

Civil Society Support Program Phase II 2016- 2020, Samoa

Design Document

July 2016

Executive Summary

The Australian Government has supported civil society in Samoa through a variety of mechanisms including the Samoa Civil Society Support Program (CSSP) Phase I from 2010 – 2015. This program operated through a joint agreement between the Australian Government, the European Union (EU) and the Government of Samoa (GoS). Through its funding to CSSP, Australia has contributed to its three strategic priorities in Samoa which are: (i) enable economic growth (through increased livelihoods for women and marginalised groups); (ii) progress health and education outcomes (through increasing services to people and communities) and (iii) contribute to strengthening governance (through capacity building of civil society sector). The overall objective of CSSP I was: “to improve the social and economic wellbeing of the people of Samoa by empowering NGOs and CBOs at local and national levels to contribute effectively to socio-economic development”.

CSSP I will end in June 2016. It had focused primarily on grants for service delivery and other one-off ‘tangible’ project initiatives by NGOs and CBOs. It also included capacity building for civil society to enable them to better contribute to policy development and governance in Samoa. A second phase of CSSP, CSSP II, will shift from being funded entirely by two development partners to a mechanism which is funded and supported by the Government of Samoa and development partners and governed by a steering committee that includes Government of Samoa, civil society representatives and development partners.

CSSP II will build upon the lessons learnt from Phase I with adjustments to implementation, resourcing and management arrangements. The objective for supporting CSSP II is:

“Improve the quality of life for people in Samoa through effective and sustainable civil society organisations”.

Through cooperation with private sector and Government sector programs it will support sustainable development outcomes for remote communities and marginalised groups. This will include particular attention to people with disability, women and young people.

CSSP II implementation will start with a transition stage overseen by a dedicated Transition Support Group. Specific activities to be covered in the transition stage include review of staffing and program management arrangements, improved processes for communication and accountability, improved monitoring and evaluation and establishment of key partnerships for program operation.

CSSP II will be designed to achieve three main outcomes:

- 1. CSSP II will provide an effective, transparent and accountable mechanism for development funding for civil society to address development outcomes.***
- 2. CSSP II will support Samoa civil society to take effective and innovative approaches to meet the needs of vulnerable people.***
- 3. CSSP II will be a responsive resource for civil society development in Samoa to establish partnerships, promote alliances and support research.***

This new Phase will aim to achieve these three outcomes by placing greater emphasis on strengthening the following areas:

- To have a more efficient and effective funding mechanism using a more targeted approach to complement efforts by the Government of Samoa in the areas of health, education, gender, disability, youth and livelihoods

- Strengthening structural processes, PMU internal systems
- Strengthening M&E system
- Applied research to inform decision making, policy development and national planning process
- Strengthening civil society engagement with Government of Samoa and private sector at policy level and national planning process

CSSP II governance will be through a Steering Committee with representatives from civil society, Government of Samoa and development partners, with responsibility to oversee and monitor the program and ensure that it operates in a transparent and accountable manner. A formal risk management process will be led by the Steering Committee.

Table of Contents

Executive Summary.....	1
Acronyms	5
Introduction	6
Analysis and strategic context	6
Country and sector issues.....	6
Development issue	8
Lessons Learned.....	8
Strategic setting and rationale.....	11
Australian Government policy	11
Australian aid investment in Samoa	11
Innovation and private sector.....	12
Investment description	12
Logic and expected outcomes.....	12
Overall Theory of Change.....	14
Delivery approach	16
Delivery options	16
Major program activities.....	16
Resources	20
Budget.....	20
DFAT contribution to CSSP II	20
Other development partners	21
DFAT sectoral engagement.....	21
Implementation arrangements.....	22
Governance and management	22
Staffing	25
Technical support.....	25
Monitoring and Evaluation	25
Program reporting	28
Sustainability.....	29
Gender equality	29
Disability inclusion	30
Safeguards.....	30
Risk Management	30

Annex One: Plan for design approach and stakeholder engagement (<i>available from DFAT if required</i>).....	Error! Bookmark not defined.
Annex Two: People consulted.....	32
Annex Three: Summary of stakeholder consultations.....	34
Annex Four: Overview of development partners programs proposing to utilise CSSP Phase II.....	36
Annex Five: Steering Committee and Transition Task Group roles and responsibilities	37
Annex Six: CSSP II Staffing for the transition period	42
Annex Seven: Annual Plan and Six-Month Reporting Formats	44
Annex Eight: Budget details	46
Annex Nine: Risk Matrix.....	50

Acronyms

ADRA	Adventist Development and Relief Agency
CBO	Community-Based Organisation
CSO	Civil Society Organisation
CSSP	Civil Society Support Programme
DAP	Development Assistance Program
DFAT	Australian Department of Foreign Affairs and Trade
EU	European Union
GoS	Government of Samoa
HIES	Household Income and Expenditure Survey
MoF	Ministry of Finance
MWCSD	Ministry of Women, Community and Social Development
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
NCC	National Council of Churches
NGO	Non-Governmental Organisation
NUS	National University of Samoa
PLP	Pacific Leadership Program
PMU	Project Management Unit
SC	Steering Committee
SUNGO	Samoa Umbrella for Non-Governmental Organisations
TA	Technical Assistance
TSG	Inception Support Group
UNDP	United Nations Development Program
USAID	United States Agency for International Development
USP	University of the South Pacific

Introduction

The Government of Samoa has requested Australian support for a second phase of the Civil Society Support Program (CSSP) to commence in 2016. This will provide Australia with the opportunity to continue to direct its support to vulnerable people (due to gender, disability and other factors such as geography and poverty).

At Samoa's request, a design plan was constructed and an in-country mission undertaken in November 2015 and January 2016. A design plan was developed and available from DFAT if required. Consultations were undertaken with stakeholders including Government, private sector and civil society representatives from communities, CBO and NGO (see [Annex One](#)). Program evaluations and other literature were reviewed, identifying relevant lessons learnt to consider in future work. A draft design was prepared as presented in this document.

Analysis and strategic context

Country and sector issues

Services for marginalised groups

Despite considerable advancement in education, health and public sector development, Samoa continues to face significant development challenges. As a remote small island state, the country is vulnerable to environmental and economic shocks. There is a limited opportunity to access international markets. Service delivery outside of the main urban areas is difficult.

The Government of Samoa Household Income and Expenditure Survey (HIES)¹ data indicates that hardship and poverty is a problem in the country (26.9% of Samoan households experience basic needs poverty², with higher rates experienced in rural compared to urban areas). Further, that many households, even those not experiencing basic needs poverty, experience hardship or poverty of opportunity, due to lack of access to services or limited opportunity to participate fully in the social-economic life of the country. Vulnerability is experienced by particular groups³ including people with disability, people living in rural areas with limited access to markets and alternative income sources, and other marginalised by age or gender.⁴

Development of civil society

Civil society in Samoa, which includes a small number of NGOs and a greater number of CBOs, has predominantly developed to serve the needs of vulnerable people, where government services and private enterprise are either absent or insufficient.

NGOs have developed largely around addressing needs of particular groups such as people with disability (for example the Special Olympics) or people with health needs that are not covered by government health systems (for example the Goshen Trust). CBOs are a mixed group. Some have

¹ Government of Samoa (2008) 'Household Income and Expenditure Survey', Bureau of Statistics.

² This refers to the minimum amount of income required by a household in Samoa to meet the essential physical and social needs of all household members.

³ DFAT (2015) 'Aid Investment Plan. Samoa 2015 – 16 to 2018 – 19'.

⁴ Gender relations are complex in Samoa. While men retain most leadership positions, both political and traditional leadership, women occupy many senior positions in the public service and in other employment. Currently boys are falling behind girls in education. At the same time rates of violence against women continue to be high and are proving difficult to address. Therefore while women might be better educated and even more securely employed than some men, they are still vulnerable to violence and marginalisation from decision-making.

formed around particular needs and concerns in their community. Others have developed in response to opportunities to obtain funding and therefore promote local development (for example the Sili Village Coconut Oil Association: a local group seeking to establish economic opportunities for young people in their community). Some are connected to existing village institutions such as churches, village governments and women's groups and thus exist as a type of hybrid between a community group and a community organisation.

Most NGOs and CBOs focus on service delivery and dependency on development partners tends to be high, especially for NGOs.⁵ Civil society representatives identified that assistance to develop more sustainable organisational forms and a diversified funding base was a high priority for ongoing development of the sector. Organisations were interested in accessing Government funding for service delivery through sectors such as health, education and water. They were also interested in building their capacity to attract other funding and explore sustainable financing options.

Alongside these organisational forms, Samoan society, particularly in rural areas, is strongly influenced by kinship ties and cultural and religious networks and obligations. These connections overlap with CBOs and NGOs and appear to influence both what can be achieved and how these organisations operate in practice. The nature and form of civil society in Samoa is therefore a mixture of organisations, communities and networks between these.

The civil society representative body, the Samoa Umbrella for NGOs (SUNGO) played an important role in the first phase of CSSP, providing capacity building, training and organisational assessments of NGOs and CBOs. It has highlighted the need for further development of civil society particularly in the areas of accountability and policy engagement to ensure organisations are able to actively and constructively contribute to policy development with Government of Samoa.

The sector is evolving. While in the past NGOs and CBOs have largely played a service delivery role, there is growing recognition of the need for an expanded role for civil society in policy engagement.

Government of Samoa policy for civil society

While there is as yet no specific Government policy on engagement with civil society in Samoa, the Strategy for the Development of Samoa (SDS 2012-16)⁶ identifies community development (a central civil society strategy) as an important sector for the country. In line with this, the Ministry of Women, Community and Social Development (MWCSO) is currently developing a framework for community development work in Samoa.

The SDS also identifies specific outcomes across social and economic sectors where Samoan civil society will make a contribution.⁷ The intent is that civil society will play a major role in implementation within each sector. Consultation with Government of Samoa sectors, including health, education and water and sanitation, indicate an understanding of the contribution of civil society to service delivery and the need for government and civil society to cooperate to achieve overall development in Samoa.

⁵ Tonkin, E (2008), *Civil Society, Social Capital and Governance: Liberal Policy Agendas and Indigenous Civil Society: the Fa'aSamoa as a Case Study*. Thesis paper, Victoria University of Wellington.

<http://researcharchive.vuw.ac.nz/bitstream/handle/10063/1160/thesis.pdf?sequence=1>

⁶ Government of Samoa (2012) *'Boosting productivity for sustainable development*. Strategy for the Development of Samoa 2012-2016' Ministry of Finance, Economic Policy and Planning Division, July.

⁷ These include health, education and training, social cohesion, water and sanitation, environmental sustainability and disaster resilience

While Government of Samoa has clear strategies for both social and economic sectors in the country, slow economic development and limited skill base has meant that many of the service sectors struggle to implement change at community level. The Government of Samoa has arrangements in place for policy engagement with civil society in Samoa. In addition to this the Government sectors reported that they are keen to see civil society play a direct role in service delivery and in inputs to further develop sectoral policies, complementing the government's role and extending services especially to rural areas. There are excellent examples of how this has worked in the area of water and sanitation however this has not extended fully to other sectors as yet.

The MWCSO for example are at an early stage of developing community-based planning which could underpin community and civil society engagement with government. As this develops it will be important to facilitate a synergy between government sector policy and civil society implementation.⁸

In consultations for this design, the Government of Samoa confirmed its ongoing commitment to working with civil society organisations and communities to support sustainable development. It is committed to a harmonised mechanism for development partners' funding to civil society and to ongoing support for development of the sector.

Development issue

Civil society in Samoa has functioned through a mixture of NGOs, CBO's and community groups to serve the needs of vulnerable people such as poor women and people with disability, reaching areas where government services are currently insufficient.

These organisations currently require support from development partners such as DFAT in order to continue service delivery to these vulnerable groups. At the same time, it has been recognised that some strengthening to civil society sector overall, with particular attention to increasing its sustainability would provide a more robust sector. In turn the sector will then be better able to cooperate with and complement the work of government, and be better positioned to meet the needs of vulnerable groups in a consistent and high-quality manner.

Lessons Learned

CSSP Phase I

The first phase of CSSP operated through support from the Australian Government and the EU, in cooperation with the Government of Samoa. CSSP was introduced primarily as a mechanism to channel grants to communities and civil society from DFAT, EU and the New Zealand Ministry of Foreign Affairs and Trade (MFAT). (Following policy changes by MFAT the program continued as a joint venture between the Government of Samoa, DFAT and the EU.) The mechanism served as both a harmonised development partners approach to funding civil society and a partnership with Government to support CBOs and NGOs.

The first phase had an overall purpose of delivering tangible benefits to vulnerable people. It included three broad objectives.⁹ In practice, the program largely focused on effective grants

⁸ One platform for this process is the joint CSO Public forum.

⁹ The three CSSP objectives included:

1. Tangible and sustainable social and economic benefits which meet the needs of vulnerable groups in Samoa;

allocation, with distribution made to community groups, CBO and NGO for a wide variety of programs and activities.¹⁰

The program management and governance mechanisms include a representative Steering Committee (SC). Program management and implementation was devolved to a Program Management Unit (PMU).¹¹

Achievements and limitations

CSSP Phase I has been subject to both mid-term and end of term evaluation¹². It has also recently undertaken some in-depth studies to better understand the impact of its grants on communities.¹³ These reviews, together with consultations undertaken for this design (see Annex Two for a summary of stakeholder inputs); indicate that the program has been an efficient and effective grants mechanism. It is understood to allocate funds in a timely and flexible manner and the application process has been accessible for most CBOs and NGOs. The program has led to tangible outcomes for communities and for those people directly targeted by NGOs. The program has improved its grant management systems over time.¹⁴

CSSP has also supported increased capacity development in NGOs and some CBOs, although it was identified that more needs to be done in this area, particularly to increase the focus on development outcomes for the most marginalised groups. Significantly, the most recent evaluation¹⁵ suggests that the CSSP demonstrated what can be accomplished in Samoa through funding directed to community-based mechanisms.

However significant areas for improvement have also been identified. These included:

1. Transparency and accountability require further development. Both mid-term and final reviews strongly recommend an increased focus on transparency and sharing of information. Community groups consulted for this design would like decisions to be more transparent and to have more information about funding opportunities and timing related to these. There was consistent feedback about the need for better communication on all program operations.

2. Well governed civil society organisations with strengthened capacity to manage development programs on a sustainable basis; and

3. A strengthened voice of civil society organisations to effectively influence national policy.

¹⁰ Additional activities have included training and capacity building, largely delivered by the Samoa umbrella organisation for NGO (SUNGO) and some work to bring together civil society representatives in forums and consultative mechanisms.

¹¹ This unit currently comprises seven staff and is responsible for management of the grants mechanism and overall management and contracting of all other activities for CSSP.

¹² 'Civil Society Support Program, Samoa. Mid-term Review Report', prepared for AusAID - March 2013. Costantini, G. (2015) 'Final evaluation of the Civil Society Support Program in Samoa', prepared for the European Union, May.

¹³ Fatu'aiupu Consult (2015) 'Tracer Study for Civil Society Support (CSSP) Community Development Projects', Final Report, *draft*.

Stowers, P.I. (2015) 'Final Report Civil Society Support Programs (CSSP) Case Studies', June.

¹⁴ This has included an increasing focus on targeting vulnerable people and communities; efforts to increase partnership with government ministries; development of a comprehensive database and systems for tracking project allocation and management and most recently use of interactive mapping techniques to track project locations against vulnerable populations. In addition to this, the program has introduced useful procedures such as assessment of NGOs prior to allocation of funding. The NGO assessment work and the ongoing training have been brought about through a partnership with SUNGO.

¹⁵ European Union Independent Evaluation of CSSP

This set of issues all related to the effective operation of the program and should be addressed through improved information sharing systems in the second phase. This would increase the visibility and accountability of the program.

2. CSSP could more selectively target its grants in order to demonstrate its impact on vulnerable groups. CSSP has sought to improve its targeting of vulnerable groups but the previous reviews recommend that this could be further improved. This is a complicated issue and requires ongoing work with CBOs and others to improve their targeting and inclusion of vulnerable groups.

An important step towards this would be to improve monitoring of outcomes and impact of the program (CSSP presently focuses mostly on monitoring of activities and outputs). This would provide a way to ensure grants are directed at the most vulnerable groups particularly those in rural areas. Beyond this the program will also need to work to further develop its grant selection and approval mechanisms. This is expected to be achieved through increased staff capability, greater engagement with SUNGO and more deliberate and focused partnerships with relevant Government ministries and the private sector, taking into account lessons learnt from existing partnerships between the private sector and some NGOs (ie. Special Olympics and Digicel).

3. CSSP should support improved service delivery for vulnerable groups and the further development of civil society in Samoa. While CSSP I has been successful, in partnership with SUNGO, in providing training and organisational capacity building for NGOs and CBOs more work is needed. In practice CSSP funds CBO and NGO to deliver services and capacity building has focused on this task. Government and civil society representatives would like to see a more robust and sustainable sector, with capacity building extended to support civil society in its engagement with government its broader development.¹⁶

This is a serious area for consideration within the overall development of Samoa. International experience indicates that a strong and robust civil society sector, able to play multiple roles, can make a significant contribution to national development.¹⁷

A second phase of CSSP ought to support civil society organisations beyond service delivery. Building on the initial capacity development in phase 1, support should focus on how civil society can be facilitated to develop to become a comprehensive actor in Samoa's national development. This would ensure improved quality of the organisations delivering services to vulnerable people. Further it would support civil society organisations to be more sustainable and therefore better positioned

¹⁶ Recent research in the program suggests that CSSP would be more effective if it increased its cooperation and interaction with other development actors and their programs. Further that it ought to see its role more as an incubator of innovative community based development ideas working to ensure that these were well documented and shared across the country.

¹⁷ Civil society can be an effective way to deliver services, especially in those areas where government either cannot or does not reach. Civil society also contributes by working in partnership with other actors (government, private sector and citizens) to identify development challenges and problems, develop solutions, contribute to policy development and work for change. This requires time to develop and requires a strong and resilient civil society sector that is not wholly focused on service delivery. (Riddell, R. (2013) 'Assessing the overall impact of civil society on development of a country level: an exploratory approach', **Development Policy Review, 31 (4): 371 – 396**).

Significantly, international experience shows that funding directed only to civil society service delivery can undermine its overall effectiveness and lead to a weak sector, heavily dependent upon donors and unable to provide independent and fresh contributions. (Sriskandarajah, D (2015) 'Five reasons donors give for not funding local NGOs directly', The Guardian, 9 November)

to support vulnerable groups beyond programmes supported through development partners' funding.

New development partners engagement

Alongside the challenges from the first phase of the program, the proposed second phase is also challenged by an expanded interest in CSSP.

Other development partners are now interested in using the mechanism to channel their funds (see [Annex Three for an overview of development partners programs proposing to utilise the second phase of CSSP to administer grant funding](#)). This should rightfully be seen as a sign of program success. Other development partners acknowledge that CSSP has been an effective mechanism to work with the civil society sector and to reach rural communities and marginalised people. However, apart from DFAT, these other development partners bring their own individual program objectives which they seek to achieve through utilisation of CSSP. They also have their own requirements for systems of procurement, appraisal and reporting, which will require CSSP program staff to develop a wider range of knowledge and skills to manage multiple grants.¹⁸ They will bring different resources, but also different sets of demands to the program.

Strategic setting and rationale

Australian Government policy

The Australian Government Aid policy promotes development through sustainable economic growth and poverty alleviation.¹⁹ DFAT policy identifies civil society, in particular NGO and CBO, as important partners in achieving these development intentions.²⁰

DFAT policy recognises that civil society organisations are diverse²¹ and bring a range of strengths and capacities which are often complementary to those able to be provided by Government and the Private Sector.

Australia seeks to work with civil society where its priorities align with Australian aid priorities. This includes service delivery as well as contribution to good governance and equitable development.²²

Australian aid investment in Samoa

In Samoa, DFAT's strategic areas of focus include health, gender, disability, youth, education and livelihoods. It supports strengthened governance through multiple activities.²³ The Australian Aid Investment Plan for Samoa states that Australia will work closely with Samoa's own development plans and channel the majority of assistance through the Samoan Government. In this context CSSP

¹⁸ It would be anticipated that these different development partners requirements would be harmonised over time. But this will require negotiation with the development partners and some review of existing templates and formats.

¹⁹ Commonwealth of Australia, DFAT (2014), Australian aid: promoting prosperity, reducing poverty, enhancing stability, June.

²⁰ DFAT (2015) 'DFAT and NGOs. Effective Partners Working Together.' DFAT NGO Engagement Framework Consultation, September.

²¹ DFAT (2015) 'DFAT and NGOs. Effective Partners Working Together.' DFAT NGO Engagement Framework Consultation Draft, September.

²² According to DFAT policy this is likely to include the areas of economic opportunity and livelihoods, promoting gender equality, fostering collaboration partnership between multiple stakeholders, supporting humanitarian response and building resilience, fostering innovation, building coalitions for reform and improving public policy and accountability of service sectors.

²³ DFAT (2015) 'Aid Investment Plan. Samoa 2015-16 to 2018-19'.

II provides an important mechanism for Australian funds to be channelled to civil society to complement the work it supports directly with government.

DFAT's intention in its original support for CSSP was to see funding delivered more directly to marginalised people leading to tangible change, and further development of civil society in order to complement government leadership and policy development. While CSSP I made some good steps towards both these intentions in the first phase, it has not yet realised its full potential. For DFAT support to continue, a second phase should have a clear focus on these intentions and a more deliberate strategy towards these ends.

DFAT requires more explicit links to its priority areas of focus, articulated in its Aid Investment Plan in the next phase.

Innovation and private sector

CSSP I has been an innovative programme where government and civil society have worked together to address the needs of vulnerable groups. While CSSP I has had some contact with the private sector this is an area which should be further strengthened in the second phase. While no funding would be directed to the private sector there are opportunities for collaboration and partnership, especially to increase the activities around economic development by CBOs. This is outlined further later in this document.

Investment description

Logic and expected outcomes

The Government of Samoa would like CSSP II to promote the role of CBOs and NGOs in development in Samoa and act as a bridge between government, development partners and the civil society sector. CSSP II will lead to improve its systems and accountability to address identified weaknesses. It needs to evolve/develop to meet expanding expectations from new development partners. Alongside this, the civil society sector is looking to CSSP II to play a more dynamic and supportive role in sector development.

Towards this end, CSSP II should be understood as a second phase of an evolving program. The long-term intent (goal) of Phase II is:

“Improve the quality of life for people in Samoa through effective, sustainable and strengthened civil society organisations”.

There are three outcomes that CSSP II should achieve in the second phase:

- 1. CSSP II will provide an effective, transparent and accountable mechanism for development funding for civil societies to address development outcomes.***

Progress towards this outcome requires immediate attention in the second phase of the program. It will see the Program Management Unit (PMU) and program systems and management reviewed and redeveloped to achieve the second phase objectives and contribute to the long term intention of the program. Some specific activities under this outcome include:

- Review of Steering Committee Terms of Reference based on evolving work of CSSP II.
- Improved communication products based and an updated communication strategy implemented.
- Regular, constructive and relevant forums to bring together civil society, government and the private sector to strengthen CSO engagement at policy level and national planning processes.

- Organisational review of the PMU to ensure improved transparency and accountability and to ensure sufficient resources to carry out CSSP's expanding roles and responsibilities.²⁴
- Improved systems for monitoring and evaluation.
- Improved management and information systems to improve access to information, networking and to improve communication.

2. *CSSP is supporting Samoa civil society to take effective and innovative approaches to meet the needs of vulnerable groups.*

In line with a stronger focus on targeting vulnerable groups, CSSP II will provide funding and support for civil society to work with the Government of Samoa and other stakeholders such as the private sector to address specific needs of vulnerable people (due to gender, disability and other factors such as geography and poverty). This should be undertaken in alignment with Government sectoral plans and priorities and with good quality analysis of those people and locations where development needs are high. Some specific activities under this outcome include:

- Improve and upgrade the CSSP Vulnerability Index / Matrix.
- Ensure NGOs, CBOs and other civil society groups are well informed about Government sector plans and priorities.
- Support NGOs and CBOs which can provide innovative solutions to problems identified by DFAT sectors²⁵.
- Further develop the proposal assessment mechanisms in CSSP II to ensure they identify proposals which are targeted to improve livelihoods for marginalised people in communities.²⁶

3. *CSSP is a responsive resource for civil society development in Samoa to establish partnerships, promote alliances and support research.*

CSSP will be a responsive resource to Samoa's civil society through promoting alliances, facilitating resource sharing, and supporting research and coordinated development responses between civil society organisations and other actors such as government and private sector.

CSSP will partner with SUNGO and others, including the private sector, to support the appropriate development of civil society in Samoa. Work towards this outcome will require high-quality strategy development in cooperation with the sector. This is likely to be an ongoing process developed through dialogue and focused research. CSSP II will also support the development of alliance and coalitions, improving the overall capacity of civil society to make a sound contribution to various development challenges.

Some activities under this outcome include:

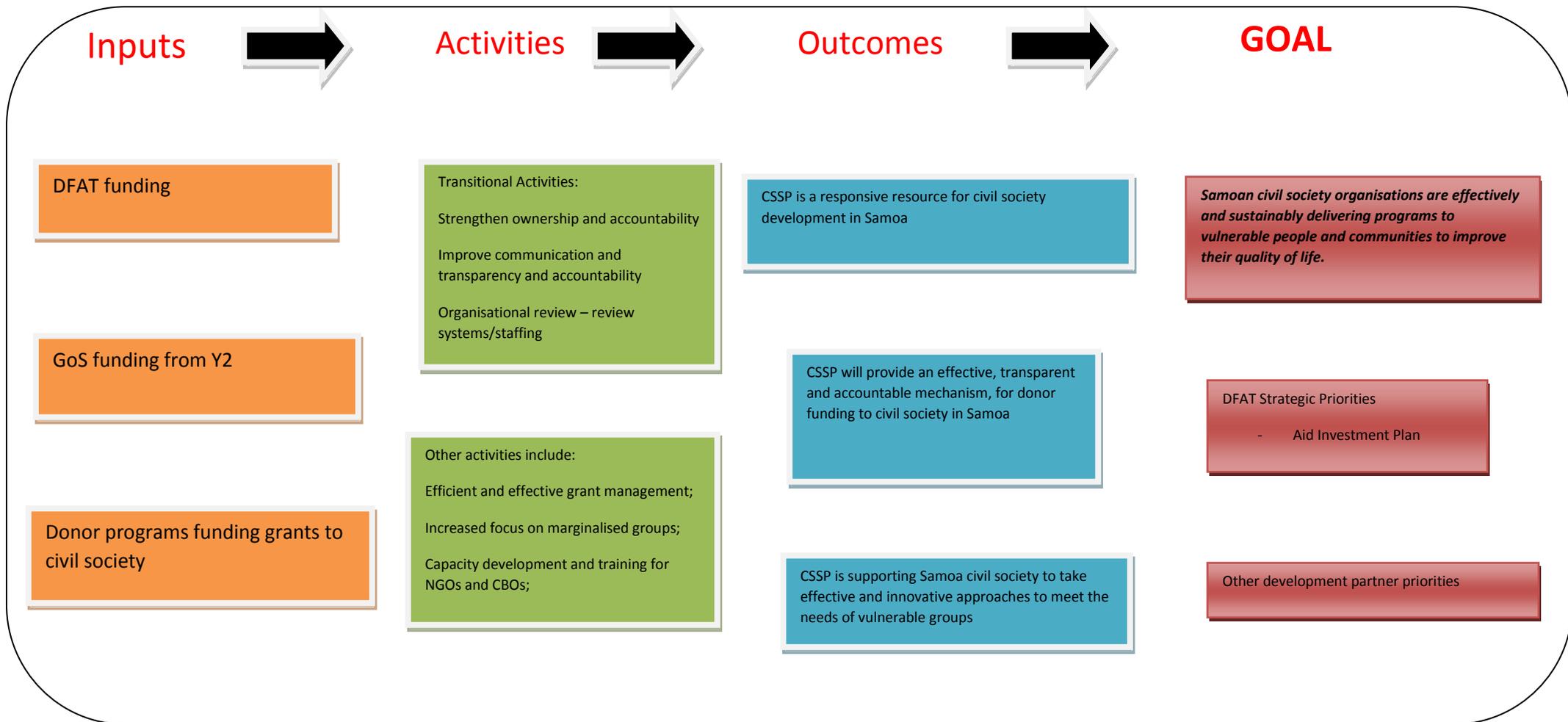
²⁴ There are a series of sub-tasks that need to be considered under this activity. Identification of these many activities should form part of an initial transition or transition plan going forward.

²⁵ Experience from CSSP I shows that CBOs learn from the experience of others. Therefore assessment mechanisms need to give space to experimentation and innovation that is likely to target marginalised groups and able to be taken up and replicated by others.

- Funding opportunities that support collective action/ partnership approaches to address development challenges.
- Formal partnerships established with SUNGO and others such as the private sector, to increase capacity building and training targeted at specific areas of civil society development. This should guide the development of appropriate training, including making use of the Samoan In-Country Training Program and the accredited courses being developed through that program, as well as the capacity already developed through SUNGO.
- Joint approaches developed within key sectors between government and civil society in order to have complimentary strategies between the two sectors in areas such as health, education, gender, disability and infrastructure development.
- Locally contracted research to inform development of Samoa's civil society, ie: on sustainable financing options for civil society organisations, effective methodologies on engaging with government, working with the private sector
- Results of research and learning widely shared and discussed to inform policy development
- Increased community development work in vulnerable communities with MWSCD, to identify gaps in Government service delivery and ways to address these gaps in innovative and developmentally sound ways.

Overall Theory of Change

The following diagram outlines the relationship between program resources and inputs, activities and objectives. As noted above, activities are not discrete and related only to specific outcomes but in practice will interrelate and overlap. The diagram represents a summary map of how CSSP II will work to achieve change.



Delivery approach

Delivery options

Options for DFAT funding to civil society could include direct funding to organisations such as NGOs and CBOs as well as utilisation of a private contractor to manage the program.

The first option (i.e. direct DFAT management of grants to NGOs and CBOs) was considered impractical for DFAT on the grounds that the program management requirements are beyond what could be managed by DFAT staff at Apia Post. The second option (i.e. managing contractor) might be a viable proposition if a suitable contractor could be located. However it would not be in line with Government of Samoa preference for development partners funding to be harmonised through a single (evolving and improving) mechanism. It would also lessen the opportunity to use the experiences and resources of other development partners in a coordinated way for civil society strengthening.

CSSP has established systems and relationships that enable it to efficiently fund civil society mechanisms in Samoa. It has established governance and management systems which will largely be suitable for a second phase of the program. Therefore, provided that CSSP II is able to further develop its systems and address the challenges identified in the first phase, using PMU as third option deems to be the best option for continuing the program of civil society support in Samoa.

However, various challenges remain and particular attention needs to be given to improve the PMU systems in order to achieve outcomes and to meet the requirements of a new phase. ***It is therefore proposed that there is a transition phase for CSSP II that operates for the first twelve months of the new program.*** Throughout the twelve months, the program will continue to operate as a grants management mechanism for development partners as required, but will also further develop its systems and capacity in order to meet the new program outcomes.

This is an important process to ensure adequate accountability, reporting, and monitoring and evaluation. DFAT's annual funding for the program will be triggered through satisfactory progress and reporting from the preceding 12 months.

Major program activities

Strengthen the ownership and accountability of CSSP II

CSSP is a unique mechanism which brings together government, development partners and civil society representatives to oversee a program of support and capacity development for civil society. The Steering Committee that governs the program should continue in the second phase. This ensures the program is owned by Samoan civil society, the Government and the development partners who are channelling funds.

The Steering Committee will continue to be the ultimate body responsible for CSSP II strategy and outcomes. It will ensure its decisions and responsibilities are transparent and accessible. It will be a representative and active governance mechanism that provides strategic direction to CSSP II, and accountability to stakeholders. Through the Steering Committee CSSP II will be accountable to Government of Samoa, civil society organisations, and specific development partners including DFAT.

More details are provided about the operation of the Steering Committee in the following section on governance.

Improve accountability, communication and transparency

In the second phase of the program considerable emphasis will be given to clear and multifaceted communication, based on an updated communication strategy. There will be multiple communication channels utilised by CSSP II, including local media, presentations across locations in Samoa, web based communication, and ensuring that information is available at the program office in Apia.

Communication will be available about grants and specific requirements from different development partners. Information will also be made available about program operations, decision making processes and governance and management arrangements. The key decisions of the Steering Committee will be available in multiple communication channels within the month of Steering Committee meetings.

As required, CSSP II will hold regular forums with key stakeholders including civil society organisations, private-sector representatives and Government of Samoa ministries. The Steering Committee will receive regular reports about the outcomes and recommendations from these forums.

Review staff mix and capacity

The current staffing employed by CSSP have undertaken effective work to support program achievements to date. However the evolving role of the program is likely to require a range of additional skills in program management and monitoring and evaluation, as well as financial management, accountability and reporting. The challenges of having multiple development partners with several different types of programs, together with increased demands for civil society support and for a more developmentally focused program will be considerable.

Going in to the transition stage, current staff contracts will be maintained in order to provide some continuity and program delivery. However during this stage an organisational review will be conducted which will include attention to senior management roles and responsibilities as well as the range of responsibilities and capacities required for all staff positions. Where positions have been identified for change, these positions will be readvertised with clear revised terms of reference and a clear understanding of responsibilities and accountabilities.

Establish partnerships with government, private sector and other stakeholders

The Government of Samoa has a vision for CSSP II to act as a bridge between development partners, civil society, private sector and Government. Towards this end it is important for CSSP II to establish effective working relationships with these groups.

In the transition phase the following working partnerships will be established and formally recognised through a detailed Memorandum of Understanding (MOU).

- **Government of Samoa:** CSSP II will enter into an MOU with the MWCSO to work together for community development and civil society engagement. This agreement will focus on sharing of information and learning and aligning CSSP II funded activities to the emerging government policy on civil society. It will ensure duplication of inputs is avoided and good ideas are identified and replicated. It is expected that MWCSO will actively participate in the Steering Committee to ensure good alignment between its activities and the learning and development of CSSP II.
- **SUNGO:** CSSP II will establish a formal partnership with SUNGO that sees the two organisations work together to develop a strategy for capacity building and sustainability in the civil society sector in Samoa. The strategy is likely to be iterative, developed over time

through learning and experimentation. The partnership will provide core funding for SUNGO, based on the SUNGO strategic plan currently under development and the capacities and experience SUNGO brings to support the intentions of the CSSP II (likely to include training and other capacity development activities and other areas).

Beyond the transition phase other working relationships will also be established. These are likely to include

- **Sector specific agreements:** CSSP II will work towards active partnerships with Government ministries working to serve rural communities and vulnerable groups. This will include engagement in sector approaches to health, education, youth, disability, gender, water and sanitation and environment. While engagement with each sector is likely to be developed over time, experience from the water sector indicates that joint strategies between civil society work and Government sectoral plans increases effectiveness for communities and extend the reach of service delivery. Clear partnerships with Government ministries will provide the basis for this work.
- **Private Sector:** The private sector has indicated that they see multiple areas for collaboration with civil society in order to work towards national development outcomes for Samoa. These include small scale economic activities. In the transition phase, CSSP II will, together with SUNGO, identify activities that allow collaboration between civil society and private sector.
- **Other synergies:** there are other actors in Samoa, including the National Council of Churches (NCC), the Samoa In-country Training Program (SICTP) and international NGOs who could provide assistance around specific activities towards the outcomes being sought in CSSP II. The program will focus on developing short-term collaborations with these actors, as required, acknowledging the need to draw upon a wide range of experience and capacities.

Improve monitoring and evaluation

In the transition phase CSSP II will utilise short term technical assistance to further develop its monitoring and evaluation framework.

Quality monitoring of activities and evaluation of outcomes will be intrinsic to the effectiveness of the program. It is this function which will give confidence to development partners to further utilise the mechanism to channel funds. Quality monitoring and evaluation which underpins timely reporting will ensure accountability to all stakeholders and support the continued shared ownership of CSSP II. From a DFAT perspective, high quality monitoring and evaluation is essential to ensure accurate reporting in areas of the program supported by Australian funding.

Given that CSSP II is itself an evolving program, it will continue to learn and adapt. High-quality monitoring and evaluation will support this process, providing information to the Steering Committee and other stakeholders about areas for program improvement and change. Detailed monitoring and evaluation processes are discussed in the following sections. The transition phase of the program will see these systems improved and strengthened to the satisfaction of all stakeholders.

Efficient and effective grant management

Throughout the transition phase CSSP II will administer grants for development partners to communities and civil society organisations as required. Beyond the transition phase, there is

expected to be further development of this mechanism. This will include continuous strengthening and improving systems and broadening the information and knowledge base of CSSP II.

In response to an increased number of development partners utilising CSSP II systems the program will take an active role to make funding opportunities available to a wide range of communities and groups in the country. Utilising technical advisory support, work will be done to ensure that the varying requirements of development partners proposals and applications are either harmonised to match existing CSSP grant application forms or are translated and communicated in ways that make them accessible to all communities and vulnerable groups in Samoa.

Alongside this, CSSP II will access technical assistance as required to increase its capacity to monitor grants, looking to track activities and record outputs and thereby ensure accountability back to individual development partners.

In response to the requests especially from CBO, through the consultation process, the PMU will be the place where communities, CBO and NGO are able to access information, advice and assistance about possible funding sources for communities and marginalised groups. Through an updated communication strategy the program will ensure that information is able to be accessed in multiple ways. In addition short term technical assistance will be sought to further develop the management information systems utilised by CSSP. This would be essential to ensure accessible and transparent information about grant availability and the process of allocation and management of grants.

Increased focus on support to marginalised communities and groups in Samoa

CSSP I has been developing its capacity to identify rural communities which are economically and socially disadvantaged. There has been an increase in support through grants directed towards these communities. In addition CSSP I has supported the development of NGO capacity to identify the most vulnerable groups requiring support.

In the second phase of the program, stakeholders want this process to continue with more emphasis being given to support for the most vulnerable groups. This will require increased engagement by CSSP II program staff in communities to ensure good assessment of community needs and good representation of vulnerable groups in community and CBO proposals.

This process will be best undertaken in partnership with MWCSO, using their information and networks to identify vulnerable communities and groups who are marginalised. This will identify gaps in Government service delivery, how these overlap with the priorities of the specific development partners and what opportunities there might be to address these gaps in innovative and developmentally sound ways. This process can precede an annual grants process ensuring that the call for proposals for funding is tailored towards identified needs and opportunities. CSSP II will continue to be responsible for a process to assess applications for funding (where this is required by the development partners) to ensure that these are well targeted and that they include the views and needs of vulnerable people in communities.

A more stringent focus on vulnerable people may see some groups and organisations less likely to receive funding. This needs to be handled sensitively and transparently. CSSP II will ensure that its decision-making systems are transparent and widely communicated.

Capacity development and training for NGO and CBO

In CSSP I good work was undertaken to build administration and systems within NGO and CBO for the purpose of effective grant application and management. In the second phase of the program it will be important to further develop these capacities to focus more specifically upon effective

delivery of services to people in rural communities and marginalised groups as well as giving attention to sustainable development of the organisations. Attention should also be given to building the capacity of organisations to make relevant contributions to policy development through cooperation with Government and direct representation in national debates.

CSSP II will have some funding to contribute to specific activities. SUNGO and NGOs and CBOs also have access to the Samoa In-Country Training Program. The Pacific Leadership Program (PLP) already assists with capacity development of some NGOs such as Samoa's National Youth Council. It is expected that SUNGO will partner with CSSP II in this work, and will likely be subcontracted to manage areas of training, capacity development, research and facilitation.

Learning and innovation for civil society in Samoa.

While community-based mechanisms have existed for a long time in Samoa, the more formal organisational arrangements of NGO and CBO have developed more recently. The civil society sector is therefore still under development in the country, with appropriate organisational forms and experience in program management and implementation still evolving.

In order for CSSP II together with SUNGO, to contribute to this development it is important to support some ongoing learning and research within the sector. It would be a modest but important contribution to the learning and development approach intended to characterise the whole program. Stakeholders have identified that initial research to understand the range and type of civil society actors and their specific contribution would be of value. Additional areas identified for research include:

- International relevant experience on sustainable financing methodologies for civil society organisations
- Effective methodologies for civil society organisations to engage with and influence public policy
- International relevant experience about national Government approaches to engagement with civil society
- The overlap between civil society and the private sector and the way in which this can be maximised to support the development of Samoa. (This would provide a good basis to extend the strategies of CSSP to work with the private sector. It might also inform Government policy in this area)

The final areas identified for focus will be decided by the Steering Committee who during the transition period will sign off on a research plan for the remainder of the program. The results of the research and the learning generated will need to be widely communicated and shared. The research will complement CSSP II performance assessment, providing a growing body of information about civil society activity, achievements and challenges.

Resources

Budget

DFAT contribution to CSSP II

A proposed program budget for CSSP II, with details around program staff and operational costs is included at Annex Seven.

The following is an indicative budget only which outlines DFAT proposed support for CSSP II over four years. The budget will be finalised and approved by the Steering Committee during the transition phase and through annual plans. Together with the European Union, DFAT will take initial

responsibility for supporting program operational costs for 2016-2017 year. However, as both the Government of Samoa and other development partners contribute to program operations (either through direct resourcing or funding for specific staff positions), DFAT’s contribution to the CSSP II operational budget will revert to a maximum of 10%.

	2016-17 AUS\$	2017-18 AUS\$	2018-19 AUS\$	2019-20 AUS\$
Grants to CBO and NGO.	660,000	660,000	785,000	785,000
Capacity Development & Partnership Development	100,000	100,000	100,000	100,000
Program Staffing and operations	200,000	200,000	100,000	100,000
Technical Advisory support	20,000	20,000	5,000	5,000
M&E/Research	20,000	20,000	10,000	10,000
TOTAL	1,000,000	1,000,000	1,000,000	1,000,000

DFAT budget payments will be triggered on an annual basis following satisfactory financial and program reporting.

Other development partners

Some other development partners have indicated their intention to contribute a percentage of their program funding to support CSSP II operational budget. The Government of Samoa has indicated its intention to contribute to the operational budget of the program from financial year 18-19. These additional funds will be utilised to complement DFAT and other development partners support, ensuring adequate resources are available for program operations, technical assistance and partnership work as well as good quality monitoring and evaluation.

It will be the responsibility of the Steering Committee to ensure that adequate development partners contributions are received to support the complete operational budget of CSSP II in addition to the Government of Samoa’s own contribution from Year 3. The Government of Samoa, through the MoF, will have responsibility to negotiate these additional development partners contributions and report details of these to the Steering Committee.

DFAT sectoral engagement

DFAT will work with Government of Samoa, the private sector and other stakeholders to identify the sectors where there are the greatest vulnerabilities and priorities for community level assistance. These will become the likely priority areas to be advertised by CSSP II for DFAT funded grants over each 12 month period and articulated in Annual Plans.

Emphasis will be given to activities that contribute to ongoing development for marginalised and vulnerable people, through for example activities that demonstrate gaps in services and how these

might be addressed²⁷, or activities that extend and complement services provided by Government and private sector.²⁸

For DFAT this approach will encourage a more comprehensive and coordinated response within each sector, with funding going to support community level activities or to provide services for marginalised groups, as well as programs directed by Government. It will allow DFAT to tell a more comprehensive story about its input to specific sectors and how it has achieved overall outcomes.

Implementation arrangements

Governance and management

Governance is a critical issue for the second phase of CSSP. Good governance is required to ensure shared ownership of the program and increase the confidence of stakeholders that it operates in a transparent and accountable manner. But good governance is also required to drive the change that will see CSSP II repositioned during its transition stage and then moving on to achievement of all objectives.

Steering Committee

CSSP II will continue to be governed by the Steering Committee. The Steering Committee represents the joint ownership of CSSP II by civil society, Government of Samoa and development partners. It provides the means of accountability to Government of Samoa, development partners including DFAT, and civil society.

The Steering Committee is the decision making body for the program and sets the strategy and direction for the program on an annual basis. The Steering Committee is responsible for program monitoring and to this end will meet every three months during the transition phase and every six months after that to receive program reporting, and assess if program progress is satisfactory.

In line with the findings from past reviews, the terms of reference and responsibilities of the Steering Committee will be strengthened to reflect its role in governance. Significantly it is proposed that a minimum of three civil society representatives will be appointed to the Steering Committee in order to maximise the voice and participation of civil society in program decision-making and direction. The Government of Samoa will be represented by the Ministry of Finance (MoF) and the MWCSO, with the option to co-opt other Government sectors as required throughout the life of the program.

In addition all development partners who seek to channel funds through CSSP will be expected to participate on the Steering Committee, sharing responsibility for the focus and overall administration of the program.

A proposed TOR for the Steering Committee is included at Annex Four to be finalised and endorsed during the transition phase.

²⁷ A number of the NGOs already funded through CSSP I working areas such as mental health and disability where government services are currently limited. Their work serves to address gaps but also to demonstrate good quality and low cost service delivery which can in turn be replicated by government in other areas.

²⁸ Some possible examples of such activities have emerged through the consultation for this design. They include support for women's groups to take responsibility for community health management and monitoring, engaging parents and communities in assessing children's educational needs and assisting with homework and other extended educational activities.

Finance sub-committee

A particular challenge for the second phase of the program will be managing multiple development partners' funds and providing accountability and reporting to each development partners for the specific utilisation of its funds. Annual program audits will also be required.

To support this process, a small subcommittee of the Steering Committee will be established as the Finance Subcommittee. This subcommittee will have specific responsibility to oversight the financial management and accountability of the program. It will meet on a regular basis between Steering Committee Meetings (and more often if required). It will receive financial reports from program management and ensure these are in line with program expectations and development partners' requirements. It will provide reporting to the Steering Committee, identifying any specific concerns and providing recommendations on any required action.

The Finance Subcommittee will be made up of one person from the Ministry of Finance, one person from DFAT and one person from each development partners contributing funding. The CSSP II Finance manager will provide secretarial and other support

Transition Support group

The Steering Committee will have the power to create task groups, which will be time limited groups working on specific tasks, and accountable to the Steering Committee. One of the first task groups to be created will be the Transition Support Group (TSG) which will be responsible for overseeing the transition for CSSP II in the first twelve months of the program. It will be responsible for overseeing the transition activities and ensuring the required changes are achieved within this period.

The TSG will be made up of one representative from each of: the Government of Samoa, DFAT and other development partners using the CSSP II mechanism, and SUNGO. The PMU program will attend and provide support as required.

The TSG will meet initially regularly to support the transition stage of the program, developing the plan for this stage, and overseeing its implementation. Following this, the TSG will support the PMU (or whatever mechanism is developed to operate beyond the transition stage) to develop an annual plan of activities for the first year of program (to be approved by the Steering Committee).

The TSG will be expected to gradually hand over responsibility for full program implementation to the PMU (or its replacement) and to CSSP II partners, across the 12 month period beyond the transition stage. It will report on a regular basis to the Steering Committee about the program transition and will promptly identify any concerns or issues that need to be addressed.

TSG activities will include attention to the following:

- 1. Finalisation of agreements with development partners around use of CSSP II as a funding mechanism.**

This will include information about changes that need to be made to current program systems, budget, staff workload and allocation and program communication. A clear plan of development partners' requirements and the associated work load and resourcing will be in place by the end of the transition period.

- 2. Review staffing requirements**

As recommended above, there will be a rapid organisational review of the PMU complement with recommendations made about required changes and redevelopment. This should be accompanied by specific terms of reference for any changes in senior management positions. The Steering Committee will oversee this process.

3. *Negotiation of the partnership agreement with SUNGO*

This will provide the basis for SUNGO engagement with CSSP II. It will be followed with specific contracting and funding arrangements as required. Both partnership agreement and contracting arrangements will be in place for SUNGO by the end of the transition period.

4. *Negotiation of the partnership agreement with MWCSO.*

This agreement, which will include a detailed MOU, will provide the working arrangements between the Ministry and the program with an emphasis upon synergy and shared resources. This MOU will be in place by the end of the transition period.

5. *Identification of other significant relationships likely to be required for Phase II.*

Likely additional synergies ought to be identified, the proposed value to achieving CSSP II outcomes identified and a clear timetable developed for these to be negotiated. This plan should be in place by the end of the transition period.

6. *Establish immediate grant processes*

Following a prompt call for proposals, DFAT will provide funding to select NGOs in the first year of the CSSP II. The transition process will include urgent attention to this area identifying where grants need to be made quickly and ensuring that existing CSSP quality and accountability processes are maintained. After this first round of proposals the broader process of further developing the grant allocation systems can be undertaken.

7. *Establish effective communication systems.*

During the transition period the communication strategy will be upgraded to provide timely and relevant information to all stakeholders. Communication channels will be developed through local media and communication processes established for remote and regional areas in Samoa. This system will be in place and operating by the end of the transition period.

8. *Update and development monitoring and evaluation systems.*

Drawing on short term technical assistance, review will be undertaken of current program monitoring systems including the management information system already in place. These systems will be upgraded in line with the monitoring and evaluation standards sought for the second stage of the program. This revised monitoring and evaluation approach will be in place and operating by the end of the transition period.

9. *Establish the guidelines for production of a regular annual plan*

In order to support the Steering Committee in its governance role for the life of CSSP II, an annual plan will be provided identifying major activities for the following 12 months. Details about the annual plan are provided below. In the transition process the intent will be to establish the first annual plan, thus providing a template for future documents. DFAT will continue to require annual planning and reporting to meet its accountability requirements. Other development partners and the SC may choose to continue this process for the whole CSSP II program.

A full list of TSG responsibilities is included at Annex Four.

The TSG will be supported in this transition phase with technical assistance. The transition phase is expected to extend for a 12 month period

The TSG will report regularly to the Steering Committee and through them to all stakeholders, about progress under the transition plan against each of the activities identified above. Should progress not be satisfactory or there is an identified likelihood of not being able to achieve the tasks identified above, the TSG will be tasked with considering alternative directions for program development. This might include utilisation of other systems for program management, increased delegation to

partners, significant changes in program management arrangements or some other alternative. Recommendations will be presented to the Steering Committee.

DFAT have identified that satisfactory completion of the above list of tasks, or satisfactory alternative arrangements for program management and operations for CSSP II will be the trigger for second year funding from Australia.

Staffing

In the transition period an organisational review of the PMU that will identify any further staffing requirements and any review of current staffing positions. It will identify where staff need to be supported to further develop their capacity. It will provide the SC with an updated budget to address any proposed staff changes.

Prior to this arrangement and throughout the transition period, CSSP II will continue to utilise a lean staffing structure. Current positions will remain in place apart from an increased emphasis on communication responsibilities. A full list of proposed staffing for the transition period is included at Annex Five.

The TSG will identify any changes in staffing and present this to the Steering Committee within the first three months of transition. This will provide time for review and approval of positions and for recruitment of new staff as required to move into the post-transition phase.

The Government of Samoa has identified that it will take responsibility for staff oversight, in line with the Public Service Commission (PSC) guidelines, from the second year of the program. The staff recruitment in the transition phase ought to work towards this end.

Technical support

The redevelopment and further evolution of CSSP II will require considerable additional work. This includes attention to improving systems to meet the needs of multiple development partners, encouraging a harmonised approach through those development partners, improvement of communication processes, improved monitoring and development and other tasks. This cannot be handled by existing staff and the SC and should be supported through targeted a short term technical assistance.

Areas such as training and capacity development for civil society organisations and research relevant to the program will be supported through contracts and partnerships with in country organisations. It is unlikely that there will be international technical assistance required for these areas, although that option remains for one-off and specific activities if required.

In addition, it is recommended that short term international technical assistance, be considered during the transition phase of the program to assist with specific outputs of the transition phase including assisting the Steering Committee and the TSG to develop partnerships, finalise a monitoring and evaluation framework and develop harmonised templates for reporting processes. The assistance could be contracted directed by DFAT, in close consultation with the Government of Samoa.

Monitoring and Evaluation

Approach

CSSP II will be an evolving program, improving over time and addressing new challenges and requirements. Therefore, the monitoring and evaluation process will be an important part of the

second phase of the program, providing the information and analysis to ensure program accountability, improvement and learning.

The Government of Samoa is currently designing and implementing a monitoring and evaluation approach for its sector planning.²⁹ The lessons learned from this large-scale activity have relevance for monitoring and evaluation for CSSP II. The performance assessment for CSSP II should have a clear focus both on monitoring and evaluation. For the purposes of contributing to program improvement, it will also include some resources for learning and additional research. To ensure that the program assessment is relevant to reports for stakeholders, there will be a close association between monitoring and activities. Finally, to ensure the system is able to be resourced and implemented, there will be a small number of indicators and evaluative questions against the three outcomes. The emphasis will be on good quality information rather than a large collection of less relevant data.

Monitoring

CSSP II will include two approaches to monitoring.

- The first will be to extend the activity monitoring, capturing information about what is funded, what activities were undertaken and the immediate outputs being achieved. This will include:
 - Expansion of the current database to ensure information is available on the all grants, activities funded under those grants and immediate results or outputs achieved for people and communities.
 - Systematic information about all other activities which are funded by the program, the allocation for those activities and immediate outputs achieved.

This system of monitoring will be developed and implemented by program management and program staff using the database already in place. Technical support will be utilised as required. A summary of activities, outputs and associated resources will be included in six monthly program reporting.

- Alongside this there will also be monitoring of progress towards the outcomes identified for CSSP II. This performance monitoring will be focused at a high level with a very small number of indicators and performance questions. Table one outlines the proposed indicators and performance questions to be tracked for each outcome area.

Evaluation

While CSSP II is not a large program, it is an ambitious program that requires a strong focus on change and learning. For this reason it is proposed that a focused independent mid-term review will be undertaken of CSSP II after two and a half years of program implementation. This mid-term review will focus on program impact and relevance and provide additional insight for program

²⁹ This more widespread experience suggests that programs:

- Need to be clear about their program logic, that is: what the program is trying to achieve? And how?
- Should aim for a modest monitoring and evaluation system that gathers a small amount of reliable and relevant information.
- Should include attention to both monitoring (is the program on track to achieve its objectives?) and evaluation (are they still the right objectives?).

(Ministry of Finance (2015) 'Samoa Monitoring and Evaluation Reporting Framework Manual for Sector Planning' 2015 Edition)

stakeholders including Government of Samoa, civil society representatives, DFAT and other development partners.

Should the program continue to a third phase, an end of term evaluation is also recommended.

Table One: Indicators and Performance questions

<i>Outcomes</i>	<i>Indicators of performance</i>	<i>Performance questions</i>
<i>CSSP II will provide an effective, transparent and accountable mechanism for development funding for civil society to address development outcomes.</i>	<p>Increased utilisation of the CSSP mechanism by development partners for civil society support programs.</p> <p>Civil society representatives report increased utilisation of CSSP to access grant funding.</p> <p>Development partners and civil society representatives report increased satisfaction with the systems and accountability of the grant funding mechanism.</p> <p>What development outcomes have been addressed by CSOs through the CSSP mechanism</p>	<p>Is CSSP II adequately addressing the funding and information needs of civil society in Samoa? What gaps remain and why?</p> <p>Is information about CSSP processes and systems widely known and understood by civil society, development partners and government?</p> <p>Is CSSP II comprehensively reporting on a six monthly basis to the Steering Committee?</p> <p>Are the CSO interventions / projects through the CSSP mechanism addressing issues – NGO Strategic Plans, national agenda – SDS, SDGs, Community Sector Plan</p>
<i>CSSP is supporting Samoa civil society to take effective and innovative approaches to meet the needs of vulnerable groups.</i>	<p>An increased number of NGOs and CBOs are working with Government, the private sector and/or other partners to address the needs of rural communities and vulnerable people.</p> <p>CSSP II funding to NGOs and CBO's reflects changing priority areas of government.</p> <p>Research findings provide information on the effective and innovative approaches in the context of Samoan civil society and how they are meeting the needs of vulnerable groups</p>	<p>Is DFAT funding being utilised for grants to civil society in areas that align with DFAT priority areas?</p> <p>In what way has this focus on innovation in enabled effective partnerships between civil society and private sector in Samoa?</p> <p>Research findings identify who the vulnerable groups are in Samoa and what their needs are</p> <p>Are these research findings informing national policy development on effective engagement and partnerships across-sectors</p>
<i>CSSP is a responsive resource for civil society development in Samoa, promoting alliances, facilitating resource sharing, and supporting research and coordinated development responses between civil society</i>	<p>Increased number of NGOs have comprehensive strategies for service delivery, policy engagement and organisational development.</p> <p>An increased number of CBOs have a multi-year operational strategies.</p> <p>Increased number of</p>	<p>Is there evidence that NGOs and CBOs in Samoa are progressing towards more sustainable organisational forms?</p> <p>Is the training and capacity development provided to civil society adequate to support its ongoing development?</p>

organisations and other actors such as government and private sector.	alliances/collations are applying for grants to address development challenges	Are these alliances / collations aligned with sector programs and direction as an alternative support for sustainability.

Analysis and Learning

The short term monitoring and evaluation advisor will be responsible for overall analysis of monitoring and evaluation of information, identifying achievements and challenges, drawing together important and relevant lessons and providing recommendations to the Steering Committee about areas for further attention This will be reported to the Steering Committee every six months as part of the six monthly and annual reporting.

Partnership assessment

In line with the program emphasis on partnership to achieve outcomes, CSSP II will give attention to the quality and relevance of its major partnerships. In line with good practice for partnership management, each partnership agreement will include agreed partnership objectives and an agreed process for communication and cooperation. The partnership agreement will also include an agreed process for assessment of progress towards those objectives.

This assessment will be appropriate to the size and length of the particular partnership. For example, for substantial partnerships such as that likely to be developed between CSSP II and SUNGO, the assessment process is likely to be a formal arrangement potentially undertaken by an independent actor. For other short term partnerships, partnership assessment can be managed internally. PLP will be able to provide technical assistance in partnership management.

The six-month program report prepared for the Steering Committee will include a short section summarising assessment of each partnership as agreed with the partner.

Program reporting

For DFAT reporting purposes CSSP II program management will prepare a six-month report that summarises information about DFAT supported activities including:

- The key program activity and outputs, drawn from the activity monitoring database.
As far as possible this data will be disaggregated, with attention given to results for people with disability, for men and women, and for other relevant disaggregation such as those related to age and income.
- A summary of progress against approved workplan outputs/activities and relevant indicators
- Assessment of all key partnerships within the reported period

A financial report will accompany this six-month progress report identifying all financial flows in the preceding six months.

The report will identify any significant areas of concern and make recommendations about any required changes to program focus or activity.

The report will be accompanied by the monitoring and evaluation report as identified above.

The program report will be annexed to the SC report on key decisions and made available on the CSSP II website.

Annual plans

DFAT accountability requirements also require an annual planning process to trigger program payments. During the transition phase the TSG will aim to harmonise reporting requirements across development partners.

For the purposes of DFAT requirements, and in line with an iterative approach to strategy development, an annual planning process will accompany program implementation following the transition stage. Each plan will clearly map out the 12 months of proposed work (supported by DFAT funding). It will provide good quality information on past progress as a justification for the proposed plan of work to come. It will propose targets and milestones to be achieved in the subsequent 12 months. The Steering Committee will be responsible for approving the work plan, following agreement with DFAT and other development partners.

The SC will monitor progress against the work plan through six monthly reports prepared by the PMU. Proposed formats for annual plans and six-monthly reports are included at Annex Six.

Sustainability

In the first phase of CSSP there was concern about the sustainability of individual activities undertaken in communities as well as concern about sustainability of NGO and CBO. In the second phase of the program the emphasis has shifted from a focus on individual activities to the contribution these activities make to broader program outcomes in line with national development strategies. The emphasis has also shifted from a focus on individual agencies to the sector as a whole.

For DFAT, activities undertaken by NGOs and CBOs will be focused through annual negotiation with the Government, to complement its broader sectoral response in its priority areas. The concern with sustainability will be across the whole sector. The questions will focus on how high-quality development will be maintained within that sector over time. CSSP II activities will therefore be considered as part of a broader strategy for change with sustainability assessed at the level of the sectoral strategy.

It is expected that other development partners will likewise be utilising CSSP II within their broader program frameworks and thus giving attention to sustainability from that perspective.

The sustainability of the civil society sector is important for Samoa's national development. It will not be achieved simply through the resources provided by CSSP II, but over the four years of the program will work with SUNGO and other partners to contribute towards a more sustainable sector. It is expected that by the end of the second phase of program there will be considerable progress towards development of the sector. The sector as a whole will be demonstrating increased use of various resources and strategies to ensure its long-term sustainability.

Gender equality

CSSP I focused on vulnerable groups with particular attention to inclusion of women. Under the second phase this emphasis will be further strengthened. Analysis will be drawn upon for each sector as to how civil society can complement the work of government, which will allow for a direct focus on the needs of women, particularly women living in poverty and those in remote areas.

The monitoring and evaluation for the second phase of the program will report disaggregated data which will provide information about the degree to which the program is serving the needs of women. It will also provide a greater focus on outcomes and impact in order that the differences for

men and women and the results achieved for both groups will be evident through program reporting.

Disability inclusion

CSSP II will continue its support from the first phase of the program, for NGOs focused on disability for children and adults in Samoa. Drawing from the experience and strength of these groups disability inclusion will be mainstreamed as far as possible in all program activities. Grant proposals will be required to identify how vulnerable groups such as poor women and people with disability are being served by the proposed activity.

Program monitoring and evaluation will include disaggregated data that identifies how people with disability are included and served by program activities.

Safeguards

DFAT will require CSSP II to have in place and to be fully compliant with a policy for child protection. This will extend to a corresponding policy for all organisations which receive funding from DFAT under CSSP II. CSSP II will be required to ensure adherence to this policy is a condition of grants.

CSSP II will also adhere to all safeguards and policies required by the government of Samoa and other development partners as appropriate.

Risk Management

CSSP II builds on good experience from the first phase of the program, together with the considerable learning undertaken through review and research. The consultations for this design provided clear and relevant lessons learned which have been drawn upon to inform the shape of CSSP II. This reduces many of the risks often associated with programs designed to be iterative and adaptive. The strategy is better informed and more grounded in experience.

At the same time some risks remain.

A risk for the program as it moves into a transition stage is that it will be unable to demonstrate the transparency, accountability and improved systems and staff capability required for the second phase. This risk is being mitigated through a specific transition task group working under the authority of the Steering Committee to oversee the transition process and ensure good progress towards the outcomes sought in that stage. .

Following the transition stage there remains some risk that the program will struggle to broaden its range of activities and move sufficiently beyond a focus on grants. This in turn would lead to failure to achieve the overall intent of the program and a situation where CSSP remained simply a grant mechanism, unable to contribute more widely to civil society development and therefore to national development. The partnership approaches and repositioning of the program through a transition stage are intended to mitigate against this risk.

A further risk for the program will be that it will be unable to access the technical expertise and/or partnerships that will enable it to expand its activities and develop a more comprehensive program response. This risk will need to be addressed in the transition stage of the program with good attention given to available resources within Samoa and from elsewhere in the Pacific as required.

Engaging with civil society can be understood by national governments to be a risky approach to achieve development outcomes. Civil society is independent of government and interested to promote accountability and contestability. There is a risk that the Government of Australia and/or the Government of Samoa could be concerned by a more robust and challenging civil society in

Samoa and therefore withdrawal support for CSSP II. For this reason it will be important to maintain good quality monitoring and evaluation and communication that will provide accountability to both governments and a clear picture of progress towards the long term program intention.

There is also the risk that DPs are not able to harmonise their specific requirements which could contribute to inefficiencies and ineffective management of the CSSP resulting in time consuming processes and procedures thus affecting timely delivery of the program activities.

These and other risks are addressed in more detail in the attached risk matrix at Annex Eight.

Annex One: People consulted

Sue Langford, HC	DFAT
Ronicera Fuimaono	DFAT
Rosemary Mckay	DFAT
Peseta Noumea Simi	MoF
Lita Lui	MoF
Faafetai Alisi, CEO	SUNGO
Roina Vavatau	SUNGO
Meritiana Tanuvasa	MWCSD
Faafetai Korua	MWCSD
Louisa Apelu	MWCSD
Leausa Take Naseri, CEO	MoH
Gualofa Matalavea-Saaga	MoH
Heseti Sione	SWA
Vaiaso Finau	MESC
Nimera Taofia	MESC
Vaitoa Toelupe	CSSP
Taeaone Tamaseu-Mua	CSSP
Ollie Reupena	CSSP
Ferron Fruean	CSSP
Chris Aluni	CSSP
Faalai Eteuati	CSSP
Rosy Fogatia	CSSP
Maselusi Tausinuu	CSSP
Sharon Suhren	Aoga Fia Malamalama
Leua Latai	Art Agency (NUS)
Joe Keil (Chairman)	Faataua le Ola & Samoa Lifeline
Rev. Peniamina Tapelu	Faataua le Ola & Samoa Lifeline
Savea Tutogi	Goshen Trust Mental Health Services
Fiu Matese Elisara	O le Siosiomaga Society Inc
Ken Lameta	O le Siosiomaga Society Inc
Viopapa Atherton	PPSEAWA
Vineta Pisia	Pasefika Mana
Marianive Levi	Pasefika Mana
Lupe Tofilau	Pasefika Mana
Vernon MacKenzie	Safe Man Safe Family/Samoa Returnees
Allan Alo Va'ai	Samoa Arts Council /USP
Kristina Best (President)	Samoa Cancer Society
Leilua Taras	Samoa Sheep Farmers Association
Tusitina Nu'uvali	Special Olympics Samoa
M Masianini	ADRA
Su'aJulia Wallwork	ADRA
J Tuiletufuga	NUS

L Leonard	NUS
Tavas Leota	
John Stanley	European Union
Lizbeth Cullity, Resident Coordinator	United Nations
Michael Upton, First secretary	MFAT, New Zealand
Benjamin Harding	US State Department
Maeva Betham-Vaai	World Bank/ADB
Shelley Burich	
A J Verma	SBEC
Ane Moananu, CEO	Samoa Chamber of Commerce
Alatina loelu	SBEC
	WEN
	SPBD
Sina Retzlaff	PLP
Leasiolagi Dr Malama Meleisea, Director	Centre for samoan Studies, NUS
Dr. Penelope Schoeffel	Centre for Samoan Studies, NUS
Ted Rowley, Advisor	MoF
Leatigaga	Alii & Faipule Satuimalufilufi
Lilia T Aumua, Selafina	Komiti Tina & Tamaitai (VENUS)
Makereta Leiataua/Malaesilia Vaesavali	Kolisi Lefaga & Faleseela
Faiumu Faaeteete/Tamala Mafi	Aoga Faataitai (SDA Taga Uta)
Lia Tauaifita/F.Toelau	Alii ma Faipule Satufia, Satupaitea
Tiasamoa Tafeamalii & Elenoa Salanoa	Pulega o alii ma faipule o Vaipuna
Talife'au Malaki / Lagimalu Fina'i	Vaitumaoti Letogo ma Vailele
Pasui	Faleapuna (ICCAI)
Laafiso Naniseni	Siufaga
Taupau Mika	Salua Tai
Upulasi Mataio, Aufata Lise	Mafutaga Tina EFKS Fasitoo
Rev. Ruperake	Gagaifo EFKS Youth
Reupena Nofoaiga; Molly Ofa Homasi	Autalavou EFKS Elise-fou
Polataivao Manutagi Tiotio	Womens Committee
Iiga Peverise & Lemoa Fogapapa	Alii ma Faipule
Faaolatane Iona, Sailo Faaolatane	Sili village coconut oil association
Uasu I. Faleao, Pine Lalomati	Satupaitea Coconut Oil Association
Rev Faataualofa M, Lualua Tautu	EFKS Asaga Youth
Rosa Mene/Sooalo Siliga	Alii ma Faipule o Samauga
Pasui Leiato Levi, Lilo Pologa	Alii ma Faipule o Faleapuna
Rev. Lui & Ameto Tavae Pusi	Autalavou Katoliko Leualesi, Leauvaa Uta
Lau Pepese, Faaaliga Maiava	PAPAPAPA
Pelata, Nita	Mafutaga Tina EFKS Puleia
Soonalofa Elisara	Au Uso Metotisi Satuiaua

Annex Two: Summary of stakeholder consultations

Consultation with CBO and community groups suggest strong support for a continued grants mechanism, albeit with some ongoing improvements and adjustments³⁰. CBO and community group representatives consistently identified programs directed at young people and an employment and education development is a high priority. At the same time, community representatives acknowledged that it was more difficult to include vulnerable groups in planning for grant applications and they were not confident that the needs of all people would be met through individual projects.

Community and CBO representatives identified projects which have been innovative and influential but suggested that one off projects did not address significant issues in their communities. People were interested in longer term programmes where projects could build upon past success. They were also interested in opportunities to include the wider community in project ideas, initiating a more comprehensive process. Finally, CBO representatives were keen for there to be increased transparency in communication around grant application and around decision-making and implementation approaches in CSSP.

NGOs identified that grant funding had been significant to allow them to continue to deliver services. Further that the training and organisational development provided through CSSP, with the assistance of SUNGO, had been useful in expanding and deepening their organisational capacity. The NGOs recognised that sustainability for their programs and the sector as a whole was a major challenge and one which they felt had not been adequately addressed. NGOs also identified that they struggled to find effective mechanisms, with the current resourcing, to contribute in meaningful ways to national policy development. Finally, the NGOs gave strong feedback about the need for increased communication both within the civil society sector and between themselves and funding mechanisms such as CSSP.

The NGOs identified particular needs of vulnerable and marginalised groups and the limited services available for many of these groups. In particular recent civil society forums had identified the challenges for people with disability. Significantly people with disability report that in rural communities there is a lack of recognition of their specific needs and few projects which are inclusive for themselves and other marginalised groups.³¹

Specific consultation with SUNGO indicates that the organisation is keen to extend its role in supporting development of civil society in Samoa. It currently provides an effective contracted service to CSSP around training and capacity development for civil society organisations. It also partners with CSSP around civil society dialogue. It reports that it is well-positioned, with a recently revitalised board and management, to further develop its contribution to the second phase of this program.

Government ministries responsible for service delivery, such as health, education and water and sanitation, all identified the value of community directed funding as an adjunct to the services

³⁰ CBO representative suggested that the required 10% of community contribution could be organised in a more flexible manner. They also suggested that the application process should continue to be made a simple and clear as possible.

³¹ Elisara, F. M. (2015) 'Report on the Joint CSO Forum organised by SUNGO and CSSP', Upolu 24-26 March Savaii 30 March- 1 April, 2015.

provided by government. They were less clear how civil society could contribute to broader policy and service delivery. Apart from the water and sanitation sector, there appeared to be limited formal cooperation between civil society and the government led service sectors.

Consultation with the private sector indicated that their priorities focused around building and enabling environment, fostering economic growth, access to finance and utility costs. However they identified a strong interest in being able to cooperate with other non-state actors such as civil society on areas of mutual interest and overlap in order to ensure the most efficient use of resources. They identified the area of unskilled labour and the opportunity for small enterprise development as a likely area of immediate cooperation as well as potential overlap in agriculture and water and sanitation. They identified a strong interest in cooperating with civil society to provide informed policy input to national development.

Consultation with development partners indicates that there are a wide range of funding schemes available to civil society in Samoa, albeit with considerable difference in intent and approach. While some development partners have moved away from grant funding, other development partners are continuing to provide direct grants. This includes United Nations (UN) agencies and the United States agency for International Development (USAID). Some development partners expressed interest in opportunities to utilise the second phase of CSSP to channel this funding. They were particularly interested in utilising the mechanism because of its existing contacts in the community and ability to efficiently deliver funds. They were also interested in how to improve the monitoring of community grants and how better to assess the long-term impact achieved through development partners funding.

Annex Three: Overview of development partners programs proposing to utilise CSSP Phase II

The World Bank has negotiated an agreement to directly fund village subprojects under its climate change adaptation program, *'Enhancing the Climate Resilience of Coastal Resources and Communities'*, through CSSP. This program of US\$14.6 million will see approximately US\$3 million directed to village subprojects. The World Bank is funding an additional program management position in CSSP (project officer) to assist with the administration of this grant.

The United Nations Development Program (UNDP) has likewise negotiated to utilise CSSP contacts and systems to support its Youth Employment Project (YEP) Samoa. While the final details of this program are being currently developed, the intention is for UNDP to develop a Memorandum of Understanding (MOU) with CSSP. UNDP are particularly keen to utilise CSSP local knowledge of communities and to work with them to identify where youth entrepreneurship can be encouraged. Also the Adaptation Fund/UNDP project *'Enhancing the Climate Resilience of Coastal Resources and Communities'* is utilising CSSP to channel its USD800,000 grant assistance to communities through a co-financing arrangement with WB project for CIM Plan reviews.

The Samoa Disability Program managed by the Ministry of Women, Community and Social Development has a draft MOU in place with CSSP for facilitation of procurements and grants under the program. These are grants to people and organisations to pursue research and implementation projects related to the advancement of persons with disabilities. Under the draft MOU, responsibilities related to the procurement of equipment and processing of grants under the program fund will be deferred to CSSP. While specific funding amounts have not yet been agreed there is also an expectation that a percentage of the funds will be retained by CSSP to assist with administration of the grant.

The European Union is currently finalising its strategy for programs in Samoa. The proposal is to have a multi-year process which will continue to utilise CSSP to allocate grants in the areas of women's rights, water and civil society engagement with government. The draft strategy proposes an ongoing focus on rural communities largely through work with NGOs in Samoa. The EU proposes that a percentage of allocated funds will be available for administration and program support.³²

³² The EU guidelines have specific areas which can be excluded or included within administration of program support. For example this specifically excludes EU money being utilised to fund positions such as program manager and financial manager.

Annex Four: Steering Committee and Transition Task Group roles and responsibilities

CSSP II Steering Committee

Membership

The steering committee for CSSP II will comprise the following voting members:

- One representative from the Government of Samoa, Ministry of Finance
- One representative from Government of Samoa, MWCSO
- One representative from DFAT
- One representative from SUNGO
- Two civil society representatives
- One representative from the EU and/or World Bank

Other development partners' representatives can be co-opted to the Steering Committee following formal agreement with the Government of Samoa to utilise CSSP II to provide funding to civil society.

The PMU will provide secretarial support.

Other staff or civil society representatives may be invited to attend Steering Committee meetings as required and following agreement by all sitting members.

Selection of Civil Society members

A process is required to select the civil society members other than the SUNGO member. The most acceptable option is to use public advertisement to seek nominations through civil society groups of suitable persons who meet the required skills criteria and with a particular interest in nominees with community leadership and chairing experience.

Those selected are to represent the civil society sector as a whole with a preference for one NGO member and one CBO member.

Civil society members would be expected to serve a 24 month term with the expectation that membership from civil society would rotate to bring fresh ideas and to spread civil society involvement. In order to ensure that not all members change at the same time, the two of the civil society representatives will be elected for a 24 month and the third for 30 months. Subsequent appointments will be for a 24 month period. It will be the responsibility of remaining civil society representatives to brief and support the induction of new representatives on the Steering Committee.

Conflicts of interest

Where a potential conflict of interest arises for any member of the steering committee, that person will step out from the meeting during the discussion process and formal decision making related to the particular topic.

Operation

The Steering Committee will meet quarterly during the transition phase and then at least once every six months to address responsibilities as outlined below. If required a special meeting of the Steering Committee will be convened (with five days' notice) to address significant concerns or issues raised by the TSG or any Steering Committee representative.

The Steering Committee will be chaired on a rotating basis in line with the notion of partnership between government and civil society. It will operate according to the following schedule:

- Program year one: Ministry of Finance
- Program year two: Civil Society representative
- Program year three: MWCSO
- Program year four: Civil Society representative
- Program year five: Civil society representative

The Steering Committee will also appoint a Vice Chair to deputise in the absence of the Chair.

Responsibilities

The Steering Committee is the overall governance body for CSSP II and will provide overall direction and accountability for the program throughout the four years of its implementation. It will in particular provide direction and oversight for the program as it expands from the grants mechanism focused on demand driven funding to include more attention to civil society development. The Steering Committee will be responsible for overall successful progress towards this end.

Specific responsibilities will include the following:

- Receive and approve the annual activity plan for CSSP II, ensuring that this plan is in line with progress towards program outcome areas and that it demonstrates sufficient attention to partnerships and principles of operation. Note that the first plan will be a transition plan of no more than nine months duration.
- Receive and review the six month program reports. Consider all aspects of the report and any accompanying research, identify any areas of concern and areas of significant progress. Analyse the implications for ongoing program operations and make recommendations for any required changes. Identify responsibilities and timelines associated with these recommendations. Outline a process to ensure recommendations are implemented and those responsible for this implementation held accountable.
- Overseeing the financial management of CSSP II, receiving six month budget reports and annual audit of the program financial flows.
- Assess program risk and regularly update the risk management matrix.
- Decide upon program mid-term and final evaluations including terms of reference and review scope.
- Review and endorse the program communication strategy including the development of a CSSP II website, other communication products and any processes for ongoing information sharing and transparency. Identify the process for regularly reviewing this communication strategy and for assessing its effectiveness. Receive regular reports on the strategy and its effectiveness.
- Receive additional ad hoc or special reports from the TSG and respond to issues or recommendations identified for attention in those reports. Where required convene a special meeting of the Steering Committee either in person or virtually, to address these issues.
- Identify and commission a modest program of research to accompany CSSP II to contribute to better information and development of civil society in Samoa and to more effective program implementation.
- Provide direction to the TSG and oversee effective functioning of this committee. As required change or limit the responsibilities of the TSG.
- Receive reports from the Finance Subcommittee and act upon information and recommendations from this committee as required.

- Convene other task groups as required to address any other issues related to CSSP II effective implementation
- Ensure that decision making of the Steering Committee is transparent and that decisions, recommendations and full minutes of the Steering Committee are available on a timely basis on the CSSP II website.

Reimbursements for Steering Committee members

Unless already covered through their employment, civil society representatives serving on the Steering Committee will have their reasonable out of pocket expenses covered including travel to meetings and accommodation should that be required.

CSSP II Transition Support Group

Membership

The TSG will comprise the following members:

- Representative from the MoF
- Representative from DFAT and other development partners using the mechanism
- Representative from SUNGO
- One other civil society representative

The PMU will provide secretarial support

Other members can be co-opted as required with the agreement of the Steering Committee.

The TSG will be supported by technical assistance.

Operation

The TSG will meet at least monthly, and more often as required, to oversee the transition process for CSSP II.

Responsibilities

The TSG is responsible for CSSP II transition and program implementation during that time. It will be accountable to the Steering Committee for effective program operation. It will delegate and direct responsibilities to the PMU as required. It will delegate implementation and responsibilities to other bodies as required including technical advisors. It will recommend on allocation of tasks to other partners. Specific responsibilities include:

- Program transition: the TSG will develop an activity plan, including allocating responsibilities and reviewing progress, to achieve the following tasks in the first five months of program to mobilise it for ongoing implementation:
 - An organisational review of the PMU which includes attention to program staffing and updating of position roles and responsibilities.
 - The development of a comprehensive database about funding and grant opportunities available for civil society organisations in Samoa.
 - A review of the current grant administration and management system, to identify areas for improvement and development.
 - Formal agreements established with development partners who choose to have grant funds administered through CSSP II. This will include particular attention to administrative arrangements, budget and resourcing, reporting requirements and a full and frank exploration of the purpose of the particular grant. CSSP II will ensure it has appropriate mechanisms to meet the specific purposes of each grant it administers.
 - Identification of key partnership organisations and development of partnership agreements with each organisation. Attention to be given in particular to partnership intentions, agreed responsibilities and processes for reporting and accountability.
 - Updating the CSSP II communication and information sharing. This will include attention to the resources and activities required for the web based communication. It will also include attention to program reporting responsibilities and how these will

- be managed. It will include consideration of other program information sharing opportunities and how these will be prioritised and addressed.
- Accessing of appropriate technical assistance to meet the new focus of CSSP II. In particular this will need to give attention to support staff to develop their skills in community facilitation and development, support to develop systems and mechanisms within CSSP to address different development partners systems and support to improve and regularly undertake monitoring for CSSP II. In addition other technical assistance to support other areas of program operation ought to be sourced and plans established for long-term access as required.
 - Information about CSSP II purpose and outcomes and revised program approach communicated widely to NGO and CBO and other stakeholders in order that the new program is well understood prior to implementation.
- Program implementation: the TSG will continue close management support for the first 12 months of program implementation, with attention to the following areas of program implementation
 - Develop an annual activity plan that outlines activities under each programme area for the following 12 months.
 - Receive and review the draft six month progress reports from CSSP II programme management. Submit this report to the Steering Committee with any noted additions or recommendation.
 - Receive and review any research reports. Submit these reports to the Steering Committee with any noted additions or recommendations.
 - Provide oversight of program partnership arrangements and ensure that these are adequate to achieve program intent and outcomes.
 - Provide oversight of program communication strategy and ensure that this is operating in line with program intentions.
 - Identify any major concerns or variations within CSSP II operations and refer these to the Steering Committee with recommendations for action.
 - Review program funding guidelines, applications and decision making processes. Ensure that these are accessible and representative. Ensure that these are in line with program intent.
 - Oversee program funding allocations including participation and decision-making. Provide a separate report to the Steering Committee about funding allocations following each round of allocation.
 - Investigate any external complaints or issues raised by stakeholders external to the program. Where valid concerns are raised refer these to a special meeting of the Steering Committee for attention.

Annex Five: CSSP II Staffing for the transition period

CSSP II staffing needs to be adequate to the revised intention of the program. A review of current staffing and responsibilities will be one of the first tasks in the mobilisation of the second phase of the program. The TSG will be tasked with a revised staffing plan and recommendations for recruitment against the plan.

In the interim the following staff positions and responsibilities will be maintained through the transition period.

<i>Position</i>	<i>Description</i>
CSSP II Program manager	<p>This position will be responsible to the Steering Committee through the TSG, for overall management and implementation of CSSP II mobilisation plan and annual activity plans.</p> <p>This position will provide direct management of other CSSP II staff.</p> <p>This position will ensure professional and technical standards are maintained throughout all of CSSP II implementation and will proactively work to progress the program against its overall intent and outcome areas.</p> <p>This position will have responsibility to identify and enter into partnerships for the purpose of achieving CSSP II outcomes.</p> <p>This position will include a new responsibility, being responsible for program communication. With appropriate technical support and in cooperation with the office manager, this position will be responsible to ensure active and widespread information sharing and transparent communication strategies including the development of an interactive program website and other strategies as relevant.</p>
CSSP II Finance manager	<p>This position will be responsible for all financial oversight of CSSP II including the introduction and management of systems to meet the financial requirements both of Government of Samoa and all development partners using CSSP II systems.</p> <p>Through the program manager, this position will provide six month financial reports to the steering committee.</p> <p>Through the program manager and on request from the TSG this position will provide additional financial information to verify program implementation.</p> <p>Through the program manager this position will ensure transparent accountability to all stakeholders including civil society.</p>
Three CSSP II program officers	<p>These positions will continue to be responsible for the administration of grants. They will take responsibility for receiving grant occasions, identifying suitable funding opportunities and working with communities and NGOs to assist their access to those opportunities.</p> <p>Program officers will work with the TSG and the Steering Committee to establish appropriate approval processes that match the various development partners' requirements.</p> <p>These positions will continue to be responsible for communication with NGO, CBO and communities in relationship to their project activities. They will also be required to work closely with the MWCSO, particularly in monitoring of programs at village and community level.</p> <p>The program officers will also be responsible for monitoring and evaluation of activities and outputs and ensuring that this is maintained in a timely way in the program database. The program officers will report on this activity and lessons learned through the program manager.</p>

	The program officers will cooperate with the research and M&E processes to ensure in-depth understanding of program progress across all four outcome areas.
CSSP II Office manager/communications	This position will be responsible for overall management and logistics of the office at the direction of the program manager. The position will also have responsibility to manage the communications strategy for CSSP II at the direction of the program manager and with assistance as required.
CSSP II financial officer	This position will be responsible to the financial manager for assistance with financial monitoring and reporting.
CSSP II office assistant	As required this position will provide administrative support across the program

Annex Six: Annual Plan and Six-Month Reporting Formats

These formats meet the current DFAT accountability requirements. They will be utilised for all reporting on DFAT funded activities. In the transition stage the TSG will make use of this format to report to the SC. Should the SC decide to adopt this process of planning and reporting for the CSSP II entirely the formats may require some further adjustment.

Annual Plan format

- a) review of progress from the past 12 months (or nine months for transition period)
 - a. Progress against objectives according to indicators and evaluation questions
 - b. Progress against specific activities identified in the previous plan. *(this information will be presented in disaggregated form, with attention given to outputs for people with disability, for men and women, and for other relevant disaggregation such as those related to age and income)*
 - c. Progress against program budget both operational budget and Grants disbursement for specific development partners. Identification of any changes to anticipated budget.
 - d. Outcomes of work with partners and identification of challenges and achievements from specific partnerships
 - e. Review of program risk matrix and identification of any risks which have been realised, risks which have changed, or new risks not previously identified.
 - f. Major lessons learned
- b) Analysis of progress
 - a. Evidence collected against the monitoring and evaluation plan about program progress. Identification of key issues
 - b. Explanation for progress that is either ahead or behind what was planned.
 - c. Discussion about the implications of progress for overall program achievements.
 - d. Identification of major areas for attention in the next annual plan.
 - e. Recommendations for any changes in design or program strategy, including program partnerships.
- c) Activity plan for the coming 12 months
 - a. Activities to be completed under each objective with identification of timeline, those responsible for implementation, identified budget.
 - b. Proposed progress under each objective based on proposed activity schedule.
 - c. Proposed partnership approach for the coming 12 months
 - d. Updated risk matrix including risk management plan
 - e. Proposed areas for research and additional monitoring for the next 12 months
 - f. Any other issues for attention in the next 12 months
- d) A detailed budget for all proposed activities for the coming 12 months including program operations and grant allocation.

Six-month reporting format

- a. Key program activities and outputs achieved in the past 6 months, drawn from the activity monitoring database *(this information will be presented in disaggregated form, with attention given to outputs for people with disability, for men and women, and for other relevant disaggregation such as those related to age and income)*.
- b. A summary of progress against objectives based on indicators and evaluation questions.

- c. A summary assessment of all major partnership activities undertaken over the past six months
- d. An analysis of key issues and challenges identified over the past six months and the implication for program progress and achievement.
- e. Identification of any variation from annual plan and explanation for this.
- f. Major lessons learned
- g. Any additional or new significant risks for the program.
- h. Detailed six month financial report.

Annex Seven: Budget details

The total operational budget for CSSP II (July 2016-June 2020), apart from the specific cost of grants, is projected to be AUS \$2,046,112 (WST 3,775,114). This is made up of the following proposed budget. The organisational review will assess operational costs and suggest efficiencies where possible to ensure management is streamlined and as cost-effective as possible.

DFAT Contribution to CSSP II

	2016-17 AUS\$	2017-18 AUS\$	2018-19 AUS\$	2019-20 AUS\$
Grants to CBO and NGO.	660,000	760,000	785,000	785,000
Capacity Development & Partnership Development	100,000	100,000	100,000	100,000
Program Staffing and operations	200,000	100,000	100,000	100,000
Technical Advisory support	20,000	20,000	5,000	5,000
M&E/Research	20,000	20,000	10,000	10,000
TOTAL	1,000,000	1,000,000	1,000,000	1,000,000

Indicative Operational budget (in Australian and in Tala)³³

	2016-17 WST	Aust \$ 16/17	2017-18 WST	2017-18 Aust\$	2018-19 WST	2018-19 Aust\$	2019-2020 WST	2019-2020 Aust\$
Grants to communities, CBO and NGO								
Program staffing and operations	\$ 601,909	\$ 326,235	\$ 632,004	\$ 342,546	\$ 663,604	\$ 359,674	\$ 696,785	\$ 377,657
Technical advisory support	\$ 46,125	\$ 25,000	\$ 46,125	\$ 25,000	\$ 46,125	\$ 25,000	\$ 46,125	\$ 25,000
Civil society capacity development	\$ 184,502	\$ 100,000	\$ 184,502	\$ 100,000	\$ 184,502	\$ 100,000	\$ 184,502	\$ 100,000
Partnership development	\$ 9,225	\$ 5,000	\$ 9,225	\$ 5,000	\$ 9,225	\$ 5,000	\$ 9,225	\$ 5,000
M&E/ research	\$ 55,351	\$ 30,000	\$ 55,351	\$ 30,000	\$ 55,351	\$ 30,000	\$ 55,351	\$ 30,000
Total	\$ 897,112	\$ 486,235	\$ 927,207	\$ 502,546	\$ 958,807	\$ 519,674	\$ 991,988	\$ 537,657
Five year totals							\$ 3,775,114	\$ 2,046,112

³³ This indicative operational budget is to be reviewed during the transition phase by the TSG

Detailed Administrative and staff costs³⁴

Description of Activity	Unit	No. of Units	Cost of Unit	2016-17 WST	Aust \$ 16/17	2017-18 WST	2017-18 Aust\$	2018-19 WST	2018-19 Aust\$	2019-2020 WST	2019-2020 Aust\$	Comments
Staff Costs	Staff			395,561	214,394	415,339	225,113.65	436,105.78	236,369	457,911	248,188	Refer detail costs for staff costs
Printing & Office Supplies	Monthly	12	1,500	18,000	9,756	18,900	10,243.80	19,845.00	10,756	20,837	11,294	
Insurance – Vehicle	Annually	1	2,400	2,400	1,301	2,520	1,365.84	2,646.00	1,434	2,778	1,506	
Motor Vehicle Expenses	Monthly	12	1,000	12,000	6,504	12,600	6,829.20	13,230.00	7,171	13,892	7,529	Vehicle running exps, mv repairs & maintenance
Repairs & Maintenance – General	Monthly	12	500	6,000	3,252	6,300	3,414.60	6,615.00	3,585	6,946	3,765	
Office lease	Monthly	12	6,354	76,248	41,326	80,060	43,392.74	84,063.42	45,562	88,267	47,840	
Electricity & Water	Monthly	12	3,000	36,000	19,512	37,800	20,487.60	39,690.00	21,512	41,675	22,588	
Communication	Monthly	12	1,500	18,000	9,756	18,900	10,243.80	19,845.00	10,756	20,837	11,294	Internet, telephone & postage
Other rental & hirage	Monthly	12	500	6,000	3,252	6,300	3,414.60	6,615.00	3,585	6,946	3,765	Taxi fare, pot plants hirage, vehicle hire when needed, etc
Steering Committee	Monthly	12	300	3,600	1,951	3,780	2,048.76	3,969.00	2,151	4,167	2,259	CSO reps meeting allowances & SC meeting expenses
Subscriptions – resources	Annually	1	900	900	488	945	512.19	992.25	538	1,042	565	Samoa Observer & Iniini Samoa
Bank fees	Monthly			1,200	650	1,260	682.92	1,323.00	717	1,389	753	monthly bank fess, cheques books & audit bank confirmation requests
Leasehold Improvement	Annually			6,000	3,252	6,300	3,414.60	6,615.00	3,585	6,946	3,765	
Furnitures & Fittings	Annually			10,000	5,420	10,500	5,691.00	11,025.00	5,976	11,576	6,274	Office desks, chairs & cabinets for 2 additional staffs
Office Equipments	Annually			10,000	5,420	10,500	5,691.00	11,025.00	5,976	11,576	6,274	Office computers for 2 additional staffs
AL CSSP Staff and Admin				601,909	326,235	632,004	342,546.30	663,604.45	359,674	696,785	377,657	

³⁴ Based on current positions and projections, with 5 % annual increase after the first year

Detailed staff costs for current staff composition	No. of Units	Unit Cost	Total WST	Total Aust\$
Program Manager	1	82,000	82,000	\$ 44,444.00
Finance Manager	1	61,800	61,800	\$ 33,495.60
NPF (7%)			10,066	\$ 5,455.77
ACC (1%)			1,438	\$ 779.40
Program Officer	3	46,000	138,000	\$ 74,796.00
Finance Officer	1	36,050	36,050	\$ 19,539.10
Senior Office Manager/communications	1	36,050	36,050	\$ 19,539.10
Office Assisstant	1	12,360	12,360	\$ 6,699.12
NPF (7%)			15,572	\$ 8,440.13
ACC (1%)			2,225	\$ 1,205.73
	8		395,561	\$ 214,393.95

Annex Eight: Risk Matrix

This risk matrix has been prepared using the DFAT formula to calculate risk based on likelihood and consequences. It should be revisited by the SC at each SC meeting and updated accordingly.

<i>Risk event</i>	<i>Likely outcome</i>	<i>Risk rating</i>	<i>Risk mitigation</i>	<i>Responsibility</i>
Program fails to take up additional activities that will see progress towards the outcome areas	Failure to achieve outcomes and failure to provide for sustainable civil society	Medium	Introduction of the TSG, the mobilisation plan and an annual activity plan is designed to ensure adequate progress across all outcome areas. Additional program monitoring and evaluation will also contribute to accountability for progress.	Steering Committee TSG
Program management is insufficient to address all outcome areas in an iterative and adaptive way as required	Program will become locked into a single set of activities, missing opportunities to innovate and develop in new directions appropriate to the Samoan context.	Medium	The TSG will be tasked with ensuring high-quality program management and supporting the program manager and staff to work in an iterative and adaptive ways. The Steering Committee will be responsible for ensuring recommendations for change emerge every six months and that these are subsequently acted upon.	TSG Program manager Steering Committee
Insufficient partners are available for program outcome areas to be achieved	Failure to achieve outcomes	Medium	The consultation process for the design has identified several existing partners would be suitable to support program implementation. Where additional partners are required DFAT is in a good position to draw from its original experience to identify potential partners. Beyond this the use of technical assistance ought to supplement gaps in partner capacity.	TSG Program manager DFAT
Insufficient technical expertise is available to support program outcome achievement	Failure to achieve outcomes	Medium	The TSG and program manager are tasked with identifying a list of suitable and relevant expertise to support program implementation in the mobilisation period. Where there are gaps both Government of Samoa and DFAT can assist with identifying additional likely technical expertise. There is extensive experience in the region with civil society development and this should provide all requirements for this program.	TSG program manager DFAT Government of Samoa
SUNGO is unable to provide required technical capacity building and/or NGO assessment processes as required	Failure to achieve capacity development and change in relationship with NGOs	Low	SUNGO has already identified its capability to provide suitable training and assistance with NGO assessments. Through additional support from the program it should be able to improve its capability in this area and provide all necessary resources.	SUNGO TSG

NGOs choose not to engage with an approach which requires strategic planning and assessment of organisational sustainability	Program is unable to instigate a new approach to NGO funding	High	During the program mobilisation period considerable emphasis will be given to communicating the new programme approach and the rationale and benefits of this approach. NGOs that are supportive of a sustainable development approach to NGO funding and engagement will be supported first in the new program. SUNGO will be an active partner in developing the approach to funding and the approach to organisational assessment and capacity development.	TSG program manager and program officers SUNGO
Government of Samoa ministries with service delivery responsibility choose not cooperate with program.	Program is unable to leverage wider change through community activities. Good ideas are not necessarily replicated in other parts of the country. Information about service delivery is not utilised to improve government services.	High	The TSG will be responsible in the mobilisation period for developing a communication plan that includes engagement with government ministries responsible for service delivery. In addition the steering committee will be tasked with overall communication with the Government of Samoa about the program and will be able to court government representation is required to facilitate communication and cooperation. The CSSP II program manager will be tasked with active communication and engagement with government sector representatives.	TSG Steering Committee Program manager
MWCSD is unwilling or unable to work cooperatively with program at the community level	There is duplication of community development and development planning in some communities leading to confusion and lack of efficiency and effectiveness.	High	MWCSD will be represented on CSSP II steering committee. A plan for engagement with the Ministry will be included in mobilisation. The TSG will be tasked with reporting on progress towards this end.	Steering Committee TSG
Private sector is unable to provide support in shared areas of concern	Opportunities for leveraging innovation and strengths from the private sector are lost. This lessens the development gains available through the program	Medium	Private-sector representatives have already indicated their interest in cooperation with civil society. Particular attention will be given to developing partnerships with private sector towards this end.	Program manager
Private sector does not cooperate with civil society sector around policy development and engagement	Government of Samoa receives multiple submissions around public policy issues reflecting a piecemeal response to issues	Medium	Private-sector representatives have already indicated their interest in cooperation with civil society. They are keen to cooperate with SUNGO as appropriate to ensure coordinated representation to government.	SUNGO
Government of Samoa is challenged by civil society development and policy	Program is unable to proceed because of lack of government auspice	Low	Government of Samoa will review and endorse the final design for CSSP II and will therefore have committed to the overall intent of the program. In the second phase of	TSG Program management

engagement and withdraw support.			the program communication and information about progress will be increased in order to satisfy government stakeholders about the value of program directions.	
GoA is challenged by civil society engagement and possible commentary on development partners actions, and withdraw support	Program is unable to proceed because of lack of funding	Low	DFAT will review and endorse the final design for the program and will therefore have committed to the overall intent of the program. Improved monitoring and evaluation in the second phase of the program should communicate progress and value according to program theory of change for DFAT and other development partners.	TSG Program management
The program fails to maintain transparent and accountable information sharing and therefore is unable to maintain the trust and engagement of civil society.	Civil society restrict their engagement with the program and seek support from elsewhere for their development.	Medium	Program monitoring and reporting in the second phase will be far more detailed and with the oversight of the TSG will include attention to transparent communication. In addition civil society representatives on the Steering Committee will be required to actively seek insight and feedback from civil society prior to each Steering Committee meeting and will ensure that this information is communicated and acted upon at that meeting.	TSG Steering Committee, especially civil society representatives.
Development partners perceive that the program no longer focuses only on grants and are therefore confused by its approach	Development partners choose not to utilise the grants mechanism and civil society funding continues to be haphazard and difficult to access	Medium	Development partners have already expressed some interest in utilising the grants mechanism for future civil society allocation. During the mobilisation phase additional attention will be given to communication with all development partners explaining program intention. Program monitoring and evaluation will continue to receive stakeholder feedback including that from development partners to ensure the program addresses the needs and interests.	TSG Program management
Development partners choose not to contribute towards program administrative costs	Program is unable to operate all components in an effective and efficient manner.	Medium	It is responsibility of the Government of Samoa to enter into grant funding agreements with development partners that include adequate administrative cost sharing.	Government of Samoa
Samoa experiences a major national disaster which diverts resources and attention away from long-term planning for civil society	NGO and CBO revert to disaster relief and immediate service delivery. Longer term outcomes and intent of the program is not achieved	Medium	Community resilience and response to disaster should be part of all community development planning and implementation strategies. Communities as well as organisations need to be resilient to disaster and able to continue their long-term development intentions despite such events.	Program officers NGO and CBO