



ANCP Philippines Cluster
Evaluation Report

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Consultants:	Paul Crawford (AusAID-appointed) Janice Lucas (NGO-appointed)
AusAID Task Manager	Katherine West
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Katherine West
Community Partners Section
AusAID
Tel: +61 2 6206 4281
Fax: +61 2 6206 4695
Email: katherine.west@ausaid.gov.au

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Angela Bernardo at AusAID Philippines Post prepared the in-country itinerary and provided logistical support for the field work.

Hugh Paterson in AusAID's Community Partners Section (CPS) coordinated the cluster evaluation.

Janice Lucas was the ANGO-appointed consultant, and conducted all document reviews and co-authored this report.

Paul Crawford was the AusAID-engaged monitoring and evaluation specialist and team leader for the field work and write-up.

EXECUTIVE SUMMARY

This document reports the process and findings of a cluster evaluation of four non-government organisation (NGO) projects in the Philippines that have been supported by the Australian Agency for International Development (AusAID) through the AusAID NGO Cooperation Program (ANCP). The ANCP subsidises Australian NGO (ANGO) development activities that directly and tangibly alleviate poverty in developing countries. In 2007-08 the ANCP provided AUD36.9 million in funding for 327 projects administered by 40 accredited ANGOs. As a funding mechanism, the ANCP is unique since it allows ANGOs to prioritise their activities within the program's relatively broad objectives. There is an ongoing need for performance information about the ANCP. Cluster evaluations are carried out biannually as part of AusAID's Community Partners Section (CPS) performance framework. ANCP cluster evaluations involve a rapid qualitative assessment of partnerships between ANGOs, in-country agencies and other relevant stakeholders to implement ANCP ADPlans/designs. The cluster evaluation framework takes a broad perspective on performance, analysing project performance in consideration of organisational capacity and geopolitical context. The four ANGO – local NGO (LNGO) partnerships sampled in this cluster evaluation were:

- Anglican Board of Mission (ABM) - Episcopal Church of the Philippines (ECP)
- CBM - NORFIL Inc.
- Reledev - Foundation for Professional Training Inc. (FPTI)
- Salvation Army Australia Development Office (SAADO) - The Propeller Club of Manila

Three of the four sampled NGO initiatives were found to be satisfactory overall. One NGO partnership was assessed as unsatisfactory overall. Two of the four ANGOs were 'base' accredited agencies (Reledev and SAADO); and tended to be rated as weaker overall. Two of the four ANGOs (Reledev and SAADO) were involved in technical vocational training for youth. One of the four (ABM) was improving household access to potable water; and the fourth (CBM) was improving the capacity of local stakeholders to support children with disabilities. Only the ABM-supported project focussed in rural/remote areas; the other three emphasised urban beneficiaries. All four ANGOs sampled were faith-based agencies. One of the four in-country partner organisations (The Propeller Club of Manila) was not a development agency. Three of the four ANGOs engaged in partnerships with discrete local entities, rather than through international affiliates of their own organisation. The exception, ABM, partnered with a sister organisation within the Anglican Church structure, ECP.

The evaluation team noted implementing teams with appropriate technical qualifications, and evidence of a strong commitment to project objectives. Two of the four projects (ABM-ECP and CBM-NORFIL) implemented their ANCP projects through intermediary community structures. The other two (Reledev-FPTI and SAADO-Propeller Club) engaged in 'direct' service delivery to their ultimate beneficiaries without the involvement of a community-based structure. The evaluation team formed the view that the latter approach was less sustainable owing to the donor dependence on recurrent costs and the less evident 'community empowerment' aspect.

Two of the four partnerships (ABM-ECP and CBM-NORFIL) were long-term relationships with no explicit end-point. In contrast, both the Reledev-FPTI and SAADO-Propeller Club relationships were short-term (3 years, reviewed annually) and defined by the scope of the ANCP projects. Nevertheless all four NGO partnerships demonstrated compatibility in terms of their purpose and practice; and all four reported positive and constructive working relationships. Three of the four ANGOs explicitly supported capacity development of their LNGO partner organisations. The exception, SAADO, acted predominantly as a financial partner. Intriguingly, while ACFID's NGO Effectiveness Framework identifies networking and coordination between NGOs for development synergy as a core aspect of NGO effectiveness strategy, this did not feature strongly among any of the sampled NGOs.

All four NGO partnerships demonstrated satisfactory analysis of the wider context within which projects were implemented, thereby ensuring the relevance of the strategies employed. All NGO partnerships could demonstrate coherence between the project designs and their broader development strategy. Arguably the weakest in this regard was the SAADO-Propeller Club partnership in which no Philippines strategy defined a higher purpose for the

intervention. The evaluation team had concerns about the design processes for two of the four NGO partnerships (Reledev-FPTI and SAADO-Propeller Club). In both cases, there was limited contribution from the ANGO, limited gender analysis and limited consultation with representative beneficiaries concerning the ultimate socio-economic impact of the strategy. The quality of the design documentation was assessed as satisfactory for three of the four NGO partnerships. The exception, SAADO-Propeller Club, was considered to lack detail about the implementation strategy including relationships with outsourced service providers, responsibilities and schedules. It appeared that recent trends within AusAID towards minimalist documentation requirements (in particular the two-page ADPlan format) may be fostering an erosion of quality and professionalism within the NGO sector in terms of design documentation.

Both the Reledev-FPTI and SAADO-Propeller Club projects involved technical and vocational training, which is an area actively discouraged by AusAID's Manila Post. This situation points to a common issue within AusAID in which Posts are unaware and/or disengaged with the ANCP.

The overall efficiency of implementation of all four projects was assessed as at least satisfactory in that they were implemented on time, within budget and to adequate standard. Two of the four projects (CBM-NORFIL and Reledev-FPTI) were considered good practice owing to the extent of their work relative to the financial investment. The quality of deliverables from all four projects was at least satisfactory. The two vocational training projects (Reledev-FPTI and SAADO-Propeller Club) were required by the GoP to comply with competency-based training standards.

The reporting protocols and mechanisms to ensure accountability employed by LNGOs were satisfactory. However, there was limited formalisation of monitoring and evaluation (M&E) arrangements. While formalisation is not an end in itself, it is indicative of the discipline required to rigorously capture lessons learned, emerging risk trends and plausible evidence of human change. In general, the weakest aspect of the M&E work was the tools employed to capture evidence Outcomes. Notwithstanding weaknesses in formal M&E, all four NGO-partnerships could demonstrate satisfactory evidence of learning and continuous improvement—particularly the two that had engaged on a long-term basis (ABM-ECP and CBM-NORFIL). What seemed to set NORFIL apart in this regard was an apparent curiosity and deep engagement, not just with the process of delivering a successful project, but with the underlying rationale and model. This seemed to foster a culture of self-critique and reflection which was impressive.

All four NGO partnerships noted significant inefficiencies associated with the annual planning and reporting cycle imposed by the ANCP. This cycle increased the workload of both the NGOs and AusAID, but it also shortened the 'development horizon' of the projects, effectively competing with the ANCP objective of fostering sustainable development impact.

The evaluation team formed the view that all four NGO partnerships were likely to achieve their objectives, and were rated satisfactory in this regard. The two technical vocational training projects (Reledev-FPTI and SAADO-Propeller Club) were both oriented towards maximising the employability of youth from very poor households. However, beyond the obvious value of these technical vocational training projects to the individuals concerned, the evaluation team questioned their wider community development impact. This then raises questions about the appropriateness of the ANCP as a funding source for these otherwise meritorious activities.

A common weakness among all four NGO partnerships was gender analysis. Arguably, the strongest defence was proffered by the Propeller Club—which is not a professional development agency.

Beneficiaries of all four projects indicated that involvement in project activities had carried a notable time and financial cost which had impacted on household livelihoods. Nevertheless, all beneficiaries interviewed affirmed the value of the projects in the long-term which they felt justified the short-term cost. Two of the four NGO partnerships had articulated clear sustainability strategies as central to their approach, including the definition of exit strategies. The other two (Reledev-FPTI and SAADO-Propeller Club) were less explicit about sustainability, with either ambiguous or arbitrary exit points, and little consideration of how recurrent costs would be covered in the future—essentially delegating this issue to their local

partner. None of the four NGO partnerships explicitly accrued evidence of sustainability as part of their routine M&E arrangements.

SUMMARY OF GOOD PRACTICE

Cluster Criteria	NGO	Good Practice Elements
Capacity to deliver development response	CBM-Norfil	<ul style="list-style-type: none"> Established in the disability sector (technical specialists) and contributing to policy Long history of engagement Capable management systems and procedures Ongoing development of staff
Strategies for ensuring quality partnerships	ABM-ECP	<ul style="list-style-type: none"> Long-running partnership Aligned approaches and vision Reciprocity in terms of capacity building and governance Processes to foster open and ongoing dialogue
Efficiency of activity implementation	CBM-Norfil	<ul style="list-style-type: none"> Project on track (in some instances ahead of schedule) Impressive beneficiary reach given size of budget and staff Development of valuable volunteer network to increase implementation capacity and foster sustainability
	Reledev-FPTI	<ul style="list-style-type: none"> Project has exceeded targets Activities delivered within budget Impressive level of ANGO engagement given limited resources Competitive Cost:Beneficiary ratio compared with comparable project
Strategies for sustainability	CBM-Norfil	<ul style="list-style-type: none"> Whole model based on sustainability objective (community-based rehabilitation) Clear evidence of learning and evolution from earlier engagements Development and engagement of impressive local networks that appear to have developed ownership of the agenda Strong partnership linkages established with all levels of local government

SUMMARY OF RECOMMENDATIONS

For AusAID

1. AusAID should engage with the ANGO sector to conduct the first of the planned 'meta evaluations' to synthesise trends and key issues that have arisen from the cluster evaluations.6
2. AusAID should rationalise the rating scales associated with the ANCP. ..7
3. AusAID should dialogue with the ANGO sector about the performance expectations of full and base ANGOs vis-à-vis the cluster evaluation framework.7
4. AusAID should provide cluster evaluation teams with guidance on which specific standards in the cluster evaluation framework (if any) that should be applied differently for base and full accredited ANGOs.....7
7. CPS should explore ways to raise the profile of the ANCP within AusAID. 10
10. AusAID should consider extending the planning-reporting cycle to three years to encourage more strategic development activities and to reduce the administrative overhead of the program..... 12
11. AusAID should clarify its position concerning ANCP support for vocational training projects, particularly where recurrent costs are the major cost item. 13

For the ANGO Sector

5. ANGOs should explore practical measures to facilitate synergies and partnership between in-country partners.....9
6. ACFID should review the purpose of the 'networking and coordination' standard in the NGO Effectiveness Framework, and articulate its relevance to member NGOs.....9
8. ACFID should consider researching and compiling examples/case studies of good practice M&E for demonstration purposes to supplement M&E training provided to the ANGO sector. 11
9. ANGOs should aim beyond AusAID's minimalist documentary requirements in articulating project designs..... 11
12. ACFID should consider researching and compiling examples/casestudies of good practice gender analysis for demonstration purposes in the ANGO sector. 14

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LIST OF ACRONYMS

ABM	Anglican Board of Mission
AC	Anglican Communion
ACFID	Australian Council for International Development
ADDC	Aust Disability and Development Consortium
ADPlan	Annual Development Plan (for ANCP funding)
ANCP	AusAID NGO Cooperation Program
ANGO	Australian Non Government Organisation
APAC	Australian Partnerships with African Communities
AusAID	Australian Agency for International Development
AYAD	Australian Youth Ambassador
BCPD	Banilad Centre for Professional Development
CAER	Cooperation Agreement for Emergency Response
CBM	(Formerly) Christian Blind Mission
CBR	Community-based Rehabilitation
CBT	Competency-based Training
CDW	Community Development Workers
CODE	Coalition of Development NGOs
CPS	Community Partners Section (of AusAID)
D&D	Disability and Development
ECP	Episcopal Church of the Philippines
ECUSA	Episcopal Church of the United States of America
FPTI	Foundation for Professional Training Inc.
GP	Good Practice
HDPE	High Density Polythene
HR	Human Resources
HRAP	Hotel & Resort Association of the Philippines
HU	Highly Unsatisfactory
IELTS	International English Language Testing System
IMO	International Maritime Organisation
LGU	Local Government Unit
LNGO	Local Non Government Organisation
M&E	Monitoring and evaluation
MoA/U	Memorandum of Agreement/Understanding
MTPDP	Medium Term Philippines Development Plan
NGO	Non Government Organisation
OFW	Overseas Filipino Workers
OJT	On the Job Training
OT	Occupational Therapist
PCM	Project Cycle Management
PCM	Project Cycle Management
PRA	Participatory Rural Appraisal
PRSP	Poverty Reduction Strategy Paper
PWD	Persons with Disabilities
QAI	Quality At Implementation

S	Satisfactory
SAADO	Salvation Army Australia Development Office
SICA	Solomon Islands Cooperation Agreement
SpEd	Special Education
STCW	Standards of Training, Certification and Watchkeeping
TESDA	Technical Education and Skills Development Authority
TVET	Technical Vocational Education and Training
US	Unsatisfactory
WHO	World Health Organisation
WVA	World Vision Australia

1. INTRODUCTION

1.1 Document Purpose

This document reports the process and findings of a cluster evaluation of four non-government organisation (NGO) projects in the Philippines that have been supported by the Australian Agency for International Development (AusAID) through the AusAID NGO Cooperation Program (ANCP).

Findings for each of the four sampled NGOs¹ are presented in stand-alone appendices of this report (Appendices A – D). A synthesis of the overall findings and recommendations for AusAID's Community Partners Section (CPS) and the Australian NGO (ANGO) sector are presented in Section 3 of this report.

This ANCP Cluster Evaluation is one of an ongoing series of evaluations in different countries/regions to achieve the dual purpose of accountability and learning by AusAID and the ANGO sector.

1.2 Background

The ANCP subsidises² ANGO development activities that directly and tangibly alleviate poverty in developing countries. In 2007-08 the ANCP will provide AUD36.9 million in funding for 327 projects administered by 40 accredited ANGOs. As a funding mechanism, the ANCP is unique since it allows ANGOs to prioritise their activities within the program's relatively broad objectives. In some cases this enables NGOs to establish long-term development partnerships that can increase the likelihood of desirable impact. AusAID's financial exposure with the ANCP is low, owing to the relatively small amounts of funding expended by individual activities³.

There is an ongoing need for performance information about the ANCP. Each year AusAID reports to Parliament on the effectiveness of the whole aid program, of which the ANCP is a part. Accredited NGOs assess the performance of their own ANCP projects against their stated objectives. Currently, over eighty per cent of ANCP projects are self-assessed as satisfactory or higher.

Since AusAID does not monitor individual ANCP activities, cluster evaluations⁴ are carried out biannually as part of the CPS performance framework⁵. There have been seven cluster evaluations of NGOs undertaken since 2000. These have considered ANCP and bilateral NGO projects in Southern Africa and Vietnam; ANCP projects in Cambodia, India, North Asia, the Pacific (Vanuatu and Fiji); and Cooperation Agreements in Pakistan⁶ and Africa⁷.

1.3 Scope of the Evaluation

The objectives of the cluster evaluation were:

- To evaluate a sample of ANCP activities in the Philippines
- To verify the efficacy of ANGO self-assessment processes of the sampled ANCP activities
- To review action taken on recommendations from previous ANCP Cluster Evaluations

¹ In this report, the label 'ANGO', 'LNGO' and 'NGO' are used in precise ways. 'ANGO' is used with specific reference to Australia-based NGOs; 'LNGO' is used with specific reference to overseas-based NGOs; 'NGO' is used when both entities are the subject of a general discussion.

² AusAID matches ANGO-raised funds ('Recognised Development Equivalent' (RDE)) approximately 3:1.

³ For example, in this evaluation the smallest project budget was AUD34,139 (07/08)

⁴ In 2004 a review of the ANCP by Patrick Kilby identified the need to conduct longitudinal performance reviews. To do this a standard method was developed in 2005 for the Cambodia Cluster Evaluation; and has since been progressively refined by AusAID in consultation with the ANGO sector (through the Development Practices Committee—DPC).

⁵ The performance framework also includes ANGO accreditation, spot checks and agencies' own evaluation findings.

⁶ Cooperation Agreement for Emergency Response (CAER) administered by AusAID's Humanitarian and Emergencies Section (HES).

⁷ The Australian Partnerships with African Communities (APAC) Cooperation Agreement in eastern and southern Africa.

As noted in Section 1.2, this cluster evaluation is one element of an ongoing and broad performance assessment process within AusAID's NGO programming. The intended use of the evaluation report includes the following:

- To meet AusAID's accountability requirements to the Australian Government
- To contribute to the performance information on the ANCP Scheme
- To enhance opportunities for learning and performance improvement by AusAID and the ANGO sector

2. METHODOLOGY

2.1 Approach

ANCP cluster evaluations involve a rapid qualitative assessment of partnerships between ANGOs, in-country agencies and other relevant stakeholders to implement ANCP ADPlans/designs. The evaluation of a geographic cluster of ANCP projects allows significant cost and time efficiencies for AusAID⁸. While all ANCP projects within a particular cluster share a common overall goal of poverty alleviation, diversity arises from the specific initiative objectives, and the difference in local contexts, technical foci/approaches and organisational capacities. Cluster evaluations of projects with a common sectoral focus would also yield valuable performance information, however this approach would pose significant logistical and cost challenges.

Cluster evaluations examine individual agency's contribution to the ANCP. They do not determine the impact of the whole ANCP, and findings are indicative rather than representative of each sampled NGO's wider performance.

2.2 Theoretical Framework

ANCP cluster evaluations acknowledge the complexity of issues surrounding performance measurement of international aid projects. These issues include the lack of agreement on absolute measures of performance, and the difficulty of attributing change to individual projects in complex environments. In a cluster evaluation, these complexities are compounded by the need to use rapid appraisal techniques and the difficulty of accommodating diverse agency structures, contexts, objectives and stages of implementation.

The cluster evaluation framework takes a broad perspective on performance analysing project performance in consideration of organisational capacity and geopolitical context. Analysis is presented in terms of three dimensions of performance:

- **Organisational analysis:** the capacity of ANGOs and their partners to deliver quality interventions.
- **Development strategy:** the influence of geopolitical factors on the relevance of the project design.
- **Activity implementation:** the efficiency, effectiveness and sustainability of implementing activities, and the learning captured by the implementing team.

These three dimensions of performance are explored through an integration of three established analytical frameworks⁹:

- **STEEP Framework:**¹⁰ a framework to conceptualise drivers and inhibitors of change in terms of Social, Technical, Economic, Ecological, Political factors.

⁸ Chelimsky, E. Shadish, W. (1997) *Evaluation for the 21st Century, A Handbook*. Sage Publications London p 397.

⁹ An AusAID peer review of the ANCP Cluster Evaluation Framework in 2005 recommended an integration of the three frameworks used in the Cambodia Cluster Evaluation.

¹⁰ Crawford, P. Perryman, J. & Petocz, P. (2004) Synthetic Indices: a method for evaluating aid project impact, *Evaluation*, 10 (2).

- **ACFID's NGO Effectiveness Framework:**¹¹ a framework developed by the ANGO sector to articulate broad process characteristics of good practice NGO engagement.
- **AusAID's NGO Quality Assessment Framework (QAF):** a framework to assess the quality of NGO project implementation employed by AusAID's Quality Assurance Group (QAG).

The integrated ANCP Cluster Evaluation Framework used in this evaluation is provided in Appendix E. The framework elaborates the three performance dimensions described above with nine indicators, each of which is further elaborated by up to eight standards. These standards are used to inform questioning and dialogue with key informants and focus groups in a context sensitive way.

2.3 Methods

The broad methodology is qualitative. The particular methods of inquiry include:

- Document reviews (ADPlans, design documents, reports etc.);
- Key informant interviews;
- Focus group discussions;
- Observation.

For each sampled project the following stakeholders are interviewed¹²:

- ANGO program staff (e.g. Program Manager, Desk Officer etc.);
- In-country organisation program staff (e.g. Country Director, Program Manager etc.);
- Project implementation team members (e.g. Project Manager, technical/field staff etc.);
- Relevant project partners/stakeholders;
- Beneficiaries.

A summary of the interviews conducted in this evaluation is provided in Appendix F.

In order to provide a succinct assessment of performance, AusAID requires an overall rating for each project. First, each of the nine indicators is rated against a four-point ordinal scale based on a synthesis of commonalities and differences between the various stakeholders' perspectives. Second, a 'median' rating for each of the three performance dimensions is subjectively determined based on the underlying indicator ratings. Third, the overall performance of the project is rated¹³.

The four-point categorical scale follows:

- **Good practice (GP):** This is normally as good as it gets. The project/program fully satisfies all AusAID/NGO requirements and has significant strengths. There may be only a few minor weaknesses in the project/program as a whole.
- **Satisfactory (S):** This is the lowest rating that satisfies AusAID/NGO requirements. However, this rating usually means there are weaknesses as well as strengths but that the weaknesses are not severe enough to threaten the project/program.
- **Unsatisfactory (U):** This rating indicates that the project/program has some significant weaknesses although other aspects may be satisfactory. The weaknesses require immediate action if the project/program is to continue to progress. The weaknesses have the

¹¹ ACFID (2004) *NGO Effectiveness Framework*, Canberra

¹² This cluster evaluation was preceded by a half-day briefing session convened by AusAID and attended by all sampled ANGO representatives. This briefing process was found to be helpful for all parties, and should be adopted as a regular step in the process.

¹³ Evaluation teams apply a consensus approach to the ratings. Sampled NGOs are given several opportunities to correct or affirm the findings.

potential to undermine the capacity of the intervention to achieve its objectives

- **Highly unsatisfactory (HU):** This is a rating that indicates serious deficiencies in the activity. A project/program would only be given an overall HU rating if there were widespread problems which have/will have the effect of preventing achievement of its objectives.

Evaluation teams use a consensus approach to rating.

2.4 Sampling

The cluster for this evaluation was compiled through a three-stage purposive sampling process to select countries¹⁴, ANGOs and projects¹⁵. Considerations for country selection included:

- countries not previously involved in previous ANCP cluster evaluations);
- an acceptable security situation in-country;
- a minimum of five NGOs implementing ANCP projects from which to draw a reasonable sample;
- willingness by the AusAID post to support the cluster evaluation.

Considerations for the project selection included:

- ANGOs not previously involved in a cluster evaluation;
- projects of sufficient maturity to evaluate progress;
- logistical considerations.

The four ANGO – local NGO (LNGO) partnerships sampled are as shown in Figure 1.

ANGO	LNGO
Anglican Board of Mission (ABM)	Episcopal Church of the Philippines (ECP)
CBM	NORFIL Inc.
Reledev	Foundation for Professional Training Inc. (FPTI)
Salvation Army Australia Development Office (SAADO)	The Propeller Club of Manila

Figure 1: Sampled ANGO-LNGO partnerships

Details concerning the sampled projects are presented in Figure 2.

ANGO	Project	ANCP Budget (AUD) in 07/08
ABM	Water and Sanitation Program (Englandad and Batong lusong)	\$194,745
CBM	Community based Rehabilitation (Batangas)	\$54,092
Reledev	Access to economic means of development for women experiencing social exclusion	\$37,553
SAADO	Vocational Training	\$90,000

Figure 2: Sampled ANCP projects

2.5 Analysis and Feedback

At the conclusion of each two-day field visit, observations and preliminary findings were fed back to the leadership of the implementing partner organisation.

The evaluation team then conducted content analysis¹⁶ of interview transcripts and information assimilated from document reviews.

Agency-specific findings were documented and supplied to the sampled ANGOs for verification and comment (refer to Appendices A – D).

¹⁴ Previous cluster evaluations have been country-focussed, however, the small number of agencies and projects represented in the Pacific required a regional cluster (Vanuatu and Fiji).

¹⁵ AusAID aims to avoid sampling the same ANGO within any five-year period, unless key aspects are found to be unsatisfactory.

¹⁶ Interview transcripts were coded against the cluster evaluation framework indicators using NVIVO Ver. 7.

A synthesis of overall issues identified against the ANCP Cluster Evaluation Framework was compiled for inclusion in the body of this report (Section 3) to inform ongoing dialogue between AusAID and the ANGO sector.

2.6 Limitations Encountered

An inherent limitation of the cluster evaluation method is that it involves a rapid, external, qualitative assessment of overall program performance both at an Australian and local NGO level in a very short space of time and therefore relies to a large extent on the professional judgement/interpretation of the evaluators¹⁷.

In general, the evaluation proceeded smoothly. Recommendations concerning enhancements to the ANCP cluster evaluation framework and process have been documented in the last two ANCP Cluster Evaluation Reports (China and the Pacific) and are consistent with the observations of this evaluation team. To those, we add concern that the cluster evaluation framework may require consideration of any differences in performance expectations from full and base accredited ANGOs.

All NGO representatives affirmed value in the evaluation process.

¹⁷ The efficacy of the method rests on triangulating key informants' perspectives and seeking verification of findings by NGOs. As a rapid overall program evaluation method, it can be criticised for being inadequate from any single perspective. Nevertheless it is seen as a pragmatic compromise to compile indicative performance information.

3. FINDINGS

This cluster evaluation represents the fifth ANCP evaluation since 2005 using the current cluster evaluation framework¹⁸. It may now be timely for AusAID to engage with the ANGO sector to conduct the first of the planned 'meta evaluations'. When the cluster evaluation framework was designed it was anticipated that there would be periodic synthesis of trends and key issues arising from individual cluster evaluations. This process would be most fruitful if conducted jointly by AusAID and the Australian Council for International Development (ACFID) to ensure ownership of the process by the ANGO sector.

Recommendation

1. AusAID should engage with the ANGO sector to conduct the first of the planned 'meta evaluations' to synthesise trends and key issues that have arisen from the cluster evaluations.

The findings of this cluster evaluation are presented in line with the ANCP cluster evaluation framework (Appendix E). Individual reports for each of the four NGO initiatives are presented in Appendices A – D. A synthesis of key issues is discussed in the following sections, based on the three performance dimensions that underpin the ANCP cluster evaluation framework: organisational analysis, development strategy, activity implementation.

3.1 Overall Ratings

The evaluation team's ratings are summarised in Figure 3 and in the following paragraphs.

Indicator		Agency	ABM	CBM		Reledev		S.Army	
Organisational Analysis	1. Capacity to deliver development response	S	S	GP	S	S	S	S	US
	2. Strategies for ensuring quality partnerships	GP		S		US		US	
Development Strategy	3. Analysis of geopolitical context	S	S	S	S	S	S	S	US
	4. Adequacy of design process	S		S		S		US	
	5. Standard of funding proposal or design	S		S		S		US	
Activity Implementation	6. Efficiency of activity implementation	S	S	GP	S	GP	S	S	S
	7. Capacity for learning and continuous improvement	S		S		S		US	
	8. Effectiveness of development intervention	S		S		S		S	
	9. Strategies for sustainability	S		GP		S		US	

Figure 3: Ratings by the evaluation team (HU=highly unsatisfactory; U=unsatisfactory; S=satisfactory; GP=good practice)

¹⁸ A total of twenty-two accredited ANGOs have been evaluated in five ANCP cluster evaluations: Cambodia (2005), India (2006), North Asia (2007), Pacific (2007) and Philippines (2008). In addition, modified versions of the cluster evaluation framework have been implemented for Cooperation Agreements in Pakistan (CAER), Africa (APAC) and Solomon Islands (SINCA).

As with earlier cluster evaluations, this evaluation team noted challenges facing ANGOs arising from the existence of at least three rating scales. The cluster evaluation framework applies a four-point ordinal scale; the ANGO self-assessments apply a five-point ordinal scale; and AusAID is rolling out a six-point ordinal scale for the purpose of 'Quality at Implementation' (QAI) reporting.

Recommendation

2. AusAID should rationalise the rating scales associated with the ANCP.

Three of the four NGO initiatives sampled in this cluster evaluation were found to be **satisfactory** overall. One NGO partnership was assessed as **unsatisfactory** overall. Two of the four ANGOs were 'base' accredited agencies (Reledev and SAADO); and tended to be rated as weaker overall. This issue generated constructive discussion about the application of the cluster evaluation framework to both full and base accredited agencies. In the past, it has been understood that while base accredited agencies may be expected to have less developed organisational systems (as assessed through the accreditation process), they should be on a par with full accredited agencies in terms of development practice, community engagement and intervention planning. However, the details of this understanding remain ambiguous and should be elaborated.

Recommendation

3. AusAID should dialogue with the ANGO sector about the performance expectations of full and base ANGOs vis-à-vis the cluster evaluation framework.
4. AusAID should provide cluster evaluation teams with guidance on which specific standards in the cluster evaluation framework (if any) that should be applied differently for base and full accredited ANGOs.

Two of the four ANGOs (Reledev and SAADO) were involved in technical vocational training for youth. One of the four (ABM) was improving household access to potable water; and the fourth (CBM) was improving the capacity of local stakeholders to support children with disabilities. Only the ABM-supported project focussed in rural/remote areas; the other three emphasised urban beneficiaries. All four ANGOs sampled were faith-based agencies. One of the four in-country partner organisations (The Propeller Club of Manila) was not a development agency¹⁹.

3.2 Organisational Analysis

A range of organisational arrangements were evident within the cluster. Figure 4 depicts the diversity against the well established 'three zones of management' construct²⁰. Any single circle/elliptical shape represents a discrete organisational entity or team²¹. The 'y' axis in Figure 4 describes the 'vertical' structure within each of the NGO partnerships. Figure 4 is elaborated below.

¹⁹ The Propeller Club of Manila is a service club loosely associated with the shipping industry. The club has enacted philanthropic values using ANCP funding via the Salvation Army but is not formally created as a development agency.

²⁰ Sarasohn, H. M. and C. B. Protzman (1948). *The fundamentals of industrial management*. See also Dransfield, S. B., N. I. Fisher, et al. (1999). "Using statistics and statistical thinking to improve organisational performance." *International Statistical Review* 67: 99-150.

²¹ The oversimplification implied in Figure 4 is acknowledged, nevertheless, the diagram serves to illustrate the diversity of structural arrangements.

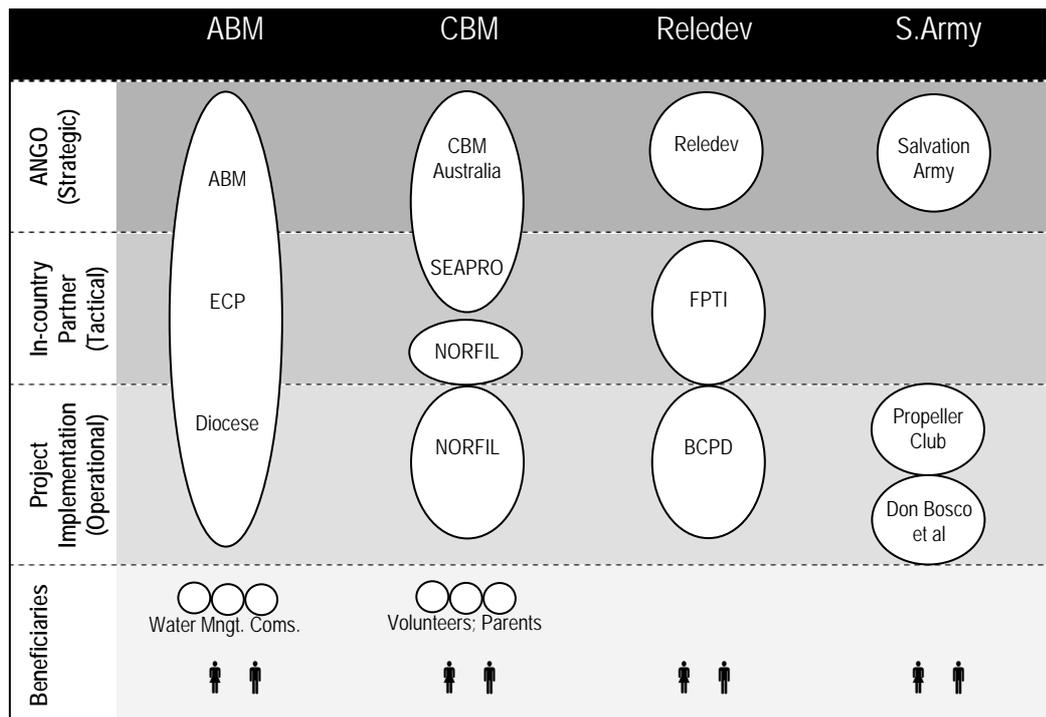


Figure 4: A representation of the diversity of organisational structures within the four NGO partnerships

Three of the four ANGOs engaged in partnerships with discrete local entities, rather than through international affiliates of their own organisation. The exception, ABM, partnered with a sister organisation within the Anglican Church structure, ECP²².

The function of the in-country ('tactical') partner was different for each of the four partnerships. Both ABM and Reledev implemented projects through a conventional LNGO country office structure (ECP and FPTI, respectively) which provided administrative oversight for funded projects. CBM worked through a vertical structure in which all CBM projects within the region were administered by a CBM International regional office (The South East Asia & Pacific Regional Office (SEAPRO)). The regional office then interfaced directly with the LNGO partner (NORFIL) for the purposes of project financial administration and performance reporting²³. In the case of SAADO, the ANGO engaged directly with their project implementing team, the Propeller Club, with no national oversight organisation involved²⁴. The evaluation team noted that this structural arrangement was an anomaly within SAADO's normal practice since it effectively by-passed the Salvation Army international process and structure.

Delivery Capacity

Both NORFIL and FPTI engaged teams of technical specialists and managers with dedicated responsibilities for implementing discrete projects. ECP engaged Development Officers who provided oversight of all church development activities within a geographic area, but otherwise implemented projects by mobilising community groups through local community development workers (CDWs). The Propeller Club subcontracted the implementation of the project to third party organisations/individuals. In all cases, the evaluation team noted implementing teams with appropriate technical qualifications, and evidence of a strong commitment to project objectives. This was especially the case with the CBM-NORFIL project, which had a team of skilled professionals committed to serving the needs of disabled

²² ECP is one of two official manifestations of the Anglican church in the Philippines (the other is IFI, which evolved out of the Catholic Church in the Philippines).

²³ N.B. CBM Australia seemed, in practice, to play a more 'hands on' role than the official structure implied. This may be the case for AusAID funded projects such as the ANCP more so than privately funded projects.

²⁴ The technical vocational training project was the only project implemented by the Propeller Club. In fact, it had come to define the *raison d'être* of the club.

children. Both NORFIL and CBM were actively engaged in discussions about models of development in disability services, and were in some cases influencing policy direction. As a result, the capacity of this partnership to implement the development response was rated 'good practice'.

Partnership

Two of the four projects (ABM-ECP and CBM-NORFIL) implemented their ANCP projects through intermediary community structures (reflected in the bottom row of Figure 4). The other two (Reledev-FPTI and SAADO-Propeller Club) engaged in 'direct' service delivery to their ultimate beneficiaries without the involvement of a community-based structure. The evaluation team formed the view that the latter approach was less sustainable owing to the donor dependence on recurrent costs and the less evident 'community empowerment' aspect (see discussion in Section 3.4).

Two of the four partnerships (ABM-ECP and CBM-NORFIL) were long-term relationships with no explicit end-point; and extended beyond the scope of the ANCP. ABM's engagement with ECP was prescribed by the church's structure; and CBM's partnership with NORFIL had evolved out of aligned objectives and philosophy. In contrast, both the Reledev-FPTI and SAADO-Propeller Club relationships were short-term (3 years, reviewed annually) and defined by the scope of the ANCP projects. Nevertheless all four NGO partnerships demonstrated compatibility in terms of their purpose and practice²⁵; and all four reported positive and constructive working relationships. Arguably the strongest partnership (applying the ACFID perspective) was between ABM and ECP. In this case, both the rhetoric and the reality were indicative of a commitment to explore new dimensions of partnership. Examples included ABM commissioning ECP to conduct review of their capacity in Australia; both partners jointly negotiating three-year partnership agreements; both partners sitting on their respective strategic committees.

Three of the four ANGOs explicitly supported capacity development of their LNGO partner organisations. The exception, SAADO, acted predominantly as a financial partner, arguing that the LNGO had strong management capacity (the Propeller Club's board comprises executives of companies involved in the shipping industry). Nevertheless, the evaluation team wondered if SAADO could have been more proactive in building the development capacity of the Propeller Club and exploring the potential community impact of the project. Reledev's role in building the capacity of FPTI to comply with recently adopted GoP competency-based training requirements was particularly timely, and contributed to strengthening the industry standing of the organisation.

Intriguingly, while ACFID's NGO Effectiveness Framework²⁶ identifies networking and coordination between NGOs for development synergy as a core aspect of NGO effectiveness strategy, this did not feature strongly among any of the sampled NGOs.

Recommendation

5. ANGOs should explore practical measures to facilitate synergies and partnership between in-country partners.
6. ACFID should review the purpose of the 'networking and coordination' standard in the NGO Effectiveness Framework, and articulate its relevance to member NGOs.

3.3 Development Strategy

²⁵ Even SAADO (an evangelical church) and the Propeller Club (a business club) were aligned for the purposes of their project.

²⁶ The ACFID NGO Effectiveness Framework has been adopted as a fundamental element of AusAID's Cluster Evaluation Framework (see Section 2.2).

Geopolitical Analysis

All four NGO partnerships demonstrated satisfactory analysis of the wider context within which projects were implemented, thereby ensuring the relevance of the strategies employed. In three of the four cases, the context analysis was an implicit outcome of active engagement/specialisation within a technical sector (i.e. disability services, hotel and restaurant industry, shipping industry). In the case of the ABM-ECP partnership, the context analysis was a feature of the involvement of the Anglican priests and ECP Development Officers within indigenous communities. In this case, the bottom-up approach to needs identification and the central role of community organisations throughout the project cycle ensured the relevance of the strategy.

All NGO partnerships could demonstrate coherence between the project designs and their broader development strategy. This was particularly evident with the CBM-NORFIL partnership (owing to their technical specialisation) and the Reledev-FPTI partnership (owing to the emphasis on competency-based training for vocational education). Arguably the weakest in this regard was the SAADO-Propeller Club partnership in which no Philippines strategy defined a higher purpose for the intervention, and an anomalous relationship with the Salvation Army Territory Headquarters in Manila meant that SAADO was initially unable to implement its normal project development and oversight. The ABM-ECP strategy was influenced by a wider church engagement with indigenous communities in the Philippines.

Design Process

The evaluation team had concerns about the design processes for two of the four NGO partnerships (Reledev-FPTI and SAADO-Propeller Club). In both cases, there was limited contribution from the ANGO²⁷, limited gender analysis and limited consultation with representative beneficiaries concerning the ultimate socio-economic impact of the strategy²⁸. However, as noted in Section 3.1, AusAID may need to consider whether base accredited agencies should be assessed on a differential basis concerning matters such as design process and development approach.

Both the Reledev-FPTI and SAADO-Propeller Club projects involved technical and vocational training, which is an area actively discouraged by AusAID's Manila Post²⁹. The evaluation team appreciated that these ANGOs encountered an apparent contradiction within AusAID arising from the fact that the vocational training projects had been approved by AusAID's CPS for the past three years with no objection from the Philippines Desk. This situation points to a common issue within AusAID in which Posts are unaware and/or disengaged with the ANCP. This may be a function of the low profile of NGOs within the bilateral aid program³⁰, and/or a tension between the ANCP as a centrally managed program from Canberra compared with the rest of the bilateral program that is moving towards 'devolution' to Posts.

Recommendation

7. CPS should explore ways to raise the profile of the ANCP within AusAID.

Design Documents

The quality of the design documentation was assessed as satisfactory for three of the four NGO partnerships. The exception, SAADO-Propeller Club, was considered to lack detail about the implementation strategy including relationships with outsourced

²⁷ i.e. The LNGO conceived of the strategy and was predominantly responsible for driving the design process.

²⁸ N.B. Only ECP's design process involved genuine bottom-up needs identification by beneficiaries; the other three designs involved the LNGO defining the basis for intervention.

²⁹ The AusAID Counselor advised the evaluation team in a meeting on 31 March 2008 that AusAID advocated against vocational training since it promotes the Filipino tradition of Overseas Filipino Workers (OFW) pursuing work in foreign countries, arguing that this eroded the capacity development efforts of bilateral aid donors in the Philippines.

³⁰ The overall ANCP investment in a given country can be relatively small, despite the combined ANCP budget of around AUD40 million per year—a figure that warrants attention from AusAID.

service providers, responsibilities and schedules. While representatives from both partner organisations were able to verbally articulate the design rationale, this was not reflected in documentation. Budget information was adequate but again lacked detail concerning key cost items. The evaluation team formed the view that a more comprehensive design, including a M&E framework, would assist both partners in the management of the project, and provide the basis for benchmarking learning through time.

Recommendation

8. ACFID should consider researching and compiling examples/case studies of good practice M&E for demonstration purposes to supplement M&E training provided to the ANGO sector.

It appeared that recent trends within AusAID towards minimalist documentation requirements (in particular the two-page ADPlan format) may be fostering an erosion of quality and professionalism within the NGO sector in terms of design documentation. Although AusAID only requires minimal design and reporting information for individual ANCP projects, it is important that the ANGO sector maintains professionalism with regard to the preparation of comprehensive design and management documentation. Good practice should be intrinsically motivated, irrespective of minimalist donor requirements. It has long been acknowledged that a different level of detail is required for a 'proposal'—to sell a concept to a donor; and a 'design'—to elaborate the technical and management details necessary to successfully manage a project.

Recommendation

9. ANGOs should aim beyond AusAID's minimalist documentary requirements in articulating project designs.

3.4 Activity Implementation

Efficiency

The overall efficiency of implementation of all four projects was assessed as at least satisfactory in that they were implemented on time, within budget and to adequate standard. Two of the four projects (CBM-NORFIL and Reledev-FPTI) were considered good practice owing to the extent of their work relative to the financial investment. CBM-NORFIL was able to service over 2000 children with disabilities through the development of an extensive network of Local Government Unit (LGU) and civil society actors. Reledev-FPTI was able to graduate nearly 250 vocational students and assist their employment in the hotel and restaurant industry by drawing on a committed base of high calibre volunteers (e.g. chefs from reputable restaurants) and patrons, as well as building a supportive network of industry partners willing to fund on-the-job training.

Although criticised for being simplistic, project cost:beneficiary ratios can generate interesting information for debate. In this cluster, two of the projects were very similar (i.e. technical vocational training) and yet the SAADO-Propeller Club cost:beneficiary ratio was significantly higher than the Reledev-FPTI ratio. This was attributed to the high cost of technical training services provided by Don Bosco³¹, but there may be other reasons why the comparison is inappropriate³².

³¹ Two boarding houses were also supported by the Propeller Club, but these were from non-ANCP funding sources.

³² Nevertheless, the facts are that over three 'batches' SAADO-Propeller Club have trained around 90 young men at almost three times the cost of the Reledev-FPTI graduates.

Quality

The quality of deliverables from all four projects was at least satisfactory. The two vocational training projects (Reledev-FPTI and SAADO-Propeller Club) were required by the GoP to comply with competency-based training standards. In both cases, the organisations had exceeded the minimum standards. In the case of Reledev-FPTI, a Technical Education and Skills Development Authority (TESDA) representative interviewed by the evaluation team indicated that the project had become a “benchmark for quality training”. Technical quality for the water project (ABM-ECP) and the disability services project (CBM-NORFIL) were internally monitored. The water supply infrastructure installed by ABM-ECP complied with the technical standards of the LGU, but there was apparently no application of international standards such as SPHERE to guide household water supply. The quality of disability services was guided by current thinking within the sector; in particular new guidelines under development by the WHO. The evaluation team appreciated that the more amorphous nature of disability services meant that quality assurance is an ambiguous undertaking.

Accountability & Learning

The reporting protocols and mechanisms to ensure accountability employed by LNGOs were satisfactory. However, there was limited formalisation of monitoring and evaluation (M&E) arrangements. While formalisation is not an end in itself, it is indicative of the discipline required to rigorously capture lessons learned, emerging risk trends and plausible evidence of human change. In general, the weakest aspect of the M&E work was the tools employed to capture evidence Outcomes. In the case of ABM-ECP and CBM-NORFIL, this concerned the emerging capacity of civil society organisations to fulfil their respective mandates. In the case of Reledev-FPTI and SAADO-Propeller Club, this concerned the longer-term socio-economic changes experienced by graduates and their families. Of the ANGOs, ABM demonstrated clearest commitment to reviewing and refining their M&E arrangements, including exploration of more sophisticated risk management processes. However, Reledev’s commitment to detail and improving M&E standards was impressive for a one-person organisation. CBM and SAADO both acknowledged that their M&E arrangements were an area for improvement in the future.

Notwithstanding weaknesses in formal M&E, all four NGO-partnerships could demonstrate satisfactory evidence of learning and continuous improvement—particularly the two that had engaged on a long-term basis (ABM-ECP and CBM-NORFIL). Of particular note was the evolution of the community development model employed by NORFIL which had been transformed on the basis of lessons learned from earlier interventions. What seemed to set NORFIL apart in this regard was an apparent curiosity and deep engagement, not just with the process of delivering a successful project, but with the underlying rationale and model. This seemed to foster a culture of self-critique and reflection which was impressive.

All four NGO partnerships noted significant inefficiencies associated with the annual planning and reporting cycle imposed by the ANCP. This cycle increased the workload of both the NGOs and AusAID, but it also shortened the ‘development horizon’ of the projects, effectively competing with the ANCP objective of fostering sustainable development impact.

Recommendation

10. AusAID should consider extending the planning-reporting cycle to three years to encourage more strategic development activities and to reduce the administrative overhead of the program.

Effectiveness

The evaluation team formed the view that all four NGO partnerships were likely to achieve their objectives, and were rated satisfactory in this regard. The two technical vocational training projects (Reledev-FPTI and SAADO-Propeller Club) were both oriented towards maximising the employability of youth from very poor households (young women and young men, respectively), and had instituted appropriate processes to ensure that the 'poorest' candidates were selected. In both cases, interviews with industry stakeholders verified the experience of the LNGOs in successfully delivering employable graduates within growing industries (hotel/restaurant and shipping, respectively). Further, interviews with previous graduates and parents confirmed the hypothesis that vocational training can indeed foster personal transformational experiences for individuals and their immediate families. As such, the objectives of the current phase of vocational training projects seemed achievable.

However, beyond the obvious value of these technical vocational training projects to the individuals concerned, the evaluation team questioned their wider community development impact. That is, while there is clear evidence that individual graduates benefit from a 'pathway out of poverty', there is no apparent 'catalytic effect' which could plausibly foster community development³³. The evaluation team wondered if strategies such as the mobilisation of an alumni to proactively engage in community development activities had potential, but recognised that this may be beyond the mandate of training-focussed organisations such as FPTI and the Propeller Club. But this then raises questions about the appropriateness of the ANCP as a funding source for these otherwise meritorious activities.

Given that the ANCP guidelines are explicit about the requirement for "substantial and broad impact on social and economic conditions in the community", and that "recurrent costs" are not eligible for ANCP funding, it is perplexing that AusAID has approved both of these projects for the past three years. In the case of the Reledev-FPTI project, funding is defensible on the grounds that the ANGO's aim was to "strengthen counterpart organisations in developing countries so as to enable them to sustain activities after Australian assistance has ceased"³⁴. However, even this rationale does not apply to the SAADO-Propeller Club project.

Recommendation

11. AusAID should clarify its position concerning ANCP support for vocational training projects, particularly where recurrent costs are the major cost item.

The ABM-ECP projects visited were generally on track to achieve stated objectives. The agency had accrued considerable experience in implementing rural water supplies, and was applying this experience to maximise success. However, in one village visited, the project momentum had stalled following the connection of a 7 km gravity-fed system to the village, leaving some components unfinished (burying water-pipes, reforestation of the catchment and the finalisation of water fee collection policies). The evaluation team noted that these outstanding issues could easily become overlooked with the loss of urgency following the water connection. This situation could potentially erode the sustainability of the whole system if the village water committee cannot be mobilised to begin collecting user fees.

The CBM-NORFIL project seemed to be on track to achieve significant results in terms of a community-based approach to disability services. While the lessons from earlier interventions had been implemented to improve the development model, it was evident that the anticipated timeframe to achieve sustainability had been overly ambitious. At the time of the evaluation CBM and NORFIL were discussing the

³³ N.B. The evaluation team saw clear evidence that the immediate families of graduates benefited from their higher earning potential, but remained unconvinced that this 'trickle down' of economic growth could benefit the community more widely.

³⁴ ANCP Guidelines, section 3.2, p 3

implications of an extended 'phase-out' period in order to bed down early success and maximise sustainability.

An interesting aspect of the CBM-NORFIL project pondered by the evaluation team in the light of the ANCP goal of poverty reduction, was the fact that disability is a cross-cutting issue irrespective of socio-economic status. CBM advised the evaluation team of statistics that demonstrate that disability is over-represented among the poor, and that a significant proportion of disabilities are preventable or manageable with resources and education. Nevertheless, it was evident that CBM-NORFIL beneficiaries covered a wide socio-economic spectrum.

Gender

A common weakness among all four NGO partnerships was gender analysis. Arguably, the strongest defence was proffered by the Propeller Club—which is not a professional development agency. In this case, vocational training was provided exclusively to young males in order to create employment opportunities in the shipping industry. While initiatives to create equivalent employment opportunities for young females had been explored, the pragmatic reality facing the Propeller Club was that their narrow focus and unique opportunity was to influence employment in the shipping industry—which is universally male dominated. Exploration of other opportunities would effectively dilute this unique opportunity, rendering weaker employment generation.

A similar but converse argument was proffered by the Reledev-FPTI partnership for their exclusive focus on young women. But a fundamental difference with the Propeller Club scenario above was that the hotel/restaurant industry does employ *both* genders. Hence, it seemed that the rationale for exclusivity did not extend beyond an 'organisational mandate' to focus on women³⁵.

The CBM-NORFIL project staff was dominated by women, as was the board and membership of the parents association. While the importance of male involvement in the care of disabled children was recognised and indeed promoted, cultural norms were cited as barriers to effecting significant male involvement in the project. The evaluation team appreciated that influencing culture is a complex and challenging task, but is fundamental to the whole gender equity agenda, and as such is not an excuse for in-action. What seemed missing was a sophisticated and nuanced analysis of the barriers to male involvement in the parents association, and in the care of disabled children in the home.

The ABM-ECP project cited universally recognised challenges in promoting the equitable involvement of women in rural development, but stated that improving the standard of gender analysis was an area of ongoing development within the partnership. Notwithstanding, the evaluation team observed confident and articulate women on community committees (albeit a minority), and heard the commonly cited defence of household water and sanitation projects as being of primary benefit to women and children.

Recommendation

12. ACFID should consider researching and compiling examples/casestudies of good practice gender analysis for demonstration purposes in the ANGO sector.

Sustainability

Beneficiaries of all four projects indicated that involvement in project activities had carried a notable time and financial cost which had impacted on household livelihoods. Nevertheless, all beneficiaries interviewed affirmed the value of the projects in the long-term which they felt justified the short-term cost. This issue

³⁵ N.B. The evaluation team acknowledged that critiquing organizational mandate was beyond the scope of this evaluation.

represents a complex balance facing NGOs between recognised good development practice, which requires beneficiary participation and contribution, and the potential to jeopardise fragile livelihoods, and exclude the extreme poor from projects.

Two of the four NGO partnerships had articulated clear sustainability strategies as central to their approach, including the definition of exit strategies. The other two (Reledev-FPTI and SAADO-Propeller Club) were less explicit about sustainability, with either ambiguous or arbitrary exit points, and little consideration of how recurrent costs would be covered in the future—essentially delegating this issue to their local partner. As noted earlier in this report, three of the four ANGOs had invested in the capacity of their local partner as a contribution to their institutional sustainability. None of the four NGO partnerships explicitly accrued evidence of sustainability as part of their routine M&E arrangements.

APPENDIX A: ABM-ECP

ANGO	Anglican Board of Mission (ABM) – Australia
Implementing Partner(s)	Episcopal Church in the Philippines (ECP)
INGO	N/a
Program Title	Integrated Water and Sanitation Development Program
Budget – AusAID /ANGO	\$194,745
Beneficiary Target	9 remote and rural communities without access to clear water for domestic use
Major Development Objective	To reduce poverty and improve the quality of life of people in target communities, by providing easy and constant access to potable water, improved health and sanitation conditions and increased opportunity to undertake other livelihood activities.

Background:

The organisations

ABM was set up by the Church of England in Australia in 1850 as the Australian Board of Missions. ABM has been a member of ACFID since the mid-1980s and has had Australian government support since 1987. From an early focus on indigenous Australia and mission, it has now developed and consolidated a more holistic approach to its work. As well as a 'spiritual' side of church life, ABM has integrated issues of social justice and a core community development approach to its work, and expanded into the wider region (PNG, the Philippines, Solomon Islands, Vanuatu and Myanmar). The community development approach emphasises consultation with partner churches and communities, and therefore obviating the need to establish field offices. ABM's mandate is defined as action that 'is taken in order to reduce poverty and build and nurture communities so that social transformation can happen'. This requires empowering processes to bring about self-awareness and self-reliance, and people to act for themselves.

ECP is an independent member of the worldwide Anglican Communion (AC) of churches that began as a Missionary district of the Episcopal Church in the United States of America (ECUSA) in 1965. On May 1, 1990, with five constituent Dioceses, it was inaugurated as an autonomous Church Province within the AC³⁶. Its early missionary policy was to not work where other churches were already based, and thus ECP focused on the Chinese, a growing Caucasian population in Manila, the indigenous peoples of Mindanao and tribes in the Cordilleras of Northern Luzon. Its mission is "proclaiming faith, baptizing, teaching and nurturing new believers; responding to human needs by loving service; and transforming unjust structures of society". It continues to be focused on indigenous peoples. ECP developed its own Community Based Development Program (CBDP) in the late 1980s and still works through a diocesan structure, with 6 sub-offices in the provinces and one national office in Manila.

The context

The Philippines continues to face a range of difficult social and economic challenges, and has not experienced as rapid economic growth as a number of other East Asia countries. The UNDP report 2005³⁷ stated that the development challenges are because economic growth has been poor, not 'pro-poor', and there are still inequalities in access to opportunities and basic services, and poor quality and inefficient distribution of economic infrastructure. Moreover there is great inequality in income distribution, with the poorest 20% accounting for around 5% of total income. Among the most disadvantaged are the numerous indigenous peoples (around 4 million) that are scattered across the Philippines islands. Many communities are isolated and have benefited the least from government initiatives such as provision of safe water and access to health and education services.

For a tropical country with good rainfall during the wet season, water problems seem incongruous. But for many rural and remote communities in the Philippines, access to water

³⁶ The AC is composed of those duly constituted national churches worldwide, independent from each other, but are in communion with the historic See of Canterbury, in England

³⁷ UNDP Country Program Action Plan 2005

remains problematic, and for many indigenous communities is reported to be the biggest issue affecting daily existence. Women and children are particularly disadvantaged as fetching water is part of their traditional role. Water sources become tainted or polluted, water tables drop and health and sanitation can be affected. The World Bank 2003 report stated that clean water is an integral part of poverty reduction strategies necessary in reaching the MDGs³⁸. Water supply projects had been one of the ECP's priority community development projects, not only because many partner communities still lack water supply, but also because, and more importantly, the mere installation of water supply system brings tangible results to health, sanitation and economic situation of partner communities.

ECP and ABM recognise their capacity limitations in dealing with this problem, and therefore their work in the Philippines focuses on two objectives: alleviation of poverty among rural indigenous communities and capacity building, fostering peace and cooperation and confidence among and between tribal communities. Within this, they focus on:

- Water – provision through community designed, implemented and managed water systems
- Agricultural inputs – such as mills, solar drying or post harvest facilities, to supplement income levels within a community
- Microfinance – development of community managed cooperatives.

The projects reviewed here also include environmental, health and livelihood components to ensure that the wider developmental issues confronting these communities are addressed, however at the present they still have a focus mainly on water systems and general community mobilisation. For the purpose of this cluster evaluation, two of nine sites (aggregated under the one ANCP program) were visited (Englandad, and Batong Lusong), comprising a year one deep well project and year two gravity feed system project.

A. Organisational Analysis

1. NGO capacity to deliver development response

ECP has been working in the Philippines on community development with indigenous communities for over twenty years. ABM has been supporting ECP since the mid-1990s. Both organisations have similar missions and policies that enable them to have a good understanding of each others structures and ways of working. According to the ABM International Program Director, "we are they and they are us". ABM has supported 43 of ECP's water and sanitation projects since 1994, during which time ECP has gained substantial experience in implementing community water projects.

ABM conducts project visits twice per year, and attends ECP's program and development officers meetings. These meetings also consider organisational issues and collaboration with other donors. The two agencies have a partnership agreement that is reviewed every five years, which includes identification of capacity building needs of both partners. Through this dialogic process, ABM has been able to encourage improvements in ECP's financial and reporting systems (funding the computerisation of the finance system for example). Monitoring and evaluation systems have also been enhanced, enabling information to flow outwards for reporting purposes, and also to remain within the organisation for planning and learning.

ABM have a small team that support the ECP program, but often engages volunteers or students as well (for example, a volunteer couple have committed 3 months a year over ten years, and a volunteer PhD candidate helped ECP develop processes for water safety assessment). Board members have also made informative ad hoc visits to the program³⁹.

³⁸ Philippines MDG report 2007

³⁹ One of these resulted in the computerisation of the finance systems for example.

ECP has developed a systematic training program for its staff. For example, last year 15 new community development workers (CDWs)⁴⁰ were taken on, so ECP commissioned the University of Philippines Social Science section to develop a training program including social techniques and M&E. Staff have been trained in SPSS packages, and also have skills in carrying out baseline studies. Some of the officers have come with technical skills (engineers, architects) which are shared across the dioceses when required.

Staff maintain good links with the LGU departments to ensure consistency with government standards on water. There is no other technical quality framework used (e.g. ECP staff were unfamiliar with SPHERE standards).

The capacity of both partners is graded **satisfactory**.

2. Strategies for ensuring quality partnerships

The partnership appears effective, and has been ongoing since 1994. The quality and type of relationship and roles and expectations are outlined in a five-year partnership⁴¹ agreement, with components focusing on capacity building requirements. Commitments are reviewed at the annual joint meetings. The 2002 agreement outlined the areas to be addressed:

- Program coordination and integration
- Financial systems
- Needs analysis and baseline data gathering
- Evaluation methodologies and effectiveness assessment
- Cross-cutting issues (especially gender and environment).

The tone of the relationship appears to be one of genuine partnership and equality, mediated through their membership and commitment within the Anglican Communion: as ABM said “We are they and they are us”. In 2007 ABM invited ECP to carry out a reciprocal capacity assessment in Australia, and ABM has considered appointing an ECP member to their board’s development committee. Recently ECP hosted a ‘donors’ meeting in Manila, where ABM was represented along with others (e.g. ECUSA). The support is also not only monetary – ABM board members make visits to support areas of program management, and ABM has sent PhD students and long-term volunteers to work with ECP. ABM also has the capacity to enable ECP to visit other programs in the region (Pacific).

There is a solid process of dialogue between the two organisations, at a strategic as well as an operational level, which is followed up by project manager’s visits and reports. ECP, however, very much owns the development process and manages this through the inputs of locally based community development workers and officers, with consultation from ABM and other partners. For example, one of the key lessons from a previous evaluation (funded by ABM) was the need for a more grounded, holistic approach, and ECP is now moving towards testing a longer-term engagement with communities, over 5-7 years.

ABM does liaise with other Australian NGOs through ACFID networks for capacity building training, and for advocacy purposes, but it was not clear how ECP does this within the Philippines – as mentioned below this could be productive.

This is considered **good practice** in terms of the commitment between the two agencies.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

Both agencies have a good understanding of the issues in the Philippines in indigenous and remote areas in particular, due to their long-standing partnership on community-based development programs. The main focus of the water and sanitation projects appears to be

⁴⁰ The CDWs are based at diocese level, supported by a project officer. There is also a team at the national office in Manila that supports the six diocesan teams, including the new research officer and two other support officers.

⁴¹ The current agreement was extended to six years, and is being reviewed this month (April 2008)

community organisation; in particular the mobilisation of indigenous structures, where they exist. This approach is based on a local understanding of indigenous people's needs and issues, and reflects the commitment of the church to a holistic approach to development – "reaching 'the spiritual, social and material needs of people'". ECP offices are located across the country, which may help to keep abreast of issues concerning the rights of indigenous peoples.

The individual projects are researched and developed together at local level by the community and the community development workers, with support from the local priest if s/he is available, which helps ensure commitment and local relevance.

ECP is committed to running project activities through indigenous structures and processes where possible (such as the *Dap-ay*, a form of local self-government). ECP does not commit to any project until the community formally approaches them and can demonstrate some progress with community mobilisation. Confirmation of the needs of the community is carried out through a PRA process with the community members, but only after they have been able to demonstrate some kind of community commitment. A standard baseline survey tool has recently been developed for use across all ECP projects.

The agreement to work with the village may take several years to develop, during which ECP and the locally based priest visit and observe villages until the community is ready to engage. At this point a MOA is established to specify responsibilities of all partners (ECP, the Tribal Association, the beneficiary committees, and the Barangay). There is therefore little input at the design stage from ABM; however the evaluation team felt that they are sufficiently involved in the monitoring during the two years to engage them in quality and relevance issues (they routinely look at and report against issues of design on each visit). ABM also proposed and supported the use of baseline studies which will be used for the ex-post evaluation and could contribute to the collection of better impact data.

Changes in the development context are monitored at several levels: through the community committees (water groups), the local priest, by local development workers, through ECP's own monthly monitoring processes, and through the diocese/head office management line. The ECP teams discuss issues on a six-monthly basis, recorded in Accomplishment Reports. The community and team also dialogue with local Barangay departments to engage them in any way possible (for example in Batong Lusong, the Barangay have put in a 'farm to market' road, which has also helped the installation of the water tanks).

It was felt that this was **satisfactory**, mainly because of the ongoing location of the team in the area, and through the commitment to work within and support indigenous structures.

4. Adequacy of design process

As discussed above, the project design process is conducted hand in hand with the community, who play a key role in identifying need and possible solutions. This is done through a process of PRA-type assessment through the Tribal Associations. ECP's technically-focused staff (engineers and architects) then support the community to develop solutions that are appropriate according to geographic and social context. The focus is equally on community development processes and structures as much as the technical solution, in fact staff felt that "community organizing....is integral in the whole project cycle and crucial for the continuing process and operation of the project".

ECP loosely use the older AusAID proposal format to ensure that issues of gender, environment and risk are considered. Risk is currently assessed in the following areas: physical and manmade calamities, management, and social. A water safety plan looks at areas of risk in terms of water contamination, and is accompanied by strategies to address them (this was developed by an ABM volunteer). The area of risk management has recently received more attention by ABM and a more sophisticated approach is currently being developed.

It was not clear to the evaluation team what process the teams now use for analysis of the environmental impact of water projects beyond AusAID's former environmental markers checklist. Awareness-raising of issues of watershed management amongst the committee members is carried out at an early stage, but the community training is done at the end of the

project (year two), which was questioned by the evaluation team. This process could be more clearly documented to ensure that training is done when relevant.

Gender training is integrated into the community program in year two⁴², and staff are also trained in crosscutting issues. As above, it was not clear why this was done so late, given the need for gender issues to be considered early on in project design⁴³. Gender is therefore included as an element to be considered, but the evaluation felt there was a risk of tokenism. For example, there was no real analysis of the differential needs and roles of men and women in the village, except the usual 'women collect the water' and therefore benefit from the project. Many of the discussions around project issues appeared to be more technically focused than social in content. However, a number of women were included in the project committees and younger ones in particular were able to be fairly vocal in interviews. The evaluation team felt that ECP may benefit from developing a more nuanced appreciation for what the issues really are for indigenous women; particularly for long-term, socioeconomic impact.

In terms of HR and staffing, ECP have begun to consciously integrate women into their development program - five of the community development workers are now women - and have moved to include more female staff members (there are also two female project officers in the national office and one female research and documentation officer). Thus while there are still inherent imbalances, the situation has been identified by the ECP as one area in need of redress and the move to incorporate more female staff members should eventually see greater numbers of women in senior positions within the development program⁴⁴.

ECP appears to be flexible and willing to incorporate lessons from earlier work into the design process. For example, recommendations from the 2006 (ABM-funded) evaluation have been incorporated into plans for a longer, more integrated program. Staff are also discussing issues of viability of financial sustainability for maintenance of water systems. ECP has also incorporated the process of baseline studies into their work ("it seemed hard at first, but we have now come to understand it"). ABM follows up issues of design during monitoring visits – for example, there is a checklist for gender, environment, risk and sustainability issues. ABM therefore can have inputs at these later stages in terms of quality improvements but is not so involved in design itself.

A possible risk inherent in ECP's approach is that it is dependent on the local church's involvement in identifying target villages (a 'gatekeeper' role). Communities that may be in need and ready for engagement could be left out if the local priest is disinterested in development activities. However, this risk is mitigated by the fact that the church is located in the target areas on a long-term basis, as are the development workers who visit villages where no priest is active. There is also possibly some dependence on the motivation of the community leaders when they are well educated and motivated, however in both the villages visited there were a number of other articulate committee members and leaders.

The design process was felt to be **satisfactory**.

5. Standard of funding proposal or activity design

Individual project proposals are developed by the ECP team at diocese level, loosely based on the old ANCP format. A number of proposals are then incorporated into the overall ANCP water and sanitation program. As the projects cover two years, half the projects may be in year one and half in year two. The ANCP ADPlan is therefore somewhat simplified and generalised, and progress is difficult to assess at project level except in output terms. That said the specific project proposals are satisfactory. However, when there are two discrete outcomes combined (such as the deep well and the tramline in Englandad) the coherence of the lifeframe is eroded.

The two proposals (Englandad and Batong Lusong) are not the same, but the format in both does consider issues of input and resources, tasks/responsibilities, gender, environment and

⁴² The team viewed the gender training activity at Batong Lusong

⁴³ NB: the evaluation team wondered how effective it was, having an older male municipal officer standing up in front of a village group of mainly women and children.

⁴⁴ NB, the ECP as a church does have women priests and is thus open to issues of gender equality.

risk. It is noted that the overall design of the projects focuses not only on technical solutions, but also on community capacity to organise, environmental issues, and improving health and sanitation. However, the evaluation did feel that there were some gaps in terms of the analysis for gender in particular. Risks are outlined for project management, and for water quality itself (water safety plan). Given this complexity, it might benefit ECP staff to have some additional training in project logic, if they are to develop substantial five year plans.

Budgets appear in line with previous projects – the majority of the costs are in year one for materials. ECP supports additional costs in terms of ongoing church support (for example in the current projects only the first two years of the project are funded, not the follow up), but this contribution will be acknowledged in the development of more holistic plans in the future.

The villages are selected in terms of remoteness and need within the six dioceses mainly in areas with indigenous peoples (Central and North Philippines, Northern Luzon, Santiago, Baguio, and Cotabato/Mindanao). The evaluation team verified that that the LGU had been approached by community representatives first before seeking the support of ECP.

In terms of beneficiary definition, this is merely left at ‘all members of the community’. There is flexibility in this in that the projects are able to include additional members (e.g. in Batong Lusong, a number of other families along the pipeline were allowed into the project, and the estimations also assume community growth). However it was not clear how ECP ensures that all members benefit equally. For example, in Batong Lusong, there are just tapstands, not household taps which is meant to ensure that the community ‘own’ the process of building the pipes. However, the process for achieving this, or ensuring the order of installation, was not clear, and will take place after the project is ‘handed over’.

M&E arrangements are not clearly articulated in the proposals, although ECP and ABM have a long-term mutual understanding of process and this has recently been a focus of ABM’s capacity building⁴⁵. Thematic evaluations are carried out every few years to contribute to learning, and an ex-post evaluation is planned to follow each project, based on already implemented baseline studies.

Sustainability is outlined in the proposals, the key criteria for project sustainability being:

- a) financial contributions
- b) willingness of beneficiaries
- c) cooperation among beneficiaries and
- d) willingness of leaders.

However, it was noted by staff and the 2006 evaluation that the success of financial sustainability of the project is always a challenge. Sufficient funds (at least for maintenance, let alone disasters) depends on the extent to which the community is able to generate fees, and this is rarely possible. Most communities have established links with local government or private players (in one previous case a cooperative was set up). In addition to awareness raising and orientation on the project, committee members are therefore given training in leadership, project management and sustainability issues. Strategies to ensure success in this could however be articulated more clearly in the new five year proposals.

Overall, however, the proposals and activities are **satisfactory**.

Recommendations:

- ECP diocese level workers receive training in proposal logic and use of logframes
- ECP improve the process of analysis of gender equality issues in the project design process, particularly if there is to be increased focus on socioeconomic outcomes.
- ABM and ECP focus on development of M&E plans for their programs, outlining overall expectations and processes at all levels, in particular for the new 5 year programs.
- The process of ensuring sustainability is clarified in proposals, along with articulation of community level strategies .

⁴⁵ And the commitment by both agencies to appoint officers in the areas of quality and effectiveness/research and learning.

C. Activity Implementation

6 Efficiency of activity implementation

The project implementation for both projects (Englandad and Batong Lusong) was rated **satisfactory**. Englandad is in the first year of its deep well project, and Batong Lusong the second year of its gravity-fed system. Both teams reported that progress was mostly on time and this was monitored by ABM in January 2008. The budgets also appear to be on track, and appropriate for the type of project, given prior experience.

Englandad is currently waiting on the external drilling team to complete activities, and thus the committee is delaying procurement of materials for pipe laying in case water is not forthcoming. The well is also based on the land of the Barangay captain, and located quite close to the beneficiary houses, so they can assess progress. Committees have been selected and set up (program management, finance, meter readers, maintenance, security, operators, and educators). The project management committee has 11 representatives, three of which are women. The next activity is therefore laying the pipes, and the committee were sure that it would be done during the dry season; "All will get done, rain or shine".

Batong Lusong is in the second year of the project, and has laid 7km of gravity-fed piping to a water source up the valley, with five tanks along the route. This has involved significant community labour, and villagers are already able to benefit from the water flow. Committees have been set up, and only one more community training session remains. The committee still has to mobilise the community to plant trees at the water source. ECP negotiated with the village for more efficiency in terms of materials – for example, recommending higher quality government standard HDPE pipe, not steel; and reducing the number of tanks. However, the budget was then expanded by the addition of more households discovered to be located along the route.

There are a number of performance issues still to be addressed: the community have encountered some problems with the pipes because they weren't buried and some households divert water to irrigate their farms. There also seems to be some debate over water supply capacity; during the day villagers felt that demand currently exceeds supply, but yet at night there is excess (and some plans to bottle and sell it!) Taps have not yet been put into houses as this is being left up to the community to decide who and where. There are some risks in that the committee hasn't yet started to collect user fees although water is already flowing. This was said to be because the project wasn't yet handed over, but the team felt it could result in problems with dependence and ownership, perhaps dragging out the handover itself. Obviously there are still some issues to be resolved over water provision and demand that will test the committee's awareness of socioeconomic issues and management skills.

Overall it was felt that the activities were **satisfactory** in terms of efficiency.

7 NGO capacity for learning and continuous improvement

ABM and ECP both demonstrate willingness and a genuine commitment to learn and improve their practice. The ECP framework for program assessment includes criteria of: efficiency, effectiveness, community participation, general relevance, and sustainability. They have jointly identified a number of areas for improvement and have strategies to tackle these. For example, the 2002 country agreement identified evaluation methodologies and effectiveness assessment, and implemented through internal training on evaluation and in particular on development of baseline studies. ECP has just appointed a research officer at diocesan level, who was carrying out a mapping study during our visit. Staff are being encouraged to 'add some colour' to reports, so that they don't just become technical and dull and stories and pictures from village experience being collected. ABM has also just appointed an officer with responsibility for quality and effectiveness.

Regular meetings are held between the partners, to discuss issues from project to organisational level, and these are attended by staff from diocese level upwards. As mentioned earlier, ECP carried out a reciprocal capacity assessment of ABM in 2007, which was a useful element of the partnership process. Joint program evaluations are also carried

out every two years or so (funded by ANCP). The first was carried out in 1998, with some trepidation, but interesting findings emerged – in fact what was considered a bad project was actually found to be good practice”. The water evaluation in 2006 was the first sectoral review of its kind, and two more (gender, and agriculture) are planned. It is clear that many recommendations from the evaluation have been taken into account, in particular the decision to extend the projects to a 5-7 year model with a more holistic approach. “The problem is that small-scale projects may benefit some individuals, but in terms of substantial improvement for people in general there is much to be done”.

At village level, there is also encouragement of local problem solving and ownership. There is some exchange between villages for learning purposes, and some focus on awareness of wider issues (such as land tenure and indigenous people’s rights), although this could be strengthened. Issues of risk are discussed with committees, so that communities start to deal with maintenance problems themselves.

The review team felt that ECP would benefit from developing a M&E framework to articulate and systematise the various approaches that were already being taken, and ensure that appropriate indicators of progress were being developed to measure impact. This will also be important for projects with a longer timeframe and more social outcomes. Given the central emphasis of projects on building community organisation and collaborative problem solving capacity, it would also be valuable to develop tools to identify emerging changes in the capacity of selected community organisations.

Overall, the systems and approaches taken by the partnership are highly commendable, and it appears as if steps are being taken to develop an approach to learning and accountability that will be good practice. Currently it would rank as **satisfactory**, but the team felt that there were many elements being put into place, which would bear fruit in a number of years.

Recommendation:

ECP and ABM formally document the M&E framework for the program including lessons learnt about the evaluation of social and community organisational empowerment. This thinking could be enriched by dialogue with other NGOs that have already implemented such processes, and would also be of possible benefit to other ABM partners and countries.

8 Effectiveness of development intervention

The two projects evaluated are at different stages in their development, so they should be considered separately. The first, Englandad, is only in year one, and has not yet tapped the water source. It also has a riskier technical solution that has been used in only three other ECP sites. It is difficult to judge effectiveness in the area of community capacity in year one, except that given the proven model of mobilisation, the stepping stones to success appear to be satisfactorily in place. The community appears enthusiastic and keen to be involved, but as yet, understandably reluctant to proceed until they see water.

A number of women already participate in the committees (as treasurer, secretary), and some of the younger women were able to speak out confidently about their roles and perceived benefits of the project. They envisage that the production of domestic water and increased access to markets from the tramline (year two) will be able to reduce many problems in their village, in particular labour for women and children in carrying water, waterborne diseases, expenditure on purchased water, and low income from produce. It was not clear how and if the project would really benefit the school and public toilets, as this did not yet seem clearly planned for (the school actually has its own water source). The evaluation team was also not clear how the tramline would benefit all the village, but this is a future ‘sub-project’.

Batong Lusong is already in the second year of the project although it started late as a replacement for another village that pulled out. The water is flowing to tapstands and there is already evidence of benefits. Village members reported that they were able to save time in water gathering, access clean water that didn’t need to be boiled, and take baths more frequently. One man used to carry a 24 litre drum on his shoulders up to a water source every few days to get water for his family of ten. Another family with five children were able to bathe

daily at home rather than going to the river; the mother previously spent up to an hour a day carrying water up from the creek. Another man confessed it was very nice to be able to take a refreshing bath from the excess water at tanks when working in the field!

Children's health was also reportedly improved, with less stomach illnesses and fewer trips to hospital. Excess water in the tanks could be used on the fields. The committee members appeared to be confident and articulate, in particular the tribal chief who was visionary in terms of economic and social possibilities. Members have also gained skills in technical ability (e.g. masonry and pipe maintenance). In terms of changes in gender equality, women appear to be playing significant roles in committees, and water provision is reducing the time required for collecting water. However comprehensive documentation on this is lacking.

In both projects livelihoods will be affected by the participation required for the early stages of the project (mobilisation of committees, digging of pipes and building tanks). However this is agreed to up front through an MOA with ECP, where expectations and roles are discussed in light of the future benefits. The committee felt that a gravity-fed system was good for them because they didn't need to pay for a generator or pump and it would save people money.

The success of the water component can be seen to some extent already, and be guessed at by the ongoing viability of the previous 49 ECP water projects (Evaluation 2006). Wider poverty reduction and changes in gender equity will, however, be dependent on diverse aspects of community mobilisation and committee functioning over time. At this stage it is not really possible to assess the degree of socioeconomic benefits for the community, for example. This is always a challenge for direct water provision projects, as multidimensional poverty reduction is not only linked to water provision, but dependent on a range of indirect factors such as capacity. It may be possible to explore this through the modality of the five-year project where there is a greater focus on community development processes.

In terms of measuring community empowerment, it might be useful for ECP to develop a model for stages of expected development of community associations. There are many such available in the NGO sector. Problem-solving and motivating members could be steps in this progression, or changes in roles and responsibilities for women in the community.

Recommendation:

That ECP consider developing a framework for assessing community capacity, to enhance the quality of capacity development in community organisations

Overall, the effectiveness of the partnership in this project was rated **satisfactory**.

9 Strategies for sustainability

ECP's model could be seen as one of community capacity to manage development problems at local level, with water and sanitation as the functional activity. Six elements of the program are seen as being significant factors for success or risk⁴⁶, namely: technical issues, social factors, financial elements, the natural environment, gender equity and empowerment, and institutional arrangements. Sustainability is one of the key elements that has to be considered in both project design and assessment.

The technical solution is important, but is fully dependent on the commitment of the community. It is therefore developed in consultation with the community, and adjusted as required according to the situation. In terms of socio-cultural aspects, the model of community organisation is based on or around local tribal structures that will endure – elders are consulted and represented in committees. The community has to approach ECP, and demonstrate that they are ready to mobilise themselves before ECP will engage, or develop an MOU. This also includes the Barangay, to ensure that all stakeholders are represented.

It is clear that communities are very engaged with the process at the beginning, before water is received. However, it was also noted that there are issues that may emerge that require the committees to exercise a great deal of tact and strength in terms of community motivation and

⁴⁶ Evaluation, 2006

mobilisation to ensure that solutions are found to maintaining the water source. There will also be fresh challenges if more economic projects are undertaken that do not involve the whole village (e.g. the tramline), or if different power bases have different perceived needs (e.g. use of water for domestic or agricultural use). It was felt to be important to continue to strengthen the leadership and advocacy skills of the committees to deal with these issues as they arise.

Environmental issues are considered within the program, and the need for water ownership and cleanliness is reinforced. For example, Batang Lusong is putting in a reforestation system, and has gained legal ownership of the source lands; Englandad with a deep well system has fewer environmental concerns, as the well is on private land, but may have issues of dropping water table.

Gender equity is discussed and considered to some extent, with women being actively involved on committees, and young women as well. The committees and leaders may be aware of the need for women's rights and equity (for example the chief of Batang Lusong). The evaluation felt that issues of gender could be more clearly analysed articulated in project documentation if it is to be adequately in future monitoring processes.

The financial elements and the institutional arrangements are potentially more difficult to achieve, as highlighted in the 2006 evaluation. Financial sustainability is a difficult aspect for communities to accept, given that water has been mainly free or only labour intensive. There is a feeling of trust and reliance on the church, that they will provide in cases of emergency (and often they do).⁴⁷ A number of previous projects have been able to establish a cooperative system or a viable fee-paying system or been able to establish links with the local Barangay, who have agreed to support the village in cases of extreme emergency. It was not clear what the plans were in these two villages, or what strategies ECP had developed overall for its raft of water projects.

It was also not clear at what stage, or how, ECP would 'phase out' its projects. This can be related to the development office's existence within a church with an evangelical and support structure that will continue and probably grow in the area. There will therefore always be links with ECP, and the community therefore trusts there will probably be opportunities for further support. However, given the size of need, the evaluation felt it is still important for communities to try to develop more locally based institutional support mechanisms, and for this to be clearly discussed during the project.

The program's approach to sustainability was felt to be solid and coherent, and therefore **satisfactory** although there were certain elements that needed to continue to be strengthened.

Recommendations:

- That ECP continue to clarify its approaches to sustainability with communities, and continue to encourage them to develop a more sustainable basis for future development, both financial and institutional
- That through the new five-year programs ECP continues to increase focus on issues of capacity of community organisations in areas of leadership, community advocacy and networking for community rights, to skill them for future development plans

⁴⁷ ECP admitted that they were considering setting up an emergency fund to help out villages where as natural disasters struck, but this could be of limited use with increasing demand.

Overall Project Quality Rating: S**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators 1. ANGO capacity to deliver development response. 2. Strategies for ensuring quality partnerships.	S GP	Indicators 3. Appropriateness of analysis of geo-political context and complexities 4. Adequacy of design process. 5. Standard of funding proposal or activity design.	S S S	Indicators 6. Efficiency of activity implementation. 7. NGO capacity for learning and continuous improvement. 8. Effectiveness of development intervention. 9. Strategies for sustainability.	S S S S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX B: CBM-NORFIL

ANGO	CBM Australia
Implementing Partner(s)	Norfil Inc.
INGO	CBM International
Program Title	Batangas CBR (Community Based Rehabilitation)
Budget – AusAID /ANGO	\$54,092 / \$29,126
Beneficiary Target	Disadvantaged children and youth with disabilities
Major Development Objective	To ensure that children and young people with disabilities in the target region have equal opportunities in community life through access to health, education and rehabilitation services within their communities.

Background:

The organisations

CBM is a Christian international development organisation, formed in Germany 1908. Until 2008, CBM was known as Christian Blind Mission International. It has 900 partners and works in 113 countries through twelve regional offices. There are eleven funding members, of which CBM Australia (CBMA) is one. CBMA currently supports six projects in the Philippines; four of which focus on Community Based Rehabilitation (CBR). In 2007 CBM launched a new strategic direction (Vision 2010), which focused the organisation's work more on developmental outcomes while still aiming to "improve the quality of life for the world's poorest people with disabilities, and those at risk of disability, who live in the most disadvantaged societies"⁴⁸. To enable CBM to achieve this vision, the organisational goals are to increase revenue, to emphasise 'enablement' of partners to provide high quality services, and to develop international alliances and global programs. CBMA has funded the Philippines program since 2005, but CBM's South East Asia & Pacific Regional Office (SEAPRO) has provided oversight since 2003.

Norfil is a registered Philippine NGO that aims to be "a lead organisation in the care and rehabilitation of disabled, neglected and abandoned children through community and family based programs"⁴⁹. It implements models of CBR, preventive services, and family-focused alternative care. Norfil started in 1981 through the efforts of a Norwegian family, and was formalised in 1984. Norfil's community-based model challenges centre-based models of care for disabled persons, and focuses on the active involvement of family members and the wider community in the rehabilitation process. This is achieved through developing capacities of volunteers and staff at the local government level, and mobilising community volunteers and parents. Staff are multidisciplinary, and are trained in special education, social work, occupational therapy, and counselling. Two of Norfil's CBR projects are funded by CBM. One is based in Batangas (the subject of this evaluation) and the other in Cebu.

The context

Disability is over-represented amongst those in poverty, and moreover in countries such as the Philippines where income inequality is high⁵⁰. It is represented across the population, but found in greater numbers where services are inaccessible or unavailable, income and family support is reduced, and health status is low. Disability and poverty reinforce one another - intensifying marginalization and insecurity for people with disability (PwDs). PwDs are among the poorest of the poor; and the poorest of the poor are most at risk of becoming disabled. According to the UN, 10% of the world's population have a disability, with about 75% living in the developing world. With up to 50% of disabilities preventable and related to poverty, scaling-up prevention interventions must be a priority, in conjunction with treatment and rehabilitation. Enhancing the overall living standard of people living in poverty and improving general health services can play a major role in reducing disability incidence rates throughout the developing world.

⁴⁸ Vision 2010: <http://www.cbm.org/index.html>

⁴⁹ Vision: <http://www.norfil.com.ph/vmg.html>

⁵⁰ <http://www.usaid.gov/au/country/country.cfm?CountryID=31&Region=EastAsia>

CBR is a social strategy aiming for the full participation and inclusion of people with disabilities in the life of their communities. It involves the combined effort of all available medical, educational, social and vocational resources, working closely with people with disabilities and their families. There is a move away from direct service delivery alone to a 'twin-track approach' which includes a social model of disability, human rights, and inclusive practices. CBR focuses on integrating people with disabilities into their communities, supporting them to participate in all aspects of community life and overcome the stigma attached to individual disabilities⁵¹

Norfil's project applies the CBR model specifically to children and youth with disability, and their families. The program works on:

- Community Awareness – advocacy on disability prevention and early detection/identification
- Educational and Therapeutic inputs – such as special education, physical, occupational, speech and activity therapies, pre-vocational and vocational skills training counselling
- Social Services – assistance to families through home visitation, individual and group counselling, referrals, organizing work
- Diagnostic/Medical Assistance – provision of diagnostic evaluation/medical intervention, medication and technical aids
- Mainstreaming/Integration – the proper placement or integration of the disabled in regular schools.
- Human Resources/Organizational Development – capability building/training of beneficiaries, CBR implementers, partners and community; training and organizing/ creation of Parents Groups, and Committees for the Welfare of PWDs
- Resource and Rehabilitation Centre – strategically located venues for assessment, training, meeting toy/book library, counselling, information.

A. Organisational Analysis

1. NGO capacity to deliver development response

Both CBM and Norfil have established disability and development programs that demonstrate a commitment to CBR (CBR is a priority "one" for CBM in the Philippines). CBMA delegates administration of its projects to SEAPRO. CBMA currently funds five other ANCP projects in the Philippines, three of which involve CBR (one of which is the 'CBR Coordination Office'). The CBR model is based on recognised international standards (WHO is anticipating publishing guidelines later this year). CBM has also contributed to 'Vision 2020' – the international campaign for the elimination of avoidable blindness. The agency can clearly be seen to be moving from a more 'medical' and 'charity' model to a 'development' approach, working to improve policy and awareness internationally as well as building awareness and capacity at the local level, and uses a partnership focused model.

Norfil is well established in the disability sector and has proven its 'core' business over the last twenty-plus years in the Philippines. It has extended its approach from predominantly service delivery to one based on human rights and sustainability. CBR is the focus of two of its programs. The agency has a number of strategic links in the sector which enable it to be in touch with sectoral thinking and policy (such as the CBR coordination office and the National Council for Disability Affairs, the Committee for Welfare of Children with Disability, the Board of CODE NGO, and the Childcare Services Association). The project in Batangas builds on ten years' experience implementing CBR in Bulacan.

Both organisations appear to have strong management systems and procedures, and have clear policies and a framework of guidelines for their programs. CBM has recently developed a project cycle management (PCM) handbook (2007) which will be the basis for partner training this year. SEAPRO facilitates the relationship downwards through the use of a Partners Manual, but there is a separate MOU established between CBMA and Norfil, that outlines additional requirements for the ANCP. An internal agreement between CBMA and SEAPRO delineates their roles and responsibilities. CBMA acknowledges that M&E systems

⁵¹ A focus called 'Disability and Development', (D&D)

have been a weakness in the past, but anticipates improvements following from the rollout of the PCM training. Norfil has a comprehensive monitoring process from field level up to the national office which provides the basis for CBM's quarterly ANCP reporting. In 2006 there was an evaluation of the Batangas program that was carried out by SEAPRO and involved CBMA staff.

Norfil provides several opportunities for staff training, which has been necessary to ensure technical competency and because of past staff turnover. Current staff are skilled across a range of disciplines - workers are expected to have an understanding of specialisations such as occupational therapy (OT) and Special Education (SpED) as well as skills in training, community mobilisation and project management. Staff receive substantial initial training and then supplementary training every three months.

CBM's vertical structure comprising donor offices (such as Australia), regional offices (such as SEAPRO) and implementing partners (such as Norfil) is clear and defensible. It may provide particular benefits in working with multilateral agencies and lobbying within the sector and region. However, in the case of this ANCP project, the role of SEAPRO seemed ambiguous⁵². This may be a function of gaps in staffing⁵³ or technical capacity. Nevertheless, any technical weaknesses within the regional office have been compensated by the CBMA Program Officer who is a qualified Occupational Therapist. In this sense, CBMA seems to have played a more significant role than the vertical structure implies. The Norfil team found the technical input useful, although not necessary ("it has been helpful to have an outside view"). It may be important to analyse the capacity building needs in the future, if Norfil staff have different roles and responsibilities in a phase out model.

Norfil's focus on development and the social model appears to be well supported by CBMA, demonstrated by CBMA's strong advocacy role on disability and development in Australia (e.g. the foundation of the ADDC and the ACFID Working Group⁵⁴). CBMA has also been supportive in promoting strategies to solve staff turnover (scholarships, professionalising networks, AYAD inputs).

Overall, in light of the requirements of this ANCP project, the capacity of the development partnership between CBM and Norfil is considered **good practice**.

Recommendation

- that CBM and Norfil clarify the technical needs for project support and the relevant staffing structure to implement the phase out strategy and outline it in the risk analysis and capacity building plans for the project

2. Strategies for ensuring quality partnerships

CBM's objectives are to initiate and support medical, educational and rehabilitation programmes for people with disabilities in developing countries, but not to implement projects directly. Instead they support the work of partner agencies that can provide effective grassroots services where they are most needed (usually NGOs, but also government departments). A partnership agreement is established from the outset for a minimum of four years, "mostly more", and the Partners Manual outlines the key roles, responsibilities and expectations. "The concept of partnership is at the core of CBM policy...it fosters the development of local and national skills...and minimises dependence on foreign expertise and methods"⁵⁵. Networking is also seen as important; for example, a strategic planning workshop was held in 2004 for all CBM CBR partners to establish a plan up until 2010 to "extend community participation in Vision 2020 activities...focus on collaboration,

⁵² The evaluation team was advised that the regional office plays a key role in financial administration and partner networking, but technical aspects of projects (including design) and M&E functions seemed to receive little attention.

⁵³ A high proportion of SEAPRO staff have recently taken maternity leave.

⁵⁴ Australian Disability and Development Coalition, and ACFID Disability and Development Working Group

⁵⁵ SEAPRO Partners Manual

coordination and resource-sharing, local capacity building and promotion of alliances and networks". From this, CBR in the Philippines was identified as a "Priority 1" focus area.

Although at first Norfil saw the CBM relationship predominantly as a source of funding, they have more recently found greater value ("...CBM is the first donor to ask for a 'partnership... but it broadens the perspective"). The partnership is seen as strategic, in that both agencies are working towards common goals for change in the disability sector, and it is not seen as a donor-recipient project by either partner. Thus the decision of Norfil to add an additional phase-out project to improve the quality and sustainability of the Batangas work has been readily supported by CBM.

At local level, Norfil also promotes the concept of partnership through establishing MOUs with local government units and parents associations at the start of each project⁵⁶. Good links exist between Norfil and other NGOs on a mutually beneficial basis – Norfil uses this to advantage for its internal training (e.g. on mental health, database skills), as well as hosting exchange visits and taking part in peer assessments. CBM's project on CBR coordination also helps strengthen this sector NGO network in the Philippines, and CBMA sees itself in this as "one of the network of partners", not just a donor.

The design process for the project was led by Norfil, based on the ten-year experience in Bulacan. CBMA acknowledged that they had a limited role in the design because of the role of the regional office. Except for the current situation in which CBMA has been more involved in technical aspects, they see their role as strategic, promoting good practice approaches and organisational systems⁵⁷. This means that they tend to accept partners that are already proven and can bring about greater impact. However, it also means that CBM must ensure that its own capacity is sufficient to add value to partners in strategic areas.

The development partnership is assessed as **satisfactory**, but moving towards good practice. It should be possible to see more evidence of this after the phase-out stage of the project (2009-2014).

Recommendations

That CBMA are clear about Norfil's specific strengths in this developing partnership, their own role and that of the Regional Office, in particular CBM's ability to support Norfil in strategic issues of sustainability, growth and impact in the future.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

Both organisations are specialists in a niche area. They are aligned with current thinking and models in the sector. CBM has exerted influence on WHO and other member networks (e.g. the International Disability and Development Consortium; GPDD (the Global Partnership for Disability and Development) - a World Bank initiative; and the Disability Inclusive PRSP Project - a study by the World Bank) as well as in Australia⁵⁸. Similarly, Norfil is positioned within the disabilities sector in the Philippines which already has a plan of Action for Disabled Persons (PPDAP), and a national Magna Carta for Disabled Persons which calls for CBR – "rehabilitation services and benefits shall be expanded beyond the traditional urban-based centres to community-based programs"⁵⁹.

As disability is a nationwide issue, Norfil selects project locations on the basis of the agency's ability to service the projects. It also considers apparent need in a number of areas, to ensure a detailed picture of the situation. Key elements in the selection of the target area include: the prevalence and incidence of disability, number of available rehabilitation interventions, services, facilities and resources, and the number of children/persons with disability able to access rehabilitation and educational services. Other important issues are the awareness of

⁵⁶ This was recently demonstrated through a stakeholders forum where all partners in the six stronger municipalities defined their commitment to the project's next phase.

⁵⁷ Such as upcoming training in PCM, and evaluation techniques.

⁵⁸ For example, the ADDC and ACFID DDWG

⁵⁹ http://www.senate.gov.ph/lis/committee_rpt.aspx?congress=13&q=230

families and the community about prevention, early detection and rehabilitation of disability, extent of misconceptions about disability, level of community concern, need for capability building of the family, community and local leaders and volunteers for the implementation and sustenance of CBR services and lack of sustainable and viable community structures to ensure services for PWDs.

CBM's regional office and international representation, and Norfil's long-term involvement in the sector in the Philippines, ensure that they are up to date with national and regional changes and issues that could affect the program. Norfil has developed networks at the local level in recognition of the fact that disability crosses across many government departments⁶⁰. Norfil's work focuses on capacity building of LGU staff, which also ensures that the organisation keeps abreast of changes at the local governmental level through their local networks. Their parallel work on advocacy and awareness-raising is necessary to avert blocks at this level. The fact that the key stakeholders (volunteers and LGU staff, as well as the members of the parents association, AKAPKIN Batangan) are locally based and in the main will remain in the area, is seen as a strength.

The evaluation team formed the view that there were strong mechanisms in place to ensure that the project was responsive to issues in the macro context⁶¹, but was less confident about the more challenging micro factors such as the developing capacity and motivation of the parents associations and the government partners. Arguably, these factors will influence the ultimate success of the project. The next phase of the project will therefore be critical for establishing a province-wide engagement in partnership with the LGU.

Overall, context analysis is considered **satisfactory**.

4. Adequacy of design process

Norfil is the clear owner of the program design. It originally identified that there was no existing CBR program in the province of Batangas and there were limited programs and services for PWDs. Furthermore, there was a high incidence of malnutrition which is one major cause of disability. Norfil also selected Batangas because it was able to be supported from the organisation's headquarters in Manila and because there was a baseline capacity and willingness among local partners.

The detailed proposals by Norfil demonstrate good understanding of need, informed by household surveys conducted by the trained local government volunteers. This survey data was then validated in parental interviews, through ear screenings at school, well-baby clinics and by annual registration of PWDs at the municipal health office. The participatory process continues in that the 'researchers' are local volunteers, and some from beneficiary families, so most will remain involved through and beyond the project's life. The involvement and ownership by all participants is understood by Norfil as integral to the project's viability, not just a token acknowledgement of participation.

The proposal analyses risk at a number of levels, focusing mainly on the capacity of volunteers and government staff to continue to support the work and the ability of the parents association (AKAPIN) to lobby and advocate for their children's rights. There are risks associated with governmental change, in particular when a new mayor is elected. These risks are mitigated through the focus on volunteer capacity development, and the MOUs and stakeholder engagement processes at municipal level. CBM did request Norfil to develop a child protection policy, and also communicates clearly codes of conduct on terrorism.

Gender does not receive great focus in the proposals, as disability is seen as crossing both sexes, however this was seen by the evaluation as a weakness in that gender differences do

⁶⁰For example, the project works with the Social Welfare and Development Offices, Department of Education, Department of Health, Department of Interior and Local Government, Department of Transportation and Communication, Technical Education and Skills Development Authority (TESDA), Department of Labor and Employment, and the Sub-Committee for the Welfare of PWDs)

⁶¹ E.g. working through local institutions and communities to validate and monitor changes.

clearly affect individuals, families and communities affected by disability in complex ways. Some men help their children with the exercises at home, but many do not (because they are working overseas, or long hours at work). The evaluation team was advised that many fathers are involved in their children's rehabilitation to some extent, and men are included in the parent interview process as a matter of course. Norfil is also trialing a set of focused courses specifically for males, siblings, and youth ("ERPAT, Paslin, Kapatin, and SAVES"). However, all thirteen members of the parent's association committee are currently women (as are the professional staff). The program is primarily supporting women inherently in that they are mostly the ones minding the children, and that does not often change. It was said that culture is a barrier to change, but this does not negate the fact that over 50% of the clients are male, and it is known that male role models are particularly important for youth. The evaluation therefore felt that it was important for Norfil to continue to explore innovative ways to proactively involve fathers, perhaps also in lobbying and advocacy through the parents association. Gender is also an area CBM wishes to focus on more in the future ("it is understood well in terms of child protection, but not in programming").

The project fits well within ANCP guidelines as it is working with marginal groups, and the evaluation feels it is substantially contributing to the process of bringing them and their families out of poverty (within a broad view of poverty including capability, inequality, powerlessness, and vulnerability as well as material aspects).

CBM is in the early phases of supporting a more developmental model of programming, and is still building up its capacity in this area. As discussed above, it has not had much technical input into the design process with Norfil, although staff envisage greater involvement in later stages such as the proposed phase out project. At present the main synergies provided are through the other CBR projects and the CBR coordination office project in Manila, not through the Regional Office. The planned PCM training should contribute towards increasing capacity in this area in both Norfil and CBM.

The team felt the design process is **satisfactory**, with some good practice elements.

Recommendation:

- Both CBM and Norfil should continue to develop skills in gender analysis, and to explore innovative ways to ensure that men as well as women are involved in the program albeit at different levels.

5. Standard of funding proposal or activity design

The project design is clear and logical, although complex. There are six main objectives, making the annual logframes detailed and long. However, the array of social and technical issues demands a holistic approach, and a complex design can be seen as necessary to achieve the higher order goal.

The program design emphasises concern for sustainability, expressed as local capacity to maintain initiatives (by parents and volunteers as well as local government staff). It is evident that the partners see the 'program' as a minimum five-year strategy – not merely a series of linked one-year ANCP activities.

The budget appears realistic given that the main activity is training for partners at a range of levels (village, local, municipal, provincial). CBM and Norfil discussed this earlier on, and Norfil were very clear on the importance of the need for a training budget as "that is what the program is about".

Beneficiaries are clearly identified through the household surveys and the use of local volunteers; to some extent they are self-selecting, but there is opportunity for families to join the program later "when they can see the changes in other's lives". There is also a range of other checking mechanisms (annual registration at the health centres for example) to ensure

that beneficiaries don't fall through gaps. The program also defines disability more sensitively than previous government projects did⁶².

Detail about the M&E arrangements is presented in the proposal, although only in logframe format. The proposal was developed over five years ago, and the project team has developed stronger skills since that time that are not represented in the project documents. Nevertheless, the evaluation team felt the M&E work could be strengthened by compiling an overall M&E framework and plan to pull the processes together (see Section 7), and the upcoming PCM training may assist this.

The proposal itself is regarded as **satisfactory** in its current form, and will probably be strengthened through ongoing training and development in the new phase.

Recommendations:

- that Norfil develop a documented M&E plan as part of their program design so they can more easily track changes and outcomes, and also share their model, approaches and systems with others

C. Activity Implementation

6. Efficiency of activity implementation

The project activities are tracking slightly ahead of time, and reading from last year's reports (year 4) will reach more than the expected participants in rehabilitation services and double the number of community volunteers. By 2006/7, it had reached nearly 1800 children - 1508 current and 283 new clients were accessing rehabilitative services and over 500 young people had received skills training; 35 parents had been trained as counsellors and nearly 400 parents overall, and more than 75 community volunteers and coordinators were trained. The program is therefore on track to overachieve on most of the activities by the project end.

Budget cuts proposed by CBM several years ago were accommodated by adjusting the project so that training could be implemented as planned. There has been high staff turnover in the past, but in the last two years this has stabilised. Staff interviewed felt that there is greater commitment now that the community model has been proven. Norfil implement a salary review every few years, and although not able to meet government salaries, feel they offer other benefits (overseas training, career progression, variety and challenge in the job).

The 2006 evaluation assessed that the "quality of the CBR work is generally good, and solid progress and growth were evident in all clients visited at home". Although up to two years ago the evaluation felt that there was still some "bias towards a medical model of disability and not enough work done on promotion of inclusion and participation", the current evaluation felt that Norfil and CBM were starting to address this. This is demonstrated in particular through work on ensuring access to schools and services, and the decision to develop a phase out strategy that would continue to support the municipalities and parents association on a supportive level, to ensure sustainability. However this is still something to monitor, given the changing roles of staff, and care should be taken that the team does not spread itself too widely and thin (for example in trying to reach more remote municipalities, or in moving beyond staff skill areas).

This indicator was rated **good practice**, particularly in terms of reach of the model.

Recommendation

⁶² Some children that were called disabled are technically not, and require other service inputs, for example.

That Norfil consider carefully the needs for staff support for the phase-out strategy, in particular in terms of not trying to overreach itself (for example considering what new areas of skill may be required, and how to best support the current and ongoing municipalities/cities to reach self-sufficiency).

7. (A) NGO capacity for learning and continuous improvement

In terms of M&E practice, Norfil have a detailed program of activities. Children's records are kept by the mothers and volunteers in logbooks, and then are discussed at weekly meetings; the information is fed upwards at monthly staff meetings and discussed, and reviewed on an annual basis. The work is all measured against the initial proposal's input and output indicators. The progress of capacity building is also reportedly measured in terms of 'steps' which enables the team to assess change (although this was not explored in depth by the evaluation). From this Norfil was able to assess that six municipalities are able to self-manage the project, and this led to the recent stakeholder forum and planning for phase out.

Reports are collected monthly and sent to CBM on a three monthly basis (although ANCP only requires six monthly). CBMA carries out annual monitoring visits and reviews and support visits are planned through SEAPRO. In CBM, there is now an acknowledged commitment to systems of learning and development, with increased focus on M&E and PCM. There are a number of elements of this already in place, with clarification of roles and increase in staffing at both regional and member offices underway, large-scale thematic evaluations being planned, a partnership with Melbourne University for research on D&D and frequent attendance at a range of learning events in Australia (ACFID, WVA effectiveness conferences).

Norfil demonstrates a strong commitment to learning cycles, particularly in the way that the Batangas model has emerged from lessons drawn from the Bulacan experience. This was primarily a 'centre-based' model, where volunteers were not engaged until part way through, and so the decision was made to identify volunteers and local government support up front, to ensure sustainability. Norfil also demonstrates ongoing learning cycles, through their annual review processes, and through this process have been able to justify a four-year 'phase-out strategy', where their role will change but they will still maintain some inputs. Norfil feel they have a good internal peer evaluation structure that critiques their work and adds to their learning in addition to what they gain from external evaluations.

As mentioned above, Norfil shows a very good awareness of the challenges and approaches of the 'CBR model', in particular gained through analysis of past experience. They are also prepared to trial a phase out project mainly for sustainability reasons, and are aware that this will mean more careful thought about their roles and responsibilities. The review felt that Norfil could still benefit from documentation of these processes through a detailed M&E plan, thereby enabling it to ensure validation of overall objectives and goals of sustainability⁶³.

Recommendations

- The particularly effective process model of change should be documented and findings synthesised as a good practice case study for PCM to share among partners⁶⁴.
- That both Norfil and CBM develop their current processes into a formalised M&E framework, with a continued focus on impact measurement.

Although the work by Norfil is felt to be good practice, given the current developments in CBM and the need for a more coordinated project M&E plan, this would be rated as **satisfactory** at present.

⁶³ This would essentially involve documenting the actual arrangements in practice to help project staff to measure aspects of change by setting proxy or lead indicators for success, and also in risk assessment.

⁶⁴ This is reported to be in process. NORFIL has been nominated as one of the "best practice" partners for a CBM case study on lessons learned. Findings will be used for internal and external purposes. NORFIL has also participated in providing case studies for an International Occupational Therapy text book.

8. Effectiveness of development intervention

Norfil has clearly contributed to changing community perceptions of disability as well as supporting the needs and rights of children with disabilities. Parents have become more aware of the potential of their children, and they can see changes in their abilities and development. "Before I was ashamed... now I am proud to go out with her.... ". They have also benefited from the membership of the parents organisation, AKAPIN, , which not only enables them to participate more in awareness raising and lobbying for their children's rights, but also gives them a social support network and sense of pride⁶⁵. The project will have reached over 2000 families, and established a wide network of volunteer capacity and government support by the end of this fifth year.

However, the institutional goals of the project are complex, and process oriented (as demanded by Norfil's 'enablement approach'), and although well on the way to being achieved, will not be fully reached by the end of this year (2008). This was predicted at least two years ago in the 2006 evaluation report, and was seen as realistic in terms of expectations of local capacity. Norfil is therefore planning a phasing out period of 'technical support' to encourage stronger ownership by the LGUs and AKAPIN . Inputs will focus on

- consolidating links within the local community, working towards the long-term sustainability and ownership of the program.
- implementing capacity building activities with students, parents and community volunteers
- ensuring community volunteers work with children and youth with disabilities to improve rehabilitation and independence
- creating networks in the community for families of children with disabilities.

It is difficult to assess changes in poverty levels, except if one takes a broad multidimensional perspective of poverty. Families reported that they felt the program had already brought about significant changes in social isolation, vulnerability, and opportunity. There were good examples of interconnection between parents in the community association, who were able now to visit and counsel other new parents. One mother "always used to cry", but now is able to leave the house, and is on the Parent's Association committee, for example. Economic changes were not as obvious, except that some parents could now leave their children to go to work.

In terms of gender equity, roles did not appear to have changed much – women still had the main responsibility for minding children with disability. Some fathers were reported helping with the rehabilitation exercises, and some had been on the Parents Committee. Women did talk however of how the social connections through the parents groups, and counselling and training helped them regain a strength of worth, and confidence. The lives of the families of children with disability are changed by the program in terms of time required to be involved doing the rehabilitation exercises, training, and at meetings. However the benefits were felt to be over and above the costs, in terms of changing their and their children's lives.

Norfil have recognised the importance of working with children up to eighteen (although in fact some are up to 25), but has now recognised there is a need to offer strategies for youth and young adults. They are exploring links with livelihoods training and with other groups that work with life skills for adults, and will continue to do this over the next phase.

This was considered **satisfactory**.

9. Strategies for sustainability

Norfil's model is based around the assumption of the need for sustainability, in that the program is community based and works with local government and private sector institutions to maintain the program in the future. This includes community group enablement, resource mobilisation, alliance development, inclusive and integrated approaches, advocacy for inclusion, as well as direct service delivery (used as a model for training). Greater sustainability of the project will be ensured by LGU workers and volunteers taking on disability

⁶⁵ There are 1800 parents linked through AKAPIN, and active committees at municipal and province level.

as an issue, and through the advocacy of the parents through AKAPIN. CBM's promotion of disability at national and international levels also contributes to this.

At the recent stakeholder forum some LGUs committed to more responsibility for the project, however there are still seen to be governmental budget short-falls and challenges to this model. Norfil as an organisation does fund its core costs and the ANCP match (it has a training centre and rents out space in some of its buildings), and is working on engaging sufficient interest from external supporters as well as LGUs in Batangas. CBM has also provided workshops for partners on fundraising which Norfil has attended, and Norfil is now implementing fundraising activities through the Parent's Association and LGUs. However, given the importance of local and governmental support for sustainability of the program in the longrun, the evaluation felt that CBM and Norfil should continue to monitor these issues.

The 2006 evaluation pointed out that the program needs to look at issues of continuity for youth, in that there need to be established links with programs for youth and adults, and with organisations that will work with adult PWDs. Although there are some activities for youth, this still appears to be an important component for sustainability.

The evaluation felt that the justification for the phase-out strategy is valid, given the ambitious reach of the program and Norfil's emphasis on sustainability. However it is not yet clear what is the future need for 'technical support' in practice, what this will imply for staff skills mix, and what strategies are required to ensure that the LGUs and volunteer groups are able to 'take on' the whole province. Care must be taken that the program does not continue to depend on Norfil. This must be carefully monitored by both Norfil and CBM. There is a need for a clearly thought-out strategy to ensure that the phase-out project does have an exit point, and that this is clearly communicated to the partners.

However the approach taken to sustainability in itself is felt to be solid, and exhibits **good practice**. The overall program model could become one to be shared across the NGO sector.

Recommendations:

- Norfil continues to develop its model for sustainability, in particular the strategies for ensuring institutional capacity through its phase out model and exit strategy
- CBM monitors sustainability issues, in particular supporting Norfil in addressing issues such as gaps in LGU budgets and fundraising

Overall Project Quality Rating: S**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators		Indicators		Indicators	
1. ANGO capacity to deliver development response.	GP	3. Appropriateness of analysis of geo-political context and complexities	S	6. Efficiency of activity implementation.	GP
2. Strategies for ensuring quality partnerships.	S	4. Adequacy of design process.	S	7. NGO capacity for learning and continuous improvement.	S
		5. Standard of funding proposal or activity design.	S	8. Effectiveness of development intervention.	S
				9. Strategies for sustainability.	GP

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX C: RELEDEV-FPTI

ANGO	Reledev Australia Limited
Implementing Partner(s)	Foundation for Professional Training Inc (FPTI)
INGO	N/A
Program Title	Access to economic means of development for women experiencing social exclusion
Budget – AusAID /ANGO	\$34,139 / \$12,880
Beneficiary Target	(2007/8) 92 young women from low-income families and their families will benefit from increase of skills, enabling them to gain employment and benefit economically. Indirectly the hotel and restaurant sector will gain skilled employees, and the training organisation increase its capacity to train underprivileged women.
Major Development Objective	To enable women from low-income families to access means of economic development (such as training, industry experience, and employment) and thereby contribute to alleviation of poverty and enhanced quality of life for them and their families through skills training

Background:

The organisations

Reledev is a registered Australian NGO, formed in 1984 and accredited as a base-level agency with AusAID in 2003. It received \$146,697 from AusAID for the ANCP program in 2007/8, which is being used to support four ANCP projects, all in the area of non-formal and technical vocational training. Reledev's mission is to support "relief, education and development, in Australia and abroad", with a focus on youth, women and marginalised groups. Reledev's approach in its education projects involves skills transfer through applying knowledge and experience from educational/vocational training in Australia to the particular aid context.

In 2005 Reledev started work in the Philippines with the Foundation for Professional Training Inc. (FPTI) through ANCP funding. FPTI's need was to strengthen their competency-based training (CBT)—now an institutional requirement of the Government of the Philippines (GoP). Reledev staff are skilled in this area, so the partnership with FPTI was timely and appropriate.

FPTI is a Philippine NGO registered with the Philippine Council for NGO Certification (2001) and the Securities and Exchange Commission (1982). It started in 1982 and in 1986 had funding from the EEC for construction of a school. It now runs five training centres around the Philippines with CBT courses certified by the Technical Education and Skills Development Authority (TESDA). FPTI's vision is that women can become agents of social transformation at all levels of society, if committed to service and holistic human development. They see themselves as pro-poor, pro women's development, and also supporting an entrepreneurial spirit. As such, they advocate a public-private-community partnership model. The key stakeholders in achieving this are seen as the staff (faculty), industry employers, donors, and volunteers in the training program. The main aims of FPTI's work are:

- to develop institutional readiness to undertake development cooperation projects,
- to develop innovative approaches of formal and non formal education,
- to establish vocational programs related to employment opportunities in tourism (i.e. they are "market driven and employment driven"),
- to include 'life-long-learning' activities for women's development, to lead in the promotion of tech-voc training among private-owned institutions in the Philippines, and plan to ensure all programs sustainable in the long term.

The Banilad Centre for Professional Development (BCPD) is the Cebu-based arm of FPTI, and is where Reledev's ANCP project is located. Although originally a joint project with a local youth foundation, BCPD has been fully owned by FPTI since 2004. The BCPD mission is "to prepare young women for employment or entrepreneurship through technical skills training and encouragement of work ethics imbued with Christian values". BCPD started with general training for employment (sewing, cooking etc) but has now focused on the hotel and restaurant hospitality sector, gaining accreditation from TESDA in 2005. BCPD is now

training 97 young women in core and basic competencies through two sequential courses over two years, including up to three months of on-the-job-training (OJT). The centre has trained up to 245 girls over the period funded by the ANCP program (3 years in total).

The context

The Philippines has a population of over 80 million, with a poverty rate of 30% (16.5% in urban areas). There is a high rate of inequity, with many poor excluded from the benefits of economic growth. The unemployed are mostly young (70% are 15-34 in age)⁶⁶.

The World Bank has prioritised investment in human development at the marginalised end of society through education and employment. The country has a wide variety of technical vocational education and training (TVET) options, but the standard is varied. The GOP Medium-term Development Plan⁶⁷ identified challenges facing TVET including societal bias, lack of links to further education, lack of testing on aptitude, labour market demand-supply mismatches, and the need to ensure high market absorption rate. In 2003 the government tasked TESDA with coordinating and professionalising this sector, resulting in a new focus on CBT and 'dual training systems' (i.e. combining classroom and OJT). Programs were also required to strengthen quality assurance, ensure that the poor can access training, and promote devolution of training functions.

There has been reasonable economic growth and investment in the tourism industry⁶⁸, however there is a lack of local capacity to service this. Many youth, women in particular, cannot gain employment in the tourism sector because of their lack of education beyond high school (year 4), and their inability to afford higher or private qualifications.

This ANCP project aims to address these issues of poverty, poor education and lack of skills.

A. Organisational Analysis

1. NGO capacity to deliver development response

Reledev staff and board members appear to have relevant experience in the area of TVET, and in particular in CBT. This knowledge of the sector has enabled Reledev to provide detailed responses to partner reports, and to hold extensive and documented dialogue with FPTI over issues of design, quality of reporting, and approach.

Reledev is a small base-accredited agency with one fulltime employee, an involved board and a cadre of volunteers. There is evidence of a strong commitment to good practice by key individuals, but there are pragmatic limits to the extent to which organisational capacity can be institutionalised. In operational terms, Reledev's development capacity is a function of the knowledge and skill of the employed Program Manager. The evaluation team was shown examples of files and documentation that were indicative of meticulous everyday management. There was also evidence of a considered approach to engaging with local partners and selecting projects for funding. However, the maturity of these 'organisational systems' beyond the personal discipline of the individual Program Manager was unclear. Of more concern was the capacity of the agency for strategic and longer term development partnership (see Section 2 below). Nevertheless, for a base accredited agency, Reledev's capacity was clearly satisfactory.

FPTI has been working to prepare young women for employment or entrepreneurship through technical skills training for over 20 years, and has set up 5 training schools across the Philippines to achieve this objective. It has worked with a number of overseas donors during this period to fund both school construction and training programs, but currently AusAID is the only overseas donor. The schools are all independently managed at local level and the programs are researched and tailored to local needs (both beneficiaries and industry partners). The BCPD school appeared to be professionally managed, and by Reledev's assessment, is consistent with AusAID requirements (financial, administrative, HR, M&E etc.).

⁶⁶ World Bank Country Assistance Strategy 2005

⁶⁷ MTPDP 2004-2010

⁶⁸ Philippine Star 05/04/08

FPTI's TVET program has been adapted and improved over twenty years, and exceeds the minimum requirements of TESDA's accreditation as a professional training organisation. Staff at BCPD have industry experience which is updated regularly through refresher 'immersion' courses. Highly qualified industry partners volunteer to facilitate training courses (e.g. chefs from reputable restaurants, an ex-Philippines Airlines cabin crew trainer, etc.). FPTI has an ongoing dialogue with TESDA at both national and provincial level, and members of BCPD staff, their patrons and sponsors are also members of influential committees in the sector (TESDA and the HRAP). They have a strong commitment to staff capacity building through industry accreditation and training.

Reledev has been active in encouraging BCPD to improve programming quality over the two years and to strengthen systems. However, this organisational strengthening agenda seemed to be subsumed within the technical process of training young women, and as such was 'under sold'. It was felt that the process and strategic direction of the capacity building process could have been articulated more clearly by Reledev.

The Reledev-FPTI partnership is rated **satisfactory** in its capacity to deliver an effective development response through the BCPD program.

2. Strategies for ensuring quality partnerships

The Reledev-FPTI partnership commenced with ANCP funding in 2005, and there is no formal commitment to continuing beyond the current year. The evaluation team observed a functional relationship between Reledev and FPTI/BCPD. Both parties responded appropriately to donor requirements and demonstrated good management practice, and were generally positive about the partnership. The project activities did include elements of capacity building that were appropriate for the in-country needs, and it is clear that both organisations gained from the project.

BCPD has had links with the training sector and industry in Cebu since 1989, and has managed to develop a good relationship with hotel and restaurant partners. The organisation maintains an ongoing dialogue with industry partners through the OTJ training which is mediated by a dedicated staff member. The evaluation team witnessed examples of strong professional regard by significant industry partners for BCPD staff. Support for the organisation has extended beyond funding OTJ placements to supporting scholarships and providing donations. This industry contact ensures that BCPD is current with industry requirements and standards, although BCPD does not network widely with other NGOs. However, there may be benefit for FPTI in working more closely with NGOs with skills in areas of community mobilisation, gender analysis or in impact evaluation.

The evaluation team felt that the relationship was weak in that it appeared to be somewhat characteristic of a donor-recipient relationship rather than a 'development partnership', as characterised by the ANGO sector⁶⁹. The process of 'partnering' was implicit rather than explicit. FPTI appeared to focus on 'satisfying' the donor's standards—which they did note were "particularly high". Reledev appeared to focus on the short-term investment of capital and management capacity. Although BCPD benefited greatly from the support by Reledev, the evaluation team wondered if the overall impact would be greater from a more open and collaborative stance in which shared development goals and approaches are mutually explored and evolved. The potential for this style of partnership seems to be especially strong given the common values and faith-basis for both organisations⁷⁰.

One of the potentially weaker elements of the relationship is the apparent asymmetry between Reledev's preference for a short-term relationship (maximum three years, reviewed annually) and FPTI's preference for a long-term partnership. To some extent this is an

⁶⁹ The ANCP guidelines also clearly state one of its purposes should be to: "strengthen counterpart organisations in developing countries so as to enable them to sustain activities after Australian assistance has ceased".

⁷⁰ The values of both organisations are underpinned by conservative Catholic teachings, with a focus on the value of everyday work. But intriguingly, FPTI was unable to articulate in-depth knowledge of Reledev's mission, history or values.

inevitable feature of donor-recipient relationships, however, the issue was magnified by the short-term objectives of the one-year projects⁷¹. Originally a proposal was submitted to Reledev which included longer-term, higher-order objectives. However, the project was funded on a one-year basis, which while useful for accountability purposes, had the effect of masking the more strategic aspects of the partnership, such as the organisational capacity building outcomes. It could be that this approach by Reledev was a deliberate mechanism for a base-accredited agency to manage risk. There may be value in Reledev engaging in dialogue with other small ANGOs concerning how this issue of risk is managed.

Although specific practical needs⁷² were expressed by the local partner and responded to by Reledev, it appeared that Reledev and FPTI had not engaged in transparent and meaningful dialogue about their respective aspirations for the program, the sustainability of the project or a mutually acceptable phase-out strategy. The evaluation team wondered if the narrow concept of partnership could jeopardise the institutional sustainability of the partner, which is arguably on the cusp of achieving a critical mass of industry support.

The evaluation team assessed the strategies for ensuring quality partnerships to achieve overall developmental goals to be short term and therefore **unsatisfactory**, although elements of the relationship were functionally effective and appropriate in many ways in terms of the limited project objectives.

Recommendations:

- That Reledev consider explicitly articulating its organisational strengthening agenda if it is to continue working with FPTI
- That Reledev clarify its understanding on AusAID approaches to development and expectations through the ANCP
- That Reledev research other relevant approaches to partnering with local NGOs. This could be done through ACFID and networking with other Australian NGOs.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

Reledev carried out a review⁷³ of the context, background, sector and partner, including risks, before approving funding. Further, the Reledev Program Manager is a Filipina and hence brought personal insights to the program. Reledev has also required BCPD to carry out detailed data collection on a six monthly basis, and to complete a detailed survey to measure impact. Reledev assessed that the project fits within the Columbo Plan and CPSC's focus on TVET as a strategy to alleviate poverty⁷⁴. However, this is somehow inconsistent with AusAID's strategy in the Philippines which challenges the promotion of the OFW sector (into which some of the graduates fall), arguing that TVET programs which create opportunities for Filipinos to work overseas can erode the impact of other donor-supported capacity building interventions in the country. Further, there is also debate concerning the efficacy of remittances as a mechanism to lift households out of poverty⁷⁵. Although Reledev developed a detailed proposal, with logical framework and stakeholder analysis, risk analysis and a basic gender analysis (as per the AusAID ANCP format), it was not clear how this was a shared process (see above on partnership processes). It would have been good to see some evidence of a shared process of analysis.

⁷¹ N.B. ANCP projects are implemented through a one-year funding arrangement between the ANGO and AusAID. However, there is an understanding that NGOs can plan longer-term and broader-reaching objectives than are possible within a single year. The revised ADPlan format provides space to articulate how a given 'project' fits within a wider strategic framework.

⁷² E.g. manuals, CBT training, kitchen renovations.

⁷³ N.B. much of this research involved reviewing international documentation such as World Bank reports rather than actual field contact.

⁷⁴ The Colombo Plan Staff College for Technician Education (CPSC) is a unique Inter-Governmental International Organization (IGO) for Human Resources Development in Asia and the Pacific Region

⁷⁵ http://images.gmanews.tv/html/research/2007/12/impact_international_labor.pdf

FPTI has a good and ongoing relationship with key industry stakeholders, enabling them to stay in touch with industry needs, and therefore ensure the relevance and effectiveness of the training⁷⁶. For example, the school made a decision to change direction in response to industry demands by focusing on kitchen/culinary arts and food/beverages service, instead of other skills. Both BCPD in Cebu and FPTI in Manila have a good relationship with hotel and restaurant owners with whom they are continuously in dialogue on industry needs. The patrons' association (a group of influential and interested women in the city) and input from industry trainers also assist with this relationship with industry. For example, we observed BCPD arranging our four visits to industry partners and a welcome meeting, at which they gained a donation of a coffee machine for training, confirmation of five new placements for students, and met two new General Managers of 5-star hotels. BCPD staff have up-to-date accreditation certificates from TESDA and the organisation has just received accreditation for front-desk training.

BCPD staff felt that the interview process which is conducted as part of beneficiary selection enables them to be in touch with the background of the students. However, this does not yet appear to be linked to any substantive analysis of needs in the overall target community. The BCPD school is located next to one of the large barrios (marginalised and slum communities) of Cebu, and this proximity may contribute to a deeper appreciation of ultimate beneficiary circumstances. Nevertheless, there may be merit in developing more formalised and nuanced mechanisms for appreciating local issues at the community level. Also, stronger links with community and LGU may help to ensure the ongoing relevance of the project⁷⁷. In particular, if the project is to retain the 'poverty reduction' focus, mechanisms must be installed to ensure that the poorest girls continue to be selected as trainees.⁷⁸

The analysis capacity is graded **satisfactory**.

Recommendation

- That BCPD continue to explore ways of working with local LGU and community groups to ensure the project is grounded in community needs analysis

The partnership is rated **satisfactory** for its analysis of the context and complexities.

4. Adequacy of design process

The project design was initiated and fully owned by the local partner, FPTI, who presented the first proposal to Reledev in 2005. Two subsequent proposals were accepted on a one-year basis (totalling three years funding). Reledev did make a substantial contribution to the design in line with its TVET expertise, raising the standards of organisational systems on a range of levels. (Reledev sent detailed notes following the monitoring visit and reports, for example, which demonstrate their ongoing inputs on the quality of project implementation.) There was also a good degree of flexibility demonstrated in the process of implementation by BCPD, in that key activities were adjusted and improved across the years, as requested by Reledev. However it was understood by the evaluation that much of the analysis and articulation of the project in the original project design was done by Reledev, and this skill had not been transmitted to the local NGO.

The beneficiary selection process involves school visits to promote awareness of the course, examinations, and an interview process with families. However, good development practice involves constantly reviewing beneficiary selection processes and examining the extent to which they actually identify the poorest. The current selection process was not felt to be strongly participatory in a community based sense in that it is fairly self-selecting and does not involve a participatory process of analysis of community needs, nor those of the most needy.

⁷⁶ E.g. The director of BCPD is now a member of the Cebu Association of Private Technical Institutes committee, and a key industry partner and a long-term supporter (the owner of Costabella resort) is also a member of the HRAP committee (Hotel and Resort Association of the Philippines).

⁷⁷ For example, at the Barangay Hall next door, the LGU is implementing a community based participatory planning process. It has been reported that as a result of the evaluation visit, BCPD has now been invited to input into the community Economic Development Plan and to train community groups.

⁷⁸ (Self-selection and increasing demand for the training might result in only the more intelligent and higher performing girls being selected, irrespective of socioeconomic status)

The evaluation felt this could affect target sensitivity (in that the project is more about a training product and outcomes for individual girls and families, rather than being rooted in analysis of local poverty dimensions). Although there appeared to be informal linkages with community organisations (e.g. women’s cooperatives), and the Barangay LGU and Development Council, these could benefit from formalisation and more active engagement⁷⁹.

The project appears to focus on girls/young women mainly because of their absence in the sector, rather than from a full analysis of gender needs and roles in the communities. It was stated that the goal is to enable young women to access the hospitality trade (mainly kitchens); but there is no discussion of why, and how, it is beneficial, apart from ensuring “access to economic benefits”. A gender analysis would investigate the assumption that this is the single way to reduce poverty – for example, there are other issues such as social competence, language skills, and health that are involved. What further skills might the girls need to become entrepreneurs (rather than just employees) or to play a strategic role in ‘nation building’ (one of the goals of FPTI)? Such analysis would require discussion of the barriers to entry in these future and what other skills or inputs the school could provide (e.g. business awareness, skills in community mobilisation). This might lead to development of a more visionary strategy for engaging the girls after the course (e.g. through an alumni association, links back with community organisations, future training of a more developmental type), that would benefit the overall developmental approach.

There are basic expectations within ANCP guidelines that projects should have a developmental approach, and direct and tangible links with poverty alleviation, through a community based approach⁸⁰. The evaluation team felt that although the project design has poverty alleviation as a goal, the strategy of training individuals to access economic opportunities is unlikely to have an impact beyond than the immediate families of the 100 or so beneficiaries per annum. It could therefore benefit from a deeper contextual analysis with links to poverty reduction strategies, and a substantive gender analysis, to ensure greater impact. Furthermore, despite not being currently fully consistent with ANCP guidelines, the overall aims of the organisation are broad, and FPTI clearly considers issues of reach, and sustainability (as seen in the four other programs that it runs), as well as having a holistic approach that includes values and self-worth. The evaluation team felt that the program design could therefore have been articulated within a more organisational framework, that would have reflected these issues better.

The evaluation team assessed that in general the project was acceptable and highly regarded in terms of a TESDA accredited TVET project. For an ANCP project focusing on community development, elements of the design process were unsatisfactory, although overall this indicator was rated **satisfactory**. This dimension could be strengthened if the partners engaged a more strategic approach to planning and design.

⁷⁹ Apparently BCPD has now been invited to participate in the Barangay community Economic Development Plan through training inputs to the community youth, and mothers groups.

⁸⁰ The ANCP guidelines are unambiguous about the requirement that projects should promote “substantial and broad impact on social and economic conditions in the community” rather than assistance provided on an “individual or family basis” (p 4).

5. Standard of funding proposal or activity design

The overall program design documentation is **satisfactory**. The project has adequate detail and objectives, with measurable and achievable targets outlined (along with a monitoring plan and baseline indicators). In the original proposal, implementation strategies, responsibilities and schedules were clearly defined. Beneficiaries were also outlined through a stakeholder analysis, although it was not clear how FPTI participated in this activity or if it was done by Reledev alone. This would have been a useful opportunity for capacity building.

Both the original 2005 proposal and the design documents developed by Reledev discuss risks such as the threat of a major economic downturn and drop in tourism (which has not eventuated), the difficulty of personal dropout (minimised by careful screening, parental involvement and teacher support and follow-up), and natural disasters (although Cebu is relatively protected from climate fluctuations). The strategies were monitored by Reledev in the main monitoring visit (2006), and by the project management team in annual reviews.

As mentioned above, it was felt that the project documentation demonstrates the limitations of a rather conservative and output focused one-year framework, and some of the more organisational and developmental outcomes are less apparent. The capacity building objectives were not clearly outlined in the annual project agreements which tended to a more output oriented direction although they were discussed in correspondence. This means that any final documentation of the project will not show the full set of outcomes for the organisation, and could therefore influence judgement of the sustainability design of the project.

It was felt that the overall funding proposal and design would be rated **satisfactory** overall.

Recommendations

- Reledev and FPTI both strengthen their skills in gender analysis and development of institutional monitoring and evaluation plans, through external training or capacity building
- BCPD continue to strengthen the links with the LGU and Barangay, and community institutions, to ensure the project maintains its relevance to community needs

C. Activity Implementation

6. Efficiency of activity implementation

The project has been implemented efficiently, exceeding its targets for girls graduating and being employed, for each of the three years. The activities and outputs were delivered within budget each year, even though BCPD has had to be creative with its timetabling to fit all the students (and still has an 'outdoor' classroom). It has also been able to fundraise to cover core costs and to meet extra needs. BCPD has gained a good reputation in the sector for good quality training, over and above the TESDA accreditation standards. Courses have been enhanced with additions of English and computer skills, so that the graduates are increasingly highly regarded and in demand (several resorts and restaurants already say they want more staff from BCPD). Reledev also recommended changes in the training rooms to bring BCPD up to speed in terms of industry (e.g. replacing benches with locally-made stainless steel units within AusAID guidelines on capital items).

The school is constantly re-assessing its accreditation status and training needs, to ensure the most efficient use of its resources. It has therefore recently gained TESDA status to train in the area of front-desk (office). BCPD is strategic with its networking – our visit was taken as a good opportunity to invite industry partners and patrons to see the school as they believe “that if they only see the school they will support us”.

The costs for the training appear appropriate – the school does charge a fee (6000peso p.a.) from students to ensure that they take the course seriously, and yet the reputation of the school has increased (in that they have not even had to advertise this year and had 52 applicants last month). The challenge that BCPD faces is that they are almost at capacity, and would require additional infrastructure to take in many more students (Reledev estimated that 109 was the maximum number of students for the facility).

The monitoring reports that Reledev required and received from FPTI were up to AusAID requirements, and Reledev took this extremely seriously in terms of timeframes and detailed comments to BCPD before submitting to AusAID. Systems appear effective, and Reledev carries out detailed checks (financial spot checks, review of systems) on their visits. Reledev has managed limited resources effectively in terms of economical communications (one monitoring trip during the project and one just before this review, and other communications being done by email and post). Records were kept (and sighted) at both agencies.

In terms of efficiency of implementation this was considered to be **good practice**.

7. NGO capacity for learning and continuous improvement

Reledev required a high level and standard of information collection and monitoring from the partner, and encouraged them regularly in this (BCPD felt they had not been required to report to a donor in such detail before). Reledev outlined the contract and reporting requirements very clearly before and during the project, and encouraged BCPD to develop an extensive monitoring survey (census) to assess effectiveness and impact. Reledev developed a baseline set of indicators to inform this (although this was not clear if it was done jointly). In this, Reledev was ensuring the accountability of FPTI to the contracts meticulously.

FPTI implements a regular monitoring system that tracks data such as attendance per session, evaluations from job assignments, and assessment forms per competency and provides templates against outcomes and performance indicators. The information from job placements is gained from evaluations by both students and industry partners after each course. These are then discussed by staff regularly. Reledev encouraged the introduction of attendance records for all classes and the development of manuals for all courses, to ensure institutional knowledge was not lost. This is now recognised by BCPD as being extremely valuable, although it was a difficult task to complete.

The final survey collates information from students, staff and industry partners, in addition to the regular data collection. BCPD felt that the survey was an extremely useful tool, and enabled them to gather good information about the outcomes of the project. FPTI appears willing to test new program management approaches and tools and to consider using them again. However, FPTI felt they would possibly need more support in organisational and project management areas to do so.

It was felt that the two NGOs had **satisfactory** capacity for learning and improvement, in particular demonstrated by the way that BCPD staff had shown interest willingness to learn and extend themselves to improve their product.

8. Effectiveness of development intervention

In 2008, 97 girls have completed training (from a planned 92). A number of five-star hotels are taking on a number of students for OJT, which then places them in a better position for recruitment as casual or 'regular' staff when posts come vacant. Overall, of the 2006 and 2007 graduates, 86% are gainfully employed, and 95% receive the minimum wage and above (\$US5). The employment rate is also high, and a number of graduates have achieved better than expected income and status in their profession (three have gone on to further education).

The training is regarded highly by many out of the 38 industry partners, 86% of whom feel the girls make a contribution to their business while at OJT⁸¹. Trainers are willing to come from the sector to either work or volunteer with the school because of its high reputation, and TESDA sees BCPD as 'a benchmark organisation in the implementation of CBT'.

The survey showed that for nearly all of the graduates, incomes had increased substantially for the students in comparison to before, and this had enabled them to contribute financially to the family needs (education of siblings, food, groceries, appliances and payment of debts).

⁸¹ According to the final year survey.

Families reported that graduates also had changed attitudes in many cases; they helped more around the house, could prepare meals, which fostered family life. In one case, the graduate had found work overseas (Qatar) and had helped her family rebuild their house after a fire. Many of the girls were proud of being able to help their families. They were able to clearly and articulately communicate with the review team, who met a number of them on the job (Shangri La, Marco Polo, Marriott) and at interviews. A number of graduates had even gained the confidence and ability to 'choose' their job, moving position a couple of times.

However, as also commented earlier, although the overall goal of provision of training to enable poorer young women to access employment was achieved, it was difficult to assess the level to which poverty alleviation was affected by the program. FPTI does not yet analyse outcomes in terms of a broad community based concept of change (outside individual economic gain), although it has been able to draw some conclusions in terms of effects at the family level⁸²). One way to affect such change might be considering ways that an alumni and community level organisations could become more involved.

The review felt that although the program had been clearly effective and was **satisfactory** on a small, individual scale, there was an absence of 'significant and lasting' change at the community level. Given the large scale of problems identified in national and local level plans (from the MTPDP down to LGU), it was felt the project has greater potential for change than it is demonstrating at present.

Recommendation:

- FPTI should consider ways to ensure that the impact is focused (on the poorest areas of society) and is increased (to reach the wider community).
- FPTI consider assessing outcomes and changes through a simplified, sampling survey on a regular basis so they can gather information about change over time.

Overall, the intervention was rated **satisfactory** in terms of reaching its short-term objective of enabling young women from low-income families to access means of economic development.

9. Strategies for sustainability

Both Reledev and FPTI/BCPD have clearly identified most of the key processes and stakeholders that are important for future institutional sustainability – namely high quality training, links with industry (direct and via patrons) and ongoing ability to provide training courses (believing that “sustainability is a much broader concept than financial security. It includes the quality of our systems and relationships”)⁸³. Issues of links with the community and graduates through an alumni system have been discussed previously, and are also important in terms of reach and impact for beneficiaries.

Most of the activities and ongoing discussions between Reledev and FPTI have focused on the viability of the institution, i.e. industry partner support, development of CBT, and the role of the patrons' association. In terms of sustainability, Reledev also identified the key 'capital' components of the project as being the patron's association and industry partners, and 'products' (in this case, possibly accredited elements of the courses) and recommended that they have to be "turned into an income stream" at some point.

Early on FPTI identified the strategies that will help BCPD become a sustainable organisation, focusing on issues of quality and demand for products, namely:

- successfully transiting training to CBT and receiving registration for its courses
- expanding its network within industry to sustain placements
- appropriate systems (qualified staff, training culture, adequate facilities and instruments to provide training, an industry network)

⁸² (such as changed attitudes, good role models)

⁸³ Director of FPTI.

- industry partners and graduates who are satisfied with the provision of services
- partner NGO/donor to support learning and planning of growth of the training organisation

Of these, they have achieved the first and third and fourth, and are working on the second and fifth. Reledev has contributed strongly to the first and third, and BCPD is well positioned to provide highly qualified and in demand students. However, the issue of growth and demand are also critical to the future impact of the organisation.

FPTI and BCPD have only a loose strategy for fund-raising and gaining support over the next few years (to 2010), based on the sustainability models that they have in other schools. However it is not clear how and when this school will reach a financial break-even point. This is not monitored on a systematic basis, and at present the strategy for gaining sponsors appears to be based more on a personal contact network, rather than on a professional business plan⁸⁴. This is where a long-term partnership with a supportive donor might help, if a phase out strategy was properly considered (and incorporated an exit strategy⁸⁵. BCPD is also aware that it has reached the maximum number of students for its facilities (max 109), and is already having to look at improving an external classroom and 'creative timetabling' to solve this (i.e. one class is on placement while the other is in the classroom).

The review felt FPTI/BCPD could do well to focus on:

1. continuing to strengthening the linkage with industry partners through exploring more formal agreements on placement of students or OTJ trainees where possible
2. developing a financial plan for the school (i.e. professionalising their financial planning), to ensure income flow from donors or other income
3. researching a business plan for alternate sources of income (e.g. bakery products for the industry or accredited courses)
4. clarifying the roles and responsibilities of different stakeholders (e.g. external donors and patrons)

The other area that BCPD could do well to look at, as previously mentioned, is the sustainability of long-term change in the community, and not just the viability of the training organisation, through development of an alumni association, and greater contact with community based institutions.

Recommendations:

- BCPD develop a formal 3-5 year strategic plan to clarify expectations and requirements of stakeholders, and leading to institutional sustainability. In this it should define the roles and responsibilities of partners (industry, patrons, and other NGOs/donors)
- That Reledev consider supporting FPTI/BCPD for a further stage (with exit strategy clearly outlined) to consolidate these issues of sustainability and ensure their capacity in strategic planning

The sustainability strategy of the partnership in this project was rated **satisfactory**.

⁸⁴ Although a number of supporters and corporations have donated one-off amounts (Shangrila, SMART and GLOBE).

⁸⁵ The reputation of the school has reached a point where industry is starting to recognise it and to reduce numbers of graduates will possibly lose this groundswell of influence, and therefore jeopardise the size of future classes.

Overall Project Quality Rating: S, S and S = S**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators 1. ANGO capacity to deliver development response. 2. Strategies for ensuring quality partnerships.	S US	Indicators 3. Appropriateness of analysis of geo-political context and complexities 4. Adequacy of design process. 5. Standard of funding proposal or activity design.	S S S	Indicators 6. Efficiency of activity implementation. 7. NGO capacity for learning and continuous improvement. 8. Effectiveness of development intervention. 9. Strategies for sustainability.	GP S S S

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX D: SAADO-PROPELLER CLUB

ANGO	Salvation Army
Implementing Partner(s)	The Propeller Club of Manila
INGO	N/A
Program Title	Vocational Training
Budget – AusAID /ANGO	AUD90,000
Beneficiary Target	25 under-privileged young men
Major Development Objective	To alleviate poverty through providing a Ship Mechanics course for underprivileged young men and to place them in employment to enable them to help sustain their families

Background:

The organisations

The **Salvation Army** is an international evangelical Christian church represented in 111 countries with a mission to “preach the gospel of Jesus Christ and meet human needs in his name without discrimination”. The church was established in Australia in 1880, and a ‘Development Office’ was established in 1987 in Canberra as a sub-office of the National Secretariat of the Salvation Army Australia (SAA). The office achieved full accreditation in 1999, but was re-accredited as a base agency in 2006.

The SAA is widely respected for its work in a range of domestic social issues, motivated by the second part of the church’s mission concerned with “human needs”. The international development activities are considered an extension of this social service orientation. The Salvation Army Australia Development Office (SAADO) mission is “to encourage and assist holistic sustainable development and to reduce poverty in developing countries through the implementation of community development programs in partnership with recipient communities, partner organizations and developing Territories without discrimination.”

Internationally, SAADO is part of a larger network of Salvation Army aid donor offices, loosely coordinated from global headquarters in London. SAADO’s work is primarily focused in Asia and the Pacific: PNG, China, India, Myanmar, North Korea, Kenya and the Philippines.

The **Propeller Club** was founded in New York in 1927 by a group of businessmen to promote and strengthen overseas trade with the United States following the recession caused by the First World War. Today, the Propeller Club goal is “to educate legislators and the public as to the importance and necessity of all waterborne commerce”⁸⁶.

The Propeller Club of Manila was formed in 1971. In 2003 the Manila chapter voted to secede from the US headquarters of the club in response to analysis that questioned the cost:benefit of membership dues paid to headquarters. Now the Propeller Club of Manila is registered as an independent non-profit organisation with the Philippines Securities and Exchange Commission. The club’s website states that “our objective is not only to reprise other clubs in supporting the needs of the maritime industry, but also fostering the education and training of the next generation of mariners—many of whom now come from the Philippines”⁸⁷. Originally the members were mostly from the offices of U.S. liner companies based in Manila, but today members are drawn from many nationalities and from fields beyond the shipping industry.

In the early 1990s, the Propeller Club of Manila initiated a scholarship program to sponsor a single student from an underprivileged family to attend Don Bosco Technical School, Makati. The program grew appreciably, and by 2005 the club was sponsoring 10 scholars. In 2005, the Club moved to secure donor support for the program in order to increase the number of scholars and to supplement the curriculum. One of the club members had a personal friendship with the SAADO Director, and presented the concept to him, which was

⁸⁶ <http://www.propellerclubhq.com/>

⁸⁷ <http://propellermanila.org/index.php>

subsequently approved for ANCP funding. Currently, the program has supported a total of up to 42 scholars per annum through two intakes per year⁸⁸.

The evaluation team was cognisant of the fact that the Propeller Club is *not* a development organisation. It is a professional club associated with the shipping industry, with strong philanthropic values. As such, SAADO's relationship with the Propeller Club is an anomaly since it is not administered through the regular church structure as is normal practice with other projects.

The context

The Philippines has a population of over 80 million, with a poverty rate of almost 30% (16.5% in urban areas). There is a high rate of inequity, with many poor excluded from the benefits of economic growth. The unemployed are mostly young (70% are 15-34 in age)⁸⁹.

The World Bank has prioritised investment in education and employment for marginalised members of Philippines society, but although the country has a wide variety of technical vocational education and training (TVET) options, the standard is varied. The Government of the Philippines (GoP) Medium-term Development Plan⁹⁰ (MTDP) identified challenges facing the TVET sector including societal bias, lack of links to further education, lack of aptitude testing, labour market demand-supply mismatches, and the need to ensure high market absorption rate. In 2003 the GoP tasked the Technical Education and Skills Development Authority (TESDA) with coordinating and professionalising this sector, resulting in a new focus on competency-based training (CBT) and 'dual training systems' (i.e. combining classroom and on-the-job-training (OJT)). Programs were also required to strengthen quality assurance, ensure that the poor can access training, and promote devolution of training functions.

In recent years, the global shipping industry has grown at between 15 – 20% per year. According to the GoP Department of Labor and Employment (DOLE), Filipinos are particularly sought after in global shipping because of consistent compliance with the amended Standards of Training, Certification and Watchkeeping (STCW) of the International Maritime Organization (IMO)⁹¹. The rate of growth in Overseas Filipino Workers (OFW) in the shipping industry is estimated at 13.3% per year⁹².

One role known to be in particular demand is Fitter Machinists (*aka* 'Ship Mechanics'). The Propeller Club predominantly comprises individuals involved in the shipping industry, and as such is fundamentally in tune with the increasing demand for technically competent seafarers. The Propeller Club's proposition is that supporting young men from disadvantaged families through the Fitter Machinist course is a way to contribute to industry needs while enacting philanthropic values. The program goal is: "To ensure the scholars employability on board a ship so that they in turn can return something to their families and communities".

A. Organisational Analysis

1. NGO capacity to deliver development response

The Propeller Club has accrued valuable experience supporting technical vocational education and training (TVET) for more than a decade. The strong ties with the shipping industry ensure that the program is fundamentally aligned with industry requirements. The Propeller Club is not involved directly in the delivery of training, but rather provides oversight of the training program through sub-contractual arrangements with the Don Bosco Technical School, a private English Teacher and the Remedios Foundation (which provides training in HIV/AIDS prevention). Each of these subcontractors has been selected on the basis of technical merit, and against international standards, and their performance is routinely reviewed by the Propeller Club.

⁸⁸ The first batch had twenty students, the second forty-two, split into two classes. The limit is twenty-five. There is currently a third batch going through classes and a fourth planned.

⁸⁹ WB CAS 2005

⁹⁰ <http://www.gov.ph/listings/mtpdp.asp>

⁹¹ <http://www.dole.gov.ph/news/details.asp?id=N000001850>

⁹² *Ibid.*

SAADO staff indicated that the Propeller Club was amongst their strongest implementing partners in terms of reporting, accountability and financial management. The club employs two fulltime staff members who act as a secretariat, and have primary responsibility for administering the scholarship program. The club is managed by a board, whose members have direct responsibility and oversight of the scholarship program. For example, the club's treasurer is also the program's accountant. The Program Director is an Australian with personal links to SAADO. He is a qualified engineer, has extensive management experience and personal knowledge of Australian technical training standards. Club members attributed the professionalisation and increased enrolment of Propeller Club scholars to his drive and vision. Nevertheless, there appeared to be wider ownership of the program among board members, all of whom occupy executive positions within shipping industry companies. There was a sense that the scholarship program had come to define the *raison d'être* of the club. Time invested by Propeller Club members, including the Program Director, is voluntary, and in his case, represents a substantial commitment. The club board advised the evaluation team that they were conscious of their capacity limits, and hence were unlikely to expand the program beyond two intakes per year.

SAADO has some prior experience in designing and supporting TVET programs⁹³, and has previously administered projects in the Philippines⁹⁴. The church's mission and structure ensure that the project has reach within poor communities throughout the Philippines for the purpose of recruiting scholars.

SAADO was re-accredited from full to base level in 2006. The evaluation team observed relatively informal systems for project identification, monitoring and reporting that are consistent with this level of accreditation⁹⁵. There seemed to be a predominant reliance on personal relationships to ensure program integrity, rather than 'organisational systems'. At the time of this evaluation, the future of SAADO was uncertain within the SAA structure, owing in part to the departure (February 2008) of two of the three fulltime staff members⁹⁶. The remaining staff member was overextended while the church considered the future of the development office. This situation appeared to place undue stress on the sole staff member, and was cause for concern about organisation's capacity to administer a portfolio of projects. However, the evaluation team deemed that SAADO's capacity over the previous 3 years of the Propeller Club project to be satisfactory for a base agency.

The organisational capacity of the SAADO-Propeller Club partnership is rated **satisfactory**.

2. Strategies for ensuring quality partnerships

There was no prior history between the Propeller Club and SAADO, and there is no formal commitment to continuing funding beyond the current phase. The partnership is opportunistic in the sense that SAADO had identified the Philippines as a target country in their strategic plan⁹⁷, and the Propeller Club was seeking a sympathetic small-scale donor to support an increase in the number of scholars. The organisational partnership arose from a personal relationship between the SAADO Director and the Propeller Club Scholarship Program Director.

Nevertheless, there appears to have been strong alignment between the organisational values and purpose of the partner organisations. That is, the philanthropic values of the Propeller Club are consistent with the SAADO mission. Further, the active and voluntary engagement of the Salvation Army Church in the Philippines as key partners in the

⁹³ A technical training program was previously implemented in Zambia, and was regarded as successful.

⁹⁴ In the mid-1990s a number of small projects were supported through the SA church structure including: a mobile health clinic, micro credit, water supply and rice mill.

⁹⁵ N.B. The evaluation team was advised of new project cycle management protocols recently adopted at the international level and in the process of being rolled out. This suggests a commitment to increasing the professionalism of agency functions.

⁹⁶ The recently departed staff members included an administrative support person and the Director that had built up SAADO since inception. At the time of this evaluation the SAA leadership was discussing the future structure and staffing of SAADO. Evidently, while international development has been valued by the SAA leadership, it has not always been understood compared with the domestic social activities for which the SAA is well regarded.

⁹⁷ As it is within their regional 'zone' and therefore geographic area of interest.

identification and recruitment of scholars is indicative of alignment with the church's wider mission.

Decision-making processes between the two organisations appear to have been predominantly 'organic'; relying on phone conversations between the SAADO Director and the Propeller Club Program Director and email correspondence. Supplementary to these were twice yearly visits by the SAADO Director to the Philippines, and a cycle of monthly reporting.

The working relationship was viewed positively by both organisations⁹⁸. However, it was evident that the program was wholly 'owned' by the Propeller Club. The initiative existed prior to the involvement of SAADO, and according to Propeller Club board members, will persist in the event that SAADO withdraws funding in the future. The concept, the program design and administration have all been managed discretely by the Propeller Club. This raises a question about the 'value-add' normally required of ANGOs through the ANCP. SAADO acknowledged that their role had been essentially that of financier. The Propeller Club indicated that visits by the SAADO Director had been appreciated, and had on at least one occasion been used to exert pressure on Don Bosco to address an identified area of weakness. The evaluation team wondered if there may have been an opportunity for SAADO to play a stronger advisory or capacity development role to enhance community development and sustainability aspects of the program (see Sections 8 and 9). Also, SAADO may have been able to facilitate greater networking of the program with other NGOs involved in comparable work, or played a strategic role in program impact evaluation. The evaluation team appreciated that to some extent this project may have been an anomaly within the normal arrangements adopted by the Salvation Army structure internationally⁹⁹.

At the time of the evaluation, the future of the partnership was unclear from SAADO's perspective, and the Propeller Club was actively exploring alternative sources of funding. It was unclear why SAADO had not articulated an unambiguous exit strategy.

The evaluation team rated the development partnership aspect of the program **unsatisfactory** based on the ANGO sector's emphasis on longterm engagement and other 'value-adding' dimensions of partnership.

B. Development Strategy

3. Appropriateness of analysis of context and complexities

No formal context analysis was commissioned by SAADO or the Propeller Club, but the fundamental links between the club and the shipping industry ensured that there was a thorough appreciation for the requirements and potential. The Propeller Club board includes executives from 'Manning Agencies' that recruit crew for shipping lines, and as such are in tune with staffing needs and skill requirements. The Program Director is an Immigration Agent and has knowledge of Australian technical training standards, which have been applied in the curriculum. In this sense, the context analysis was tacit rather than explicit.

Gender analysis is generally considered an important element of any development contextual analysis. For this project, however, the issue of gender has been considered largely irrelevant. The justification for only training young men is that the Propeller Club aims to exploit their available knowledge and networks to maximise the employability of young people from very poor households. It is the proposition of the Propeller Club that a Ships Mechanic qualification is attainable within a relatively short period of time, for relatively little financial

⁹⁸ N.B. The evaluation team was advised of conflict between the Propeller Club and the Salvation Army Territory Headquarters during the initial negotiations for funding. This conflict appears to have been principally associated with the previous leadership which has since changed, paving the way for the full support of the local Salvation Army church membership, and smooth operations between SAADO and the Propeller Club. The previous administrator's resistance to the program reportedly derived from concerns about an apparent mis-match between the 'family values' espoused by the Salvation Army, and the potential for young men to be separated from their families by a career in international shipping.

⁹⁹ See above footnote. This had meant that the normal process for development of the relationship would have perhaps involved a more structured framework involving the UK HQ and Philippines Territorial Headquarters.

cost, and is likely to result in maximum employability within the current industry context. Since ships mechanics are universally male, the recruitment process is only directed at young men. On request from another donor, the Propeller Club considered providing a similar scholarship program for young women to become Ships Cooks. However, even this role is male dominated within the industry, and hence the employability of these scholars would be questionable, thereby undermining the original aim. Further, there are considered to be 'duty of care' issues associated with placing young women on male-dominated ships.

The Propeller Club maintains a close relationship with the young men throughout the term of their scholarship. The recruitment process includes home visits and family interviews, which ensure that there is personal contact between the club and families from the outset. This personal contact means that the Propeller Club is able to identify and respond to issues promptly as they arise.

The design of the scholarship program appeared to be grounded in **satisfactory** analysis of the context.

4. Adequacy of design process

In terms of the broader relevance of the design, it is plausible that the program provides an otherwise inaccessible pathway out of poverty for selected scholars; and potentially for their immediate families. Ships Mechanics have significant earning potential relative to their level of education through earning tax free US dollars (beginning at up to USD700 per month). Graduates would normally start onboard as 'engine boys' or 'wipers', and then progress to 'mechanic' or 'fitter'. The Propeller Club is uniquely positioned to facilitate this 'pathway out of poverty' owing to their knowledge and networks within the shipping industry.

The original scholars supported by the Propeller Club were trained as part of the regular intake at the Don Bosco Technical College. However, with SAADO funding, the course was supplemented with English skills training, Seaman's Passport training, Red Cross first aid training and HIV/AIDS prevention training. Further, the development of scholars' technical skills was maximised through creating smaller class sizes (maximum 25) than are normally offered at Don Bosco. The purpose of these supplementary components was to maximise the employability of the scholars. According to Propeller Club board members, 100% uptake of the first batch of graduates is evidence of the efficacy of the program in this regard.

To some extent, the Propeller Club's strategy is grounded in a strong cultural feature of the Philippines—the phenomenon of Overseas Filipino Workers (OFW). There are an estimated 1.3 million OFWs sending remittances to family members, comprising over 10% of the national GDP¹⁰⁰ (the largest single source of foreign exchange). In this sense, the training of young men to work abroad for higher pay than would generally be possible in their home circumstances is defensible. However, the wider socio-economic impact of skilled migration on human capital in the Philippines is a hotly debated issue, but does not seem to have been debated by SAADO and the Propeller Club. Also the psychosocial impact of separating young men from their families was raised as a concern by the Salvation Army Territory Commander, but does not appear to have been debated beyond justifying it in terms of the 'OFW tradition'.

In this regard, the project design is inconsistent with AusAID's strategy in the Philippines. AusAID challenges the GoP's promotion of the OFW sector, arguing that TVET programs which create opportunities for Filipinos to work aboard erode the impact of other donor-supported capacity building interventions in the country. Further, there is some debate concerning the efficacy of remittances as a mechanism to lift households out of poverty¹⁰¹.

The contribution of the Propeller Club project to SAADO's broader strategy in the Philippines is unclear. The SAADO strategy included a plan to engage in the Philippines, but the rationale for this plan was unclear to the evaluation team beyond a desire to engage in countries within the 'South Pacific and East Asia Zone'. Evidently all Territory Headquarters are required to develop a country strategy; however, this is rarely done since there are no organisational consequences for non-compliance. A result is that development project strategies tend to stand alone rather than being integrated into wider strategic frameworks.

¹⁰⁰ <http://siteresources.worldbank.org/DATASTATISTICS/Resources/4dGuerrero.ppt>

¹⁰¹ http://images.gmanews.tv/html/research/2007/12/impact_international_labor.pdf

This project also fell through the gap left when the local THQ refused to become a partner, and thus has not been subject to the regular SA planning process (that would entail monitoring through both the Philippines THQ and the UK). This is reportedly being tightened up with an increased focus on project management processes.

It is established that good practice development planning involves the participation of beneficiaries. In this case, the program has been designed through a top-down process informed by industry knowledge of employment requirements. There seems to have been little consultation with beneficiaries about the selection process, the support arrangements (including cost to families) or the ultimate impact of the strategy on households. The design process seems to have been wholly driven by the Propeller Club, with minimal contribution from SAADO¹⁰².

The process undertaken to design the program has been rated as **unsatisfactory**.

5. Standard of funding proposal or activity design

The design documentation for the project is succinct but can be criticised for being basic. The Propeller Club has articulated a single purpose for the intervention, and the rationale for this has been adequately presented, but the proposal logic could be more detailed. For example, the training course is structured in terms of several different outsourced elements. This was not evident from the documentation. A more detailed 'logframe' would enable the officers to monitor and report against objectives more clearly, and would mean that the progress against outputs would be easier to track. There could also be more detail at an outcome level to articulate the developmental purpose of the intervention beyond the process orientation that currently emphasises training as an end in itself.

The original proposal presented by the Propeller Club is minimal, but is supported by a number of other documents that detail course content, strategies for improvement, and risk assessment. There are gaps in terms of detailed implementation strategies, responsibilities, and schedules. Many of these processes were adequately described to the evaluation team (for example the selection process; the process of inculcating 'values and attitudes' etc.), but were not explicit in the design documentation. There are also some related activities that were not articulated, such as boarding houses for scholars from other provinces outside Manila¹⁰³.

As described in Section 4, beneficiaries are identified mainly by the involvement of the SA church, and through a process of interviews and testing. To some extent students are self-selecting, but there is a financial assessment of family income, to ensure that the families are poor. The Church is evidently critical in the recruitment process, but this was not elaborated in the design documentation.

Issues of sustainability are not clearly outlined, either in terms of funding for the project, or in terms of ultimate impact of the project on students and their communities.

The budget identified the major costs as training and materials at Don Bosco. However, a more detailed breakdown would be useful, given the relative cost per student and the dependence on one donor.

M&E processes are not adequately described in the design, however, the evaluation team learned of a range of mechanisms for students and trainers to provide feedback to the Propeller Club. Additionally, informal feedback processes allow the Propeller Club to monitor students progress and wellbeing (e.g. from the trainers, boarding house mother etc).

Design documentation is rated **unsatisfactory**.

C. Activity Implementation

6. Efficiency of activity implementation

¹⁰² N.B. SAADO has advised that it recommended that the Propeller Club have their former training program evaluated by CIT and TAFE.

¹⁰³ N.B. the boarding houses seem to be funded by the Propeller Club and SAADO through other discretionary funds.

The project appears to have been implemented professionally and efficiently. As a regular course provided by Don Bosco, there is limited risk of implementation delays. Similarly, the sub-contractual arrangements with the training partners ensure that project costs are managed with little risk of variance.

Nevertheless, the cost of the project relative to the number of direct beneficiaries seemed high. This was apparent when compared to another TVET project included in this cluster evaluation with lower costs and higher numbers of graduates¹⁰⁴. The higher costs may be a function of the fact that the Propeller Club pays Don Bosco a premium for the benefit of having smaller class sizes, in accord with NSW technical training guidelines. Also, around half of the boys are recruited from municipalities outside of Manila, and hence need full board during the term of their scholarship¹⁰⁵. This is not to say that cheaper is better, as the quality of the training is aligned with international standards, but that the cost should be justified in terms of the overall developmental changes to the broader community.

The Propeller Club is committed to contributing 10% of the total cost of the program from club revenue.

Overall, the efficiency of the project is assessed as **satisfactory**.

7. NGO capacity for learning and continuous improvement

There is evidence that the Propeller Club has learned lessons that have contributed to ongoing improvement of the program. At the broadest level, the program in its current form is an outcome of continuous learning beginning with the first scholar. Key enhancements include:

- A more systematic approach to recruiting scholars from poor communities
- Supplementation of the Don Bosco technical curriculum with English language training, HIV/AIDS prevention training and Seaman's Passport training
- Capping of class size at 25

The technical quality of the program is ensured principally through the TESDA accreditation process that Don Bosco is obliged to comply with. Further, the Propeller Club Program Director has ensured alignment of the curriculum with NSW technical training standards. English language training is provided through a custom course provided by a private expatriate English tutor who adopts a functional literacy approach using adult learning methods. Scholars are tested on enrolment with an average IELTS score of around 3. At course completion follow-up testing is expected to deliver an average of IELTS score of 6. The early experience of the Propeller Club with sponsoring trainees suggested that English language skills were a major limiting factor in employability.

The ultimate test of quality is the employment of the graduates in the industry. All boys interviewed in the current batch were confident that the technical skills and life skills that they had learned through the course would stand them in good stead for employment. The evaluation team was informed that 100% of the first batch of scholars has been employed. There was no way to verify this claim in the time available, but one graduate interviewed advised that he had been unable to gain employment owing to the fact that Don Bosco had not furnished him with a character reference required to process a US visa¹⁰⁶. The Propeller Club board agreed to look into the matter.

The Propeller Club administers surveys of industry partners involved in the OJT program to identify any issues relating to the scholars attitude and aptitude. Graduates are themselves surveyed to capture their perceptions of the experience of being a Propeller Club scholar (OJT, boarding house, staff etc.).

¹⁰⁴ N.B. The evaluation team acknowledges that direct comparison may be problematic.

¹⁰⁵ The Propeller Club sponsors two boarding houses in Manila (an idea first floated by the SAADO Director, and funded from SAA discretionary funds).

¹⁰⁶ N.B. Shipping lines require all crew to have current US visas in case of unscheduled stops at US ports. If crew members are not in possession of current US visas long delays can be expected offshore at considerable cost to the shipping line.

In addition, monthly progress reports are prepared by the Propeller Club staff and reviewed by the Program Director for submission to SAADO. A Quarterly Report aggregates the key monthly findings for submission to AusAID through SAADO.

No formal mechanism¹⁰⁷ seems to be in place to assess the ultimate impact of the program in terms of the ongoing employment of graduates or the socioeconomic benefits of the program for graduates and their immediate families. This is critical information to verify the original assumptions of the program. Beyond the basic employability of the graduates is the deeper issue of whether or not they are able to improve their socioeconomic position, and those of their families and community around them. The OFW culture obliges young men to send the majority of their pay to their mothers¹⁰⁸. These remittances carry known risks for poor households with little knowledge/discipline of household financial management. The evaluation team was advised of a disturbingly frequent situation in which mothers of seafarers mismanage remittances; arbitrarily disbursing cash to extended family members in a crisis management approach influenced by family politics. Clearly, given the original goal of the program which is to tackle poverty at the household level, this is a key issue of concern that should be studied.

The capacity for learning and continuous improvement is assessed as **unsatisfactory**.

Recommendation:

The Propeller Club should consider developing a process to assess the longer-term and broader socioeconomic impact of the program.

8. Effectiveness of development intervention

The process of identifying and selecting scholars appears to recruit genuinely poor and disadvantaged young men. The Salvation Army Church throughout the Philippines is a key stakeholder (but not the only stakeholder) in promoting the program in poor communities, encouraging young men to apply, and screening initial applicants. A series of tests (mechanical aptitude, English, health check, basic maths) and interviews are then undertaken to select the final scholars for each batch. The process seems objective and transparent and is oriented towards identifying genuinely poor households. Examples were cited by Propeller Club board members of cases where individuals had passed all aspects of the application process but were rejected on the basis of higher family income¹⁰⁹.

However, having said the foregoing, a well documented challenge for development projects is the identification of the ultra-poor. It is a fact that even within 'poor communities', there are strata of poor and ultra poor. The ultra poor tend to be less visible, and frequently lack the voice to even be detected by beneficiary selection processes. In the case of the Propeller Club scholarships, these ultra poor individuals may be unwittingly excluded simply by the minimum entry requirements such as basic English, and the requirement for families to commit to meeting basic costs such as transport and food during the term of the scholarship¹¹⁰. Even a fundamental lack of confidence and self esteem may preclude some ultra poor individuals from applying. The identification of the ultra poor is arguably the most difficult challenge facing development organisations, and requires an iterative creative approach in each context.

¹⁰⁷ The evaluation team was shown an example of an email from an employed graduate at sea to the Program Director expressing appreciation for the opportunities afforded by the program.

¹⁰⁸ One graduate interviewed indicated that he remitted 70% of his pay cheque to his mother. Evidently close to 100% is not uncommon.

¹⁰⁹ In one case an applicant was rejected following evidence that the family had other sources of income from small family businesses.

¹¹⁰ Mothers interviewed by the evaluation team indicated that supporting their sons through the course had required sacrifice; especially in cases where the son had previously played a role in contributing to household income. However, all reported that the sacrifice was worthwhile.

Recommendation:

The Propeller Club should consider commissioning a detailed study of the recruitment and selection methods to assess the veracity of the process in selecting the poorest scholars.

A concern of the evaluation team is the absence of any '*community* development' aspect to the project design. As noted above, it is plausible that the project affords unique and transformational '*personal* development' opportunities for individual scholars, and potentially, even their immediate family members. However, the ANCP guidelines are unambiguous about the requirement that projects should promote "substantial and broad impact on social and economic conditions in the community" rather than assistance provided on an "individual or family basis" (p 4). This issue is a common challenge for training projects that deliver benefits to selected individuals. An area currently being explored by the Propeller Club board is the potential to mobilise an alumni that could in turn engage in community development work.

Recommendation:

SAADO should dialogue with AusAID concerning the interpretation of the ANCP guidelines in relation to this project's contribution to individual rather than community development impact.

The effectiveness of the Propeller Club project is **satisfactory** when assessed against the objective of creating employment opportunities for marginalised young males.

9. Strategies for sustainability

The sustainability of the Propeller Club Scholarship Program presents complex issues.

The scholarship program is sustainable in the sense that it has operated for many years, prior to SAADO support, and according to board members, is intended to continue indefinitely. The curriculum and the administration seem to now be well established. The only weakness could be the management of the program in the future (currently heavily subsidised by volunteers). The club is currently exploring other sources of funding to support the program, and is committed to continuing to meet 10% of program costs from club revenue. The next batch of students are already funded by a Canadian shipping foundation (TKF), and so half the budget is covered for next year. The Propeller Club hope that this will continue indefinitely, since there is strong alignment between TKF and the Propeller Club's objectives. Also, shipping companies 'donate' USD300 following placement of a Fitter Machinist.

The program may also be argued to be sustainable from the perspective that graduates can plausibly benefit from lifetime employment in the shipping industry. There may also be sustainable benefits to immediate family members.

However, from the perspective of the ANCP guidelines, the program is essentially funding recurrent costs, rendering it donor-dependent, and hence unsustainable. The ANCP guidelines provide for the capacity development of local service delivery organisations, but this has not been considered appropriate for the relationship with the Propeller Club since it is not a conventional development agency, and is seen by SAADO has already having strong management capacity.

Given the absence of a partner capacity development plan, and the recurrent nature of the project costs, it is perplexing that SAADO did not articulate a clear exit strategy from the outset. SAADO staff indicated that under the revised Salvation Army project approval this project possibly would not have been funded "due to sustainability concerns". SAADO does not appear to have discussed this issue with the Propeller Club to consider how this could be tackled in a way that is appropriate for the goals of the organisation. Either it needs to develop an approach that shifts the overall goal of the program to creating an institution that can somehow be self-funded in the future, or it will have to create a pool of donors willing to fund recurrent training costs (either alumni, or corporate donors). This decision would have to be made by the Propeller Club Board, but the evaluation team wondered if it would not be impossible to make a business case to the industry as a whole, or to a number of interested agents, for funding good quality crew, given the need in the industry, at the same time developing a more strategic funding plan to ensure training can continue.

Recommendation:

The Propeller Club should consider developing a strategic funding plan rather than operating on a year by year basis.

Any future funding from SAADO should be contingent on consideration of the sustainability as well as the long-term impact of the program, with appropriate support/direction provided by SAADO.

The sustainability strategy employed by the partnership was assessed as **unsatisfactory**.

Overall Project Quality Rating: US**Summary**

Performance Dimension A Organisational Analysis	Rating	Performance Dimension B Development Strategy	Rating	Performance Dimension C Activity Implementation	Rating
Indicators		Indicators		Indicators	
1. (A)NGO capacity to deliver development response.	S	3. Appropriateness of analysis of geo-political context and complexities	S	6. Efficiency of activity implementation.	S
2. Strategies for ensuring quality partnerships.	US	4. Adequacy of design process.	US	7. NGO capacity for learning and continuous improvement.	US
		5. Standard of funding proposal or activity design.	US	8. Effectiveness of development intervention.	S
				9. Strategies for sustainability	US

Quality Ratings: GP=Good Practice; S=Satisfactory; U=Unsatisfactory; HU=Highly Unsatisfactory.

APPENDIX E: CLUSTER EVALUATION FRAMEWORK

A.	Organisational Analysis	
NGO capacity to deliver development	1.1	Past involvement or relevant experience of the ANGO and its partners in the geographic area and sector
	1.2	Quality management procedures: financial and administration; M&E systems for compliance and learning; effective communications between ANGO and field; HR; security
	1.3	NGO staff or volunteers have the capacity, skills and sensitivity needed to oversight or manage the activity effectively.
	1.4	Staff or volunteers responsible for the project in-country have, or are developing the technical, organisational and social skills needed to implement the activity effectively
	1.5	Evidence of adherence to use of international humanitarian standards where relevant
Strategies for ensuring quality partnerships	2.1	Pre-existing, positive working relationship with local partners
	2.2	Compatibility between ANGO and implementing partners' goals, policies, management procedures and practices
	2.3	Existing mechanisms to facilitate joint decision-making during planning, implementation and evaluation
	2.4	Participation of local partner throughout the project cycle and development process
	2.5	ANGOs assessment of partner capacity has been appropriately accommodated in partnership and activity design
	2.6	Partnership incorporates capacity building (if appropriate)
	2.7	NGO is coordinating with other NGOs effectively
	2.8	ANGO has a strategy for long term engagement with partners' program and development process.
B.	Development Strategy	
Analysis of geo-political	3.1	Analysis of the development context target area and population (including relevant historical, social, gender, economic, political and cultural factors) was adequate
	3.2	ANGO and partners' development strategy and activity design took sufficient account of the geo-political context
	3.3	Changes in the geo-political context were carefully monitored and the development strategy, activity design and implementation mechanisms adjusted accordingly
Adequacy of design process	4.1	Situational and needs analysis identified those in greatest need, as well as the most vulnerable and marginalised
	4.2	Design has considered the geo-political context and inherent risks
	4.3	Design reflects satisfactory gender analysis
	4.4	Activity design is coherent with ANGO's broader development strategy/ programs and may provide and benefit from synergies with other activities
	4.5	Activities are consistent with AusAID's policies and country strategies
	4.6	Participatory planning approach has been used involving local partners and/or representatives of target communities
	4.7	ANGO has made a positive contribution to the design process
Standard of funding proposal or activity design	5.1	Design is clear and logical and has realistic objectives that are appropriate to the project goal
	5.2	Beneficiaries are clearly identified
	5.3	Implementation strategies, responsibilities and schedules are clear, workable and achievable within project life
	5.4	Budget is realistic and informative
	5.5	Design articulates M&E arrangements
	5.6	Design identifies and takes account of the main risks and presents strategies for managing them
	5.7	Design incorporates sustainability strategy
C	Activity Implementation	
Efficient	6.1	Planned activities and outputs are likely to be completed on schedule

	6.2	Planned activities and outputs are likely to be achieved within budget
	6.3	The project inputs (commodities and services) and material outputs were of a satisfactory quality
	6.4	Costs for key budget items were reasonable
	6.5	NGO's project monitoring, reporting and acquittal procedures reliable, professional and meet AusAID needs
	6.6	Technical aspects of activity implementation meet agreed standards
ANGO Capacity for learning and	7.1	M&E systems ensured timely information flow
	7.2	M&E systems ensured responsive decision making
	7.3	M&E system facilitates both accountability/compliance and organisational learning
	7.4	ANGO policies, organisational structure and culture favour change or willingness to innovate in response to lessons learned
Effectiveness of Development Intervention/Respo	8.1	Activity is likely to achieve planned objectives
	8.2	Outputs delivered have fostered the anticipated benefits among beneficiaries
	8.3	Outcomes contribute to significant and lasting changes in target communities
	8.4	Improvements likely to occur in poverty reduction
	8.5	Improvements are likely to occur in Gender equity
	8.6	The livelihoods of the affected populations were supported, not disrupted by the intervention
Strategies for Sustainability	9.1	Sustainability issues are monitored and strategies for dealing with sustainability adjusted as required during implementation
	9.2	Project is likely to add to the capacity of implementing partners and beneficiaries to maintain the flow of benefits in the future.
	9.3	Project is likely to support the sustainable use of the environment
	9.4	There is a phasing out strategy for ANGO support to implementing partners.

APPENDIX F: SUMMARY OF INTERVIEWS

NAME	TITLE	ORGANISATION
MANILA		
Sam Zappia	Counsellor	AusAID
Angela Bernardo	Program Officer Development cooperation	AusAID
CBM		
Michael Davies	Regional Director SEAPRO	CBM
NORFIL Manila		
Teresa Nugui,	Executive Director	NORFIL, Inc.
Angela Pangan,	President	NORFIL, Inc.
Florian de Jesus	Program Manager	NORFIL, Inc.
Clarissa Fetesio	Batangas Project Officer in Charge	NORFIL, Inc.
NORFIL Batangas		
Lisa Morcilla	Social Worker	NORFIL Batangas
Clarissa Feterio	Programme in Charge	NORFIL Batangas
Marites Nachor	Staff	NORFIL Batangas
Maila Rosal	Staff	NORFIL Batangas
Eleanor Rodriguez	Office Asst	NORFIL Batangas
Geranda Gupit	SPED teacher	NORFIL Batangas
Marisa Christina Abdala	Office Asst	NORFIL Batangas
Luisa Ramos	SPED Teacher	NORFIL Batangas
Dolores Torbano	Physical Therapist	NORFIL Batangas
Michele Anguiwani	Social Worker	NORFIL Batangas
Fleurdeis Rosales	Social Worker	NORFIL Batangas
Joanne Rayos	Social Worker	NORFIL Batangas
Rogelio Velasquez	Driver	NORFIL Batangas
Romeo Isle	Driver	NORFIL Batangas
LGU, Batangas city		

Hon Filipe Marquez	Mayor, Batangas city	LGU, Batangas city
Sonya ?	Social Worker, Ministry Social Welfare	LGU, Batangas city
Joy Montaldo	Provincial Social Welfare Officer	LGU, Batangas city
Marc Leviste	Vice Governor, Batangas City	LGU, Batangas city
Henry Antig	Chief of Staff, Batangas City	LGU, Batangas city
AKAPIN Association - 13 members		
Pearly Satrillo, Zeny, Linda, Liselle	Akapi parents and volunteers	AKAPIN
Justine, John Paul, Katerin Rose, Janmela		AKAPIN
ECP, Manila		
Att. Floyd Lalwet	National Development Officer	ECP
Laura Ocampo	ABM-ECP Liaison Officer	ECP
Dominga Anosan	Program Assistant	ECP
Myron Gawigawen	Central Diocese Devt Officer	ECP
Mark Wilson	North Central Diocese Devt Officer (architect)	ECP
ECP, Central Diocese, Englandad		ECP
Johnny Golucan	Dev Officer/Engineer	ECP
Mark Na-Oy	Community Development Worker	ECP
Sevelina Guesaed	Community Development Worker	ECP
ECP, North Central Diocese, Batong Lusong		
Father James Boliget,	Batong Lusong Area	ECP
Apollonio Bangao	Community Development Worker	ECP
Jacinto Roldan	Gender Trainer, Dept Social Welfare	LGU
Mr Chetin	Committee Chairman	beneficiary
Doris Fania, Albert Olian	Committee members	beneficiary
FPTI Manila		
Milagros Araneta	Executive Director	FPTI Manila

Josephine Javelona,	Treasurer	FPTI Manila
BCPD Cebu		
Mary Anne Ruiz	Project Director	BCPD, Cebu
Evangeline Urgello	Industry Linkage Dev Officer	BCPD, Cebu
Victoria Mison	Accountant	BCPD, Cebu
Other		
Banilad BCPD Graduates		beneficiaries
Banilad BCPD staff and trainers		staff
Barrio Luz officials		LGU
Group of parents of graduates		beneficiaries
2 visits to graduates families homes		beneficiaries
Banilad partners		
Sylvia Ludo	Proprietor/key supporter	Café Georg
Sheila Sepulvida	Human Resources Manager	Shangri-La Hotel, Mactan Island
Raymond Bragg	General Manager	Shangri-La Hotel, Mactan Island
Hans R Hauri	General Manager	Marco Polo Hotel Cebu
Michelle Maranga	Exec Secretary	Marco Polo Hotel Cebu
Roy Abraham	General Manager	Mariott, Cebu
Dolly Belo	Training Manager	Mariott, Cebu
Marita Arambulo	Manager	Costa Bella Resort, Mactan
Propeller Club		
Ravelth Castro	Program Manager	Propeller Club
Katherine Diimano	Asst Program Manager	Propeller Club
James Nicoll (Jim)	Board Member	Propeller Club/ BSM Crew Service Centre
David Reynolds	President, Board	Propeller Club
Dale Godkin	Vice-President, Board	Propeller Club
Elealyn Baybay	Marketing officer	BSM Crew Service Centre

Alan Atkins	English IELTS Teacher	Trainer
Don Bosco Technical Institute		
Loreto San Pedro	Asst Tech Director ManpowerSkills	Don Bosco Technical Institute
Salvation Army, Philippines		
Major Dionesie R Domingo	Boarding house mother	Manila, Propeller Club
Pastor	Taguig Salvation Army Corps	Manila
Major Pasac	Tondo Salvation Army Corps	Manila
Propeller Club Graduates		
Gideon and mother	Batch 1 graduates	beneficiaries
Bernard and mother	Batch 2 graduates	beneficiaries
Two other mothers		beneficiaries
24 students	Batch 3 students	beneficiaries