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WaterAid PNG Country Program Evaluation

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1. Executive Summary

WaterAid has been supporting the WaSH sector in Papua New Guinea (PNG) since 2005, predominantly working through partners in East Sepik Province. In 2015, amidst the transition between old and new Global and Country Strategies, WaterAid commissioned an evaluation of their PNG Country Program. The primary purpose of the evaluation is to learn from current and past practice to improve future performance, with a clear objective being to influence the new WaterAid PNG Country Program Strategy. The evaluation had a utilization focus, aiming for participation of key stakeholders, collective analysis and interpretation and actionable findings. Rather than check whether WA PNG had executed the plan, the evaluation explored the PNG WaSH context and questions of WaterAid's relevance and contribution to change within that context with a focus on changes in Government engagement, decision-making and policy. The evaluation also endeavored to understanding WaterAid's niche – past, present and future.

There have been significant developments in the PNG WaSH sector over the last four years. The first WaSH conference, in 2011 galvanised sector stakeholders and set PNG on the path to developing a National WaSH policy. The policy, after collaborative development over two years, was approved in parliament in January 2015. Institutional arrangements to lead implementation of the policy are emerging as too are both Government and donor funding arrangements. NGOs, however, continue to work in a vacuum in rural areas with very little government leadership in the sector, little co-ordination between agencies, no sector planning, investment or monitoring.

WaterAid have contributed to these positive developments in PNG over the last three years, while operating astutely in the orphan WaSH sector. They have provided quiet and sustained support, effectively fostering momentum, sector leadership and ownership. In the development of the WaSH policy, WaterAid provided important perspective from an implementer of WaSH programming in rural settings, successfully advocating for gender and social inclusion, involvement of local government and the emphasis of hygiene behaviour change. They have played an active role in many of the research and analysis pieces that have informed the policy and the sector. Through WaterAid's partnerships, approximately 50,000 people have been reached with WaSH services. Despite developing strong and varied partnerships, WaterAid have not been able to contribute significantly to sector coordination and strengthening at the sub-national level and this is an area of significant opportunity now.

Four key points emerge from the evaluation team's analysis of WaterAid's performance: opportunism has dominated as the agency's organising principle; there has been a focus on individual support and single issue interventions over systemic change; there were many instances of stakeholder expectations not being met by WaterAid; and there is a need to consciously pursue good practice and prioritize learning from that practice. WaterAid has the opportunity to set for itself a clear identity, niche and strategic framework for the next five to ten years. Learning from past experience, WaterAid could act as an advisor to Government and the sector at all levels. The key is to develop sector strengthening thinking to guide all programming in PNG, whereby any one project, relationship or intervention strengthens broader systems, institutions and the enabling environment. WaterAid could aim to be a WaSH centre of excellence in PNG, a knowledge broker actively pursuing good practice approaches.

2. Introduction

WaterAid has been supporting the WASH sector in Papua New Guinea (PNG) since 2005, predominantly working through partners in East Sepik province. In 2011, WaterAid established a national office and became an incorporated organization in PNG. Over the past three years it has continued to consolidate its presence in the country through service delivery work with partners and its advocacy, particularly with government at all levels.

What follows is the report from an evaluation of the WaterAid PNG Country Program. The evaluation aimed to explore areas of change in the PNG WASH sector and to understand WaterAid's role in contributing to that change. Within the political and social context of PNG, to understand how WaterAid and its partners have remained relevant and effective – strategically, politically and programmatically – at all levels at which they operate. For more detail please see the Evaluation Terms of Reference in Appendix 1.

The following report covers the Approach and Methodology (section 3); the Context, both in PNG and of WaterAid's programming there (section 4); the main Findings of the evaluation, exploring Relevance, Change, Contribution and Niche (section 5); analysis of the Themes and Opportunities emerging from the findings (section 6); WaterAid's operational Fit for Purpose (section 7); and finally recommended Actions for WaterAid to consider (section 8).

Thank you to all WaterAid staff, Government and non-Government partners and village representatives who gave their time and honest thoughts so graciously. We are truly grateful to have gained an insight into the important work that you all do together.

3. Approach and Methodology

The WaterAid PNG Country Program Evaluation was carried out as a joint activity with the country program and partner staff in an open and inclusive way. The key evaluation questions focused on:

- WaterAid's **Relevance** to the country and sector context;
- **Change** taking place in the country and sector, relevant to WaterAid's work, and particularly within Government engagement, decision-making and policy, and the contribution of the organization towards those changes; and
- The **Niche** WaterAid has and could be filling and its operational **Capability** to do so

The evaluation approach featured a focus on utilization, which aims for the evaluation to fulfill the needs of its end users and to further program or organizational goals. Understanding that WaterAid is one of many actors in the change process, the team aimed for analysis of the changes taking place in the country and sector and what Water's contribution was to those changes. Further to this, the evaluation focused its attention on the area of Government engagement, decision-making and policy as a case study, rather than exploring all areas of change evenly.

The team:

- reviewed over 45 documents
- interviewed more than 60 people, including a workshop with representatives from 9 communities (see Appendix 2 for more detail)
- visited three school WaSH projects
- observed a PNG WaSH Taskforce Meeting
- facilitated one debrief workshop with WA PNG staff
- discussed draft findings and analysis with key Melbourne and PNG based stakeholders

The evaluation took place between March and July 2015 with a team made up of Annabel Brown (an Independent Consultant), Trevor Nott (a consultant and advisor with the Water and Sanitation Program, WSP), and David Shaw (Program Effectiveness Manager with WaterAid Australia).

4. Changing Context

4.1 Country Context

Papua New Guinea lies in the Eastern half of the island of New Guinea. The country established sovereignty in 1975 following 70 years of Australian administration. With a population of 7 million (2010) and a growth rate of 2.8% it represents two thirds of the entire population of the Pacific region and is one of the most culturally diverse countries in the world, with 848 listed languages. It is also one of the most rural, with 87% of the population living in rural areas, many considered remote with poor access to roads and basic services.

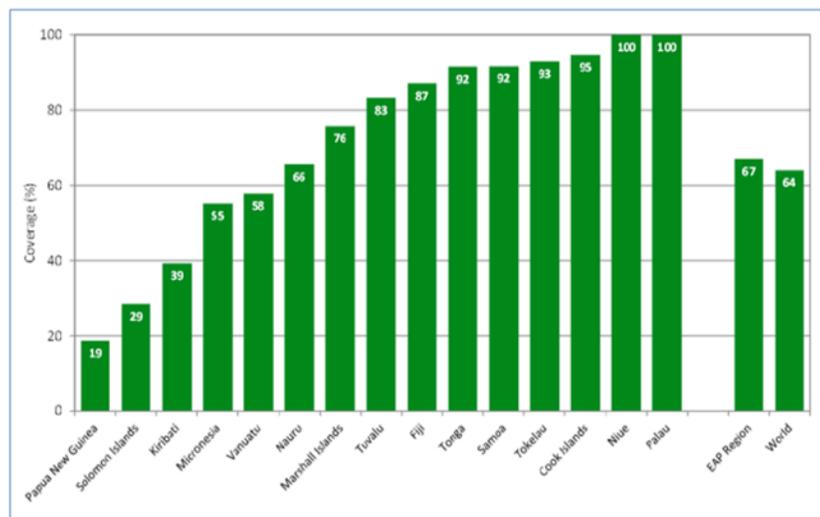
Administratively PNG is divided into 22 Provinces, represented in Government by a Provincial Governor and 89 Districts, represented by an Open Member. Districts are further divided into Local Level Governments, and finally Wards. At the local level the majority of the population still live in customary societies with strong clan and tribal affiliations. The resulting Wantok system, referring to those that speak the same language, means that decisions related to local law and order, as well as resource management issues, are made at a very local level, and can sometimes challenge the governments local elected representatives (such as the ward councilors). PNG adopts a system of customary land tenure, whereby 97% of all land is customarily owned and only 3% is privately owned.

Since 2001 PNG has adopted a Limited Preferential Vote system. The first vote using this system was in 2007 and to date no party has yet won enough seats to form a government in its own right. The result is that there are many parties, broad coalition governments and party allegiances remain weak. The election of the O’Neill government in 2011 has brought some political stability, partly due to support and a show of unity from Sir Michael Somare and two other former prime ministers (Sir Julius Chan and Pias Wingti) who have agreed to support the O’Neill led coalition government.

Despite strong

economic growth in recent years led by the mining and resource sector (6th fastest growing economy in the world in 2011), PNG ranks low in terms of many development indices. PNG has an HDI score of 0.49 (UNDP HDI 2013), well below the average of 0.70 for countries in East Asia and the

Figure 1

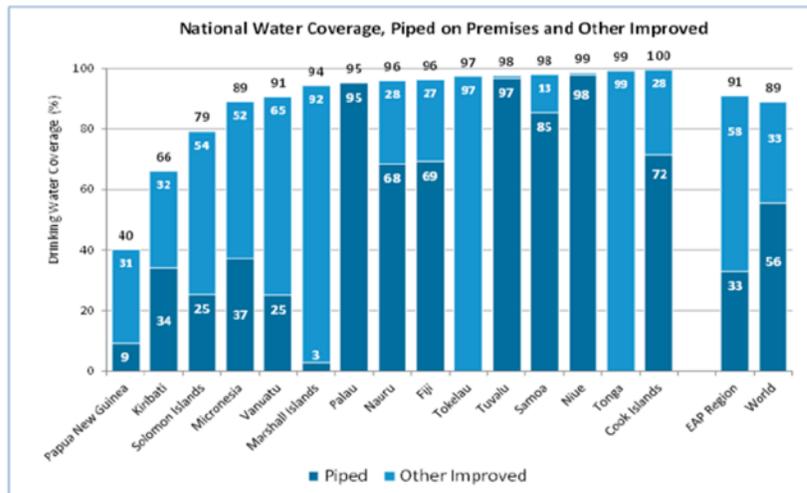


Sanitation coverage in Pacific countries, 2011, with EAP and World comparators

Pacific. PNG also ranked 157th out of 187 countries in the UNDP Gender Inequality Index. The maternal mortality rate is high at 250 in 2011, compared to the East Asia Pacific average of 79. Gender-based violence levels are also high.

Estimates of water and sanitation coverage in PNG are based on the Household Income and Expenditure and the Demographic Health Surveys, the accuracy of which is in some doubt due to the lack of resources available to the National Statistics Office which collects and analyses the data. This data is interpreted by the Joint Monitoring Programme (JMP) of WHO/UNICEF who then develop national coverage estimates. Based on JMP estimates access to water and sanitation is the lowest in the Pacific region (see figures 1 and 2). Data suggests access to improved drinking water increased only slightly from 22% to 31% between 1990 and 2012 but with significant

Figure 2

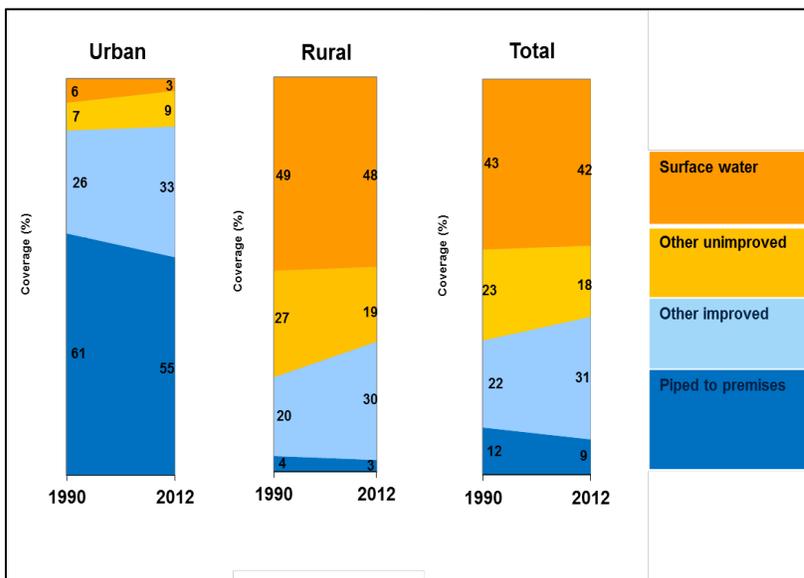


Water coverage in Pacific countries, 2011, with EAP and World comparators

Urban: Rural variation (see Fig 3). There are in fact only three countries in the world where access to safe water is below 50%, the others being the Democratic Republic of Congo and Mozambique. Access to safe sanitation has declined since 1990, from 20% access to 19% in 2012 (fig.4).

PNG has not met its 2015 MDG targets and is off track to meet its own targets of 70 % access to safe water and sanitation by 2030 as described in its Sustainable Development Plan and Vision 2050 documents.

Figure 3



In line with the low rates of access, PNG has some of the worst WaSH related health statistics in the Pacific. Diarrhea and other WaSH related illness are a major cause of morbidity in the country accounting for 28% of under 5 mortality (2009) and 12.8% of all mortality in the country (SE Asia 7%, W. Pacific 2%). In 2009 cholera re-emerged in PNG after an absence of 50

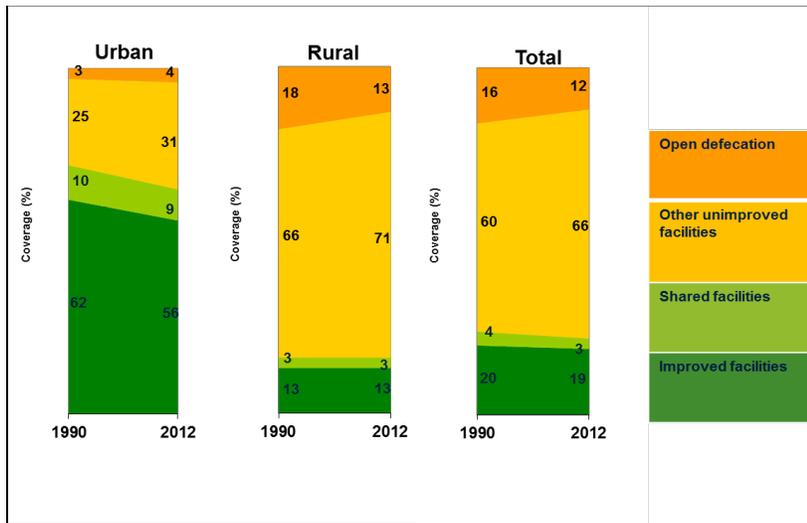
years. At 44%, the early childhood height to age ratio (2005) is poor compared to the rest of the region.

Low rates of access are attributable to a number of causes. Since Independence in 1975 water and sanitation have generally been low government priorities, compounded by the challenges of a large rural population in often scattered and poorly accessible locations. WaSH is often referred to as an orphan sector in PNG, with no sector leadership, in terms of a dedicated ministry or authority. As a result until recently there has been no sector policy or strategy to achieve the governments targets, funding to the sector is limited, sector planning, budgeting and reporting largely non existent and service delivery fragmented and uncoordinated.

The State Owned Enterprise, Water PNG, was established in 1986 with the responsibility to provide urban water and sanitation services on a commercial basis. This commercial responsibility means that (perceived) non-commercial peri-urban and settlement areas as well as many district towns remain un-served. Water PNG is currently operating in 14 out of 20 provincial centres and 6 of the 89 district towns. In 1996 responsibility for delivering water and sanitation services to residents of Port Moresby was given to the newly established state owned enterprise Eda Ranu, with the same commercial requirements.

Responsibilities in **Figure 4**

rural areas are much less clear. Whilst Water PNG has the mandate to ‘promote access to water and sanitation in rural areas’, it has been largely inactive due to its urban priorities and its commercial mandate. Meanwhile the Department of Health National Health Plan 2010-2020 aims to “Increase the number of households that have access to safe drinking



water, and effective waste disposal and sanitation.” However there are no specific targets for this and the Department lacks the financial and human resources for many specific achievements. A consequence of the government’s limited investment and activities in the sector is that the majority of WaSH services in rural and peri-urban areas are provided by the non-government sector. These are mostly national and international NGOs as well as church-based organisations, and some private sector involvement predominately from the extractive industries. With no sector monitoring or coordination and ‘off-budget’ funding most water, sanitation activities are installed ‘under the radar’. This restricts effective long-term national planning, budget demands and government support to sustainability.

Along with poorly identified sector responsibilities, limited sector funding also contributes significantly to poor coverage. Investments from the Government’s Development Budget

to date have been modest, and well below what is required. The total budget allocation, from the Development Budget, as well as donor partner funding, to the sector in recent years has been approximately K83m in 2011, K72m in 2012 and K71.6m in 2013, with the majority of this money being allocated to a few expensive urban initiatives such as the Port Moresby sewerage upgrade and District Town Water Supply projects. WSP's Service Delivery Assessment calculates that K270m of capital expenditure per annum is required to meet the countries 2030 targets of 70% access.

In rural areas no Government budget is specifically allocated to WaSH. Between 2006 and 2012 the EU RWSSP allocated €25 million in grant funding for NGOs (due to the lack of any clear government mandate and capacity) to provide WaSH services in rural areas. It is estimated that the program reached 742 villages with a combined population of 278,179 beneficiaries. The program's emphasis on promoting integrated water, sanitation and hygiene, rather than focusing on water only, contributed to a legacy evident in the National WaSH Policy and to some extent the language used more broadly now in the sector. Despite this, particularly amongst politicians, the priority remains improved water supply.

DFAT is now the largest donor in the WaSH sector, providing funds to three NGOs in PNG (WaterAid, World Vision and LLEE) through the Civil Society WaSH program, and additionally supports the sector through its Strongim Pipol Strongim Nesen (SPSN) program.

The Government's Services Improvement Program (SIP) represents a potential source of WaSH funding. The SIP allocates K15m to each District with additional funds to Provincial administrations and local level government for locally identified development priorities. District SIP (DSIP) funding has until recently been allocated by the Joint Planning Budgeting Coordination Committee (JPBCC), chaired by the Open Member, who is understood to be largely in control of the funding. (This arrangement has recently changed with the creation of the new District Development Authorities but allocation remains decentralized to the Districts) DSIP funding is sometimes used for providing water, either in peri-urban settlement areas (particularly around Port Moresby) or by dropping off rainwater catchment tanks in rural areas. Allocations are poorly reported, ad hoc and it would appear almost exclusively for water, rather than sanitation or as part of a broader hygiene promotion process. Never the less the DSIP currently represents the largest source of potential WaSH funding.

Available human resource capacity for rural WaSH implementation is weak in the sector. There is some technical capacity in the local government technical services, a division of the department of works, but this is predominantly engaged in larger civil engineering schemes. The Department of Health also employs some water artisans, and has Environmental Health officers in Provincial offices and some Districts. However with no DoH WaSH funding or strategy they are currently largely under-employed. Most however have been trained in Participatory Hygiene and Sanitation Transformation (PHAST), and some in Community Lead Total Sanitation (CLTS). Should funding be available and planning be in place they would represent a valuable, but insufficient, resource. The 2013 Human Resource Capacity assessment identified a significant shortage of staff in the sector even if sufficient funds were allocated for infrastructure.

There have been a number of significant developments aimed at improving service delivery in the WaSH sector in recent years. In November 2011 WaterAid established their PNG Country Office. In the same year a National WaSH conference, the first of its kinds in PNG was organised by the RWSSP with support from WaterAid and the Water and Sanitation Program of the World Bank (WSP). The conference drew together all the major stakeholders and was well represented by the donors, Government and implementing agencies.

During the conference it was agreed the Government, under the Department of National Planning and Monitoring, would revitalise the dormant Policy Task Force which had been established in 2008 and renew efforts to prepare the country's first ever WaSH Policy. The Task Force held its first meeting in November 2012 with membership drawn from a number of key departments including: Health, Treasury, Independent Public Business Corporation, Implementation and Rural Development and the two water SOEs, Eda Ranu and Water PNG, as well as WaterAid as the voice of civil society, UNICEF and the EU. The Task Force completed the policy in November 2014 and this was approved by Government in January 2015. For the first time PNG had clearly disaggregated rural and urban targets for water, sanitation and hygiene, along with key principles and minimum standards for service delivery. PNG's WaSH policy details a number of strategies in order to achieve the targets, including establishing a new WaSH Authority, improving funding and capacity to the sector, promoting improved co ordination and partnerships and developing an appropriate monitoring and MIS process, and is a significant achievement on the path to improving services.

In addition the WaSH conference agreed that WSP would conduct a Service Delivery Assessment, with support from WaterAid. This was completed in July 2013 and provides an extremely useful tool to better understand the bottlenecks to improving WaSH service delivery.

These recent developments have significantly raised the WaSH profile in PNG, and the expectations for improved service delivery. Within Government DNPM has demonstrated clear leadership in developing the policy, and with the proposal to establish a Program Management Unit (PMU) in preparation of the eventual WaSH Authority is showing commitment to implementation. The process of open and frank dialogue and shared decision making in the Task Force has ensured all relevant agencies have remained engaged and are now fully committed to policy implementation, establishing a strong momentum for change at senior level. Based on this clear commitment from Government departments, the World Bank is engaged in negotiations for a support program to the sector to implement the policy, ADB have responded positively to a request from DNPM to provide technical assistance and the EU is currently planning a significant investment in the sector under their EDF11 funding program, based around supporting policy implementation.

At sub national level there appears to be improved collaboration between many WaSH NGOs and government. A reduction in available funds for WaSH meant that many small local NGOs were unable to continue operations. Those that did, mainly the international NGOs, and church based groups, were able to provide funds from other sources. This includes SSEC, IRDI and TCA, which have been supported in their WaSH activities by WaterAid in East Sepik Province. Identifying new sources of funds, along with concerns over longer term sustainability has led to a greater engagement with District and Local government in order to try and access DSIP funding. Until the WaSH policy begins to

take effect however, agencies will continue to work largely in a vacuum in rural areas with very little government leadership, little coordination between agencies, no sector planning, investment or monitoring.

Water PNG is currently undergoing a process of corporatisation, outlined in the draft Water Supply and sewerages act 2015 which is due to be presented to parliament shortly. In essence this reduces state support to Water PNG and takes away its current regulation function. In terms of capital investments in infrastructure project Water PNG will now have to rely more on tendering in the market place.

Not directly associated with WaSH, but something which could have a significant impact on service delivery and civil society engagement with government are the recently established District Development Authorities (DDAs). DDAs will replace the Joint District Planning Budget Priorities Committee (JDPBPC). All public servants in the district, including police, teachers and health workers will come under the District Authority, whose CEO will be the District Administrator. The Members of Parliament that represent open district electorates will be the Chair of their respective District Authority, giving them significantly greater influence over funding allocations and human resources. The Minister DNPM and chief political advocate for the WaSH policy has made it very clear that he would like to see District development activities led by, coordinated and managed by the new DDAs, meaning that they will be the key for improved WaSH service delivery. This, together with the increase in District SIP allocations from K10m in 2014 to K15m in 2015 demonstrate the government's commitment to decentralised the development and service delivery process.

This decentralisation process however has not been supported through any government capacity building program, which could result in significant inconsistencies with regards to implementation across all sectors, including WaSH.

4.2 Summary of WaterAid in PNG

"He who would learn to fly one day must first learn to stand and walk and run and climb and dance; one cannot fly into flying." - Friedrich Nietzsche

WaterAid is a non-governmental organisation with a mission to transform the lives of the poorest and most marginalised people by improving access to safe water, sanitation and hygiene. WaterAid began funding work in Papua New Guinea in 2004 having identified it as a priority country in the Pacific region due to its low water and sanitation coverage, low HDI ranking and relatively large population. As the latest JMP figures reveal, access to water and sanitation in PNG remains a challenge. WaterAid is one of several NGOs supporting work on WaSH in PNG, but is the only organisation that exclusively focuses on the sector.

Learning to stand and walk and run (2004:2010)

In 2004, WaterAid began funding part of Oxfam New Zealand's program in PNG, which was being delivered by ATPProjects. With additional funding from WaterAid to Oxfam New Zealand in 2005, an indirect relationship with Oxfam PNG was formed. In 2006, the EC RWSSP provided greater funding opportunities to support an expansion of operations and WaterAid established a partnership with HELP Resources, based in East

Sepik province. An evaluation of WaterAid's program in PNG conducted in 2010 explores the relevance and effectiveness of early initiatives with these partners.

The 2010 evaluation report notes that WaterAid decided to establish a physical presence in PNG with advisors focusing on project implementation rather than sector influencing in Port Moresby. Whilst the evaluation team supported such sequencing for effective program growth (enabling a deeper understanding of context and building a credible reputation based on project implementation before seeking to influence the sector), a key recommendation was to establish a national office in Port Moresby and recruit a Country Representative to pursue a clearer advocacy agenda. The evaluation recommendations went further, setting out the following priorities: development of a national WaSH strategy, improved sector coordination, stronger sectoral links with local government and the development of a national WaSH monitoring framework linked to national monitoring.

Learning to climb and dance (2011:2015)

WaterAid established a national office in Port Moresby in 2011 and the first country representative was recruited early in 2012. A three-year country strategy (2012-2015) was developed collaboratively by WaterAid Australia and PNG staff. The strategy set out objectives for the program, guided by WaterAid's global strategy aims, including a clearer emphasis on supporting and influencing government.

In late 2011 and 2012 WaterAid were centrally involved in national sector developments, such as the first National WaSH conference, the Service Delivery Assessment of PNG's WaSH sector and the National WaSH Task Force.

In 2011, WaterAid became an incorporated organization in Papua New Guinea, establishing programs of work in three regions: the Sepik region (East Sepik and Sandaun Provinces) the Eastern Highlands Province and the National Capital District (NCD). Through implementing the 2012-2015 strategy, WaterAid has consolidated its presence in these regions, with a particular emphasis on advocacy in the NCD and program work in East Sepik, specifically Wewak and Yangoru-Saussia Districts. In total, more than 50,000 people have been supported with access to water and sanitation (ref: WA PNG annual reports). This map below sets out the provinces where WaterAid have some level of engagement and support.



Links with sub-national government

To date, agreements with Provincial Governments have not been formalised, but Memorandums of Understanding have been signed with Wewak Open and Yangoru Saussia Districts. As the permanent institutions with the mandate for WaSH, it's encouraging to note WaterAid has endeavoured to foster relationships with District Governments.

Three MoUs have previously been signed with Local Level Governments (Turubu, Sausso and Wewak Rural), but limited work was undertaken, with the exception being Turubu where an assessment of sanitation coverage was completed in all communities.

Rural community WaSH

In East Sepik province, WaterAid has partnerships with three local NGOs implementing community water, sanitation and hygiene interventions. In recent years, the DFAT funded CSO WaSH project has defined the majority of work in East Sepik province; in effect providing direction for the program in the absence of a provincial or district-wide plan.

Partner NGOs have developed their own methods for identifying communities and delivering services, particularly for sanitation and hygiene. The use of different approaches creates the potential for WaterAid to make a systematic assessment of relative strengths, however this opportunity has not yet been fully explored.

Technical support is provided to local NGO partners, particularly with the technical design of rainwater catchments. As noted in a recent Monitoring and Evaluation Review Panel (MERP) report for the CS WaSH fund, the quality of these systems was observed to be high compared with other similar systems seen in PNG. An assessment of sustainability was completed on previously supported projects during 2014-15 with findings presented at a national workshop with WSP, national government and NGO partners. A report setting out the approach and findings is yet to be completed.

WaterAid's NGO partners in East Sepik are:

- **Integrated Rural Development Initiative (IRDI)** grew out of HELP Resources, a NGO supporting WaSH projects through the RWSSP. WaterAid support the development of IRDI staff capacity and enable them to manage WaSH projects in targeted local-level Government areas. In targeted areas, IRDI has a close relationship with ward members, who inform IRDI of communities demanding water and sanitation; through this, IRDI has a list of 200 communities requesting support (IRDI interview). Due to the limited funding, IRDI were able to construct only one water supply system in 2014-15 and plan for one more in 2015-16.
- **South Sea Evangelical Church (SSEC)** Health Services has been implementing the Healthy Island concept in communities connected with the health facilities managed by SSEC since 2002. The National Policy On Health Promotion For Papua New Guinea (ref <http://www.health.gov.pg/publications/healthpromotionp.pdf>) sets out the Healthy Island concept and its potential contribution to sustainable and affordable health activities. The Healthy Island concept unifies efforts for health promotion and health protection, providing a framework within which health issues are analysed, prioritized, and implemented (ref http://www.who.int/healthy_settings/types/islands/en/). In the last two years SSEC has implemented water supply systems in a total of 13 villages. Support for WaSH in health facilities and schools have also been planned.
- **Tenkile Conservation Alliance (TCA)** focuses their support to 50 villages as part of an on-going program to save species of tree kangaroo. With support from

WaterAid, TCA have developed a sanitation booklet that is being used to promote improved household sanitation and has contributed to approximately 1000 new facilities being constructed. TCA place a priority on access to water, however rainwater harvesting units are expensive and WaterAid has not been able to match the demand TCA has for this infrastructure.

Although a formal partnership and funding arrangement has not been established, WaterAid have supported Vision 2010 with some planning processes. Vision 2010 is based in Karimui-Nomane District, Chimbu Province thus if a partnership was formed, this would expand WaterAid's reach into another province. The organisation was formed and incorporated in 2011 and has worked on cooperative farming and law and justice initiatives, but now wants to develop its WaSH capacity.

School WaSH

WaterAid Australia and Oxfam New Zealand jointly funded the ATPProjects School and Community Sanitation, Water Supply and Health Education activities from around 2004 to 2013. An evaluation of ATPProjects' work in 2013 raised concerns regarding the quality of school WaSH infrastructure that was being provided as a standard package, rather than addressing specific needs. Following the evaluation was a mutual parting of ways for WaterAid and ATPProjects, effective as of 1 August 2013; this decision was initiated by ATPProjects' management and agreed to by WaterAid (ref Evaluation of the ANCP-funded 'School and Community Sanitation, Water Supply and Health Education' Program).

On ending the relationship with ATPProjects, WaterAid encouraged Anglicare to take over the school WaSH programs for Central Province and NCD. Anglicare PNG is a national civil society organization, founded by the Anglican Church of PNG. In addition in October 2014 at the request of DFAT WaterAid submitted, and DFAT accepted, a proposal for WaSH in 5 schools in the Moresby South electorate to be implemented by Anglicare. The evaluation team was able to join a monitoring visit led by WaterAid's WaSH Advisor to three schools supported by Anglicare. In feeding back findings from the monitoring visit to the WaterAid team, the WaSH Advisor expressed concern regarding the quality of work being delivered. WAPNG has recently employed a program coordinator, Gail Pigolo, to work with and support Anglicare in their School WASH program.

Through the CS WaSH fund, WaterAid have supported IRDI to construct school WaSH facilities, which were observed during the recent MERP visit. As noted in the MERP report "as examples of school sanitation they were in very poor condition. All the latrines had full pits, were uncovered, filthy and unhygienic. The hand washing facilities were poorly constructed, and at the time of the visit non-functional due to a lack of water."

WaSH and Health

Within the last financial year, WaterAid has created the position of Health Advocacy Advisor, to be based in the national office. The new role will be a focal point for national level advocacy as part of WaterAid's global 'Healthy Start' initiative, but also support programming in relation to WaSH in Health Care Facilities, Neglected Tropical Diseases, and nutrition.

As part of the Rural Primary Health Service Delivery Project (RPHSDP), funded by the Asian Development Bank (ADB), WaterAid’s WaSH advisor will conduct a baseline assessment of water quality at 22 community health posts. Local partner staff will accompany the WaSH Advisor on these monitoring visits.

WaterAid and Anglicare undertook a piece of research documenting the WaSH needs of people living with HIV and AIDS, which was completed in December 2012. Lessons from the research are being used to guide Anglicare’s outreach work through its clinics in Port Moresby. Findings from the research were presented at an International Conference in Kenya in 2013, but are yet to be shared with WaSH sector stakeholders in PNG.

In the Western Highlands and Jiwaka Provinces, WaterAid is finalising a research project with Susu Mamas to assess the water, sanitation and hygiene practices and needs during childbirth. It is anticipated this will inform future programming in partnership with Susu Mamas, designed to provide a safer environment for women to give birth when unable to reach a health care facility and improve the provision of WaSH in the region. Time constraints for both WaterAid and Susu Mamas have seen the development of plans put on hold over the last year.

Strategic partnerships

Through the CS WaSH fund, strategic partnerships have been developed between WaterAid and the International Women’s Development Agency (IWDA) as well as CBM-Nossal for Gender Equity and Social Inclusion initiatives. The aim of these partnerships is to support WaterAid to assess current capacity to incorporate issues of gender and disability into their programs as well as develop an integrated approach to addressing vulnerability and equity through WaSH programming. A third strategic partnership is with the International WaterCentre to investigate aspects of hygiene promotion and develop appropriate materials for changing critical behaviours and social norms.

Financing

WaterAid’s funding in PNG has been dominated by the DFAT funded CS WaSH program over the past three years; in each year it has provided around 60% of budgeted income.

Table 1 sets out budget income projections from recent PNG plans. The proportion of funding from DFAT is set to increase in future years with the recent design of a ‘Sports for Development’ program that will see the available budget potentially double. Earlier this year, WaterAid’s Corporate Relations Manager based in Melbourne spent a week in Port Moresby exploring the potential for private sector / corporate funding opportunities. Although no cheques were signed or concrete commitments were made as part of that visit, the overall sense was that there is potential to seek and secure in-country funding through corporations.

Table 1: Budget income projections for WaterAid PNG

	2013-14	2014-15	2015-16
Unrestricted		432,510	463,114
ANCP	504,587	633,980	
CS WaSH	1,859,384	1,437,750	1,766,435
HEPF			312,663

Total	2,363,935	2,504,240	2,542,212
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Also extracted from recent plans are partner budgets and WaterAid operational costs; see Table 2. The budgets indicate a virtual 50/50 split between budgets for partners (for project implementation and activities) and for WaterAid (largely for institutional costs, but also investments in capacity development and support initiatives for partners). As a relatively small program supporting a broad range of partners across several provinces and districts, the funding available to support organisations has necessarily been spread quite finely. More analysis and discussion of WaterAid’s support to partners is presented later in this report.

Table 2: Budgets for partners and WaterAid

	2013-14	2014-15	2015-16
HELP	200,004		
TTU	25,000		
ATProjects	508,000		
Chimbu projects	100,000		
POM Projects	40,000		
SSEC	200,001	250,000	255,000
TCA	257,000	200,000	200,000
Anglicare	100,000	200,000	471,000
Susu Mamas	45,000	25,000	40,000
IRDI		200,000	240,000
Vision 2010		125,000	80,000
Yangorou Saussia		200,000	
Total	1,475,005	1,200,000	1,286,000
WaterAid	888,930	1,304,240	1,256,212
% of total budget	38%	52%	49%

5. Findings

The following section outlines the key findings of the evaluation in the areas of Relevance, Change, Contribution and Niche.

5.1 Relevance

As the contextual analysis above suggests, there is no doubt about the need for basic WaSH service provision in PNG as well as strengthening of the WaSH sector capacity. WaterAid's rationale for being involved in PNG and increasing its financial and technical contribution is clear and unchanged. This the highest order test of relevance.

WaterAid developed its strategy, in early 2012, on the basis of an evaluation of its programming and role over previous three years. The strategy was also developed amidst stakeholders coalescing around a PNG WaSH conference and a collaborative Service Delivery Assessment (SDA), both of which sector developments WaterAid were centrally involved in. These three influences over the country strategy in its development impacted positively on its relevance, both of the focus areas of work and of the role WaterAid sought to play in the sector.

WaterAid's 2010 Evaluation suggested a number of directions for the PNG Country Program, including establishing an in-country presence, fostering and expanding relationships with implementing NGOs and the coordination between them, and consolidating, advancing and documenting learning both about the sector and particular approaches to the hard and soft side of WaSH service delivery. In this respect it set WaterAid's course towards greater learning, sharing and networking with sector players, therefore ensuring the organisation's continuing relevance in PNG.

The PNG National WaSH conference - *Sustaining achievements: Next Steps in Water, Sanitation and Hygiene Development in Papua New Guinea* - brought together WaSH sector stakeholders on the 7th and 8th of November, 2011. The event was a significant step forward for the sector (see Context section) and it is important that WaterAid was contemplating its role and position in the PNG WaSH sector while in conversation with the key sector players at events such as the conference. WaterAid was able to position itself strategically in relation to the political and reform environment in PNG and the key stakeholders, leading to it playing a relevant and effective role, particularly at the national level, as will be expanded in the following section on WaterAid's contribution to change.

Two studies were being conducted at the front end of the strategic plan period, both with WaterAid's support and involvement. The *Mapping Human Resource Capacity in the Water and Sanitation Sector* (IWA 2013) study was being conducted by the International Water Association in 2011/2012, in partnership with the International Water Centre, AusAID, GoPNG and WaterAid. It mapped human resource capacity gaps in the water supply and sanitation sector in PNG, concluding a significant shortfall in positions would continue to hamper PNG's ability to reach the Millennium Development Goal targets for water and sanitation.

A Scoping Report in 2011 (Dutton 2011) proceeded by a Service Delivery Assessment (Dutton 2013), was conducted by the Water and Sanitation Program (WSP) in

partnership with the GoPNG, State Owned Enterprises and WaterAid. The SDA is a comprehensive review of: past coverage; adequacy of future investments; and bottlenecks along the service delivery pathways. The study identifies the bottlenecks of:

- lack of policies that clearly articulate a vision targets and approaches for water and sanitation
- unclear institutional roles in the sector
- lack of budget mechanism for allocating and tracking expenditure to rural and urban water and sanitation
- insufficient finance allocated to the sector
- weak monitoring systems, and a scarcity of qualified technicians and managers

WaterAid's WaSH sector analysis is largely drawn from the priorities identified in the SDA, as they were emerging. The analysis also took heed of the findings of the International Water Association study. Both of these influences, again ensured the strategic relevance of WaterAid's strategy and focus. Of course, with strong reference to the analysis of the sector, WaterAid, as an International NGO with limited local partnerships and funds, then had to determine where and how it could make the most meaningful contribution. WaterAid's Country Program Strategy (2012 to 2015), finalised in mid 2012 committed the organisation to the following aims and objectives:

- **Promoting and securing poor people's rights and access to WaSH**, through:
 - in partnership, increasing access of communities and schools, to equitable, inclusive, sustainable WaSH infrastructure and hygiene knowledge;
 - fostering community management;
 - developing a model of communities accessing Local Level Government (LLG) funds for WaSH services.
- **Supporting Government and service provider capacity to deliver services**, through:
 - supporting sector capacity to deliver equitable and sustainable services;
 - supporting development of a GoPNG WaSH sector policy and implementation plan;
 - major stakeholders closing the sector funding gap.
- **Advocating for WaSH in human development**, through:
 - GoPNG recognising WaSH central role;
 - Department of Education supporting school sanitation; and
 - HIV and AIDS programs including WaSH.
- **Developing WaterAid as a effective organisation and leader**, through:
 - consolidating as a leading WaSH agency in PNG;
 - utilising WA global experience;
 - establishing a national office and Sepik program team;
 - developing HR policies and procedures;
 - financial management systems in place.

WaterAid has been centrally involved in supporting the development of the National WaSH Policy and the plan for its implementation. It has also played a key role in

supporting the emergence of the leadership and institutional arrangements required at the national level. WaterAid's contribution in national level advocacy has been focused on gender, equity, social inclusion, sustaining services, local Government engagement and the integration of water supply with sanitation and hygiene. These aspects of WaSH policy and service delivery have been and continue to be highly relevant.

WaterAid has also continued its support to quality WaSH service delivery in rural areas, which is highly relevant given the significant rural majority and ongoing disparity between rural and urban access. WaterAid was able to pick up partnerships that had previously enjoyed the support of the EU RWSSP, therefore keeping afloat some of the local NGO capacity in WaSH service delivery, at least in the Sepik area. This was an appropriate response to the sector gap left when that program wound down. The cross sectoral work that WaterAid has built over the strategic plan period - WaSH in schools, with people living with HIV and AIDS and WaSH in maternal and child health - is arguably a sensible adaptation to the WaSH sector vacuum and the lack of WaSH-focused government agencies to work with. In the area of HIV and AIDS research has preceded programming, ensuring delivery is relevant to the needs of the people targeted. The WaterAid evaluation of ATPProjects work provided valuable evidence of the challenges inherent in providing school WaSH services.

Neither the district focus of the service delivery work, nor the selection of villages, schools or clinics within those districts, appear to be motivated by a broader analysis of need or socio-economic status. Rather these choices are largely driven by opportunistic selection of partners (more about opportunism in the Themes section below). There is therefore a question about WaterAid's relevance in regards to meeting the needs of the poorest and most marginalised. It is recognised that the lack of reliable data regarding WaSH coverage and socio-economic status is a barrier in this regard.

The two areas of sustainability and the growing and pressing need in informal urban settlements were highlighted in the SDA and have, over the course of the last three years, emerged as issues of significance for PNG. In both cases WaterAid has been involved in research to help the sector understand the issues and possible strategies for tackling them (WSP research, FH Designs, WA Sustainability Study). To remain relevant, the important thing now will be to practically tackle these issues in service delivery, documenting and sharing what is learnt.

Analysis of the sector suggested significant gaps in all areas of GoPNG's capability - financing, coordinating, setting policy, planning, delivery and monitoring - and at all levels of activity from national down to local. The focus of WaterAid's work in regards to sector strengthening has been at the national level. In their attempts to engage local level (LLG) and district level Government, WaterAid has been at the forefront of the shift to the responsibilities of those levels of Government, although WaterAid's sector strengthening work at the sub-national levels has not been comprehensive.

As a contribution to the national policy development process, WaterAid has advocated for consideration of many of the sub-national building blocks of a strong sector - coordination and harmonisation, clear roles and responsibilities, financing and budgeting, strengthening institutions; monitoring; equitable and inclusive service delivery. However, its strategic focus on and effectiveness in actually building a stronger sector at the sub-national levels has been limited. This does not amount to a gap in WaterAid's relevance, but rather suggests a choice of focus has been made, based on

an estimation of where WaterAid could realistically add value as they built their presence and footprint in country. The gaps in capacity at the sub-national levels, however, still exist, and may have widened, so in order to keep pace with the current changes in the context and stay relevant WaterAid needs to turn its attention there now (see Opportunities section below).

WaterAid noted in its country strategy that “the sector funding gap that has emerged since the end of the RWSSP threatens to erode this local NGO sector’s recently established WaSH capacity.” It seems almost certain that this erosion has happened. WaterAid, with its rare local partnership model has picked up some of the local partnerships - IRDI, SSEC and TCA - and has supported the emerging capacity in local NGOs new to the WaSH sector, although this amounts to only a margin of what was provided under the RWSSP. Despite foreseeing this WaterAid has been marginally successful in attracting more donor funding to the sector in PNG, with the exception of CSWaSH fund, DFAT WaSH in 5 POM schools funding, and now DFAT Sports for Development, and the serious gap in funding is likely to continue until 2016 or later, when funds are set to come in from the World Bank and the European Union. Arguably WaterAid has failed to adapt to this context change itself, keeping all of its eggs in the Australian Aid basket, albeit through different funding programs.

5.2 Change and Contribution

This evaluation sought to understand WaterAid’s contribution to changes in WaSH in PNG, with an emphasis on change taking place in Government engagement, decision-making and policy. The findings in relation to contribution to overall change and specific GoPNG changes are intertwined through-out the section below.

As discussed in the Context section above, there have been significant developments in the PNG WaSH sector in the last few years. The evaluation finds that WaterAid have been important contributors in many ways.

Momentum and leadership

Sector stakeholders at the National WaSH Conference committed to policy and institutional reform, galvanising the sector into action. The leadership of the European Union, propelled by an interest in consolidating the gains made during the RWSSP program, was significant here. As was the contribution of WaterAid PNG, who supported the conference and made important contributions to proceedings, with facilitation and presentations.

This period saw the emergence of WaSH champions in GoPNG. Significant and sustained institutional leadership has been demonstrated by the Department of National Planning and Monitoring (NPM). DNPM accepted responsibility for the policy development process, were pro-active about asking for technical assistance (and successful), and designated the required resources. The Minister for NPM, Charles Abel, has been consistent and committed through-out.

The revitalised WaSH Policy Taskforce was also key and with the Department of Health, Independent Public Business Corporation (IPBC), Water PNG and Eda Ranu playing important roles in driving the Taskforce. This was partly in recognition of the WaSH need as well as seeing the opportunity presented by the policy development process. Water

PNG and Eda Ranu were particularly keen to see clear institutional arrangements in place.

WaterAid were a committed and regular member of the Taskforce and feedback from sector stakeholders is clear and consistent regarding WaterAid's contribution in this area. WaterAid is understood to have 'lead from behind' with an understated, quiet yet consistently strong presence in the Taskforce and other key forums and process. This approach was said to be particularly effective in supporting the emerging and sustained local leadership in the sector, fostering ownership and accountability amongst PNG Government and SOEs.

Policy development

PNG's first WaSH Policy was approved by parliament in January 2015 after over two years of collaborative development by Taskforce members. The technical assistance provided by the Water and Sanitation Program (WSP), was seen to be of high quality, both in technical substance and in style, which was facilitative and supportive of PNG leadership and ownership.

The policy is comprehensive in that it covers minimum standards, sets goals and targets, outlines policy principles, analyses the issues, signals seven responsive strategies and suggests financing, institutional arrangements and management responsibilities. An implementation plan is included. The policy gives emphasis to providing services to the large unserved populations in rural and peri-urban environments and sets out the following strategies:

- improved institutional framework for effective implementation
- improved funding to the sector
- development of an effective management information system
- improved and consistent approaches to WaSH
- appropriate technology promotion
- enhanced private sector participation and partnerships
- sector capacity building.

WaterAid played a role in facilitating and encouraging the overall process of policy development. It was also able to provide important perspective from the standpoint of an implementer of WaSH programming in rural settings, and related to this pursued advocacy in the key areas of gender and social inclusion, involvement of local government and hygiene behaviour change.

Two of the policy principles explicitly recognise gender disparities and marginalised people, including recognition of “the significant role that women and girls play in the provision and management of household water and in promoting improved hygiene and sanitation practices” (p.9) Four of the seven policy strategies explicitly mention inclusion of women, adolescent girls and of people with disabilities.

It is significant that this is a WaSH policy, rather than a policy on water supply, in contrast to the policy drafted by Water PNG with the assistance of the ADB in 2008. This is itself an achievement and WaterAid's contribution, in consistently reinforced the

importance of sanitation and hygiene behaviour change during deliberations. This was recognised by stakeholders.

The influence of WaterAid on the contents and direction of the policy is evident, as is the inclusion of the issues that were the focus of WaterAid's advocacy. The lightness of detail in regards to the implementation of WaSH services in rural settings is arguably due to the vast majority of stakeholders in the policy development process not having experience in such implementation, given that no one agency had responsibility and there were no established mechanisms for implementation. This is a gap that WaterAid attempted to fill, although could only do so in a limited way. It is an important role now that implementation is proceeding.

The policy provides a sound framework for implementation and sector strengthening, and therefore provides significant opportunity for WaterAid going forward. This opportunity is discussed more in following sections.

Evidence base

Over the last few years there has been extensive research and analysis into WaSH in PNG. National studies including the SDA, the WSP study into Sanitation in Settlements, the national Sustainability Study and the Mind the Gap report. These have been important contributions to the sector, have already contributed evidence to the policy and informed strategies. These and other studies conducted since will be useful when implementing the policy and building a stronger WaSH sector in PNG.

WaterAid has played an active role in all of these studies, in turn providing financial support, research capability and access to villages and communities with whom the research was conducted.

As well as its involvement in the national studies WaterAid has conducted its own research work in collaboration with its partners, such as:

- Research into birthing practice, maternal and child health and WaSH, with Susu Mamas
- Research into the WaSH needs of people living with HIV and AIDS, with Anglicare
- Research into the sustainability of WaSH services, with IRDI and SSEC
- Baseline data collection in numerous communities, including gathering information in regards to inclusive access for marginalised community members

There is a great need for community based research into many aspects of WaSH service delivery and all of these studies are highly relevant and could provide useful guidance to the sector as WaSH service delivery ramps up over the next few years. However, most of this research work had not been documented clearly and it was difficult to ascertain how findings had been practically applied to WaterAid supported programming, nor shared with the broader PNG WaSH sector. The evaluation also found there were limited attempts to draw on the experience of partners in different approaches to WaSH service delivery - for example approaches to sanitation or community mobilisation - in order to both intentionally learn from and improve programming nor inform the sector. One such attempt, in collaboration with strategic

partner, International Water Centre, has move forward slowly with a recent change of focus.

We believe this is a gap in WaterAid's work currently, understandable perhaps due to the resource constraints the country program has been grappling with. Improving in this area is a significant opportunity for the future.

Institutional arrangements and financing

The WaSH Program Management Unit (PMU), responsible for the roll out of the WaSH policy implementation and administration of the PNG WaSH Fund, is in the process of establishment in the DNPM. Recruitment for the the new WaSH coordinator has commenced and the Taskforce will soon be requesting secondees for the newly formed unit from the Department of Health, Department of Education, Water PNG and IPPC.

As signalled in the policy, over time it is intended that a National Water, Sanitation and Hygiene Authority will be established, with national and provincial presence. Corporatisation of State Owned Enterprise Water PNG is already underway, although there is the possibility of Water PNG and Eda Ranu receiving government compensation for operating in non-commercially viable areas, such as informal settlements through the recently approved CSO Policy for all State Owned Enterprises

District Development Authorities have now been established in law at least. The increase in their service improvement funding (DSIP) allocation and management of 80% of civil servants demonstrates a decisive move towards the decentralisation of service delivery, including of WaSH. Two million and three million Kina have been earmarked in the DSIP funds, for health and education respectively (out of a total DSIP funding of 15 million Kina), either or both of which can be used for WaSH. Funds have also been committed for the WaSH Coordinator in the PMU. The World Bank has recently completed a WaSH Sector identification mission with the resulting project concept note proposing significant technical and financial support to WaSH policy implementation, the ADB have also pledged technical assistance, and the EU are currently planing significant investment, estimated at 63 million Euros, to policy implementation through the EDF11 program.

These nascent institutional arrangements at national and sub-national levels and commitments to financing, albeit largely external at this stage, are a huge leap forward for a sector formerly understood to be an 'orphan' with crippling under-investment.

WaterAid was very actively engaged in the discussion during the policy development process about the most appropriate institutional arrangements to implement the policy. Most recently it also sat on the interview panel for the selection of the WaSH Co-ordinator, a sign of the respect they have in DNPM and the Task Force. Their contribution to drawing donor funds into the sector comes down to the role they have played at the national level to strengthen the sector that encourages donors to engage.

Sub-national sector strength and service delivery

The situation at the sub-national level is bleaker. There has been a decline (or at least a stagnation) in WaSH service delivery in rural areas, in large part due to the drop in donor funds resulting from the end of the RWSSP and lack of investment from Government to

advance WaSH coverage and associated outcomes. International NGOs, such as WaterAid, have tried to fill these gaps but the scale has been nothing like it needs to be to keep up with demand.

At the sub-national level there has been a continuing vacuum in leadership, coordination and planning. There have been some pledges of Provincial investment in WaSH. For instance following RWSSP the Governor of New Ireland initiated the design of a Province wide WaSH program. The program is paid for using tax credits from the Lihir mine and is being implemented by an NGO in a model that seems to largely replicate RWSSP. Attempts by WaSH sector actors to engage local level Government (LLG) and District Government, appear to have resulted in adhoc and limited funding to water supply schemes and some engagement in other activities such as baseline data collection, although there has been more engagement recently than in previous times.

WaterAid has engaged District and Local Level Governments and its approach sets it apart from other NGOs in that it has been proactive in trying to build the role of Government in service delivery, rather than just informing Government of its activities and taking officers along to village visits and training, which appears to be the approach of the other International NGOs the evaluation team spoke to.

WaterAid have developed MOUs with the Wewak and the Yangoru Saussia Districts in the East Sepik Province. The Wewak MOU has resulted in a baseline survey of sanitation needs in the Turubu LLG area - approximately 56 villages in 21 wards - conducted in collaboration with LLG officers.

The Yangoru Saussia MOU has resulted in the collection of baseline data in 6 villages and in the co-funding of one water supply scheme in Japaraka 1&3 villages, at a total cost of K330,000, with approximate contributions of community K33,000, Government K100,000 and WaterAid K200,000. Although the gains in service delivery are modest, the agreements with District Government are an important precedent and model. They demonstrate how DSIP and LLG funds can be leveraged and directed towards more inclusive and sustainable WaSH services, based on thorough community needs assessment, rather than the hasty provision of unconnected water tanks, which is a more common strategy of sub-national Government.

Negotiating and operationalising the MOUs however, has had its challenges, in part been due to the different objectives and imperatives of WaterAid and District Politicians and Administrators. They have also been in part due to a lack of coordination and clarity within WaterAid and between WaterAid and its partners (see discussion in the Themes section below). Relationships between WaterAid and both district governments appeared to have been hampered by the lack of a shared understanding of expectations and ways of working. Given the WaSH policy's planned reliance on DDAs for sub-national WaSH service delivery and the current situation of that service delivery being almost exclusively provided by NGOs, learning from these attempted partnerships is vital.

WaterAid was noted as having a strong partnership approach and was understood to have varied and beneficial partnerships with faith-based organisations, non-Government organisations and Government stakeholders at different levels. WaterAid has partnerships with six local NGOs - Susu Mamas in Western Highland, Vision 2010 in

Chimbu, Anglicare in NCD and Central, IDRI and SSEC in East Sepik and TCA in Sandaun Province.

Following the end of RWSSP as the only real donor in the sector, HELP resources/IRDI would arguably have collapsed without the subsequent partnership with WaterAid. As a result of management and technical support from WaterAid, IRDI continues to operate successfully. Similarly SSEC has a thriving health component and runs a number of health posts as well as being a leading advocate of the Healthy Islands approach, but only included water in their programming under RWSSP, and have been able to continue this with subsequent WaterAid support. In Sandaun Province, TCA is a conservation NGO recently 'converted' to the benefits of including WaSH in its programs and able to do so with WaterAid's support – both financially as well as with technical support, most recently with the publication of a sanitation handbook. Similarly Anglicare, traditionally involved primarily in HIV/Aids has taken on a WaSH in schools initiative following encouragement from WaterAid. Support to Susu Mama's and Anglicare's research also significantly promotes opportunities for important cross sector integration.

Partners were positive about the contribution that WaterAid had made to them. The most important contributions noted were of technical assistance and funding. Although the evaluation did not focus on this issue it did surface questions regarding WaterAid's contribution to partner organisational capacity. Even in the area of WaSH service delivery it was difficult to ascertain whether partners had developed significant capacity through their partnerships with WaterAid. Capacity assessments have been undertaken with most local NGO partners, focussed on broader administrative, management and governance capacity and activities are planned with at least one partner, Anglicare.

These partnerships have resulted in the delivery of WaSH services reaching approximately 50,000 people, a significant contribution to people's lives. It is difficult to point to innovation in WaSH services, although this may well be down to the reality that the focus of this strategic plan period was on partnership development rather than consolidation and expansion of service.

As discussed in the Changing Context section above, the Government WaSH sector activity, in so far as there is any, run's largely parallel to the NGO WaSH activity. WaterAid has done little to integrate the parallel systems apart from linking partners with LLGs in the Sepik area, for instance in the cases of SSEC, TCA and IRDI, although more inadvertently than intentionally facilitative. For instance TCA's feeling it didn't have sufficient funds to provide WaSH services to the villages it works with has lead it to contact its two local LLGs for support. WaterAid has not assisted that connection in any concrete way as far as the team were able to ascertain.

Anglicare continue their attempts to engage the Education Department in their schools WaSH work and also the Health department through their WaSH work with people living with HIV and AIDS... Susu Mamas have a strong working relationship with Provincial Health Authority and Vision 2010 has a strong relationship with Government, a key reason WaterAid is interested in the partnership, although WA has not contributed to either of these relationships at this point, given the projects with these partners are yet to begin.

The contribution of WaterAid to the integration of gender, equity and social inclusion into sub-national WaSH service delivery is difficult to judge. The influence of the Strategic

Partners over WaterAid’s work, the work of local partners, the sector more generally, or knowledge in the sector is negligible, given the difficult beginning those working relationships have had.

Despite developing strong and varied partnerships, WaterAid have not been able to contribute significantly to sector coordination and strengthening at the sub-national level over the years of the strategic plan, with projects and partnerships largely proceeding without links nor reference to one another. Again, this presents an opportunity for the future.

5.3 Niche

As a sector specific NGO, WaterAid is uniquely placed to make significant contributions to WaSH in PNG at national and sub-national levels. However, operating largely in a sectoral vacuum over the strategic plan period, with few institutional processes, has presented significant challenges and required an approach that balanced opportunistic decision making with clear strategic intent.

Working in this environment makes it difficult to generate a unique niche since the demands are to be “all things to all people”, however WaterAid has been able to implement key principles that does set it apart from other civil society organisations.

Working in partnerships: WaterAid's work in PNG has always been in partnership with local NGOs, with Oxfam and AT Projects in the Highlands, and with the advent of the EU RWSSP, providing technical support to HELP resources in Wewak. Whilst this is not necessarily a unique approach, WaterAid are the only NGO that make it a key principle of operation. Whilst the partnership with AT projects and Oxfam has come to an end, WaterAid now works with a total of 6 partners across 6 provinces. Working in partnership allows synergy through combining knowledge, skills and expertise and allows WaterAid to optimize the benefits of their technical expertise across the sector, as well as develop the capacity and therefore the impact and sustainability of their local partners.

Along with local NGOs, WaterAid works with a number of ‘strategic partners’ through the CS WaSH programme and in addition has developed a close working partnership with the Water and Sanitation Programme (WSP) of the World Bank. .

These partnerships generate a significant amount of implementation based, as well as research based evidence, available for improved practice and advocacy, as well as generating stronger networks between implementing agencies that contribute momentum and consolidation across the sector.

Vertical integration: WaterAid has actively engaged with government at all levels. With National government WaterAid represents the main voice for civil society on the WaSH policy Task force, in addition the WaterAid Port Moresby office continually brokers relationships with government departments, such as the Department of Health and Education and is active in promoting relationships between agencies. WaterAid has signed MOUs with Local level governments in Turuba, Wewak Rural and Sausso and more recently with District governments in Wewak and Yangoru Saussia. They are now engaged in early discussions with the Provincial Administration for a Province wide WaSH programme.

Such integration enables WaterAid to represent the views of civil society to Government, to strengthen the profile of the WaSH sector, as well as to advocate for specific issues such as gender equity and social inclusion, at the all levels. Working with different levels of government provides a valuable and unique opportunity for improved vertical integration of planning, budgeting and monitoring in the future.

Evidence base: As an organization WaterAid have had a focus on evidence building and a learning based programming. In PNG they have built up a base of country specific evidence around aspects of WaSH, both through their own sponsored research, in partnership with WSP and through implementation with their local NGO partners. As a single sector organization it is right and appropriate that they do so, developing sector specific evidence and learning, both from their national as well as international experience in order to better inform other partners operating in WaSH. To date however there has been limited dissemination or active promotion of the nationally relevant evidence gathered.

WaSH capacity building and cross sector inclusion: A final area where WaterAid takes a lead in the sector is in strengthening partners capacities in WaSH, and in cross sectoral inclusion.

WaterAid has helped develop the capacity of local partners both with strong technical support in WaSH and also to some extent with management support, particularly with partners in East Sepik. This has helped ensure that NGOs who may well have left the sector due to poor funding and support continue to implement effective WaSH activities. WaterAid's partnerships have also introduced new organisations to the sector through their work in encouraging cross-sectoral inclusion, particularly in the areas of HIV/Aids and Maternal health. This level of support, albeit on a small scale nationally, is important for mainstreaming WaSH and ensuring civil society organisations are able to remain engaged in the WaSH sector with the current paucity of support.

Potential Niche areas for the future

With the recent approval of PNG's WaSH policy, and with an increase in anticipated Government commitment and donor partner support to implement the policy, WaterAid is presented with significant opportunities to strengthen their niche in the sector, based on their current initiatives.

These are summarized below but explored in more detail in Section 6 Themes and Opportunities:

- Sector strengthening and capacity building at sub-national government, to improve planning, budgeting implementation and monitoring as well as identifying opportunities for establishing service delivery pathways to sustain change over the long term. Encouraging partnerships and improved co-operation between implementing agencies. Promoting cross sectoral WaSH initiatives such as WaSH in schools, hospitals, government buildings, markets etc
- Acting as a centre of knowledge and innovation, based on well-documented in-country research, gathering evidence and learning in-country and with access to a global knowledge database, providing specialist advice on good practice

- implementation approaches and technical guidance. Also demonstrating best practice service delivery through partners.
- Be a leading advocate and promotor at National and sub national levels with all implementing agencies for inclusion of GESI principles into WaSH programming and implementation
 - Maintaining is presence as the main voice of Civil society WaSH on the WaSH Policy TaskForce

It is also worth noting here that WaterAid International's new, ambitious global strategy, *Everyone, Everywhere 2030*, dovetails nicely with the opportunities presenting themselves in PNG. The global strategy commits WaterAid to four global aims: reducing inequality; strengthening sustainable services; integrating water, sanitation and hygiene into sustainable development; and positively influencing hygiene behaviour.

6. Themes and Opportunities

In reflecting on the findings of the evaluation, a number of themes emerge. They are useful for understanding the progress and positioning of WaterAid in PNG, as well as in pointing the way towards the opportunities of the future. The themes are of course interconnected.

6.1 Balancing opportunism with planned activities

The latest strategic plan period can be understood as an expansion phase. WaterAid have been focused on establishing their presence, building their team, developing the enabling environment at the national level, reaching out to a variety of new partners, and developing relationships with donors.

As discussed in the sections above, WaterAid has been operating in a sector bereft of an organizing agency, institutional processes, a strategic framework or funding. In this environment, opportunism appears to have dominated over planned implementation as WaterAid's organizing principle. The evaluation team have found the balance struck between these two as necessary and appropriate although note some of the repercussions of this approach, if opportunism is not approached strategically.

Where opportunism has been most evident is in selection of partners. WaterAid have sought out partnerships with local organisations who have strong programs of work, often focused in areas other than WaSH. In some instances, these were inherited from the RWSSP program – IRDI (formerly Help Resources), SSEC and TCA – and therefore had WaSH experience even if not a WaSH focus. In some cases they are newly developed partnerships – Vision 2020, Susu Mamas, Anglicare – who have established programs of work in rural livelihoods, health, social development and are interested in integrating WaSH into this work.

There is great advantage to partnering with organisations with existing capacity, mandate, programming, and connections into communities and Government and non-Government systems, although it has created challenges. The geographic spread of partnerships and projects across 7 Provinces, makes support and monitoring very difficult for such a small WaterAid team. It also impacts on the creation of a program with synergy between interventions and partners.

What is important is whether there is a strategic framework that can guide the opportunistic decision-making. WaterAid's engagement in the WaSH Taskforce and policy development process, was an example of grasping opportunities that fitted well within WaterAid's broader role and strategic intent. It is the belief of the evaluation team that the opportunism that has lead to WaterAid agreeing to the water testing project with the ADB appears not to be driven by a strategic intent and therefore, as currently devised, runs the risk of taking human resources away from WaterAid's other work, while undermining the role of the Government in the sector. This is a judgement with which the WaterAid PNG team disagree noting several potential strategic outcomes of this project, including capacity building of partners, further projects and funding opportunities with the ADB, and influence over water testing policy and standards.

Associated opportunities

The sector is in a significantly different position now to what it was in 2012, in part thanks to WaterAid's commitment and effort. There is now a National WaSH policy, with nascent institutional arrangements, significant leadership and good will across multiple Government and non-Government agencies and sector funding from both within and outside of the GoPNG. Now is the time to tip the balance towards consolidating implementation of a new strategic plan and opportunistic decision-making guided by a strategic framework.

On the basis of analysis of this new context (and we hope this evaluation) WaterAid has the opportunity to set for itself a clear identity, niche and strategic framework for the next three to five years, perhaps even ten years given that is the time necessary to build the sector from a low base and establish working service delivery pathways to rural PNG. Opportunism will still be necessary, and at times advisable, but preferably within this broad framework. Any opportunities that present themselves, such as the partnership with Vision 2010 and the DFAT Sports for Development program, are then guided to serve a larger sector-wide strategic vision.

There is opportunity in the emerging work in the Health sector, including links with Anglicare, Susu Mamas and the Western Highlands Provincial Health Authority and the water quality testing in health posts. This Health sector work could be consolidated and stronger links made into the Christian Health Services. The Health Islands Approach is Government promoted and has had great success and is therefore potentially an excellent vehicle for WaterAid to promote integration of WASH with Health sector work.

6.2 A whole greater than the sum of its parts

During this phase there has been a focus on individual support, with interventions aiming to address single needs/issues, over and above systemic intervention. This has left the impression that the whole of the WaterAid program is not yet greater than the sum of its parts.

At the level of the WaterAid team, this has manifested in a management approach that has focused on individuals and their development, over and above building a team. As a result the team is made up of quality individuals but is not yet operating as a cohesive and high performing team. This is of course consistent with the 'forming' stage of a team.

At the sub-national level in East Sepik, this has manifested as a number of projects, interventions and partnerships with little reference nor connection to one another. Therefore, as noted in the earlier sections, there has been little contribution to a stronger sector in the Province.

An instance of the lack of synergy, particularly evident in the ES, is the parallel relationships conducted between WaterAid and local CSO partners and concurrently, WaterAid and Government partners. Very little has evidently been done to bring these parallel relationships together in order to broker new relationships and ways of working within the sector and thereby make it stronger. In essence, the parallel systems operating outside of WaterAid in the sector are reflected by parallel programming inside WaterAid with the staff managing these relationships not working effectively together.

An instance of a whole that is not greater than the sum of its parts, at a broader level, is the gender, equity and social inclusion work, and particularly the engagement of the Strategic Partners – IWDA, CBM and IWC. Although there has been some synergy between the Strategic Partners (SPs) IWDA and CBM, the expertise of the SPs has not been successfully integrated into the WaterAid programming, only modest connections to local CSOs focused in GESI have been forged and the potential contribution of the SPs has not been expanded beyond the East Sepik Province.

There are other instances of WaterAid failing to maximize opportunities between partners. For instance, between Anglicare and Susu Mamas, as two Health focused NGOs, both taking on an interest in WaSH over and above their predominant foci. And again, in the ADB funded project of water quality testing in Health clinics, no attempts have presently been made to partner with Government in this exercise, with WaterAid acting as an advisor to the DoH, who have formal responsibility for this area of work, but perhaps not the resources. Susu Mamas and SSEC are both involved in managing Health Posts, and could also be good partners in this work.

There are a number of issues at play, contributing to piecemeal rather than holistic programming. Some are contextual. Firstly, as discussed above, the understandable dominance of opportunism in the programming, due to both its stage and the sector vacuum, would have been a strong influence on this. In part this could be a consequence of working with local NGOs that are not sector specific, in that they have other development priorities, within which WaSH is just one. Rather than having an inclination towards strengthening the WaSH sector, they may feel WaSH is a means to a different ends.

Other factors influencing a more piecemeal approach are more obviously the responsibility of WaterAid to rectify. For instance, there is a notable absence of a galvanizing, collectively understood strategic vision/goal for program areas, or the country program over all. This is particularly evident in the East Sepik. Connected to this is a lack of teamwork amongst staff – collaborative planning sessions or goal setting for instance. Also significant is the lack of human resources WaterAid have had over the period

Finally, and perhaps most importantly, the evaluation team did not find significant evidence of a 'sector strengthening' thinking, orientation nor approach amongst either staff or local NGO partners. What we mean by this is thinking and approach that is consistently focused on how any one project, relationship or intervention could strengthen the broader systems, institutions and enabling environment necessary for strong and sustainable service delivery. A sector strengthening approach requires consideration not only of sector planning, budgeting and implementation, but also in identifying and developing long-term sustainable service delivery pathways that provide for maintenance and supply of spare parts. This is embedded in the rhetoric of WA International but not considered sufficiently by WA PNG. This way of thinking, we submit, would be new for WaterAid in PNG.

Associated opportunities

Developing this new way of thinking and allowing it to guide all programming in PNG, is a tremendous opportunity. Now is the moment to focus on policy implementation. The

area of policy implementation most precarious is service delivery in rural areas, given the historical lack of systems and pathways. This is an area in which WaterAid has experience, in PNG and other parts of the world, as well as a global strategic intent.

At the national level, taking this opportunity could see WaterAid become an advisor to policy implementation, particularly bringing recognition of GESI, a cross sectoral perspective, and playing the role of bringing experience of fieldwork up to National level discussion. As a member of newly established WaSH Program Management Unit Steering Committee (formerly the WaSH Taskforce), we see WaterAid as already taking this opportunity.

This advisory role could also move to the Provincial, District and Local levels, where there will be more pressure for sub-national Government and administration to take responsibility for WaSH service delivery, particularly the DDA's. WaterAid's focus can continue to be on equitable and good quality service delivery although perhaps with a stronger service delivery pathway approach.

Lessons from the sector coordination at the national level could be applied at the Provincial and District levels as appropriate with WaterAid supporting coordination, planning and monitoring and convening stakeholders at those levels as well. Along this vein, any MOUs developed with Government could be relevant and inclusive of all implementing agencies, bringing together the parallel systems. There is an argument for longer-term partnership agreements at this level, to ensure stability and stronger sector linkages.

An associated risk is that other Non-Government players in the sector actively work against a sector strengthening approach, aiming instead to consolidate their own share of implementation work. Coordination and advocacy with civil society players, through the Taskforce as well as the International Development Coalition will be important here.

Monitoring could be considered a strategic entry point into sector strengthening work, with the obvious need, its necessary links to planning, coordination, sustainability and the forecast influx of funds and human resources into the sector. WaterAid already has an entre into this work through the innovation funds project.

Linked to this sector strengthening work is the opportunity to build citizen action and social accountability mechanisms in PNG. Although the evaluation did not explore social accountability in detail the work of the Institute of National Affairs (INA) and the Consultative Implementation and Monitoring Committee (CIMC) in fostering regional and national dialogue between Government, the private sector and the community as well as budget monitoring are promising. There may be interest in establishing consultative and monitoring mechanisms alongside the implementation of the WASH policy and WaterAid could take a lead in such a project. Transparency International may also be a potential partner in these initiatives.

At a more local level there is certainly opportunity in exploring citizen action mechanisms at the village and local Government levels, engaging Ward members and Ward Development Committees in WASH and being mindful not to establish parallel systems.

6.3 Great expectations

One of the pitfalls of an opportunistic approach and programming that lacks synergy is the potential of raising expectations that you then cannot meet. The evaluation team found many instances of stakeholders that had expectations that were not being met by WaterAid, from every stakeholder group except national agencies. It is worth noting that the role of WaterAid was clear and consistent amongst stakeholders at the national level in relation to the policy development process.

In relation to local NGO partnerships expectations of both financial and non-financial support were not being met by WaterAid, in some cases. Partners voiced disappointment in the funding that had been made available, in some cases suggesting it was less than had been previously communicated. In regards to the non-financial support, there was a sense from partners that the offer from WaterAid was more limited than they had expected. WaterAid was able to offer some technical assistance, although skills/capacity transfer had not resulted to any great degree and broader capacity development was limited to some aspects of project development and management.

It is our assessment that it would have been very difficult for WaterAid to meet the expectations of District Administrations as outlined in the two MOUs, either in financial or non-financial terms and certainly that was a point of tension with Government partners. There were also incidents where communities/villages, linked to both Government and non-Government partners, had had expectations raised, through research, assessment and project design processes, only to be stalled for up to two years.

As the evaluation team were not privy to the discussions between WaterAid and its stakeholders, it is difficult to tell why expectations deviated from what was possible and planned, although we can deduce there were some instances of miscommunication around funding limitations and some instances of vain hopes on the part of partners, despite relatively clear communications from WaterAid. There was one instance where observation of WaterAid's other activities, namely bringing in a number of Australian consultants to PNG, made a partner assume they had more money than they actually did.

In some instances it is possible that the shift between two funding streams was in part to blame. Through the RWSSP funding partners were largely funded to do what they wanted to do. When swapping some of these organisations to the CSWaSH funding, there was also a necessary shift in the expectation of partners as well as considerably smaller funding amounts. This of course required negotiation and adjustment, which is possibly where some of the disconnection stemmed from. In one instance it is evident that WaterAid staff were deliberately vague about their own limitations in order to keep negotiations of a partnership proceeding, which appears to have had repercussions.

Partly, falling short of expectations has been due to WaterAid's lack of human and financial resources and therefore the difficulty of following up opportunistic selection of partners and projects. Further to this there has been a lack of coordination and collaboration between team members towards a commonly understood strategic vision/goal. This also suggests there were communication issues within the team, with WaterAid's limitation being understood by some but not by others.

Associated opportunities

Linking with some of the opportunities above, there is the possibility to learn from recent experiences with District MOUs to clarify roles & responsibilities, funding arrangements, ways of working and timelines, as these will be important working models for the future.

Also for WaterAid PNG to define its strategic intention for work in the East Sepik in collaboration with the Provincial and District Authorities. A key outcome of the process being to foster a mutual understanding and shared vision for how WaterAid could work with and support sub-national Government to deliver its mandate.

It is important to note here that there are certainly risks attached to working closely with Government in the WaSH sector, given the volatile political realities in PNG and the uncertainty and inconsistency of the leadership, commitment and priorities of sub-national Government Authorities. Further to this, is it likely to take over ten years to establish working service delivery pathways and a strong sector in rural WaSH and that is if the implementation of the policy proceeds smoothly and unhindered, which would seem unlikely in the context. The opportunity is therefore not to put all eggs in the Government service delivery basket, but rather to more intentionally integrate and broker the currently parallel Government and civil society delivery systems in rural WaSH, and seek to build up Government capability to take up its responsibilities in the sector.

6.4 Practice what you preach (and document it)

There have been examples of poor implementation in the field, particularly in the construction of sanitation facilities in schools. Technical excellence, based on appropriate designs, needs to be a priority for WaterAid and its partners. It is important to note however that the context in PNG is difficult in many ways. We have described the state of the sector and further to this there is significant political volatility, a weak and unstable civil society, a broad cultural diversity, scarce funding and considerable logistical hurdles. In this environment, establishing working partnerships and solid WaSH service delivery is in itself a great achievement.

It is for this reason that we are not advocating for best or perfect practice. Rather, what we think is key is that WaterAid is consciously and conscientiously pursuing good practice, and prioritizing learning from that practice in order to improve their own work and that of others. There are ways in which WaterAid have fallen short of this standard over the strategic plan period. First and foremost this is an issue because work that does not demonstrate good practice challenges the credibility of WaterAid in PNG and internationally, making it more difficult for WaterAid to speak with authority and integrity.

For instance, if WaterAid's planning, coordination and monitoring are not of a sufficient standard, it becomes difficult to support Government in these areas. Similarly if the Government interventions and NGO interventions are running parallel in WaterAid it is hard for WaterAid to advise on building a more coherent and cohesive sector.

In consciously developing good practice, rather than settling for poor practice, WaterAid will contribute the most to the sector, particularly if this learning was documented and disseminated. Whilst WaterAid has supported a number of important research studies,

the documentation of findings and dissemination of results within the PNG sector is limited. As such, the studies have not achieved their full potential impact or influence on other sector stakeholders, particularly national and sub-national Government.

Similarly, through its partners and their various approaches, WaterAid has the potential to generate valuable evidence regarding the effectiveness of different approaches to delivering services and create knowledge around priority issues – for instance GESI and community mobilisation. There is an opportunity to systematically assess the relative merits of different approaches to sanitation and hygiene promotion, different models of service delivery and shared lessons on implementation (for example WaSH in schools), all of which could be used, with input from their global knowledge pool, to develop stronger more informed approaches to service delivery.

Associated opportunities

As a single sector organization, WaterAid could aim to be the centre of excellence in PNG for WaSH. This requires pursuing a philosophy as a learning organisation, acting as a knowledge hub, generating and disseminating information for the broader sector, and actively promoting good practice approaches, particularly through its partners, both in service delivery approaches and technical solutions. Through this role WaterAid could significantly promote improved coherence in the sector at the local and national level at an important time following approval of the WaSH policy.

There is potential to broaden the perspective of the sector to a whole service delivery approach. Such an approach is equally applicable in rural, peri-urban and urban areas. This also presents an opportunity to engaging the private sector, in partnership with Government, to professionalise the maintenance of WaSH facilities, where appropriate, as well as supply the necessary hardware.

This approach would not only require innovation and learning to be a central philosophy of WaterAid in PNG, but also coordination with other actors beyond WaterAid's current practice.

Further to this WaterAid staff and the evaluation team noted that there is a lack of sharing of examples and stories of good practice through-out PNG. This means that the motivation and learning derived from a good practice example from elsewhere is not often available to agencies and communities in PNG. This leads to reinventing the wheel and de-motivation. WaterAid could play a part to rectify this situation, at least in the WASH sector. It would have impact on the strength of the sector as well as the motivation to implement the WASH policy. The role of the churches in PNG, in both supporting and contributing to such a centre of excellence should not be underestimated.

7. Fit for Purpose

Opportunities set out above include WaterAid taking a stronger and more central role in sector strengthening, supporting stakeholders to consider and strengthen the whole service delivery pathway. They see WaterAid more consciously supporting sub-national Government to deliver its mandate. Also, acting as a knowledge hub and broker for the sector, actively learning about and promoting good practice and convening stakeholders in pursuit of good quality WaSH delivery.

The evaluation asked to what extent WaterAid is operationally fit for purpose to respond to the challenges and opportunities and to contribute to change in PNG. It was a focus of the team's questioning as well as a discussion topic with the PNG WaterAid team during the debrief session. This section summarises our findings.

Staffing: As discussed a number of times in this report, numbers of staff within the country program have been low for the strategic plan period. Indeed a WaterAid internal audit conducted in August 2014 found staff numbers to be insufficient for delivery of the country program (WaterAid August 2014).

Since then new staff have been taken on board, including a GESI Officer in Wewak, a Program Coordinator in Port Moresby, and operational and financial management support. More staff will be necessary if WaterAid is to take the opportunities presented to it in the current PNG environment. It was found that a senior management position is needed in the Wewak office to further develop the East Sepik programming, manage the team and represent WaterAid in the Province.

Skills and expertise: There are a number of areas in which the team's skills and expertise could grow and develop, both through recruitment of new staff and reorientation and training of current staff.

In order to further develop the capacity of partner organisations, towards a stronger and more independent sector, WaterAid will need to move beyond narrow technical assistance and program management support to partners. Partner capacity in management, organizational development, program development, partnership development with Government, will be important going forward. If WaterAid is to go part way to fulfilling these needs, either through direct support or brokering relationships with others support organization, they will need skills up in capacity building as a central part of their work.

Also, in order to ensure greater consistency of quality at implementation, WaterAid's capacity to monitoring, guide and transfer technical expertise will need to be developed. The WaterAid team were noted as being under-skilled in areas of sanitation and hygiene behaviour change, which again will need to be addressed to take up the role of centre of WaSH excellence in PNG. Given the recommended scale up of WaterAid's work with Government, particularly at the sub-national level, increased expertise in government systems and partnerships will also be necessary.

Documentation of processes, research, program activity and learning was identified by the team as an area where improvement was necessary. This will be an important area to develop if WaterAid is to play a knowledge hub and broker role in PNG, as will associated areas of research, monitoring, evaluation, presentation and communications. In-house training expertise may well become more critical in the future.

Fundraising, donor liaison and grant management skills will also be important if WaterAid is to diversify its funding base in PNG, which is recommended.

Funding: WaterAid's operating budget for the last two financial years has been roughly \$2.5 million PNK. Half of that goes on operational costs and half on partner activities and operations. WaterAid have played an important part in building the national enabling environment over the strategic plan period, fostering relationships, partnerships, developing its influencing role and deliberately going beyond funding the implementation of WaSH schemes. This means that the funding available for implementation of schemes is low, relatively speaking, and rural PNG is an expensive operating environment.

In the future it will be necessary for WaterAid to play both a funding conduit role, for the installation of WaSH schemes, but more importantly a leveraging role, influencing how Government and development partner funding is spent and brokering the funding of implementing partners.

The large majority of WaterAid's work in PNG is funded by institutional donors and in fact, currently one institutional donor, DFAT. Soon, with the Sports for Development Funding, DFAT is set to have an even larger stake in WaterAid's program. To develop a country program independent of any one donor's interests, ebbs and flows, and reputation in country, it is wise to diversify the funding base. Unrestricted funding from WaterAid Australia will not necessarily be forthcoming, so seeking relatively unrestricted funding from other sources – such as the private sector - could be an opportunity.

Relationships: WaterAid's relationships and partnerships are generally strong in PNG and are with a diverse range of actors. This will stand them in good stead for the next strategic plan period. Relationships are probably best at the national level with room for developing a broader and stronger set of relationships at the sub-national level, with Government and non-Government actors, in order to play a stronger convener/coordinator role, or at least to support Government in that role.

The Strategic Partnerships have not worked as effectively as envisaged. To really benefit from the expertise and connections of the Strategic Partners the strategic intent, ways of working and roles of Australia and PNG based staff will need to be worked through.

WaterAid: When considering the opportunities, WA PNG saw the need to forge even stronger links with the network of WaterAid International. Certainly, in pursuing both sector strengthening and knowledge brokering, drawing on WaterAid's experience and learning effectively will be essential.

8. Action

We recommend pursuing five strategic clusters of actions. We envisage all of these ideas can be developed further and chrysalised as part of the next Strategic Planning process.

1. Clarify identity and refresh niche

- Clarify what identity would be most advantageous to WaterAid in PNG – for instance whether it is best to be seen as closely associated with an Australian or an International organization/network.
- Consider relevant governance and management implications, for instance is there a need for a PNG governance/advisory body? Include business involvement in WaterAid PNG governance/advisory mechanisms.
- Position WaterAid as the international advisor to the PNG WaSH sector, advising based on experience in PNG and worldwide and on knowledge and adaptation of good global practice.
- Continue strong links to implementation in PNG, and be the champion of civil society and issues such as equity, inclusion and sustainability in national and sub-national fora.
- Be more strategic and holistic in programming while remaining opportunistic, albeit within a clear strategic framework.
- Develop niche further in the Health Sector, including consolidating existing partnerships and forging new ones.

2. Evolve relationship with the WaterAid International network

- Continue the shift in the relationship with WaterAid Australia to be less focused on program management support and more focused on program development and providing the international context, good practice, global learning and knowledge brokerage.
- Expand support in areas of fundraising, human resource management, research and monitoring and evaluation, with mind to developing capacity and independence in the PNG team.

3. Re-orient programming towards sector strengthening

- Play an active part in implementation of the national WaSH policy.
- Act as an advisor to Government at multiple levels.
- Broker relationships between Government and non-Government actors.
- Support and advise sector-wide coordination.
- Skill up as a relationship broker and advisor, including higher-level management at sub-national level.
- Involve the private sector.

- Consider monitoring as a strategic entry point into sector strengthening work, with the obvious need, its necessary links to planning, coordination, sustainability and the forecast influx of funds and human resources into the sector.
- Strengthen the integration of community WASH activities within existing community development programs and structures and with the government District, LLG planning and budgetary processes.
- Look to promote citizen action and social accountability mechanisms to run alongside, and make more effective, the implementation of the WASH policy, and actively build community ownership and sustainability.

4. Become a learning-focused Country Program

- Skill up as a knowledge generator and broker, including necessary systems development.
- Orient all implementation work to integrate learning, documenting and disseminating.
- Be uncompromising around the quest for quality service delivery and build the capacity of partners in this regard.
- Document good practice approaches, using those as standards and disseminate broadly.
- Broaden relationships with other players in the sector as contributors to good practice examples, particularly church organisations.

5. Diversify Funding Base

- Explore funding opportunities in line with the new WaterAid Global Strategy and PNG Country Strategy.
- Focus fundraising on giving WaterAid PNG the flexibility to re-position itself with clear identity and refreshed niche.
- Pursue accountability arrangements for delivery of the Country Strategy rather than projects or programs.
- Source more funding from within PNG, particularly from the private sector.
- Leverage and channel development partner and GoPNG funding towards sector strengthening and rural service delivery.
- Seek out knowledge-focused donors, such as international research centres, trusts and foundations and universities.
- Orient Sports for Development funding towards new Country Strategy, rather than the other way around.

Appendices

Appendix 1 - WaterAid PNG Country Program Evaluation Terms of Reference

Appendix 2 – List of Stakeholders Interviewed

Appendix 3 – List of Reference Documents