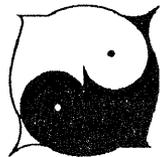


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EVALUATION OF
THE FOUNDATION FOR THE PEOPLES
OF THE
SOUTH PACIFIC (FSP)

Prepared for USAID RDO/SP, Suva, Fiji



Clark Billings & Willis Eschenbach

November 1993—January 1994

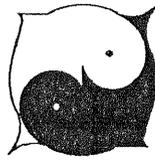


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Larry Armstrong, Antoinette Ferrara, and the USAID RDO/SP staff have been extremely supportive and have given invaluable guidance to the direction and substance of the evaluation. In addition, they have viewed the evaluation in what we see as the proper light—as a tool by which both organizations, FSP and USAID, can learn from experience and improve what is already being done well.

Logistic support (office, computer, travel, and much more) has been freely given by the many support staff at USAID RDO/SP, and we appreciate their contribution.

The US taxpayer provided the money to make all this possible.

Our acknowledgment to you all.

Clark Billings, Willis Eschenbach
January, 1994

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EXECUTIVE SUMMARY

The Foundation for the Peoples of the South Pacific (FSP/USA) is a private voluntary organization, founded in 1965, that since 1975 has been the recipient of 26 USAID grants with a total value of approximately \$20 million. The purpose of this of examination of FSP is to evaluate its organizational structure and operational experience.

FSP/USA operates in the island nations in Melanesia, Polynesia, and Micronesia. FSP/USA maintains active Country Programs and personnel in Fiji, Vanuatu, and Kiribati, and has representatives in Tonga and Solomon Islands.

In addition, over the last quarter century, in the furtherance of its development work, FSP/USA has created a number of other independent development organizations, which it calls "Affiliates." FSP and its Affiliates comprise a highly complex network of entities and relationships. There has been no overall plan regarding their growth and structure.

There are two types of Affiliates: "International" Affiliates located in the South Pacific, which implement development projects; and "Metropolitan" Affiliates located in Australia, Canada, and the UK, which find and channel funds for projects—those done by International Affiliates as well as those done by FSP/USA Country Programs. These Affiliates work in cooperation with each other and with FSP/USA as part of the FSP network, although there are no formal structures or relationships between them.

FSP/USA and the Affiliates are loosely tied together by membership in a new organization, The Foundation of the Peoples of the South Pacific International (FSP/I). If properly designed and developed, FSP/I could be a central part of the FSP network after the localization of the remaining FSP/USA Country Programs.

FSP/USA currently has a plan to localize all its remaining Country Programs and to shift the management offshore. The basic plan seems sound, although this is a new plan, and one that requires much further expansion and consideration.

Overall, FSP was found to be an effective development network, although it could use improvement in certain areas. Its future, however, is dependent on the members of the network being able to work together to make FSP/I an effective body for the support and coordination of further development work.

Our most important findings were that:

- 1) FSP is well respected and highly regarded by donors and host country officials.
- 2) FSP is effective in planning, implementing, documenting, and reporting on projects at the village level.



3) FSP/USA's major shortcoming is a lack of properly empowered middle management.

4) The major shortcoming of the Country Programs and Affiliates is the lack of systems (e.g., systems for reporting, project design, proposal writing, etc.) for the way in which they do business.

5) FSP does not have a sectoral focus: people in the field agree that, rather than being expert in a particular technical sector, the expertise of FSP lies in two areas: creation and support of local institutions, and successful project design and implementation.

6) FSP/I is a good idea, but one that needs some hard choices made and some hard work done to turn it into a successful organization.

Our major recommendations are:

1) FSP/USA's proposal to establish a Regional Management office in the South Pacific should be implemented without delay.

2) FSP/USA should strengthen and empower its middle management.

3) Affiliates, Country Programs, and FSP/USA need to develop systems that institutionalize the ways in which they work.

4) FSP/I should be developed into an effective organization as soon as possible.

5) USAID should consider the FSP network as a means by which to maintain the USAID development effort in the South Pacific.



INTRODUCTION

PURPOSE OF THE EVALUATION

The Foundation for the Peoples of the South Pacific (FSP) is a private voluntary organization that has been and continues to be a major force in implementing USAID programs in the South Pacific Region. Since 1975, FSP has been the recipient of 26 USAID grants with a total value of approximately \$20 million (including both regional and centrally funded grants). Of this amount, approximately \$4 million has been for environmental activities, \$3 million has been for child survival projects and \$13 million has been for a variety of other projects. FSP is currently engaged in implementing a grant of \$2.3 million under the USAID Regional Development Office/South Pacific (RDO/SP) Profitable Environmental Protection (PEP) project, a \$600,000 grant under the RDO/SP's Pacific Island Marine Resources (PIMAR) project for work in Fiji, and a \$500,000 grant for work in PNG. FSP is also the recent recipient of about \$700,000 from a centrally funded USAID grant to implement Child Survival IX activities in Kiribati and Vanuatu, as well as a \$1,600,000 Matching Grant for Eco-Forestry.

The purpose of this evaluation of FSP is to examine its organizational structure and operations, including its internal management, oversight capability, quality of field operations, and the effect of these processes on project implementation. The objective of this management analysis is to provide USAID management with more in-depth and comprehensive information with which to make prudent decisions on the future use of FSP as an implementing entity for USAID should funding be available to the region. The findings and recommendations of this evaluation should also assist FSP in identifying problems and taking necessary actions to enhance its efficiency and effectiveness.

The past and present performance of FSP as an implementing agent of USAID-funded projects in the region has recently taken on greater significance given USAID's decision to close USAID's RDO/SP in Suva, Fiji. Any future US provision of development assistance to the region will have to be done without direct USAID supervision in the region. An evaluation, therefore, was deemed important to assess FSP's performance record and capabilities in managing development projects.

THE EVALUATION TEAM

USAID RDO/SP contracted with Clark H. Billings, a retired AID Foreign Service Officer with substantial evaluation experience, and Willis W. Eschenbach, a management consultant with PVO evaluation experience residing in Fiji, to undertake this evaluation. The evaluation was conducted over a seven-week period, November 22, 1993, to January 6, 1994.



EVALUATION METHOD

The method employed in conducting this evaluation consisted of interviews, reviews of documentation, and visits to country sites of FSP operations. Over 50 persons involved in or familiar with FSP operations were interviewed. This included: people in FSP/USA's headquarters in Washington, D.C.; representatives of USAID RDO/SP; FSP's Country and Regional Directors; members of Boards of Directors and staff of local FSP Affiliates; donor representatives; and host country officials.

A wide variety of documentation was reviewed both before and during the evaluation. This included headquarters, regional and country documents on FSP's organizational structure and activities. It also included grant documents, three years of annual financial and management audits, monthly financial reports, quarterly progress reports, etc.

The evaluation team reviewed the findings and recommendations of ten program or project evaluations conducted prior to this evaluation to determine the effectiveness and impact of FSP projects. The team also devised and employed a system for generally assessing the impact of FSP's recently completed projects and/or projects well along in implementation.

The interviews, site visits, and research were done in the USA and in five South Pacific Island nations: Fiji, Kiribati, Papua New Guinea, Tonga, and Vanuatu. We did not visit Solomon Islands, as the FSP/Solomons Country Program office is currently inactive.

FORWARD BY THE EVALUATION TEAM

Early in our evaluation it became clear that FSP and its Affiliates comprise a highly complex network of entities and relationships that are difficult to comprehend and more difficult yet to present in a succinct and understandable manner. Since a management analysis makes little sense without an understanding of the organizational structure being analyzed, it was necessary to devote a great deal of time and space to examining and explaining the complex organizational structure of FSP and its Affiliates.

We have tried to describe this complex organization in as logical and simple a manner as possible. Still, we find our description somewhat more complicated than we would have liked. In addition, the entire network of FSP is in a state of flux and/or evolution: FSP/USA itself is currently in the process of relocating its management headquarters and has plans for an internal reorganization. Thus, any description of the FSP network constitutes only a snapshot of its organizational structure at the time that this evaluation was conducted. We ask readers to bear this in mind as they proceed through this evaluation.

Some issues are discussed more than once, under different headings and with a different emphasis, to answer different questions or to record the views of different



groups of people. All values given are in US dollars. In general, the body of the evaluation report consists of our findings, with our conclusions and our recommendations making up the final section of the report.



FSP EVALUATION

The basic question to be answered by this evaluation is:

Does FSP have the resources (experience, personnel, management, systems, and other resources) to be able to implement, in a successful, cost effective manner and without direct donor supervision, further programs funded by USAID?

In order to answer this question, the evaluation team addressed the following questions and issues:

I. WHAT IS THE OVERALL STRUCTURE OF FSP?

A. FSP GENERAL

The Foundation for the Peoples for the South Pacific, Inc. (FSP) is an international development organization generating public and private support for development efforts in the South Pacific. It was registered in 1965 in the United States as a tax exempt, 501(c)(3) organization. FSP (now referred to as FSP/USA to distinguish it from other FSP Affiliates) has been registered with USAID as a U.S. private and voluntary organization since 1972. FSP is currently a division of COUNTERPART Foundation Incorporated, a change that was made to accommodate the new involvement of the organization in development work in the Newly Independent States of the ex-Soviet Union.

The corporate headquarters of FSP/USA in New York City consists of its president and founder, Elizabeth Silverstein, and its Board of Directors. This headquarters also includes an international advisory committee and an audit committee.

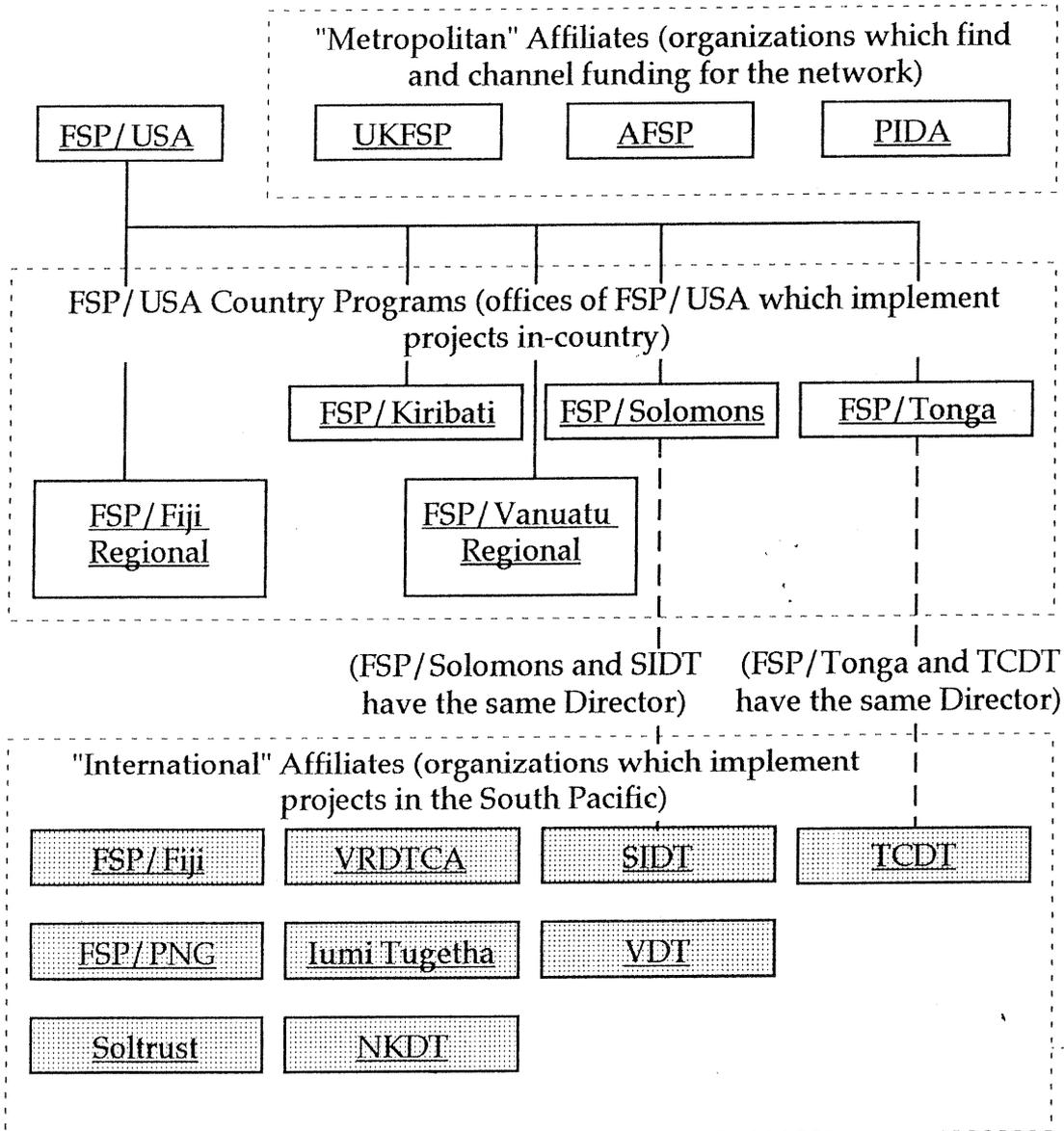
FSP/USA operates in island nations in Melanesia, Polynesia, and Micronesia, managing development initiatives designed to assist Pacific Islanders in carrying out development programs designed to meet their particular needs. It currently has active Country Programs in Fiji, Kiribati, and Vanuatu, and each FSP/USA Country Program has a Country Director to oversee the operations in that country. There are also Regional Directors in Fiji and Vanuatu, and representatives in Solomon Islands and Tonga.

Over the last 28 years, FSP/USA has created a number of independent organizations that have worked closely with FSP/USA on South Pacific development projects. Today, "FSP" generally refers to the overall structure into which the original FSP/USA has evolved. Thus, the term FSP is now used to refer to FSP/USA plus a network of independent Affiliates with entities in Australia, Canada, Fiji, Papua New Guinea, Solomons (inactive), Tonga, Western Samoa (inactive), United Kingdom and the United States. These Affiliates have no formal structure binding them together. However, they work together finding funds and implementing projects.



In this evaluation, we will use "FSP/USA" to refer to the original organization, and "FSP" to refer to any other member of the network.

1. Organization Chart—The Full FSP Network



The above chart shows the variety of organizations included in the FSP network. Some of these organizations have taken over FSP/USA's original role in a particular country; some have taken up their own identities and roles; some are in countries outside the South Pacific. In general, all of these organizations have good relationships with each other and many of them work together in some combination on particular projects.



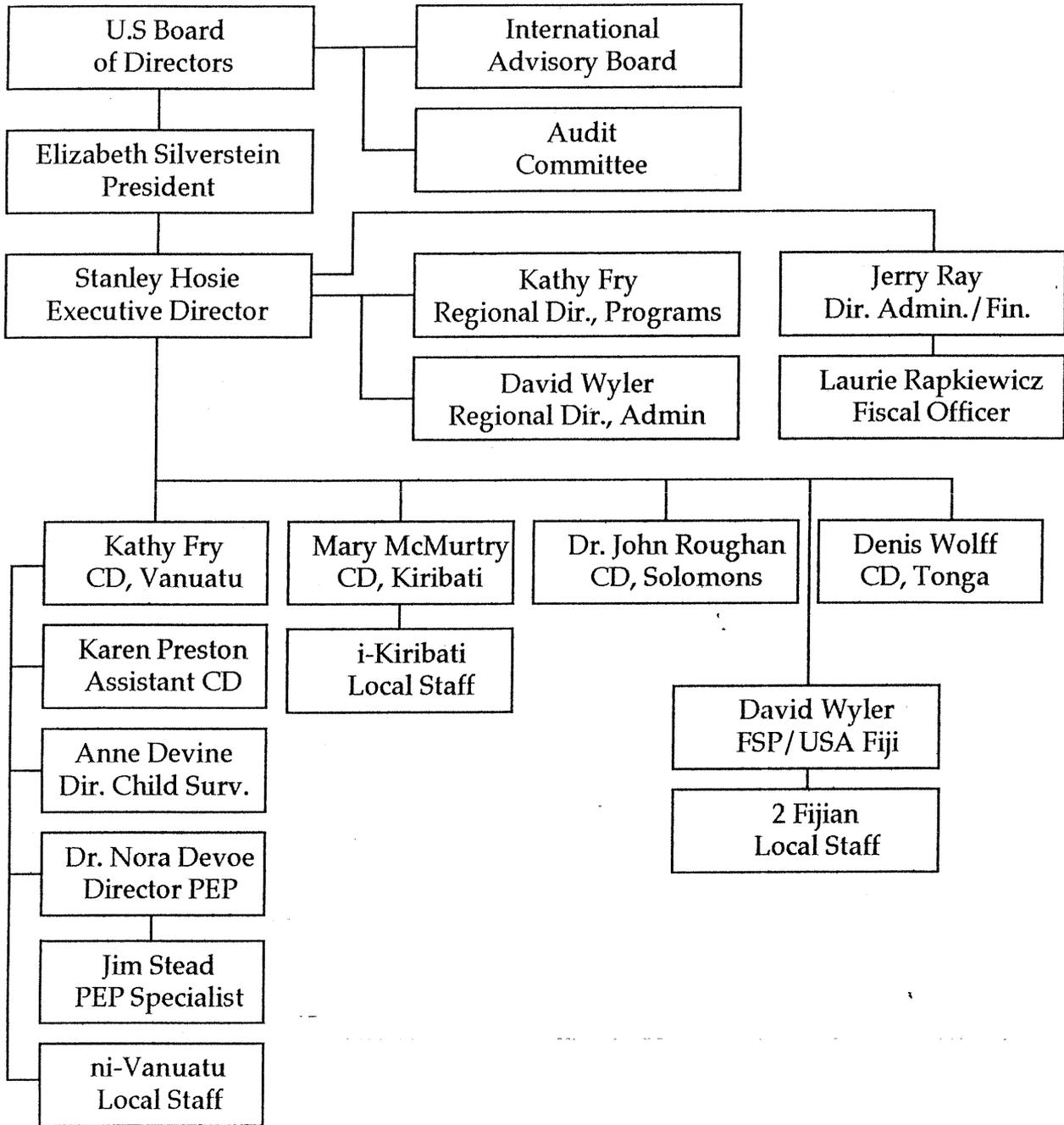
It is important to realize that there was not in the beginning, nor is there now, any "master plan" about the growth of FSP. Over the last quarter century, a number of local organizations have been created by FSP/USA, in response to different situations and filling different needs. Because of this, there is no overarching structure to the relationships between the organizations, nor are there clear lines of authority or responsibility. The relationships resemble those between members of a family much more than they resemble those between branches of a single organization or between parts of a franchise structure.

As shown in the Organization Chart, the grouping of organizations now called "FSP" consists of FSP/USA and its country offices (Vanuatu, Solomons, Tonga, Kiribati, and Fiji), plus two types of Affiliates. These Affiliates are referred to as:

- "Metropolitan" Affiliates (i.e., Affiliates located and registered outside the South Pacific region whose major job is finding funds for project), and
- "International" Affiliates (i.e., Affiliates located and registered in the South Pacific Islands whose major job is implementing projects in-country, and which may or may not have replaced an FSP/USA Country Program).



2. Current Management Structure of FSP/USA





3. Management Headquarters in the U.S.

FSP/USA's management headquarters is currently in the process of being relocated to Washington, D.C. from San Diego, California. This relocation will be completed by the end of 1993, when the financial management function will have been relocated to Washington, D.C. Management headquarters presides over both FSP/USA's South Pacific programs and the Counterpart (Russia and Ukraine) programs. This headquarters is administered by the Executive Director, Stanley Hosie. It consists of about a dozen people working on both FSP/USA and Counterpart projects. Its major functions include administration, finance, program planning, operations, and fund raising.

4. Regional Offices in the South Pacific

FSP has a Regional Director/Administration and a Regional Director/Programs in the South Pacific. However, neither of these Directors has any real authority, and all major decisions are made in Washington. As is shown in the Management Structure Chart, there are no management reporting requirements through either of these Regional Directors.

5. Consultant Pool

In addition to the permanent staff, FSP/USA utilizes a pool of technical consultants that are contracted for short-term or part time assignments as needed. There are about 25 consultants on the FSP/USA roster, covering health/nutrition, project management, fisheries, forestry, and environment.

B. FSP/USA COUNTRY PROGRAMS

FSP/USA's present organizational structure in the South Pacific consists of country offices in Fiji, Kiribati, Tonga, Solomon Islands and Vanuatu. The Fiji office houses the FSP/USA's Regional Director/Administration, who is not a Country Director but who does implement two projects, and whose regional function, at least on paper, is to provide advisory, financial, and administrative services to FSP/USA's country offices and Pacific Island Affiliates.

FSP/USA's country office in Vanuatu has a Country Director, who is also the Regional Director/Programs. In this capacity, she provides occasional support services (consultation on program design, coordination of regional programs, etc.) to other Country Programs.

The offices in Kiribati, Tonga, and Solomon Islands are headed by Country Directors. The Country Directors are charged with full responsibility and authority for running FSP/USA's programs in their respective countries. The Tonga office is completely integrated with that of their Affiliate, the Tonga Trust.



Each Country Director is an employee of and reports to FSP/USA's Washington, D.C. headquarters. Under FSP/USA policy, all Country Directors' salaries are paid from line items of the grant budgets which they administer in their respective countries. In other words, the policy is that, except in unusual cases, none of the Country Directors' salaries are paid from home office overhead.

Most of the Directors are supported by various clerical and program staff in their country office, as well as by the Regional Director/Programs in Vanuatu (who is also the Country Director in Vanuatu) and by the Regional Director/Administration in Fiji.

In the case of Tonga, an unusual situation exists wherein the Country Director is also the Director of the Tonga Trust, and in this capacity he also reports to the Tonga Trust's Board of Directors.

What follows is a profile of the FSP/USA Country Programs.

1. FSP/USA Regional/Country Program Profile—Fiji

In Fiji, there are two FSP organizations. One is the office of the FSP/USA Regional Director/Administration, which we are calling the FSP/USA Regional/Country Program. It handles some administrative details for the other FSP/USA Country Programs and which also runs two projects, one regional and one in Fiji.

The other is FSP/Fiji, which is an independent organization set up originally by FSP/USA, and which now fulfills FSP/USA's original in-country role administering projects.

This section discusses the FSP/USA Regional/Country Program.

a. FSP/USA Fiji Regional/Country Office Organizational Structure

The Regional Director/Administration who oversees the FSP Regional/Country Office in Fiji reports directly to FSP/USA headquarters in Washington, D.C. This office provides administrative support and oversight to FSP's Country Directors and technical assistance to FSP Affiliates (especially FSP/Fiji) in the region. The assistance which the Regional Director provides to FSP/Fiji is in the areas of fiscal management and staff training.

The FSP/USA Regional Director is also the Director of Finance for FSP/Fiji and in this capacity, reports to the Director of FSP/Fiji. The Regional/Country Office shares office space with FSP/Fiji.

b. Office Management Level Personnel

The Regional/Country Office is a one-man office that consists of a Regional Director/Administration, Mr. David Wyler, who has a Masters degree in International



Administration and 20 years' of experience in managing development assistance programs in the South Pacific Region. He is a US citizen. He supervises a staff of two, an office manager (who also manages the office on behalf of the International Affiliate FSP/Fiji) and a receptionist/typist.

c. Systems

The Regional/Country Office has systems in place for financial management and compliance with the reports required by USAID RDO/SP and FSP/USA. These consist mainly of monthly financial reports and quarterly progress reports. As there is no FSP/USA organization-wide system for implementing projects, systems for managing and monitoring projects are those established by Mr. Wyler. These include implementation/work plans, monitoring schedules, and periodic progress reports. The current systems are adequate for the amount of work performed.

d. Funding Sources

The operational and staff salary costs of this office are funded from two sources: 45% from the Fiji component of USAID RDO/SP's PIMAR project, and 55% from budget line items of FSP/Fiji projects. The total funding for the office for 1993 is \$67,267. The PIMAR funds are on a fee-for-service basis for the management of the design and installation of the Lami Jetty (a total \$600,000 grant). It is not clear how this office will be funded after the completion of the PIMAR work, as this is the major project handled by the office.

e. Major Current Projects/Activities

The Regional/Country Office currently manages only one project in Fiji, the PIMAR project. Two projects completed within the past five years were also administered this Regional/Country Office. These were the USAID-funded South Pacific Alliance for Family Health (SPAFH) grant for \$1,213,477 and the Multi-Project Support Grant (MPSG) grant for \$1,001,104.

The office also provides regional administrative support consisting of procurement, financial services, and arrangements for insurance to such projects as the Matching Grant (Melanesian EcoForestry Project), PEP and the Child Survival Projects in Vanuatu and Kiribati, although it does not engage directly in the management or implementation of the projects.

2. FSP/USA Country Program Profile—Vanuatu

a. Organizational Structure

FSP/Vanuatu is a Country Program of FSP/USA. As such, the Country Director reports to Headquarters, FSP/USA, in Washington. It has been in existence as an FSP/USA



Country Program since 1988, when it took over the International Human Assistance Program (IHAP) operation after IHAP folded worldwide.

Overall management and administration is provided by a Country Director, an Assistant Director (Programs), an Accountant/Computer Trainer, an Office Manager/Fiscal Officer, and an Administrative Assistant.

The operational staff is comprised of some 21+ ni-Vanuatu (Vanuatu citizens) who implement the programs.

b. Office Management Level Personnel

Ms. Kathy Fry is the Country Director, as well as the Regional Director/Programs for FSP/USA. She has been with the organization for 15 years, with occasional breaks in her employment. She has a Masters in International Administration, and is a US citizen.

Ms. Karen Preston is the Assistant Director (Programs). She came to the organization as an intern from the Brattleboro School for International Training (SIT) in Brattleboro, Vermont. She has been with FSP/USA 2 years, and has a Bachelors in Mechanical Engineering and a Masters in Intercultural Management. She is a US citizen.

Ms. Denise Parent is the Accountant/Computer Trainer. She originally came to Vanuatu as a CUSO volunteer, and is a Canadian citizen. With the organization 2 years, she has a BA and Certificate in management accounting, and 13 years' experience as an accountant.

Ms. Emmie Livou is the Office Manager/Fiscal Officer. She is also the longest serving employee (8 years), having worked for IHAP before it was taken over by FSP. She has worked her way up from doing the filing to being the Office Manager. She is a Vanuatu citizen, and has a Form 3 (freshman year of high school) education.

Ms. Mary Loughman is the Administrative Officer. She is a Vanuatu citizen, has a Class 6 (6th grade) education, and has 4 years' experience as a typist/computer operator.

c. Systems

The office has systems in place for financial management and compliance with the reports required by USAID RDO/SP and FSP/USA. These consist mainly of monthly financial reports and quarterly progress reports. As there is no FSP/USA organization-wide system for implementing projects, systems for managing and monitoring projects are those established by the current Country Director. These include implementation/work plans, and periodic progress reports.

The basis of the project management is called the "NGO Consortium," because each of the major projects has its own local "Project Advisory Committee" for decision making. This is comprised of the Country Director, the Project Manager, and people from



outside the organization who are chosen based on what the project is doing and who it is working with. Often a government employee from a relevant department sits on the project advisory committee. The committee oversees the implementation of their own project, and provides valuable input to the successful operation of FSP/ Vanuatu.

FSP/Vanuatu itself is run on a consensus basis by the "Consortium Advisory Committee," which is composed of FSP/Vanuatu management staff, project managers, and several outside advisors from government and the private sector.

d. Funding Sources

During 1993, FSP/Vanuatu received US\$478,657.20 from a variety of sources. The breakdown is as follows:

USAID	\$186,000.97	38.9%
ODA	\$74,683.12	15.6%
EC	\$45,189.19	9.4%
WWF	\$35,842.45	7.5%
Misereor	\$23,657.00	4.9%
Tudor Trust	\$23,078.98	4.8%
Miscellaneous	\$18,543.17	3.9%
SPC	\$15,359.30	3.2%
Allen Foundation	\$15,000.00	3.1%
Sawmill Deposits	\$12,214.92	2.6%
Canada Fund	\$10,446.92	2.2%
UNESCO	\$5,614.07	1.2%
Shedden Agribusiness	\$4,482.63	0.9%
Bank Interest	\$3,550.33	0.7%
ASPBAE	\$2,924.98	0.6%
Australian High Commission	\$2,069.17	0.4%
	\$478,657.20	100%

This does not include salaries for managers of USAID-funded programs paid from FSP/ USA, and reflects only the 1993 portions of multi-year grants.

e. Major Current Projects/ Activities

The organizational philosophy is described by the Director as being based on "effective project management, training, and local capacity building." Like the other FSP programs and Affiliates, FSP/Vanuatu works in partnership with many agencies and groups: multi-national aid donors, international and local NGOs, government agencies, and local village and regional groups.



Community and Environmental Forestry (CEF): provides community environmental education, land use management and chainsaw mini-mill training. Works in partnership with the Government of Vanuatu (GOV) Environment Unit and Department of Local Government.

Vanuatu Rural Development and Training Centres' Association (VRDTCA): this is a local organization originally formed by FSP and now independent. FSP has a project that provides assistance to VRDTCA to strengthen their program of rural vocational education.

Profitable Environmental Protection (PEP): a regional USAID project that combines private enterprise and environmental protection.

Sustainable Development Network (SDN): a partnership activity with UNDP for the promotion of sustainable development through information networking.

Cocoa Improvement Project: a project with GOV Department of Agriculture, Shredde Agribusiness and AIDAB to promote a community approach to improve cocoa production through agricultural extension.

Family Health Project: working with GOV Department of Health and ODA to establish a national Family Planning Training and Awareness Unit.

MCH Extension: a partnership with GOV Department of Health and local communities to promote low cost rural models of primary health care.

Child Survival: a USAID-funded project focused on improving child health and lowering the Under 5 Mortality Rate (U5MR).

3. FSP/USA Country Program Profile—Kiribati

a. Organizational Structure

FSP/Kiribati is one of FSP/USA's country offices. It has no local counterpart and no local Board of Directors. The Country Director reports to FSP/USA.

b. Management Level Personnel

FSP/Kiribati's staff consists of a Country Director, Ms. Mary G. McMurtry, who manages all aspect of the Country Program. This includes the supervision of a local program and administrative staff of six persons. This staff includes a trainer of trainers (Australian Volunteers Abroad), a health educator, an agriculture officer, an agriculture field assistant, a bookkeeper/accountant, and an administrative assistant. The Country Director has plans to recruit an additional eight positions when an ODA matching grant is in place for the Child Survival Program (IX). She has a Masters degree from the School for International Training, and is a US citizen.



c. Systems

FSP/Kiribati has systems in place for financial management and compliance with the various reports required by FSP/USA and donor agencies. These consist mainly of monthly financial reports and quarterly progress reports. Systems for managing and monitoring projects are those established by the current Country Director.

d. Funding Sources

FSP/Kiribati's present project portfolio is financed through various donors which include Misereor, EC, USAID, the Canada Fund, Jersey Aid, and ODA. Negotiations are also underway with GTZ (Germany), UNICEF, and the South Pacific Commission for grants to support several new projects. A major centrally funded USAID grant of over \$209,000 was recently made for the Child Survival IX Program. A major matching grant of \$210,000 for this program is under negotiation with ODA and is expected to be forthcoming within several months.

Funding sources for FY 1993 were as follows:

USAID	\$86,528.67	42.9%
Lounsbery Foundation	\$25,000.00	12.4%
ODA	\$23,754.75	11.8%
Jersey Aid	\$22,817.25	11.3%
UNICEF	\$15,000.00	7.5%
AIDAB	\$12,348.75	6.1%
Misereor	\$9,597.17	4.8%
Canada Fund	\$6,204.11	3.1%
	\$201,250.69	100%

e. Major Current Projects/ Activities

FSP/USA has been working in Kiribati since 1982. Projects have traditionally focused on women in development, home food production, and nutrition. While FSP/Kiribati remains involved in these areas, the range of activities can now be broadly categorized under one or more of the following headings: health, population, and environment. Women and children continue to be the main target group. FSP/Kiribati's active project portfolio consists of five projects with a total grant value (over the lifetime of the grants) of about \$500,000. An additional \$400,000 in grants are under active negotiation. Major projects are:

Pacific Island Resource Training II: a Misereor funded project aimed at training of Pacific Islanders in management and running of local NGO's.



Boarding School Nutrition Feasibility Study: a study of the possibility of improving school nutrition through the establishment of school gardens.

Child Survival IX Program: a project to improve the survival rates of children in Kiribati, funded by USAID, with additional funds under negotiation with ODA.

Nutrition Improvement Program: a project to improve nutrition through the encouragement and improvement of home gardens.

Vitamin A Capsule Quality Assurance & Sustainability Project: a joint project with the Government of Kiribati (GOK) distributing Vitamin A capsules to children, funded by UKFSP/ODA

4. FSP/USA Country Program Profile—Solomons

The FSP/USA Country Program in Solomon Islands is not currently active. It had a large and dynamic program up until late 1989. At that time, the management structure was changed, and shortly thereafter the responsibility for the management of the Country Program was passed to Soltrust, the local Affiliate.

Soltrust had a number of internal personnel difficulties, which culminated in the shift of most of its programs in 1991 to Development Services Exchange, a local NGO.

At that time, there was still an FSP/USA Country Program with a few small projects. However, further trouble arose when the FSP/USA Solomons Country Director flatly refused to raise funds for his own salary, saying that he had been hired to run projects and not to look for money.

Rather than press the issue, FSP/USA paid him from home office overheads. Predictably, this led to resentment from the other Country Directors, most of whom had been raising their own salaries and in general had not been given funds from home office overheads.

There was no control or corrective action from FSP/USA, despite the recommendations of the Regional Director/Programs, until the Solomons Country Director was finally given 3-1/2 months' notice and his employment was terminated.

In 1993, the GOSI abruptly canceled the MOU between FSP/USA and the Government. We were told that the fired Country Director convinced the Soltrust Board to use their political connections with Solomon Mamaloni (who was Prime Minister at the time) in order to have FSP/USA thrown out of the country.

Shortly thereafter, there was a change of government. The current GOSI, as well as the opposition headed by Solomon Mamaloni, have both indicated that they are willing to reinstitute the MOU, but this has not yet been accomplished. During the interim, FSP/USA is being represented in Solomon Islands by Dr. John Roughan of Solomon



Islands Development Trust. He is an ex-US citizen who has taken up Solomon Islands citizenship. He is working on the reinstatement of the MOU, and there are presently no ongoing projects. The USAID-funded Child Survival project is suspended until the resolution of the problems.

C. FSP AFFILIATES

1. Metropolitan Affiliates

Metropolitan Affiliates were formed primarily to increase the flow of resources to the developing nations of the South Pacific. They may also provide management, financial and technical support in varying degrees for development projects being implemented under their auspices. The three Metropolitan Affiliates are:

- the Australian Foundation for the Peoples of the South Pacific (AFSP), established in 1968;
- the United Kingdom Foundation for the Peoples of the South Pacific (UKFSP), established in 1979; and
- the Pacific Islands Development Agency (PIDA) of Canada, established in 1990.

These organizations take program proposals, which in almost all cases have been initiated by an FSP Country Program or Affiliate in one of the island nations, and find donors in Europe, Australia, or Canada who are willing to fund those proposals.

AFSP, like FSP/USA, also maintains a technical expertise bank, which is available for use on projects requiring specialized knowledge.

2. International Affiliates that have Assumed FSP/USA's Role

International Affiliates include two types: one that has assumed FSP/USA's role implementing projects in a given country, and a second that has become independent of FSP/USA and has taken up its own role and mission. The three active, independent, locally registered International Affiliates that fulfill FSP/USA's old role in-country are FSP/Fiji, FSP/Papua New Guinea (PNG), and the Tonga Trust. Soltrust fulfilled this role until recently.

Active, independent local counterparts have not yet been established in Kiribati and Vanuatu, where FSP/USA still has its own country offices and programs.

FSP/USA still has Country Directors (or a Regional Director) and programs in three of the countries where there are independently registered local counterparts. These are Fiji, the Solomons, and Tonga.



These International Affiliates cannot be described as like units, since each differs from the others in its degree of independence, its organizational structure, the role of FSP/USA's Country Director where there is one, its relationship to FSP/USA, etc. These Affiliates are each a different type of organization, as follows:

- 1) Soltrust is a local trust that was set up as a sister organization to FSP/Solomon Islands, with the intention of taking over FSP/USA's role. After some disputes (see discussion below), Soltrust has recently broken ties with FSP/USA. The few remaining FSP/USA responsibilities in Solomon Islands are now being handled temporarily by Dr. John Roughan of Solomon Islands Development Trust (SIDT), another of the FSP/USA Affiliates in Solomon Islands. It is not clear whether Soltrust will reassume a role as FSP/USA's counterpart in the future.
- 2) Tonga Trust has a local Board of Directors, a local counterpart, ties to FSP/USA, and dual function personnel. FSP/USA's Country Director is also the Director of the Tonga Trust and is a member (as a proxy for Elizabeth Silverstein) of the Trust's four-member Board of Directors.
- 3) FSP/PNG and FSP/Fiji are now fully independent, have their own local Board of Directors, and have no FSP/USA Country Director. FSP/PNG has only informal ties to FSP/USA. FSP/Fiji has Elizabeth Silverstein, the FSP/USA President, on its Board of Directors; and the FSP/USA Regional Director/Administration serves as FSP/Fiji's Director of Finance. Both FSP/PNG and FSP/Fiji work closely with FSP/USA and implement projects funded through FSP/USA as well as through the Metropolitan Affiliates.

FSP/PNG is also the only FSP member other than FSP/USA that is registered as a PVO with USAID/Washington. FSP/PNG was provisionally registered with USAID RDO/SP as a local PVO on August 2, 1993. Final registration of FSP/PNG as a local PVO is now pending in FHA/PVC, USAID/Washington. As such, FSP/USA and FSP/PNG are the only FSP entities presently eligible to receive direct grants from USAID.

3. Other International Affiliates

A number of the International Affiliates have an independent existence and their own self-defined roles and missions. These Affiliates were all started by FSP/USA, and have since gone their own way. There continue to be amicable relations and support between various combinations of these Affiliates, and one or more of these often work in partnership with FSP/USA or other Affiliates on specific projects.

International Affiliates include: Vanuatu Rural Development Training Centres Association (VRDTCA) and Nasonal Komuniti Developmen Trust (NKDT) in Vanuatu; Solomon Islands Development Trust (SIDT) and Iumi Tugetha Holdings Ltd. in Solomons; and Village Development Trust (VDT) in PNG.



(Note: SIDT was originally set up to take over FSP/USA's role in the Solomons. However, once independent it adopted a development philosophy that stressed education and was not interested in project implementation. Soltrust was then set up in 1985 in a second attempt to transfer FSP/USA's Solomons program to local control.)

4. Foundation of the Peoples of the South Pacific International (FSP/I)

FSP/I is a loose collection of a number of the above Affiliates. FSP/I was legally incorporated under a "Certificate of Incorporation of an Association" from the Registrar of Companies of Papua New Guinea on August 21, 1991.

Each FSP/I member is authorized to have a representative on FSP/I's Board of Directors. Nine members are currently represented on FSP/I's Board of Directors. Kiribati and Vanuatu (which have FSP/USA Country Directors and offices) have not yet nominated representatives since neither has a locally registered Affiliate.

The present Chairman of the Board is the representative from FSP/PNG; the Treasurer of the Board is the representative from FSP/Fiji; and the Secretary is the representative of PIDA/Canada. The Board meets about once a year, with the next meeting scheduled for February, 1994 in Sydney.

While there are conflicting views on what FSP/I *should* be, at present it is an organization in name only, with no employees. It currently is only a forum for Affiliates to discuss matters concerning the FSP network and the operations of all Affiliates.

FSP/I and its future are discussed further in Section X of this evaluation.

D. INTERNATIONAL AFFILIATE COUNTRY PROGRAMS

In Tonga, PNG, and Fiji, there are independent International Affiliates that run full Country Programs. A summary of these programs follows.

1. Local & FSP/USA Country Program Profiles—Tonga and the Tonga Community Development Trust

a. Organizational Structure

FSP/Tonga (an office of FSP/USA) and the Tonga Community Development Trust (TCDT, or the Tonga Trust) are integrated to the point where it is difficult to determine where one ends and the other begins. Each has the same Director and occupies the same office space. FSP/Tonga is a part of FSP/USA, and reports to it.

The Tonga Trust was created as an Affiliate organization by FSP/Tonga and is now an independently registered entity. It was registered as a "Charitable Organization" with the Magistrates Court in the Kingdom of Tonga in 1985. The Tonga Trust maintains



very close ties with FSP/USA (through their common Director), and is a member of FSP/I.

b. Management Level Personnel

FSP/Tonga consists only of a Country Director, Denis Wolff, who is employed by and reports to FSP/USA. His primary function as Country Director is to coordinate FSP/USA activities in Tonga. While he receives his salary check from FSP/USA, the funds for his salary come from the line items of donor grants generated by the Tonga Trust. He has a double Bachelor's degree in chemistry and biology, and 10 years' experience in development assistance programs in the region. He is a US citizen.

By decision of the Tonga Trust Board of Trustees, Denis Wolff is also the Tonga Trust Director. He is a member of (and reports to) the four-member Board of Directors for the Tonga Trust. In this position he directs the Trust's four staff members, including: an Assistant Director (who is also Director of the Village Women's Development Program, which has a staff of 11 extension officers); an environmental projects officer (an American); an accountant/office manager; and an office assistant.

c. Systems

Local staff are hired in accordance with Tonga Trust's locally established recruiting procedures. The Tonga Trust has systems for local financial management and compliance with the various reports required by FSP/USA and donor agencies. These consist mainly of monthly financial reports and quarterly progress reports. Systems for managing and monitoring projects are those established by Mr. Wolff.

d. Funding Sources

The dominant part of the project portfolio is financed through non-USAID-funded grants generated by the Tonga Trust from other donors. Only about 5% (\$20,000) of total funding has been from USAID-funded grants over the past five years. During 1992, FSP/Tonga Trust received US\$164,075 from a total of 21 sources. The breakdown is as follows:



ASGS	\$40,269.66	24.5%
Canada Fund	\$34,094.02	20.8%
TRF	\$15,486.40	9.4%
CIDA	\$9,924.31	6.0%
Misereor	\$9,597.17	5.8%
Skaggs	\$9,155.12	5.6%
Raskob	\$7,900.58	4.8%
MMC	\$6,787.75	4.1%
Bread for the World	\$4,783.24	2.9%
DAF	\$4,646.44	2.8%
TCDT Grant	\$4,048.54	2.5%
Jersey Aid	\$3,654.37	2.2%
WWFN	\$3,631.45	2.2%
PDC Trust	\$2,581.29	1.6%
NZ High Commission	\$1,970.34	1.2%
USAID	\$1,909.46	1.2%
PPSEAWA	\$1,450.69	0.9%
Australian High Commission	\$1,078.65	0.7%
World Vision	\$729.75	0.4%
Peace Corps	\$376.70	0.2%
	\$164,075.95	100%

e. Major Current Projects/ Activities

The basic organizational goal is "to promote self-reliant local development, by assisting the identification, planning and implementation of village-based development projects in the outer islands." The major focus of project activities has been on social, human and community development and training, with a specific emphasis on the rural and outer island areas of Tonga. Areas of interest and assistance involve: rural water supply, women in development; fisheries; agriculture; nutrition; local institution building; and rural and regional development of islands, villages, communities, homes, families and individuals.

The Tonga Trust has taken a nominal part in the activities of two regional USAID RDO/SP-funded projects: PEP and MARC. Beyond these, there are eight major, non-USAID-funded projects:

Pacific Island Regional Training Project (Phase 2): a Misereor -funded project aimed at training of Pacific Islanders in improvement of management skills and support of local NGOs.

Village Women' Development Programme: funded by the Global Fund, this project is directed at improving the women's organizations in the outer islands.



Leadership and Communication Training Project: funded by the Norman Kirk Fund and the WACC, its focus is to train, educate and empower local women.

Community Agriculture and Nutrition Education Project: funded by the Skaggs Foundation, this is aimed at improving family food production and home gardening.

Training of Trainers in Environmental Education: a project funded by the TCDT Trust (money raised locally by the Tonga Trust) to improve environmental education in the public schools of Tonga.

Domestic Water Resource Improvement (Phase 2): a project to provide cement cisterns in the outer islands, funded by MMC and the Tudor Trust.

Toloa Forest Reserve Project: the Canada Fund supports the preservation of the last piece of rainforest in Tonga.

Adult Informal Education Project: this project, funded by ASPBAE, supports a variety of adult education activities.

2. Local Country Program Profile—PNG

a. Organizational Structure

FSP/PNG is an independent Affiliate of FSP/USA. As such, the Executive Director reports to the FSP/PNG Board of Directors. Management consists of the Executive Director, the Director of Programs, and the Financial Controller.

Until 1992, FSP/PNG was a Country Program of FSP/USA, and it had worked in PNG for 27 years. However, after a number of disagreements between country and headquarters staff (mostly regarding the use of FSP/USA overhead for the country program), FSP/PNG converted to total local control.

The FSP/PNG Board of Directors appointed a local Executive Director, and transferred all operations to the local organization, which has retained the name "FSP/PNG" and which is once again working in close liaison with FSP/USA Washington.

The Board consists of one Director from each of the four regions of PNG, and one at-large Director.

b. Office Management Level Personnel

Yati Bun is the Executive Director. A PNG citizen, he joined the organization last year at about the time of the transfer of FSP/PNG to local control. He has a Masters in Forestry with a specialization in GIS (Geographical Information Systems) and Remote Sensing.



Mark Thompson is the Director of Programs. He has been with FSP/PNG for about a year. He has a Masters in Soil Science, and is a US citizen.

Gutuma Golu is the Financial Controller. He is a PNG citizen, and has been with FSP/PNG for 2 years.

They work with about 20 staff, both PNG citizens and expatriates, who manage and implement the programs.

c. Systems

The office has systems in place for financial management and compliance with the reports required by USAID RDO/SP and FSP/USA. These consist mainly of monthly financial reports and quarterly progress reports. Systems for managing and monitoring projects are those established by the previous Country Director.

Projects are run by project managers, with a monthly meeting of all managers to coordinate programs. Managers are required to keep and update a Gantt chart (bar chart) showing the planned activities for their project.

FSP/PNG has been using the FSP/USA personnel manual; because this is often inappropriate, they are developing their own manual. They are also in the process of developing financial systems and policies regarding other aspects of their operations.

d. Funding Sources

Funding sources during 1993 were as follows:

PNG Department of Forests	\$152,250.00	24.3%
MacArthur Foundation	\$125,531.15	20.0%
CEBEMO	\$101,462.22	16.2%
AIDAB	\$88,834.23	14.2%
Miscellaneous—Vehicle hire, etc.	\$49,700.48	7.9%
PNG Department of Youth and Home Affairs	\$42,630.00	6.8%
British High Commission	\$17,762.50	2.8%
ODA	\$17,524.54	2.8%
Conservation International	\$15,669.15	2.5%
World Assoc. for Christian Communication	\$11,255.64	1.8%
UNICEF	\$4,948.13	0.8%
	\$627,568.04	100%



e. Major Current Projects/ Activities

FSP/PNG's constitution states that its first objective is to "Promote environmentally and economically sustainable integral human development in PNG". It is active in 16 of the 19 Provinces in PNG, and has 2 regional offices in Madang and Kundiawa in addition to the headquarters in Port Moresby. Current major projects include:

Ecoforestry Program: a program including a number of projects involved with sustainable forest utilization. These include "Ecotimber," a business oriented development project; a nationwide survey of portable sawmills; a flora conservation project; an "Ecoforestry Action Committee" with government, NGO, and donor participation; a Non-Timber Forest Products project; and several ecological/business assessments and studies.

GROW (Grass Roots Opportunities for Work) Project: provides village based training in organic, site-stable agriculture for income and food supply. It concentrates on the training of couples and single women.

MERMAID (Marine Economic Resource Management Approaches to Integrated Development) Project: developing and training village fishermen in new and innovative approaches to marine resource management at the village level.

PAWARA (pijin words pawa + wara, or power + water) Program: providing integrated electrification and water supply systems to remote villages. This program is in the design phase, and is working with the Government of PNG (GOPNG) Department of Energy Development.

ACT (Awareness Community Theater) Program: a theatrical program for delivering education in a variety of subjects to rural communities. Their AIDS awareness plays have been performed in over 330 sites, with an attendance of over 80,000 people.

LEAD (Literacy Education and Awareness Development) Program: provides training for adult literacy teachers, pre-school teachers, and literacy material producers. It is working with the Southern Highlands Literacy and Awareness Association, a provincial NGO.

Women's Health Education and Training Project: provides training in family planning education and training, nutrition education and training, and HIV AIDS education and awareness.

3. Local Country Program Profile—FSP/FIJI

a. Organizational Structure

FSP/Fiji is one of the independent International Affiliates. FSP/Fiji was incorporated in Suva, Fiji on March 5, 1979, as a "not-for-profit charitable trust" under the Fiji



Government's Charitable Trusts Ordinance (Cap. 225). FSP/Fiji is headed by a Director who reports to a Board of Directors.

b. Office Management Level Personnel

FSP/Fiji's staff consists of a Director, Ms. Verona Lucas, who has a Masters of Science degree, a "Certificate of Dietetics," and 15 years' experience in program management. She is an Australian citizen. She supervises a staff of 15 persons including four professionals, nine semi-professionals and two support staff. The professional staff includes a Program Director, a Director of Finance (who is also FSP/USA's Regional Director/ Administration), a Consultant/Project Manager, and a Training Development Officer. The semi-professional staff include a Training Officer, Training Officer/Nutrition, Training Officer/Agriculture, Trainer/Builder, Office Manager-General, and Fiscal Officer.

c. Systems

All staff were hired in accordance with FSP/Fiji's locally established recruiting procedures. FSP/Fiji has systems in place for local financial management and compliance with the various reports required by donor agencies. These consist mainly of monthly financial reports and quarterly progress reports. Systems for managing and monitoring projects were established by FSP/Fiji.

d. Funding Sources

From 1979 to 1983, FSP/Fiji received some technical and financial support from FSP/USA as part of its local institution building program in the South Pacific. However, since 1983 FSP/Fiji has been essentially self-supporting through its generation of donor grants from various sources including AIDAB, CARITAS, UNICEF, MISEREOR (Germany) and ODA.

Actual cash receipts by donor for FY 93 were:



CARITAS	\$255,780.48	48.2%
Misereor	\$102,044.17	19.2%
UKFSP/ODA	\$78,443.75	14.8%
CEBEMO	\$37,682.75	7.1%
AFSP/AIDAB	\$22,794.27	4.3%
Miscellaneous	\$13,822.12	2.6%
Jersey Aid	\$9,605.04	1.8%
UNICEF	\$5,398.60	1.0%
Bank Interest	\$3,418.46	0.6%
CEPAC	\$1,290.80	0.2%
WWF	\$712.30	0.1%
	\$530,992.74	100%

e. Major Current Projects/Activities

FSP/Fiji does not restrict itself to any one sector or avenue of assistance. It has implemented a broad range of programs. There is no preferred sector of involvement.

In 1993, FSP/Fiji was involved in approximately 15 projects covering activities in nutrition education, training of trainers, conflict resolution, disaster assistance, pine utilization, and institution building. FSP/Fiji's major projects include:

School Meals, funded by AIDAB/CARITAS/ODA: working with boarding schools to improve the nutritional quality of their meals.

Remote Pine Forest Harvesting, funded by ODA/local funding: aimed at training villagers in remote areas to harvest and utilize their forest resources.

Ra Maternity Hospital, funded by AFSP/AIDAB/ELCOM): developing a vegetable farm to provide food and supplementary cash for the hospital, and also providing solar electricity to the hospital.

Nasau-Ra Health, funded by AFSP/AIDAB: helping a group of villages to upgrade the health care in their area.

Institutional Stoves/Firewood Plantation Project, funded by the Fiji Department of Energy: developing firewood plantations and introducing fuel efficient wood-burning stoves for schools throughout Fiji.

Pacific Islands Regional Training Programme (PIRT), funded by Misereor: a project aimed at training of Pacific Islanders in management and support of local NGOs.



E. FUNDING SOURCES AND CHANNELS FOR THE FSP NETWORK

FSP/USA, as well as all the FSP Affiliates, is an unendowed foundation whose existence and level of operations depends on its ability to obtain donor grants. FSP/USA's home office management and support operations are financed mainly from the overhead of USAID-funded grants for the South Pacific and, since 1992, USAID-funded grants for the Newly Independent States (NIS) of the old Russian empire. Currently the overhead going to FSP/USA is 23.9% of the total amount of each USAID grant.

Country projects, whether done by FSP/USA or by an Affiliate, are funded from a variety of sources including:

- centrally funded USAID grants generated by FSP/USA's home office
- USAID RDO/SP mission funds
- other government grants (mainly AIDAB, Canada Fund, and ODA), some of which are channeled through their respective metropolitan Affiliates (i.e., AFSP, PIDA, and UKFSP)
- various charitable organizations such as the MacArthur Fund (US) and Misereor (Germany).

In some cases, AFSP and UKFSP get direct grants from AIDAB and ODA, which are then granted to FSP/USA or an International Affiliate. In other cases, funds are found by AFSP and UKFSP that are granted directly to an FSP/USA Country Program or an International Affiliate.

Generally, for both FSP/USA and International Affiliates, all Country Director salaries, staff, and field operations are funded from line items of grant budgets generated from various donors, including USAID. In cases where a given Country Director is implementing more than one project (or projects funded from more than one grant), direct costs for staff, office, and other field expenses are apportioned based on the percentage of person months attributed to each grant. Thus, the level of country operations (including the salary of the Country Director and staff) depends on that Country Director's ability to generate grants.

USAID grants to FSP/USA are in the form of a Letter of Credit, and funds are distributed by FSP/USA to a Country Program or to an International Affiliate. In the early years of FSP/USA's existence, nearly all of FSP/USA's funding came from USAID-funded grants. As late as 1981, 66% of FSP/USA's total grants were still coming from USAID-funded grants. Currently (FY '93), 44% of the FSP/USA total funding comes from USAID-funded grants.



Nearly all of FSP/USA's Washington home office costs are paid from the overhead element of USAID-funded grants, because grants from donors such as AIDAB and ODA (be they direct to a given FSP/USA country office or through FSP Affiliates) do not provide overhead for the support of FSP/USA's home office. This overhead is sometimes used to pay Country Program costs, although this is the exception rather than the rule.

Because the FSP/USA home office costs are supported by overhead from USAID grants, the implication of the USAID closure of the RDO/SP office and USAID funding reductions in general is that FSP/USA will need to expand its resource base and change its way of doing business. FSP/USA has a reorganization plan for this, which is discussed in the final section of this evaluation.

Financial reporting and accountability by FSP/USA's Country Directors are directly to the grantor of any given grant. Copies of monthly financial reports from non-FSP/USA generated grants are provided to FSP/USA's home office and FSP/USA's Regional Director/Administration in Suva. Final reporting on USAID grants is done by the FSP/USA home office.



II. WHAT DO DONORS (USAID AND OTHERS) REPORT ABOUT FSP?

Donor agency views of FSP are a most critical measure of FSP's success, since its very existence and survival depends on the donor community's willingness to make grants to FSP organizations.

A. OVERALL PERFORMANCE

There was a consensus among donor representatives interviewed (mainly AIDAB, ODA, and USAID RDO/SP, which are among the few donors with representation in the island nations visited) that FSP is the best known, most respected, most reliable, and most effective large NGO operating in the South Pacific Region. This same consensus also prevailed among ranking officials of host countries interviewed. (In a few cases, these host country governments directly fund or contribute to FSP projects.)

This may be due in part to FSP's long-term involvement in the region, and to the fact that FSP is the only NGO that has maintained a constant presence throughout most of the region since its introduction in 1965. It is noteworthy, however, that the reason given for this overall esteem is the donors perception that FSP has demonstrated (over many years) its ability to generate donor grants, develop sound and salable project proposals, conduct effective project implementation and manage donor funds in a responsible manner. The number and variety of major and minor donors continuing to make grants to FSP/USA, the field offices, and the Affiliates is compelling evidence of donor confidence in FSP's developmental capabilities.

B. FINANCIAL MANAGEMENT

Donors were found generally to be well-satisfied with the quality and reliability of FSP's financial management. Several donor representatives noted FSP's financial management and accountability as one of FSP's strong suits, which they described as being generally superior to that of other NGOs with which they were familiar.

The only exception was that noted by the AIDAB Representative in Kiribati who found FSP's former Country Director (since replaced) so inept in her financial management of AIDAB's A\$16,500 grant for the Nutrition Education Through Visual Aids project that he threatened to cut off funding to FSP/Kiribati.

He was quick to add, however, that this matter was promptly remedied upon arrival of the present Country Director, Ms. Mary McMurtry, in whom he expressed complete confidence regarding her financial and project management skills. He went on to note that he was open to making further AIDAB grants to FSP/Kiribati, but that he would do so only provided that someone with these skills was the Country Director of FSP/Kiribati.



C. COORDINATING WITH USAID AND OTHER DONORS

The USAID project officers and other donors that we have spoken with have all said that FSP is doing a good job of coordinating with them. There have been no reports of there being any unwillingness on the part of FSP to work closely with the donors to ensure that their projects meet the donor's expectations. Several donors reported that FSP was very responsive when they had questions about or needed changes in their projects.

D. STRENGTHS AND WEAKNESSES

FSP was generally praised by donors for its programmatic and administrative strengths. The former include:

- (1) FSP's focus on and commitment to the South Pacific Region;
- (2) FSP's underlying philosophy that promotes the creation of local development infrastructure (e.g., local Affiliates, women's groups, and other developmentally oriented groups);
- (3) FSP's ability to undertake development activities in rural areas and outer islands where other development agents are sometimes reluctant to go; and
- (4) FSP's reputation for professionalism, consistency and reliability.

On the administrative side, FSP was viewed as having the management and operational skills necessary to generate donor grants, develop project proposals, implement projects, and manage donor grant funds. The skills most often cited were the capability to develop project proposals and to manage donor funds.

FSP's weaknesses or limitations were generally thought by the donors to be like those of most NGOs. These centered mainly around FSP's need to generate donor grants in order to survive and maintain its presence in the region. This, in turn, necessitates the development of proposals that parallel donor interests, which are not always in concert with FSP's capabilities or the most urgent developmental needs of local communities. As FSP is made up of unendowed organizations, we see no immediate solution for this problem.

E. SUGGESTIONS FOR IMPROVEMENT

The most common donor suggestion had more to do with maintaining, rather than improving, FSP's capabilities. This suggestion stressed the need for FSP to retain its expatriate personnel. While this may be due in part to the high regard in which all current Country Directors are held, it also reflects donor concerns expressed by their representatives that Western management techniques are essential to maintaining



effective local developmental institutions (or at least to maintaining donor support for them).

Other suggestions included: the need to diversify their donor base; a suggestion to increase staffing at local levels; and the need to upgrade office equipment to include more modern computers and communications equipment.



III. DOES THE ORGANIZATIONAL STRUCTURE SUPPORT THE ORGANIZATION?

A. ARE RELATIONSHIPS CLEARLY DEFINED?

There are two kinds of relationships: one among the various staff positions and entities within FSP/USA, and the other among FSP/USA and the various Affiliates. Overall, the relationships do not appear to be clearly defined.

1. FSP/USA and FSP/USA Country Programs

There is a very clear relationship between the remaining Country Programs (Vanuatu, Kiribati, Fiji, Solomons, and Tonga) and FSP/USA, which follows a traditional hierarchical organizational structure. The Country Directors report directly to FSP/USA in Washington.

There is some confusion about the regional management. Kathy Fry is the Regional Director/Programs and David Wyler is the Regional Director/Administration. However, they do not have clearly defined authorities, responsibilities, or lines of command and reporting.

There was also a recently abolished Regional Office in San Diego, which had a Regional Program Director. As with the confusion about the role of the Regional Directors, the purpose of the position and the office (other than financial) was not clear to people in the field.

2. FSP/USA And The Affiliates

The relationships between FSP/USA and the Affiliated country organizations that have taken over FSP/USA's role (FSP/PNG, FSP/Fiji, Tonga Trust, and Soltrust) seem to be determined by the relationships between the people running the organizations at any given time, as there is no agreed-upon set of rules or formal agreements between FSP/USA and these Affiliates. With the exception of Soltrust, these relationships are currently generally good, and have mostly been so over the lifetime of the organizations.

However, there have been individual exceptions where there have been conflicts between individuals who have run the organizations. FSP/PNG's relationship with FSP/USA is an example where such conflicts existed: however, both FSP/USA and FSP/PNG agree that normal good relations have now been restored.

B. IS CONTROL FROM HEADQUARTERS TOO TIGHT OR TOO LOOSE?

This question obviously applies only to the Country Programs of FSP/USA, as they are the only ones with direct links to headquarters.



The control from headquarters appears to be quite loose, giving Country Directors the authority, flexibility and responsibility needed to run their own programs. This independence has increased in the last few years as the Country Directors became more involved in raising their own funds, most of which contained no overhead for FSP/USA. The Country Directors agreed that this independence was vital to their ability to do successful work.

However, there is a definite lack of middle management and program oversight. In some of the countries, the Country Directors did not understand the role of the Regional Director/Programs or the Director's relationship with the individual Country Programs.

In addition, the example of the collapse of the Solomons program clearly underlines the need for stronger management interventions in such cases. There was a system for the evaluation of Country Directors, but it has been allowed to lapse. This has left the Country Directors to operate on their own, without the support and direction. In order to maintain quality and ensure the survival of the Country Programs, there is an urgent need for a set of standards regarding the operation of any FSP/USA country office.

Finally, there are occasional decisions made by FSP/USA with little or no involvement from the field. In this regard, the management is seen by field personnel as being too tight.

C. ARE PROJECTS MANAGED WELL?

In general, the management of the projects is quite professional. Project managers were satisfied with their level of responsibility and authority in all countries. An outstanding example of project management is the system used in Vanuatu, where each of the major programs has a "Project Advisory Committee". The Country Director and the Project Managers agreed that this system works very well.

Donor and host country officials reported that they are satisfied with FSP's capacity to implement projects in a timely and effective manner. FSP is viewed as being especially effective in the implementation of projects that involve institution building at the local level (e.g. the formation and mobilization of local women groups), and projects that bring assistance directly to local communities.

A ranking official of the Tonga Government commented that FSP was very responsive to the Government's concerns. He recalled that, on one occasion some years ago, a flaw was discovered in the design of cement water cisterns being built for a project to provide water to rural villages. This problem was brought to the attention of FSP/Tonga, which promptly remedied the matter.



There was not a single complaint from any donor concerning FSP's implementation of the donor's projects (although some projects were not completely successful for reasons outside FSP's control).



IV. IS FSP'S MANAGEMENT DOING A GOOD JOB?

A. PLANNING

Planning appears to go on at three levels. One is the planning done by each individual Affiliate or Country Program; one is planning done by FSP/USA; the final one occurs at the annual meeting of all FSP-related organizations.

1. Country Planning

Each program has a different style of planning, reflecting the individual personalities of the Country Director and staff. Some are quite detailed, and some are very general. All of the programs are hampered by the fact that they can only plan for the lifetime of their grants. We did not see any evidence of longer range (3—5 years) planning being done in-country.

2. FSP/USA Planning

FSP/USA currently has a plan for changing the way that it does business in the South Pacific. This plan, however, was not known to several Country Directors we spoke with, indicating a "top-down" style of planning. The main thrust of the plan, which was to move the regional management to the South Pacific area, received widespread support. (Although ostensibly there is regional management in place, it has limited functional authority or responsibility.)

Although in itself a good idea, the success of the management move is likely to depend in part on the role and personality of the person chosen to be the Regional Director. If he or she is given the job of supporting the country and Affiliate programs, it will likely go well. If, however, FSP/USA is merely moving offices and trying to exert tighter top-down control over the field, there will be less chance of success.

3. Annual Meetings

The planning aspect of the last few annual meetings has concentrated on the development and evolution of FSP/I. This organization, which must perforce represent a large number of different entities with varied views and programs, has not proven to be easy to design or implement. However, FSP continues to put forth the effort to make it a successful organization, as evidenced by the scheduling of the upcoming FSP/I meeting and the preparation of a "white paper" on FSP/I by Verona Lucas of FSP/Fiji.

a. Planning Summary

In summary, planning appears to be somewhat neglected within the organization as a whole, with the focus instead being on project implementation and the solution of current problems. We see no effort to coordinate the various levels of planning.



B. RECRUITING AND PERSONNEL POLICIES

There appears to be no general procedure within FSP/USA for recruiting management-level staff, which seems to be done on somewhat of an ad-hoc basis. There is good use made of college level interns, mainly from the School of International Training, who are often kept on after their internship as permanent employees. This is a valuable system, as it allows FSP/USA to try out potential employees before hiring them.

There are two personnel manuals (for assignments of FSP/USA employees in the USA and overseas) that are complete and detailed. These manuals also direct compliance with the personnel, travel, and other policies set forth in the standard provisions of USAID grants.

However, some sections of them, such as annual evaluations of the Country Directors, have not been implemented or have fallen into disuse. The Solomons experience highlights the need for clearer policies, stronger control and more decisive action when a Country Program starts to get into difficulty. Personnel policies and the establishment of standards of performance, especially for Country Directors, are clearly needed to prevent problems such as occurred in the Solomons.

Given all of that, FSP/USA has recruited generally good leaders for its programs. This is crucial, for the organization does not yet have the systems in place to allow for personnel who are incapable of making up their own systems as they go along.

C. TRAINING, ORGANIZING AND ASSIGNING STAFF

We have not seen any evidence of any formal training for new Country Directors. This has not been too much of an issue in the past, because: the turnover (except in Kiribati) has been low; there was sometimes overlap with the previous Director; and often people were promoted from inside the organization and were familiar with the requirements of the post.

However, it could easily be an issue in the future, and should be addressed before the need arises.

D. RETAINING GOOD STAFF

With the exception of Kiribati (which is admittedly a difficult posting), FSP/USA has had success in retaining their management staff. The factors leading to this are not clear, but seem to be more related to the dedication of the staff to their work and to the region, than related to FSP/USA policies.

However, this is a thorny issue, because of the requirement from FSP/USA that the Country Directors raise funds for their own salaries. While this has merits in terms of



motivational push for the raising of funds, it could easily lead to good staff looking for other jobs.

FSP's policy that Country and Regional Directors must generate funding for their own salaries through donor grants for projects has been a major source of contention between FSP/USA and its field staff. This issue has led to serious disputes between FSP/USA and Country Programs (as in the Solomons and PNG). It continues to be an issue, to one degree or another, in the case of all FSP/USA Country Programs. This has resulted in some resentment and morale problems among affected staff.

Perceptions of this issue by FSP/USA Headquarters and its field staff differ widely. According to our interviews, field staff tend to view this matter as a failure by FSP/USA to assume appropriate responsibility for their employees.

FSP/USA Headquarters views this policy as both a matter of weaning towards localization and a matter of necessity. Still, FSP/USA has provided significant amounts of funding for some salaries and office costs in times of need. All of FSP/USA Country Programs and some of the International Affiliates have benefited at one time or another from such support.

Complicating this matter is the fact that it is much easier to raise funds from some countries than from others. PNG has a large number of local donor representatives, and there is a lot of donor interest in the country. Kiribati, on the other hand, is very remote and has few donor representatives, and the Director there is under a handicap in raising funds for that reason.

It must be recognized that FSP/USA simply does not have the funding to provide an estimated \$300,000 a year for Directors' salaries. In addition, we were surprised at some of the Country Directors' feelings that because they have to find grants with line items to pay their own salaries, that they should be exempt from direction from headquarters.

We note that the situation is the same as in private industry. If someone is managing the local Ford Agency, they are expected to make enough profit to pay their own salary and operation costs. However, the fact that they are raising their own salary does not exempt them from company policies and directives from the home office.

It could be that a new generation of Country Directors will accept this fact as a condition of working for FSP/USA. In the meantime, FSP/USA needs to determine what, if anything, can be done to alleviate the problems and disruptions this issue portends. This matter could also be a major issue with the establishment of FSP/USA's functional Regional Office.



V. *WHAT IS THE QUALITY OF FSP'S REPORTING?*

All the donors agreed that:

- 1) The reports were occasionally a bit late, but that
- 2) the reports were as timely as might be expected, given the South Pacific situation, and that
- 3) the amount of the lateness was tolerable and did not disturb them.

With a few exceptions, the reports were quite accurate, depicting both the good and the bad points of the situation on the ground. However, there appears to be no standard form for the reports. This has inevitably led to a variation in the quality and style of the results from program to program, author to author, and country to country.

All of the donors interviewed said that they received all required documents for their projects. While there was the expected variation from case to case, all donors felt that the reports were useful to them and that they contained the information which they needed in a form which they could use.

Reports from the FSP/USA Country Programs are copied to FSP/USA; reports from independent Affiliates are not, with the exception of reports on projects funded through FSP/USA. In addition, each FSP/USA Country Director prepares a monthly report to FSP/USA that contains information on the highlights of the current status of all the projects in their country. After reading these reports, FSP/USA sometimes provides feedback to the Country Director.



VI. WHAT IS FSP'S EXPERIENCE IN VARIOUS SECTORS?

A. IS THERE A FOCUS ON CERTAIN SECTORS?

The FSP personnel we interviewed see FSP as an organization that has the management, budgetary, financial, and office capability and expertise (including the ability to hire expert technical assistance), to do most types of projects. In FSP/USA Country Programs, there is no central push from FSP/USA to focus on any sector or sectors.

We noted that FSP/USA does divide its annual audits into three sectors: health, institution building, and environment. However, this may confound more than explain, since some of the projects cross boundaries, working in environment as well business and building institutions along the way. Within which sector should these be counted?

People at the country level were emphatic that there was no focus on any particular sector; the focus was on professional project implementation.

B. IF SO, IS IT FOR REASONS OF CAPABILITY OR IS IT COINCIDENTAL?

Given that there is no overall sectoral focus for FSP, four main factors determine what kind of programs are carried out by any given entity:

- 1) The local environment, which is a combination of the felt needs of the local people and what the government is willing to support or allow.
- 2) Available funds and interest from donors.
- 3) The abilities and interests of the Director and staff of the organization.
- 4) The availability of local or other expertise in a given sector.

FSP appears to have been engaged, at one time or another, in projects of virtually every developmental sector. While there is no particular consensus on given sectors in which they are strong or weak, it is fairly clear in looking at the totality of their experience that they have excelled in creating local developmental infrastructure through local institutional building and local community development projects.

Since this work has tended to cut across developmental sectors, one can see that FSP's major strengths are to be found, not in any one sector, but in its commitment to local development and its capacity to generate donor funding, develop responsive and salable project proposals, conduct effective implementation, and manage donor funds in a responsible manner.



C. WHAT IS FSP BEST AT? WORST AT?

FSP/USA's greatest success has been the creation and establishment of local organizations, both development organizations (VRDTCA, SIDT, and others) and businesses (Cancare, Aruligo Fibreglass, Solcane, and others). This support of local organizations is the main factor that has distinguished FSP/USA over the years from other organizations.

Overall, FSP's major strength is in the design, development, and management of projects that make a difference at the local community level. This was commented on by a number of the donor representatives, who saw this as the factor that made FSP their choice as an implementing agency.

FSP/USA's major weakness has been in internal management—specifically, the lack of middle management to oversee, train, direct, support, and set standards for the Country Directors and their programs. This has led to the loss of the Solomons program, wasted energy in reinventing systems, problems with Soltrust and FSP/PNG, and other difficulties. It is an area that needs careful attention if FSP/USA is to implement USAID projects without direct supervision in the region.



VII. DOES FSP PLAN FOR, HANDLE, AND DOCUMENT MONEY WELL?

A. CREATING DETAILED TIME-BASED PROJECT BUDGETS

This at times has been a weak area. Some of the FSP/USA and local projects do not have time-based budgets (although not all projects need them), and there is no general system for doing this type of budgeting.

In addition, some of the FSP/USA and local Country Programs have not done detailed cash flow projections for the upcoming year. This is important in order to allow them to see if and when they will have cash surpluses or shortages.

B. ESTABLISHING AND MAINTAINING BUDGET AND ACCOUNTING SYSTEMS

We have examined the past three years' audited figures for the FSP/USA organization, which revealed no irregularities of any kind. These covered field operations as well as the US operations, and were done by Coopers & Lybrand. A number of recommendations were made to FSP/USA each year. These have all been considered by management, and in most cases the recommendations have been implemented (or other changes made) to rectify the situations noted.

Financial report response time from the US office to the field offices has often been slow. As we were not able to interview their Director of Finance, we were unable to determine the reasons for this delay, although the speed of the mails from remote islands and the need to re-enter data that is sent in as computer printouts are certainly factors.

Also, there is no standardization of computer use or format. Although there are a variety of computers in the country offices, a standard interchange format needs to be devised in order to allow the easy transfer of information to and from the countries.

C. MAINTAINING FINANCIAL RECORDS SPECIFIC TO THE REQUIREMENTS OF USAID OR OTHER PARTICULAR DONOR.

For the past 25 years, FSP/USA has handled large amounts of USAID funds in each year. The organization is well aware of the particular USAID requirements, and we have not heard of any problems in meeting those requirements. Other donors have all been satisfied with their reports. Occasionally the first report (usually quarterly) for a new donor has not been in the format required by that donor; however, in all reported cases this has been straightened out with the donor before the next report.



VIII. WHAT IS FSP'S CAPACITY FOR HANDLING LARGER PROGRAMS?

To answer this question, we have considered the following:

- Past project sizes and numbers
- Staffing levels
- Recruitment pool
- If it can handle more programs in its current form, then how much more can it handle? If it can not handle more in its current form, then how long would it take to make the expansion?

The different entities have somewhat different abilities in this regard, mainly in the availability of good project managers in the local work force.

Verona Lucas of FSP/Fiji said that they are able to get excellent workers easily, due to the reputation of the organization and the availability of trained personnel on the Fiji job market. She said that FSP/Fiji would have no trouble doubling the size of their program, given the funding.

Yati Bun of FSP/PNG said the same thing, adding that because of the size of PNG, there is a lot of room for expansion. They are currently in negotiations regarding a several million dollar grant for ecoforestry.

Kathy Fry of FSP/Vanuatu agreed, saying that there are plenty of potential project managers in Vanuatu, and that she receives frequent applications from qualified people.

Denis Wolff of FSP/Tonga & Tonga Trust said that their only restriction was additional donor funds. Once those are secured, they did not have trouble finding the additional staff, and current office procedures and personnel could handle larger projects.

David Wyler of FSP/USA Fiji Regional/Country Office said that, like FSP/Fiji, he has access to trained personnel and could easily expand the number of projects he is managing.

Mary McMurtry said that her portfolio of projects was currently undergoing rapid expansion. However, because of the lack of local technical expertise, it is necessary to bring in expatriate experts to backstop her projects, especially the Child Survival IX program.

All of the Directors said that it would not take longer to increase the size of their programs than the normal lead time for the execution of a grant document (3 months to one year, depending on the size of the project).



IX. HOW SUCCESSFUL HAVE THE PROJECTS BEEN?

This question is one which would take a very large amount of time to answer properly. In addition, although it is a very important question, it is not at the center of our evaluation. Consequently, in lieu of being able to do proper project evaluations of any of the many FSP projects, we have had to rely on indirect measurements of project success. We have three of these measurements available to us; prior evaluations, donor reports, and interviews with FSP personnel:

A. PRIOR EVALUATIONS

There have been a number of these done, both by donor agencies and by external evaluators. In some cases, these have been quite long and thorough. We obtained 10 project evaluations, and have listed the findings evaluation findings in Appendix III. In summary, these evaluations generally found that FSP projects were successful, and recommended further funding where appropriate.

B. DONOR SATISFACTION

The donor is the one who is providing the money for the project, and is usually very interested in the outcome. If the donor is satisfied with the effects of the project, we considered this to be good anecdotal evidence of the project's success.

We interviewed donors representatives from USAID, AIDAB, ODA, the British High Commissioner (PNG), GOPNG, and ASPBAE (Asia/South Pacific Bureau of Adult Education)

During the interviews with the donors, all donors without exception indicated that they were willing to fund further projects with the local FSP office. They also, without exception, were satisfied with the projects that they have funded. We take this to mean that the projects were well implemented and were achieving their aims.

C. INTERVIEWS WITH FSP PERSONNEL

The Country Directors and Program Managers are the ones who are closest to the project. In order to clarify what we would call success, we designed a 0 to 3 rating scale for three of the most important aspects of a project. The 0-3 scale indicates the following level of success:

- 3—Very successful
- 2—Above average
- 1—Below average
- 0—Unsuccessful

The three aspects of the project's success that we looked at were:



Completion of objectives—how well did the project achieve the objectives as set out in the project document (and possibly modified at a later date)?

Effect on beneficiaries—did the eventual beneficiaries actually receive the desired effects? (It is quite possible for a project to achieve all of its objectives without any change occurring in the beneficiaries' lives.)

Sustainability—were there lasting changes in the people's lives, or was the change only during the lifetime of the program? Or, in the case of projects where the benefit is tied to the continuation of the project (e.g., a Vitamin A capsule distribution program), was the program picked up by government or other local organization?

The results of the interviews were as follows:

Project Name	Objectives Achieved	Impact ^{Beneficiaries}	Sustainability
ACT	2	3	3
Boarding School Meals (Fiji)	2	3	3
Child Survival	3	2	1
Domestic Water Resource Improvement	3	3	3
Family Planning Workshop	1.5	1.5	3
Fruit & Vegetable Marketing	1	1	1
MARC (Tonga Giftware)	2	2.5	2.5
MPSG (Fiji)	3	2.5	2.5
Nutrition Ed. Through Visual Aids	3	2	3
PIRT (Fiji)	2	2	3
PIRT Phase 1&2 (Tonga)	2.5	2	3
Ra Solar Project	1.5	2	1.5
SPAFH	2.5	3	3
Toloa Forest Reserve	2	2	2
Training of Trainers in Ed.	3	3	3
Village Women's Development	3	3	3
Vitamin A Assessment	3	3	3
Vitamin A Prevention & Control	2	3	3
VRDTCA	2	2	3
VSSP	3	3	3
Woodlark Island Assessment	2	2	2
AVERAGE SCORES	2.3	2.4	2.6

By this measure, the projects as a whole scored between above average and very successful. The low scores on some projects indicated to us that the people interviewed



were judging the outcomes fairly and reasonably. Sustainability scored highly, which is an unusual outcome for a group of development projects.

D. IMPACT CONCLUSIONS

Admittedly, donor satisfaction and the responses of FSP personnel are subjective measures. Combined with the positive reports of the evaluations, however, they give us a picture of an organization that has been generally successful in implementing projects with a sustainable impact at the local community level.



X. FUTURE DIRECTIONS FOR FSP

A. FSP/USA'S PROPOSED REORGANIZATION PLAN

FSP/USA has proposed a reorganization to accommodate changes in its relationships with counterpart organizations in the region and uncertain sources of donor funding—especially the future of USAID funding. A central facet of this planned reorganization appears to constitute a major departure—from FSP/USA's direct control of Pacific Country Programs from Washington, to a regional system of program planning and management.

The announced closure of USAID's Regional Development Office in the South Pacific and the concomitant reduction or termination of USAID-funded programs in the region has generated a reexamination by FSP/USA of their South Pacific program and its objectives. Four objectives have been identified by the management of FSP/USA:

- "1) Shift FSP/USA South Pacific program management offshore [to the South Pacific].
- 2) Hand over FSP to the people of the South Pacific.
- 3) Ensure that FSP/USA Country Programs are positioned to survive a complete cut in USAID funding.
- 4) Position FSP/USA to take advantage of potential new funding opportunities resulting from changes in the USAID Pacific Development Assistance Program."

The first two objectives have been approved by FSP/USA's management. The latter two are pending the outcome of USAID's reorganization and world-wide reallocation of funding. These are intended to address either of the two most likely USAID funding scenarios: a complete cut in USAID funding for PVOs in the region, or some continuation of USAID central, regional, or other funding available to PVOs in the region. FSP/USA believes that a strategy based on objectives one and two could allow the Foundation to deal with either contingency, by strengthening its program capabilities to respond to new USAID funding, and by establishing better donor relations in the South Pacific if there is no new USAID funding.

Establishment of a functional FSP/USA Regional Office in the South Pacific is the center piece of the reorganization, as FSP/USA believes that a Regional Office would greatly enhance FSP's prospects for future involvement in the region.

In the event there should be a complete cut in USAID funding to the region, it is thought by FSP/USA management that a fully functional FSP/USA Regional Office could effectively seek funds from non-U.S. sources to continue existing programs and to



provide an FSP/USA presence in the region. Such a Regional Office could also provide a focus for program planning activities should new USAID funds become available in the future. In this case, the role of FSP/USA's headquarters in Washington would be that of reviewing regional projects with USAID's central bureaus and maintaining liaison between the Regional Office and USAID Washington.

A phased transition to the establishment of an FSP/USA Regional Office is under consideration. In the first phase, the current Regional Director/Programs would be made a full-time position. A secretary-typist position and a part-time fiscal-administrative position would be added, and a part-time program development team would be established. The team would be under the supervision of the Regional Director and would consist of part-time staff and consultants drawn from existing FSP/USA Country Programs and counterpart organization staff. The team would be utilized on an as needed basis, to assist Country Directors in the identification and development of country and regional projects.

Phase two would be an expansion of the technical and project capacities of phase one, and would be implemented if new USAID funds were made available or when sufficient non-US regional program funds were secured. Ideally, it would consist of the Regional Director, a secretary-typist, a fiscal/administrative officer with two support staff, and a full time program development and technical assistance unit to support all the Country Programs. The role of the Regional Office would be to develop country projects, and to develop and manage regional programs.

In addition, FSP/USA's plan envisions that through a cooperative agreement with FSP/I, a Pacific Islander counterpart to the FSP/USA Regional Director could be recruited and trained to eventually run FSP/I (once sufficient regional project activity was developed to support an independent FSP/I).

B. DISCUSSION OF THE PROPOSED REORGANIZATION

The first two points of the proposed reorganization were discussed with FSP/USA personnel in all countries visited. The following issues were identified from those discussions.

1. Internal Contradictions

To begin with, there is an inherent contradiction between goal one (move the management offshore) and two (localize all Country Programs). If the Country Programs are all localized, what will be left to manage? Is there a role for a Regional Office if there are no Country Programs? Should country programs be localized before FSP/I is in full operation? These questions need to be addressed and clarified by FSP/USA management.



2. Moving Management to the South Pacific

All of the FSP/USA personnel interviewed felt that moving the management to the South Pacific was a good idea. However, it was felt that it was only worth doing if it represented a true management shift, with actual responsibility and authority moving to a regional office in the field.

The issues that need to be decided are, who will have the responsibility and authority regarding:

a. Responsibility

- 1) Keeping fiscal information and accountability.
- 2) Monitoring fiscal information, and providing current fiscal information to Country Directors and Program Managers.
- 3) Monitoring the administration of the grants, and providing information both to donors and to Country Programs.
- 4) Supervising of Country Directors and regional staff (sector specialists).
- 5) Evaluating of, and standard setting for, Country Directors.
- 6) Backing up and supporting of Country Directors.
- 7) Training in such areas as proposal writing, evaluation, PRA/RRA (participatory rural assessment/rapid rural assessment), computer use, and others.
- 8) Coordinating between countries.
- 9) Coordinating with donors.
- 10) Reviewing, checking and improving of proposals.
- 11) Management training in such areas as fiscal planning, time management, budgeting, etc.

b. Authority

- 1) Distributing funds and signing of checks.
- 2) Hiring and firing (with advice/ consent of FSP/USA).
- 3) Signing of grants on behalf of the organization.
- 4) Acting to correct problems in individual countries (such as the situation that occurred in the Solomons).
- 5) Making/ participating in major regional and Country Program decisions.
- 6) Representing FSP/USA in discussions with all other Affiliates.

While we strongly support the idea of the management move, it will be useless without clear decisions on the allocation of responsibility and authority.



3. Localization

FSP/USA has used three different models of transferring control to local organizations. For convenience they will be referred to by the name of the country in which they have worked. The aim of all of the models is the same—to have FSP/USA transfer to a local organization all of the functions that it performs in a particular country.

a. Tonga Model

In the Tonga model, a local organization (the Tonga Trust) was set up that was completely separate from FSP/USA. This organization, with support from FSP/USA, then took over more and more of the work that FSP/USA was doing. At the end of the process, the organization has taken over all of FSP/USA's work and is obtaining its own funding. FSP/USA still maintains an ostensible presence in Tonga, mainly to obtain the tax and duty concessions that are not available to the Tonga Trust.

b. Fiji Model

In Fiji, the new organization was developed from one of FSP/Fiji's programs, the KANA program. KANA grew larger and larger, and was gradually able to assume more of the responsibilities that had previously been taken by FSP/USA. After a time, KANA took over all responsibilities and became "FSP/Fiji" as an independent organization.

c. PNG Model

In PNG, FSP/USA's push for localization of FSP/PNG had been going on for many years. However, the final transition to local control came about as a result of the disagreement between the people in the Country Program and FSP/USA. Because of the disagreement, FSP/PNG unilaterally converted the entire program to a local organization. With the agreement of FSP/USA, the assets of the FSP/USA PNG office were transferred to the local organization.

4. Discussion of Localization Models

We see, then, three ways to convert to local control: set up a sister organization and build it up; split off a program that has become strong enough to stand on its own; or transfer the whole country organization over as a unit.

a. Tonga

The Tonga model is the one that FSP/USA has tried the most in the past. In Solomons with SIDT and Soltrust, in Vanuatu with NKDT, and in Tonga with the Tonga Trust, local Affiliates have been set up with the aim of transferring control to them. However, of all of these Affiliates, the only successful transfer has been to the Tonga Trust. Even



in this case, the transfer is not complete, as the FSP/USA Country Director's position still exists and FSP/USA still maintains some degree of influence over the organization.

The other organizations have all gone separate ways. Some are alive in name only, and some are alive and strong but are not doing the type of work that FSP/USA is doing. In no case other than Tonga has the original aim of the transfer been achieved.

b. Fiji

The Fiji model has been more successful, in that it is fully independent and operates without having a FSP/USA Country Director. However, it is a very slow model to implement, as it requires that a program be developed that is large enough to give the managers of the program the experience they need to run the entire organization. This could take a number of years to implement.

c. PNG

The FSP/PNG transfer has been in many ways the most successful of the transfers. Because it was transferred whole, there was no interruption in the programs or the management of the organization. All of the personnel stayed in their positions with the same jobs, with the exception of the Country Director. An outstanding PNG national, Yati Bun, was hired as Executive Director; and David Vosseler, the previous Country Director, was given the post of Director of Programs. He stayed in the post for six months, allowing ample time for the training of the new Executive Director.

The addition of a Board of Directors with good connections to the GOPNG has greatly strengthened the ability of the organization to work with Government in a variety of programs. This, coupled with the fact that FSP/PNG is now a local organization, has greatly increased its ability to obtain funds from a large variety of sources, both inside and out of the country.

Finally, the entire transfer was accomplished in a fairly short period of time, without the years of lead time that were necessary for the two other models of transfer. Although the FSP/PNG Board of Directors had been in place for some time and FSP/USA's localization effort was well under way, the PNG experience shows that it should be possible to do this type of transfer within a few years or less.

5. Other Localization Issues

a. Monetary Issues

FSP/USA, because of its status as an international NGO, enjoys financial benefits in South Pacific countries that are not enjoyed by local NGOs. These include exemption from duty and Value Added Tax (VAT) on all imported goods, and tax-free salaries for



overseas employees. These can add up to a significant percentage of a Country Program's total expenditures.

The local programs do not get these benefits. If these benefits could be continued after a Country Program is localized, it would represent a large saving of donor funds. This needs to be considered in the plans for localization.

b. Expatriate Involvement

Part of the traditional strength of FSP has come from the fact that it has been staffed by people of different cultures. The core has always been Pacific Islanders—Fijians, Tongans, ni-Vanuatu, i-Kiribati, Solomon Islanders, and Papua New Guineans have been the people who have been the center and strength of the projects done by the organization.

They have worked with and been supported by Americans, Canadians, British, Danish, and many other nationalities, who have learned from the Islanders and who have in turn provided their own lessons.

It would be a great loss if this chance for international exchange, learning, and development was to disappear in the localization process. In addition, as mentioned before, losing expatriate involvement might discourage the granting of funds by international donors.

C. FSP INTERNATIONAL

According to FSP/USA, under both phases of the transition, FSP/USA could, through a cooperative agreement, develop and manage projects for FSP/I. This would allow for the training of the person who is to run FSP/I in the issues involved in running regional multi-Country Programs. It is expected by FSP/USA that such an arrangement would be welcomed by both Affiliates and by regional donors.

However, we encountered considerable resistance to this idea among the Affiliates, who were concerned that it was an attempt by FSP/USA to take control of FSP/I. We do not know if this is the case: it is what we were told by some representatives of the Affiliates.

Separate from the issue of FSP/USA involvement, and in whatever way it is done, we see the establishment of FSP/I as an active and successful organization as being crucial to the continued success of the FSP effort after all of the FSP/USA Country Programs are localized.

Without a coordinating body, FSP is likely to become merely a collection of disparate Country Programs, without a common philosophy and direction, and without the benefits of shared knowledge, common systems, and multi-country implementation ability that can come with a larger organization. In addition, without standards and



quality control, the reputation of all of FSP could suffer, reducing its ability to obtain donor support. In the best case, the organization could fragment into individual programs varying widely in quality. In the worst case, weak programs could fail without external support, and only a few of the Country Programs might survive.

Although this coordination could be done by an FSP/USA Regional Office, there are two difficulties with this. One is that FSP/USA is seen by some of the Affiliates as trying to control them rather than to support them. The other is that when all of the FSP/USA Country Programs are localized, there will be no overhead to support such a Regional Office.

Everyone agrees that there are a number of service and support functions that FSP/I could provide for the member organizations. The main sticking point in the establishment seems to be the question of lines of authority. The best idea we heard in this regard was from David Vosseler, who suggested that authority be granted to FSP/I on a project by project basis, by means of a clear contract between FSP/I and the organization/s that are actually implementing the project.

This would allow FSP/I the authority needed to ensure the successful coordination and positive outcome of the project, while retaining the independence needed and wanted by the member Affiliates.

D. FSP INTERNATIONAL'S FUTURE

FSP/I currently appears to be little more than a forum for disagreement among FSP Affiliates. Whether it will become a functional organization at the hub of the FSP network and its developmental activities is open to speculation. The need for such an organization to sustain the long-term viability of the FSP network has become increasingly clear in light of changing world circumstances. For FSP/I to become a real organization, however, will require FSP/I members to set aside their suspicions and provincial interests and move promptly to arrive at a consensus on the need for such a central organization, the nature of its role and the means of its financial support.

It is of paramount importance that FSP/I members recognize the precarious state of the FSP network's existence and the implications this has for their own long-term viability. The members must recognize that their own best interests are closely linked to that of the present FSP network. Failure to recognize this issue in a world of rapidly changing alliances, trade blocs, geographic interests, and diminishing developmental resources could seriously limit or curtail the future of the FSP network.

Equally important is the need for serious planning by FSP members for the future of FSP/I and the FSP network. Of this, there has been very little. A starting point could be the "white paper" to be tabled at the forthcoming FSP/I meeting scheduled for February 1994. Serious discussion of this paper (perhaps through one or more working committees) coupled with some agreement on the need to make FSP/I a functional



organization could provide the catalyst for FSP/I members to come to grips with the future of the FSP network in a productive manner. Constructive efforts on the part of FSP/I members now could lead to the establishment of a functional FSP/I within the near future.

The planned establishment of a functional FSP/USA Regional Office could prove instrumental in making FSP/I a viable entity. This would necessitate, inter alia, that a functional FSP/USA Regional Office be established in a manner acceptable to other FSP Affiliates, and that it have a service-minded modus operandi viewed as useful and non-threatening (i.e. non-controlling). Such a FSP/USA Regional Office could play a vital role in supporting FSP/I over the short to mid-term and then be transferred to and absorbed by FSP/I under the direction of an FSP/I secretariat.

The current state of affairs does not bode well for the future of either FSP/I or, for that matter, the FSP network as it is now known. If, however, FSP network members recognize their mutual long-term interests and take action to resolve their internal disputes in a constructive manner, FSP/I could prove to be the long-term answer for the continued success of the FSP network in the South Pacific.

XI. CONCLUSION

FSP today is one of the best known and most respected NGO networks operating in the South Pacific Region. It has a reputation among donor organizations and host country officials for professionalism, consistency and reliability. This esteem is substantiated by the continuing flow of grants from several major donors and a host of minor donors. FSP has multi-sector capabilities and is particularly well regarded for its track record of success in implementing projects that involve institution building at the local level and projects that bring assistance directly to local communities.

While FSP has a proven capability of effectively delivering development assistance in the region, there are areas of organizational weakness that could be improved to enhance FSP's overall effectiveness. FSP/USA's greatest weakness is the lack of effective middle management, which could be improved with more clearly defined job descriptions and delegations of authority commensurate with responsibilities. The standardization and institutionalization of reporting, planning, accounting and other systems could also improve FSP/USA's effectiveness. The proposed establishment of a functional Regional Office should also improve the effectiveness of FSP/USA management by bringing managerial and technical resources to the region, where they are most needed.

The FSP network appears to be at a critical juncture in its evolution. Changing world conditions and the likelihood of reduced USAID funding presents the FSP network with a major challenge. FSP/USA recognizes this challenge and is planning to reorganize its presence and operations in a manner more suitable to the times.



FSP/USA's planned establishment of a truly functional Regional Office could be a major catalyst for improving the prospects of a viable FSP network in the region. This, however, would be only one step. Responsibility for the future of the FSP network ultimately rests with the FSP Affiliates in the region. A concerted effort by these Affiliates to create a functional FSP/I at the center of FSP network operations offers a plausible answer. However, this is a matter that only the Affiliates themselves can decide.

XII. MAJOR FINDINGS

- 1) FSP is a highly complex network of Affiliates that does not lend itself to a graphic presentation of an organization chart. It best resembles an extended family of various organizations, with differing relationships, multiple chains of management control and multiple sources and channels of funding.
- 2) FSP is an organization in transition both in terms of its overall structure and in terms of the structure of its individual Affiliates. This transition is evolutionary and appears to have been going on at one pace or another almost since FSP/USA's inception in 1965. No two Pacific Island Affiliates resemble each other, as each is in a different stage of development. Finally, FSP/USA is in the midst of a current relocation, reorganization, and rethinking of its developmental philosophy.
- 3) FSP/USA and its Affiliates are unendowed foundations whose level of developmental activity and existence are dependent on their ability to generate donor grants.
- 4) FSP has a very good reputation and is often the most highly regarded NGO in a country (by donors and host country officials) for its work at the local community level.
- 5) The other development organizations created by FSP/USA are empirical evidence that a major strength of FSP/USA is its institutional development capability.
- 6) FSP has been successful in broadening its donor base, and is currently receiving funds from a great variety of large and small donors.
- 7) FSP has generally done an excellent job of designing and implementing projects, reporting, and accounting for funds in all countries.
- 8) FSP has proven itself to be especially effective in mobilizing community support and in involving local groups (community, church, women's, etc.) in their projects.
- 9) FSP's projects have received high marks for their impact and sustainability from both donors and host country officials.



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- 10) The policy of not spending home office overhead on Country Directors' salaries has caused resentment and trouble in the past (PNG and Solomons), and is a current source of discontent.
 - 11) In addition, the making of exceptions to the policy of not spending home office overhead on Country Directors' salaries, however well intentioned, has only exacerbated the difficulty and postponed the resolution of the underlying problems that led to the making of the exceptions.
 - 12) FSP/USA's greatest weakness is the lack of effective middle management (Regional Directors). The existing Regional Directors lack the authority needed to match their responsibility, and do not have clearly defined jobs.
 - 13) FSP/USA's other major shortcoming is the lack of standardized systems (reporting, planning, accounting, and other) to support their staff.
 - 14) FSP/I is a good idea that still needs a lot of work and discussion to make it into a real organization. There is much disagreement on the nature and role of the organization among the members.



XIII. RECOMMENDATIONS

A. RECOMMENDATIONS FOR FSP/USA MANAGEMENT

- 1) There is an urgent need for standardization in many areas. These include standard systems for: proposal writing; involvement of government officials; project management; report writing; cash flow projections; and time based budgeting. The establishment of these standards, and the holding of Country Programs to them, would ensure high quality and would make the training of new personnel much easier.
- 2) Training of Country Directors needs to be instituted. Although they are doing a good job, each person has areas that could be improved by particular training. This is especially true when a new Country Director is hired.
- 3) FSP/USA needs to support the exchange of information between Country Programs and Affiliates. At present, there are many lessons being learned and systems developed that never reach beyond the country of origin. An FSP newsletter would be a valuable addition in this regard. Country Directors and Project Managers should be strongly encouraged to contribute to the general sharing of knowledge in FSP.
- 4) The turnaround time for the monthly accounting cycle needs to be shortened. One way to do this would be to have the Country Programs send in their monthly reports on diskette, which would eliminate the retyping that is currently being done. It should also be possible to send these in over modem, further shortening the cycle.
- 5) All offices need to be fully computerized, and standards need to be established that will allow the easy interchange of computer generated information (fiscal, proposal, graphic, and other information).
- 6) The fact that all of the FSP organizations are unendowed is a problem for the long-term survival of the organizations. The only suggestion we have to offer is the establishment of an "FSP Trust Fund," consisting of donations that would be permanently invested, and the income used to fund the core operations of the organization. Possible sources of money for this fund would be a) bequests, b) convincing donors to put a small percentage (5%?) of each project grant toward the fund as an investment in future South Pacific development work, and c) getting USAID and other donors to make establishment grants for the Fund.
- 7) FSP/USA needs to discuss with the Country Directors the economic realities that have led to their policy of not using overhead for field operations, in order to increase the acceptance of the policy. In addition, exceptions to this policy should not be made without first considering other alternatives, and the reasons for any exception should be discussed with and made clear to all Country Directors.



B. RECOMMENDATIONS FOR THE REORGANIZATION PLAN

Bearing in mind that the proposed reorganization plan involves both localization of Country Programs and establishment of a Regional Office, we recommend the following:

- 1) FSP/USA must clarify and rationalize its intentions regarding the internal conflict between localization and the establishment of a Regional Office. If both are to go on, a time frame for the localization process needs to be established. If the Regional Office is to be closed or absorbed by FSP/I at the end of localization, the phase-out of the Regional Office needs to be designed to proceed in step with localization.
- 2) We strongly support FSP/USA's plan that a functional Regional Office be established in the South Pacific. Washington is too far away and the issues and programs are too complex to allow for management from a distance. Regardless of the localization plan, this change is needed now and should be done without delay.
- 3) FSP/USA needs to decide (in discussions with current Regional Directors and Country Directors) which of the various responsibilities and authorities should be transferred to the South Pacific. We forcefully recommend that the authority granted be commensurate with the responsibility, and that both the authority and responsibility be large.
- 4) It is critical that the main function of this Regional Office be seen to be service and support rather than control. This is especially important in the light of the eventual transition to FSP/I, which will need to be of service to the Country Programs if it is to succeed.
- 5) The Regional Office should be funded, at least initially, by a reallocation of some of FSP/USA's overhead to the Regional Office. If the Regional Office is taking the major share of the work of running the South Pacific operations, it should receive a commensurate share of the FSP/USA overhead. Later, the office could be financed by a combination of FSP/USA overhead, the generation of funds from the region, direct line items in country budgets, and payment for services rendered to the individual Affiliates.
- 6) Although the FSP/PNG transfer was recent (mid 1992), it has been a success to date. FSP/USA should study the factors that made the PNG transfer work so far, and it should consider using FSP/PNG as a model when they decide to localize their remaining Country Programs.
- 7) A number of donors and host country officials have indicated that they are impressed by the ability of the local Country Programs to utilize expatriate personnel. This was seen as important for several reasons: to improve the ability of the Country Programs to attract overseas donor funds; to maintain proven management methods; to



provide technical assistance that is not available locally; and to promote the intercultural strength and exchange that has been a hallmark of the FSP programs in the past. We recommend that this process should continue. The localization of the PNG program points the way in this regard, as they have become a PNG entity that is drawing on the best of many cultures for their program.

8) Tax and duty concessions should be retained if at all possible during the localization process. It will be necessary to investigate the laws in each country to determine the best way to achieve this.

9) There may be no point in localizing the remaining Country Programs until there is a strong FSP/I to support them. If FSP/I does not take up an active role in the life of the organizations, localization would only add to the number of different organizations that could be going different directions. In that case, it would be better to reconsider the localization push and leave the programs under the direction of the Regional Office.

C. RECOMMENDATIONS FOR COUNTRY PROGRAMS

1) All Country Programs need to improve (or in some cases develop) systems to support the project implementation process. At present, the organization is too dependent on individuals. If those individuals leave, much of what they are doing has not been institutionalized and will be lost.

2) Although the general level of ability is high in the organization, as with all expanding entities staff training is a recurring need. FSP/Vanuatu has a system whereby employees who wish to take classes at the local USP campus are given a salary advance to cover the fees and costs of the course. If the employee finishes the course, the advance is treated as an educational grant; if they do not finish, the cost is recovered from their salary. All countries should consider adopting this system as a part of their ongoing staff training process.

3) Funding is a recurring problem. However, FSP Country Programs have a variety of resources (staff, office machinery, computers, vehicles) which in some countries are rented, leased, or contracted out to other organizations and individuals. This system needs to be extended to increase local income.

4) Managers who leave the organizations should be required to put down on paper the important lessons learned from their experience. Much of this information has been lost in the past.

D. RECOMMENDATIONS FOR USAID

1) Our overall finding is that FSP is well suited to be a means for USAID to implement projects in the region, and that FSP does have the capacity and strengths required to achieve the desired project results without direct USAID supervision. We



recommend that USAID continue to utilize FSP as one of the ways by which USAID can continue to support development efforts in the South Pacific.

E. RECOMMENDATIONS FOR FSP/I

- 1) An active, functional FSP/I represents the best chance for FSP's continuation as a successful development network after all of the FSP/USA Country Program offices are localized. It is critical that the process for making FSP/I work be speeded up, that personality issues be set aside, and that some framework be drawn up at the February meeting of the FSP/I Board of Directors that will allow FSP/I to begin to assume its function. The framework can be modified in the future; but it needs to be created now.
- 2) A standard contract between FSP/I and any implementing agency should be developed that would cover the allocation of authority and responsibility between FSP/I and the implementing organization for a standard project, in order to ensure consistent quality from country to country in the implementation of projects. This would be supplemented by special provisions for any given project.
- 3) Tax and duty concessions currently enjoyed by FSP/USA may be available to FSP/I as well. This needs to be investigated country by country.
- 4) To the extent possible, a common philosophy and modus operandi for the FSP/I members should be agreed upon and articulated on paper. This philosophy, while not binding on the individual organizations, would at least reflect mutual areas of agreement and would assist in maintaining a unity among the various members of the FSP network.



APPENDIX I—ACRONYMS

ACT	Awareness Community Theatre (PNG)
AFSP	Australian FSP
AIDAB.....	Australian International Development Assistance Bureau
ASPBAE	Asia/South Pacific Bureau of Adult Education
CEBEMO.....	Catholic Organization for Development Cooperation in Netherlands
CIDA	Canadian International Development Authority
DEC	Department of Environment and Conservation (GOPNG)
DED	Department of Energy Development (GOPNG)
EC	European Community
FSP	Foundation for the Peoples of the South Pacific
GEF	Global Environment Facility (World Bank)
GOx	Government Of x (e.g., GOV is Government of Vanuatu)
GROW	Grass Roots Opportunity for Work (PNG)
IHAP	International Human Assistance Program
IIAD	International Institute for Acronym Development (Fiji)
KANA	Komiti for Agriculture and Nutrition Awareness (Fiji)
LEAD.....	Literacy Awareness and Development (FSP/PNG program)
MOU.....	Memorandum of Understanding
NKDT	Nasional Komuniti Developmen Trust (Van.)
ODA	Overseas Development Assistance (UK)
PEP	Profitable Environmental Protection (USAID program)
PIDA.....	Pacific Islands Development Agency (Canada)
PIRT	Pacific Islands Resource Training
PNG.....	Papua New Guinea
PRA	participatory rural assessment
RRA	rapid rural assessment
SDN	Sustainable Development Network (UN)
SIDT	Solomon Islands Development Trust (Sol.)
SPC	South Pacific Commission
RDO/SP	South Pacific Regional Development Office (USAID)
TCDT	Tonga Community Development Trust (also called Tonga Trust)
TST.....	Technical Support Team (World Bank)
UKFSP	United Kingdom FSP
UNDP	United Nations Development Program
VDT	Village Development Trust (PNG)
VITAL	Vitamin A Field Support Project
VRDTCA.....	Vanuatu Rural Development Training Centres Association
VRDTCA.....	Vanuatu Rural Development Training Centres Association (Van.)
WWF	World Wildlife Fund



APPENDIX II—LIST OF PEOPLE INTERVIEWED

Armstrong, LarryUSAID, Mission Director, RDO/ SP (Fiji)
Ash, JerryBritish High Commissioner & ODA Rep. (Kir.)
Baaro, Baraniko.....GOK, Sec. Min. of Home Affairs & RD (Kir.)
Beiabure, MeitaGOK, Sec. Min. of Hlth, Fam. Plan & SW (Kir.)
Bun, YatiFSP/ PNG, Executive Director (PNG)
Calder, Dr. DavidUSAID, Health/ Population/ Nutrition Officer (Fiji)
Chhetri, VickramUNDP, Project Officer (PNG)
D'Albert, Maria.....FSP Project Officer (USA)
Davidson, JohnAHC, Second Sec. & AIDAB Rep.(Tonga)
Deutrom, BrianGOPNG, Village Services Project Director (PNG)
Dolman, Keith.....GOPNG, TST Ecoforestry Program Team Leader (PNG)
English, KateODA, Representative (Van.)
Fay, Juliet.....FSP, Village Services Project (PNG)
Fee, SharonUSAID, Agricultural Development Officer (Fiji)
Ferrara, AntoinetteUSAID, Program Officer (Fiji)
Foliaki, PapiloaTonga Trust, Vice-Sec./Treasurer, BOD, (Tonga)
Fry, KathyFSP, Country Director and Regional Director/ Programs (Van.)
Golu, GutumaFSP/ PNG, Financial Controller (PNG)
Greenough, Paul.....USAID, Assistant Director (PNG)
Guy, John.....British High Commissioner (PNG)
Hamnet, MikeFSP/ USA, Management Consultant (USA)
Hosie, Stan.....FSP/ USA, Executive Director (USA)
Howell, Rich.....USAID, Marine Resources Advisor (Fiji)
Jeffries, BruceGOPNG, DEC Project Officer (PNG)
Kautoke, BusbyGOT, Dep. Chief Sec., Office of Prime Min. (Tonga)
Kuipers, LeoAHC, Second Sec. & AIDAB Rep. (incoming) (Kir.)
Lavulo, PaulGOT, Dir. of Planning, Central Plan. Dept. (Tonga)
Leong, David.....USAID, Business Development Officer (Fiji)
Lucas, VeronaFSP/ Fiji, Director (Fiji)
McMurtry, Mary.....FSP, Country Director (Kir.)
Montgomery, Sally.....FSP/ USA, Vice President (USA)
Nanuman, Nipo.....GOV, Ministry of Home Affairs Senior Planner (Van.)
Nivou, Emmie.....FSP, Fiscal Officer (Van.)
Palmer, Eddie.....ODA, Aid Management Attache (Van.)
Parent, DeniseFSP, Accountant/ Computer Trainer (Van.)
Peck, LynAIDAB, Representative (Van.)
Pestelos, Nestor, PhD.....UNDP, Consultant in Social Engineering (Van.)
Preston, Karen.....FSP, Assistant Director (Van.)
Salong, John.....FSP, PEP Community Liaison Officer (Van.)
Smith, JayUSAID, PEP Project Environmental Advisor (Fiji)
Stead, Jim.....PEP, Business Specialist (Van.)

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Taitai, Dr.GOK, Sec. Min. of Educ. Science & Tech. (Kir.)

APPENDIX II—LIST OF PEOPLE INTERVIEWED (continued)

Teskey, Graham.....ODA Pacific Reg. Advisory Group Team Leader (Fiji)
Thompson, MarkFSP/ PNG, Director of Programs (new) (PNG)
Tioti, TuarongFSP/ PNG, Board Member (PNG)
Tupou, Taumoepeau.....GOT, Sec. for Foreign Affairs, Min. of FA (Tonga)
Veramu, JosephASPBAE, Director (Fiji)
Vosseler, David.....FSP/ PNG, Director of Programs (PNG)
Wolff, DenisFSP, Country Director (Tonga)
Wyatt, Stephen.....FSP, Forestry Project Manager (Van.)
Wyler, David.....FSP, Regional Director/ Programs, FSP/ Fiji Finance (Fiji)
Young, PhilipAHC, Second Sec. & AIDAB Rep. (outgoing) (Kir.)

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APPENDIX III—SUMMARY OF PRIOR EVALUATIONS

- 1) Third Evaluation Report, FSP—KANA Boarding School Meals Improvement Project, done by Judy Buster Otto, October, 1993. The evaluation of the multi-donor funded project (CARITAS and AIDAB were the major donors) was very positive. It stated that "In many ways the project is a 'model' development programme". It made a number of recommendations for the further development and expansion of the project, some of which have already been implemented.
- 2) Kiribati: Vitamin A Evaluation, done by VITAL, March, 1993. It concluded that the Vitamin A capsule project was successful in reaching the majority of children, although the nutrition education aspect was not as successful as the capsule distribution. It recommended continued funding of the project.
- 3) Mid-Program Evaluation, USAID MPSG Grant 879-0001-G-SS-7005-00, done by Kathy Fry (an independent consultant at the time), February 1988. This evaluation of the main USAID grant to FSP/USA at the time concluded that the grant was supporting a positive US aid image in the Pacific and achieving good results, and that the grant should be continued.
- 4) Institutional Development Evaluation of FSP and SIDT, Soltrust, and TCDT, done by the International Science and Technology Institute, Nov. 1988. This evaluation looked at FSP's success in institution building, and concluded that USAID should provide further funding to FSP/USA because of its success in building local institutions.
- 5) Assessment on Awareness Community Theatre (ACT), done by Conservation International, Feb. 1993. The report supported the concept and implementation of the network of theater groups that make up ACT, and highlighted some of the shortcomings (poor scripting, need for more systematic training, lack of an overall workplan, etc.). FSP/PNG is currently working on these recommendations, with some already implemented.
- 6) Annual Evaluation Report, USAID MPSG Grant 879-0001-G-SS-7005-00, done by Richard Pezzulo (an FSP/USA employee at the time). Its main conclusion was that the programs being run by FSP/USA were running well, but that FSP/USA needed to broaden its donor base. This has since been done, particularly at the Country Program level.
- 7) Domestic Water Resource Improvement (DOWRI) Project Evaluation, done by Lindy Yoannidis for the Marist Mission Centre, May 1991. This found that the project "ran to budget and was efficiently administered," "maximized women's participation," and was a success overall.



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- 8) Tracer Survey of Students Who Attended Rural Training Centers From 1985-89, done by VRDTCA, June 1990. This was a statistical study of the employment history of students who had graduated from the training centers run by VRDTCA. It found that 81% of the graduates were employed at the time of the study, which was a very high figure in Vanuatu, and it concluded that the training centers were achieving their aims.
- 9) Tripartite Review of the GROW Project, done by UNDP, OIDA, and FSP, December 1990. It concluded that the program was meeting its objectives; that the 50/50 ratio of women to men had been achieved; it recommended the project for further funding, and it noted that the local Provincial Government (Madang, PNG) had increased its cash contribution from \$11,000 in 1990 to \$34,000 for 1991.
- 10) Bae Yumi Go Wea Nao? (Where Do We Go Now?), a Report on a Review of the Vanuatu Small Scale Sawmill Programme, by William Wells and Suliana Siwatibau, March 1992. This report concluded that the VSSP had been successful in introducing sawmills to the field, that the operators were generally successful, and provided a number of suggestions for the future directions of the program. As the mini-sawmill portion of the program was taken over by the GOV Department of Forestry, FSP/Vanuatu did not implement the recommendations; however, the fact that it was taken over by the GOV is an indication of its success. Recommendations for the chainsaw portion of the program have been implemented.

