs ongoing improvement to strengthen collaborations for service delivery across all levels. As this research found, coordination and improvement is a key missing link among the agencies, the sector, and the CSOs, but is being improved. There are opportunities for collaborative learning through role sharing and responsibility sharing at the project level within different communities. Therefore, continuous dialogue and awareness of the role of collaborations and coordination to extend law and justice services especially from the province, district, wards and LLS to the remote communities remains critical to the overall success of the program.

The NLJP was created in 2000, with two different phases of implementation planned. It has experienced slow progress in building local capacity and seeking the overall objectives of creating safer, more peaceful communities in PNG. Though, the first phase of the programme (LJSP) was reviewed in 2008 and relaunched as the PNG Australia Law and Justice Partnership in 2009, the overall policy also needs a review. Such an evaluation will enable the sector to learn from experience and improve in future program delivery.

There are limitations in this study together with opportunities for future research. Though key policy and technical documents were reviewed, there could have been more recent development and information on the overall LJSP via the current PALJP that could have implications for the findings of this study. Attempts to gather information, despite several follow-ups from key agencies such as the National Planning and Monitoring, the Law and Justice Sector Secretariat

which is the coordinating body of the program, and the informants from the AUSAID's law and justice desk were all unsuccessful. A similar study focusing on the current PALJP is recommended.

References

Alkin, M. C., & Christie, C. A. (2013). An evaluation theory tree. In Alkin, M. C *Evaluation roots: A wider perspective of theorists' views and influences,* CA: Sage

Atkin, Ojelabi, L., Fisher, T., Cleak, H., Vernon, A., & Balvin, N. (2012). A cultural assessment of family dispute resolution: findings about cultural appropriateness from the evaluation of a family relationship centre. *Journal of Family Studies, 18*(1), 76-89.

Atkin, Ojelabi, L., Fisher, T.,Cleak, H., Vernon, A., & Balvin, N. (2011). A cultural assessment of family dispute resolution: findings about access, retention, and outcomes from the evaluation of a family relationship centre. *Journal of Family Studies, 17*(3), 220-232.

Austin Community College District. (2013, 6th November). *Innovation grants.* Retrieved 12th Jan 2014 from www.irt.austincc.edu/ids/innovation/#grantprocess

Bakewell, O., & Garbutt, A. (2005). *The use and abuse of the logical framework approach*. Stockholm: SIDA

Bamberger, M. (2000). *The evaluation of international development programs: A view from the front.* American Journal of Evaluation, 21(1), 95-102

Bamberger, M., Rao, V., Woolcock, M. (2010). *Using mix methods in monitoring and evaluation: Experiences from international development.* Policy Research Working Paper 5245: The World Bank Research Group.

Bamberger, M., Rugh, J.,& Mabry, L. (2012). *Real world evaluation: Working under budget, time, data, and political constraints.* (2nd Ed.), Sage

Bell, A. S., & Aggleton, P. (2012). Integrating ethnographic principles in NGO monitoring and impact evaluation. *Journal of International Development, 24,* 795-807

Bradbury, H., & Reason, P. (2003). Action research: An opportunity for revitalising research purpose and practices, *Quality Social Work, (2),* 155-175

Bray, M. & Couchman, P. (1992). *The beginning of the end, or the dawn of a new era?: Experiences and attitudes towards the 1991/2 contestable funding round.* Making Science work for

New Zealand, New Zealand: New Zealand Department for Scientific and Industrial Research

Brinkerhoff, D. W. (1999). Exploring state-civil society collaboration: Policy partnership in developing countries. *Nonprofit and Voluntary Sector Quarterly, (28)*(4), 59-86

Chevalier, J.M. and Buckles, D.J. (2013) *Participatory Action Research: Theory and Methods for Engaged Inquiry,* Routledge UK. ISBN 978-0415540315.

Chambers, R. (1995). Paradigm shifts and the practice of participatory research and development In N. & W. S. Nelson (Eds.). *Power and participatory development: Theory and Practice pp.30- 42.* London: Intermediate Technology Publication.

Clareton-Hug, A. & Hug, J. William. (2010). Challenges and opportunities for evaluating environmental educational programs. *Evaluation and Programme Planning, 33*, 159-164

Crishna, B. (2006). Participatory evaluation (i) – Sharing lessons from fieldwork in Asia. *Journal Compilation.* Blackwell Publishing Limited doi:10.1111/j.1365-221.2006.00657.x

Collie, P., Liu, J., Podsiadlowski, A., & Kindon, S. (2010). You can't clap with one hand: Learnings to promote culturally grounded participatory action research with migrant and former refugee communities, *International Journal of Intercultural Relations, (34)* 2, 141-149

Community Justice Liaison Unit, (2004). *Strategy and operations handbook.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2005). *Annual Report.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2006a). *Contestable funding guidelines and procedures.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2006b). *Annual Report.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2007a). *Law and justice budget forum: NGO budget forum proceedings.* Waigani, Papua New Guinea: Community   Justice Liaison Unit.

Community Justice Liaison Unit, (2007b). *Contestable Funding Review Report on the Milne Bay Counselling Services Inc.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2007c). *Annual Report*. Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit, (2008a). *Annual Report.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Community Justice Liaison Unit (2008b). *Monitoring and Evaluation Framework.* Waigani: Papua New Guinea: Community Justice Liaison Unit

Community Justice Liaison Unit, (2008). *Internal Desktop Review Report on Contestable Funding.* Waigani, Papua New Guinea: Community Justice Liaison Unit.

Cousins, J. B., & Whitmore, E. (1998). Framing participatory evaluation. In E. Whitmore (Ed.), *Understanding and practicing participatory evaluation, 80. New Directions for evaluation* (p.5-23) San Francisco, CA: Jossey-Bass

Cousins, J. B., & Earl, L. (1992). The case for participatory evaluation. *Educational Evaluation and Policy Analysis, 14*(4), 397-418

Dalrymple, S., & Rynn, S. (2009). Monitoring and evaluation arrangement for the law and justice sector in PNG: A case study. Safer World Research Report, p1-40. Retrieved www.saferworld.org.uk

Davidson, C., & Tollich, M. (1999). Collecting the data Chapter 10 in *Social Science Research in New Zealand*. Auckland: Pearson, pp. 121-153

Dawson, M. J. (2012). Grant seeking guidance: Tips for tackling the process of finding grant opportunities and submitting proposals. *NASN School Nurse 27*(20), 20-21

Desai, V., & Potter, B.R. (2008). *The companion to development studies* (2nd Ed.,) Hodder Education

DIFID, (2002). DIFID Tools for Development: A handbook for those involved in development activity. Retrieved 12th August 2013 from: www.difid.uk/pubs/files/toolfordevelopment.pdf

DIFID, (2005). *Guidance on evaluation and review for DIFID staff* Department for International Development Evaluation Department. Retrieved 22nd Aug 2013 From

http://webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/aboutdfid/per
formance/files/guidance-evaluation.pdf

Ebrahim, A. (2003). Accountability in practice: Mechanisms for NGOs. *World Development, 31*(5), 813-829. doi: http://dx.doi.org/10.1016/S0305-750X(03)00014-7

Eyben, R. (2010). The political and ideological context of assessing and reporting on making a difference in development. Concept note. IDS Participation Power and Social Change Team. Retrieved http://www.ids.ac.uk/files/dmfile/tyrannyconceptnote17Mayoc.pdf

Fetterman, D. (1996). Empowerment evaluation: An introduction to theory and practice. In D. M. Fetterman, S. J. Kaftarian, & A. Wandersman (Eds.), *Empowerment evaluation: Knowledge and tools for self-assessment and accountability*, (pp. 3-48). Thousand Oaks, CA: Sage

Fetterman, D. (1994). Steps of empowerment education: From California to Cape Town. *Evaluation and Program Planning, 73*(3) 305-313

Fine, A. H., Thayer, C. E., & Coghlan, A. T. (2000). Program Evaluation Practice in the Nonprofit Sector. *Nonprofit Management and Leadership, 10*(3), 331-339. doi: http://www3.interscience.wiley.com/journal/104049461/home

Fraser, E., Doughill, A., Mabee, W., Reed, M. & McAlpine, P. (2006). Bottom up and top down analysis of participatory processes for sustainable indicator identification as a pathway to community empowerment and sustainable environmental management. *Journal of Environmental Management, 78*(2) 114-127

Fukudar-Parr, S., Lopes, C., & Malik, K. (2002). *Capacity for development: New solutions to old problems.* London: Earthscan.

Funding Solutions of America. (2009-2012). *The four main types of grant funding.* Retrieved October 13th 2013 from www.fundingsolutionscorp.com/grant-info/types-of-grants

Giffen, J. (2009). *The challenges of monitoring and evaluating programmes.* M&E Paper No5, INTRAC. Retrieved 7th November 2013 from http://www.intrac.org

Goulet, L. (2013, 7th November). *Benefits of using most significant change (MSC) in monitoring and evaluation,* Project development and implementation/monitoring and evaluation blog. Retrieved 7thNovember from

http://www.linkedin.com/groupItem?srchtype=discussedNews&trk=eml-anet_dig-b_pd-ttl-

Government of Papua New Guinea, (2007). *White Paper on Law and Justice in Papua New Guinea.* Waigani: Papua New Guinea

Government of Papua New Guinea, (1999). *National law and justice policy and plan of action: Towards restorative justice 2000-2005.* Waigani: Papua New Guinea

Government of Papua New Guinea. (2004). *Medium term development strategy.* Waigani: Papua New Guinea

Hasimoto, K., Pillay, H., & Hudson, P. (2010). An evaluation framework for sustaining the impact of educational development. *Studies in Educational Evaluation, 36*(10) 101-110

Hazledine, T. (2011). Arts funding in New Zealand: A proposal for reform. *Cultural Trends. 20*(1), 65-84

Holvoet, N., & Rombouts, H. (2008). The challenge of monitoring and evaluation under the new aid modalities: experiences from Rwanda. *Journal of Modern African Studies, 46, 4,* 577-602

Hughes, O. E. (1998). *Public management and administration: An introduction* (2nd Ed.). New York: Palgrave

Jacobsen, V. (1991). Contestable funding: A new deal for research and development in New Zealand. *CIS Policy Monographs 19.* Auckland, New Zealand: The Centre for Independent Studies Limited

Joskin, A. (2013). *Investigating the implementation process of a curriculum: A case study from Papua New Guinea* (Doctoral dissertation, Victoria University of Wellington, Wellington, New Zealand). Retrieved http://researcharchive.vuw.ac.nz/bitstream/handle/10063/2748/thesis.pdf?sequence=2

Justice Advisory Group. (2007, October). *Community justice liaison unit review.* Port Moresby: Papua New Guinea

Kaplan, M. (2013, August 22nd). Local ownership: Who? what? and how? Devex News Retrieved 22nd August 2013 from https://www.devex.com/en/news/local-ownership-who-what-and-how/81623 Local ownership: who, what and how?

Karl, M. (2000). Monitoring and evaluating stakeholder participation in agriculture and rural development. *A Literature Review.* Rome: FAO Retrieved from http://www.fao.org/sd/pPdirect/Ppre0074bhtm

Kenyon, A., & Rudland, E. (2010). Case study report on PNG-Australia HIV/AIDS program: Civil society engagement. AUSAID. Canberra. Retrieved http://www.ode.dfat.gov.au/current_work/documents/png-aust-hiv-engagement.pdf

Koasa-ard, M., Rayanakorn, K., Cheong, G., White, S., Johnson, C. A., & Kangsin, P. (1998). *Toward public participation in Mekong river basin development.* Final Report: Thailand Development Research Institute

Koupere, S. (2008, February). *Milne Bay Counselling Services Organisation.* Power Point presented at the CJLU Partners Workshop, Madang, Papua New Guinea

Law and Justice Sector. (2012). *Sector strategic framework.* Retrieved 9th February From http://www.lawandjustice.gov.pg/resources/documents/SectorStrategicFramework.pdf

Lewin, K. (1946). Action Research and Minority Problems, *Journal of Social Issues, (2)* 4, 34–46.

Mayhew, F. (2012). Human service delivery in a multi-tier system: the subtleties of collaboration among partners. *Journal of Health & Human Services Administration, 35*(1), 109-135.

Mayoux, L. (2006). Quantitative, qualitative or participatory? Which method, for what and when? In V. Desai and R. Potter (eds.) Doing development research. New Delhi: Sage. Pp.115-129

Mcloughlin, C. (2011). Factors affecting state - non-government organisation relations in service provision: Key themes from the literature. *Public Administration and Development, 31,* 240-251

McConnell, S., & Derr, M. (2006). *Evaluating grants to build collaborations between the workforce investment system and Faith-and community-based organisations.* Washington DC: Mathematica Policy Research (No. 5093). Mathematica Policy Research.

MFAT, (n.d.) New Zealand partnerships for international development fund (partnership funds). Retrieved 14th January from: www.aid.govt.nz/webfm-send/466

Milne Bay Counselling Services Inc. (2007). Quarterly Progress Report submitted to the Community Justice Liaison Unit dated Jan–March 2006. Alotau, Papua New Guinea: Milne Bay Counselling Services Inc

Ministry of Business, Innovation and Employment (n.d.) *Contestable funding.* Retrieved 14th December from: www.mis.govt.nz/about-us/how-we-invest/contestable-funding

Nikkhah, H. A. , & Redzuan, M. (2009). Participation as a medium of empowerment in community development. *European Society of Social Sciences, 11*(1), 170-175

Nitsch, M., Waldherr, K., Denk, E., Griebler, U., Marent, B., & Forster, R. (2013). Participation by different stakeholders in participatory evaluation of health promotion: A literature review. *Evaluation and Programme Planning ,*40, 42-54

Nomura, K., Hendarti, L., & Abe, O. (2003). NGO environmental education sectors in developing countries: Role, significance and keys to success from a change agent perspective. *International Review for Environmental Strategies, 4*(2) 165-182

Oak Foundation. (2011). Grant application process: Graph grant making procedure. Retrieved Nov 27th 2013 from www.aokfnd.org/sites/default/files/graph-grant-making-procedure

Office of the Auditor General, (2008). Public sector, purchases, grants, and gifts: Managing funding arrangements with external parties. Good practice guide. Wellington: Controller and Auditor General

O'Leary, Z. (2009). *The Essential Guide to Doing Your Research Project*, London: Sage Publications

Picciotto, R. (2003). International trends and development evaluation: The need for ideas*. American Journal of Evaluation, 24*(2), 227-234

Seta, T. (2008). *Bridging the state-society gap: The Community Justice Liaison Unit of Papua New Guinea.* Mandaluyong City, Phillipines: Asian Development Bank

Smith, N. & Brandon, P. (2008). *Fundamental issues in evaluation*. New York: The Guildford Press

St. John, Edward. P. (1999). Evaluating state student grants programme: A case study of Washington's grant program. *Research in Higher Education, 40*(2), 148-170

Stevens, B. (2013, 7th November). *Logframer, Logframer 1.1 is a project management application based on logical framework method.* Retrieved 7th November from: http://www.logframer.eu

Sortiriadou, P., & Wicker, P. (2013). Community sports clubs' responses to institutional and resource dependence pressures for government grants. *Annals of Leisure Research, 16*(4), 297-314

Thomas, B. K., Muradian, R., Groot, G., & Ruijter, A. (2010). Confornting or complementing? A case study on NGO-State relations from Kerala, India. *Voluntas (21),* 358-370

Tomar, D. (2014). Evaluation process used by CS to monitor prison's implementation action plans. Retrieved from http://www.lawandjustice.gov.pg/www/html/93-evaluations-conducted-by-the-sector.asp?intSiteID=1#anchor92

Torbay NHS Care Trust. (2009). Torbay care trust contestability policy: Contestability framework for commissioned health and care services. Retrieved 6th January 2014 from http://www.torbaycaretrust.nhs.uk/publications/TSDHC/Contestability%20Framework.pdf

Uitto, J. I. (2004). Multi-country cooperation around shared waters: role of monitoring and evaluation. *Global Environmental Change,* 14,(0), 5-14

USA Federal Government (2014, 12th January). USA grant applications: Funding opportunities available for United States citizens.. Retrieved 12th January 2014 from: www.usagrantapplications.org

Appendices

Appendix 1: Participants' List and Organisations

1.   Participant 1 Chairman Community-Based Organisation

2.   Participant 2 Community-Based Corrections Officer

3.   Participant 3 Former Staff Sector Funding Agency

4.   Participant 4 Former Staff Sector Funding Agency

5.   Participant 5 NGO Leader

Appendix 2: Participant Information Sheet

SCHOOL OF PEOPLE, ENVIRONMENT
AND PLANNING
Private Bag 11 222
Palmerston North
New Zealand
T 64 6 350 5799
F 64 6 350 5737
www.massey.ac.nz

Date:

Dear Participant

Information Sheet

I am currently working on a research project as part of fulfilling the 60 Credit requirements for a Master Degree in International Development (Ma Intl Dev.) under the Development Studies Program of Massey University's School of People, Environment and Planning in New Zealand.

This research is part of my independent role as a student and is not connected in any way to the PNG law and justice sector program nor my former role in the sector.

My research topic is Evaluating contestable grants to facilitate NGO-government collaboration in law and justice service delivery at the subnational level: A case on Community Justice Liaison Unit in Papua New Guinea

I would like to invite you to participate in this research by sharing your knowledge and experience of working in the law and justice programme one way or another in contributing to improved outcomes on law and justice issues.

This research explores issues and challenges involved in evaluating NGO contestable grants in PNG. Important components of this research include:

a) Understanding the challenges and perspectives of grantor, grantee, government agencies, and other key stakeholders in monitoring and evaluating grants;

b) Explores practical evaluation limitations as viewed and experienced by the various organisations in the law and justice sector; and,

c) Explores the way in which grants process, and the NGO-government partnership could be improved in achieving law and justice priorities.

d)   Identify a culturally appropriate evaluation method that could be used for evaluating the impact of grants on law and justice projects at the community level.

I would like to kindly invite you to participate in a phone/skype conversation or by completing the questionnaire attached. Please note;

a)   Any written or electronically recorded material made during the interview will remain confidential and will only be seen by the researcher

b)   No participant, group, or other identifying factor will be named in any publication (or other   output) that results from this research

c)   You have the right to refuse to answer any questions, and can withdraw from this study any   time

d)   The research finding will be made available to participants at their request

I trust you will accept this invitation to participate in this research as I would really value the insights you could bring to this research.

This research project is supervised by Associate Professor Glenn Banks. Glenn can be reached via G.A.Banks@massey.ac.nz for further information.

Thank you for your time and consideration.

Yours Sincerely,

Ms Betty Camilus

Research Student

Mobile: +64 02 2062 7234 Email: camilusb@gmail.com

Appendix 3: Consent Form

Massey University
COLLEGE OF HUMANITIES AND SOCIAL SCIENCES

SCHOOL OF PEOPLE, ENVIRONMENT
AND PLANNING
Private Bag 11 222
Palmerston North
New Zealand
T 64 6 350 5799
F 64 6 350 5737
www.massey.ac.nz

Date:

Dear Participant

Informed Consent

Research Title: Evaluating contestable grants in facilitating NGO-government collaboration in law and justice service delivery at the sub-national level: A case on Community Justice Liaison Unit in Papua New Guinea.

Name of Researcher: Ms Betty Camilus

I have read the participant information sheet made available to me, and I understand the nature of the research and why I have been selected. I have had the opportunity to ask questions and have them answered to my satisfaction. (Please tick or underline where necessary).

• I agree/disagree to participate in this research.

• I understand that I am free to withdraw my participation at any one time, and to withdraw any data traceable to me up to one month after the interview.

• I agree/do not agree to be audio taped

• I wish/do not wish to have a copy of any type of recording relating to my interview.

• I understand that I will be approached for written permission for specific attributed quotes.

- I wish/do not wish to receive the summary findings

- I understand that data and information from the interview and the Consent Form will be kept for 5 years, after which they will be destroyed.

Name:

Signature

Date:

Appendix 4: Questionnaire

SCHOOL OF PEOPLE, ENVIRONMENT
AND PLANNING
Private Bag 11 222
Palmerston North
New Zealand
T 64 6 350 5799
F 64 6 350 5737
www.massey.ac.nz

Part 1: Challenges and issues in conducting evaluation on contestable grants

Your organisation has been a contestable grant recipient. What are your thoughts in relation to:

1.   The process of accessing funds – from grant making application to project
        implementation?

2.   What have been biggest challenges in this process? How did you deal with them?

3.   What has been satisfying, and why?

4.   If you were to change/improve anything, what would that be? How would you change or
        improve it?

5.   What have been the challenges your organisation has experienced in relation to the
        monitoring and evaluating of projects funded with contestable grants? Why?

6. How would you or your community identify a successful community law and justice project?

Part 2 NGO-Government Interface in law and justice service development

1. In what ways have the contestable grants been able to help your organisation establish relationships among the people, the NGO and the local government agencies in your area?

2. What has been the working relationship before, and after the partnership? Did the grants increase or decrease commitment and participation? Why?

3. If you were to change anything in the NGO-government relationship at the community level what would you recommend, and why?

4. Is there anything else you would like to share?

Thank you for your time and effort in completing the questions.

Appendix 5: MUHEC Low Risk Notification

MASSEY UNIVERSITY
TE KUNENGA KI PŪREHUROA

21 November 2013

Betty Camilus
4/5 Ranfurly Street
Hokowhitu
PALMERSTON NORTH 4410

Dear Betty

Re: **Evaluating Contestable Grants in Facilitating NGO-Government Collaboration at the Sub-National Level: A Case Study of the Community Justice Liaison Unit in Papua-New Guinea**

Thank you for your Low Risk Notification which was received on 12 November 2013.

Your project has been recorded on the Low Risk Database which is reported in the Annual Report of the Massey University Human Ethics Committees.

The low risk notification for this project is valid for a maximum of three years.

Please notify me if situations subsequently occur which cause you to reconsider your initial ethical analysis that it is safe to proceed without approval by one of the University's Human Ethics Committees.

Please note that travel undertaken by students must be approved by the supervisor and the relevant Pro Vice-Chancellor and be in accordance with the Policy and Procedures for Course-Related Student Travel Overseas. In addition, the supervisor must advise the University's Insurance Officer.

A reminder to include the following statement on all public documents:

"This project has been evaluated by peer review and judged to be low risk. Consequently, it has not been reviewed by one of the University's Human Ethics Committees. The researcher(s) named above are responsible for the ethical conduct of this research.

If you have any concerns about the conduct of this research that you wish to raise with someone other than the researcher(s), please contact Professor John O'Neill, Director (Research Ethics), telephone 06 350 5249, e-mail humanethics@massey.ac.nz".

Please note that if a sponsoring organisation, funding authority or a journal in which you wish to publish requires evidence of committee approval (with an approval number), you will have to provide a full application to one of the University's Human Ethics Committees. You should also note that such an approval can only be provided prior to the commencement of the research.

Yours sincerely

J. O'Neill

John G O'Neill (Professor)
Chair, Human Ethics Chairs' Committee and Director (Research Ethics)

cc   Assoc Prof Glenn Banks   Mrs Mary Roberts, HoS Secretary
        School of People, Environment and Planning   School of People, Environment and Planning
        PN331   **PN331**

**Massey University Human Ethics Committee
Accredited by the Health Research Council**

Research Ethics Office
Massey University, Private Bag 11222, Palmerston North 4442, New Zealand T +64 6 350 5573 +64 6 350 5575 F +64 6 350 5622
E humanethics@massey.ac.nz animalethics@massey.ac.nz gtc@massey.ac.nz www.massey.ac.nz

Appendix 6: Official Approval from the Law and Justice Sector to Undertake Research

Gмail
byGoogle

Research Consent: NGOs in the law and justice service delivery at sub-national level

Betty Camilus <camilusb@gmail.com>   Wed, Aug 7, 2013 at 6:14 PM
To: Lawrence.Kalinoe@justice.gov.pg

Dear Secretary Kalinoe

I'm Betty Camilus, studying at a Masterate level (International Development) at Massey University, New Zealand.

I am intending to conduct a research on NGO-government collaboration, and wish to study a case in the law and justice service delivery at the sub-national (community and village) level to explore the strategies used in promoting collaboration, the challenges of forging and sustaining relationships, and what lessons can inform future practice.

I hope this email will find you well, so I can send a detailed letter soon.

Thank you for your response.

Regards,

Betty

Betty Camilus <camilusb@gmail.com>   Fri, Oct 4, 2013 at 12:31 PM
To: Lawrence.Kalinoe@justice.gov.pg, Zachary Sitban <zachary.sitban@justice.gov.pg>
Cc: "Banks, Glenn" <g.a.banks@massey.ac.nz>

Dear Dr. Kalinoe

I am attaching a copy of the letter of my proposed research in the law and justice sector for your information and approval.

I am also copying Zachary Sitban the CEU manager and my Massey University Supervisor, Glenn Banks who is currently in Port Moresby, for follow up purposes.

Hope to hear from you soon.

Kind Regards,

Betty Camilus
[Quoted text hidden]

📄 **Letter of Approval to NCM Chair.doc**
279K

Dr. Lawrence Kalinoe <Dr.Lawrence.Kalinoe@justice.gov.pg>   Mon, Oct 7, 2013 at 3:14 PM
To: Betty Camilus <camilusb@gmail.com>, Zachary Sitban <Zachary.Sitban@justice.gov.pg>
Cc: "Banks, Glenn" <g.a.banks@massey.ac.nz>

Dear Betty;

I have no issues with the request. You are most welcome to interview any of our relevant staff, including Mr Sitbam and his colleagues at the Restorative Justice and Crime Prevention Coordination branch of my department. Please note that the CEU of the LJSS does not exist any more. Their functions and personnel have been moved to this branch which I have mentioned.

Regards,

Lawrence.

From: Betty Camilus [mailto:camilusb@gmail.com]
Sent: Friday, October 04, 2013 9:31 AM
To: Dr. Lawrence Kalinoe; Zachary Sitban
Cc: Banks, Glenn
Subject: Fwd: Research Consent: NGOs in the law and justice service delivery at sub-national level

[Quoted text hidden]

Betty Camilus <camilusb@gmail.com>   Mon, Oct 7, 2013 at 5:06 PM
To: "Dr. Lawrence Kalinoe" <Dr.Lawrence.Kalinoe@justice.gov.pg>
Cc: Zachary Sitban <Zachary.Sitban@justice.gov.pg>, "Banks, Glenn" <g.a.banks@massey.ac.nz>

Thank you so much Dr. Kalinoe

Regards,
Betty

[Quoted text hidden]

Appendix 7: Law and Justice Sector Strategic Framework

Sector Strategic Framework

VISION

"A Just, Safe and Sec[...]

PNG LAW AND JUSTICE SECTOR STRATEGIES

OUR GOALS

| Improved Policing, Safety and Crime Prevention | Improved Access to Justice and Just Results | Improv[...] Reconcilia[...] Reintegra[...] and [...] Deterre[...] |

OUR POLICIES

Medium Term Development Strategy (2005 – 2010)

- Private sector-led economic growth
- Resource mobilisation and alignment
- Improvements in the quality of life
- Natural endowments
- Competitive advantage in the global markets
- Integrating the three tiers of government
- Partnerships through strategic alliances
- Least developed areas intervention
- Empowering Papua New Guineans
- "Sweat Equity" and Papua New Guinean character

Public Sector Reform

- A public sector with a clear sense of direction
- Affordable government
- Improving performance, accountability and compliance
- Improving service delivery

Law and Justice Sector Policy

Pillar 1

Improved functioning of the formal law and justice system, to increase the effectiveness of the formal law and justice system to meet key constitutional and statutory obligations, especially to deter crime and maintain the rule of law, and to develop and enhance partnerships between the agencies and the community in the delivery of appropriate law and justice services

Pillar 2

Improved sectoral coordination and resource use: to foster a sectoral approach to law and justice by targeting agreed priorities and encouraging

OUR STRATEGIES

1. Rebuild a professional police service that meets all legitimate community expectations:
   - Strengthen structures to improve police accountability and discipline
   - Involve community in determining policing priorities
   - Improve core operational and administrative practices
2. Increase support for community based crime prevention:
   - Increase support for local based initiatives
   - Promote coordinated engagement with formal sector
3. Support select high priority initiatives:
   - Improve urban safety, especially in Port Moresby
   - Improve highway and resource project safety, especially in the Highlands
   - Reduce number and use of guns
   - Reduce family and sexual violence

1. Remove obstacles that prevent access to just results:
   - Enhance community awareness of legitimate human rights and the operation of the legal system
   - Simplify key laws
   - Improve access to legal, paralegal and community based advocacy services
   - Focus on resolving cases in courts and commissions quickly and fairly.
2. Strengthen locally based, non-violent dispute resolution:
   - Recognise, reinforce and support mediation and customary practices that restore harmony in relationships between people in communities
   - Strengthen village courts to resolve cases quickly and fairly
   - Support magistrates to work regularly in each district
   - Strongly focus on increasing capacity to resolve land disputes
3. Strongly support robust and independent courts and commissions:
   - Guarantee independent judges, magistrates, state law officers and Ombudsmen
   - Support courts and commissions to maintain due process and fairness

1. Encourage and su[...] communities to re[...] offenders and vic[...] non violent mann[...]
   - Build capacity to su[...] of crime
   - Develop and promo[...] rehabilitation initiat[...] including diversion[...]
   - Support reintegratio[...] offenders into their[...]
2. Provide alternative[...] imprisonment for [...] serious crimes an[...] awaiting trial:
   - Promote new natio[...] sentencing policies[...]
   - Support increased [...] alternatives to impri[...]
3. Maintain a nationa[...] correctional syste[...] persons who are a[...] society:
   - Humanely and secu[...] serious offenders
   - Provide rehabilitatio[...] reintegration for de[...]