



Aid Program Performance Report 2012–13 Fiji

Key messages

This Aid Program Performance Report summarises the Australian aid program's progress in Fiji from January 2012 to June 2013.

Key findings of this report include:

- > In 2012–13, the Fiji program responded to three natural disasters, bedded down three major new programs and undertook the groundwork to meet the Australian Government's commitment to double the Fiji aid program by 2013–14.
- > With Australian support, Fiji became the first country in the world to introduce the Pneumococcal, Rotavirus and Human Papilloma Virus vaccines together. This will have a positive impact on under-5 mortality and decrease cervical cancer.
- > Infrastructure upgrades to 50 of Fiji's poorest schools had a positive impact on attendance rates and benefited 12,455 students (5,912 girls and 6,543 boys).
- > Australian humanitarian assistance for floods in January and April and Tropical Cyclone Evan in December 2012 was provided within 48 hours of receiving the request for assistance. Australian humanitarian assistance for the floods reached more than 143 000 affected people.
- > For the first time since the abrogation of Fiji's Constitution in 2009, Australia-funded activities related to preparing for elections and developing a new constitution.
- > Australian assistance for Fiji's transition to democracy contributed to more than 500,000 Fijians registering to vote, representing 83 per cent of potential voters. Fifty-seven per cent of submissions made to Fiji's Constitution Commission were facilitated by Australian support for civic education.
- > Due to restricted engagement with government, Australia's ability to influence policy, legislative or budget decisions in support of its poverty reduction objectives in Fiji remains limited. Australia's ability to work with the highest levels of government to promote reform is also restricted.

Context

Poverty analysis

While Fiji continues to play a central role in the Pacific, its development has been constrained by four coups (1987, 2000 (two) and 2006). After four years of stagnation following the 2006 coup, the economy only returned to its pre-coup size in 2011. World Bank analysis showed poverty, although high, fell from 39 per cent in 2003 to around 35 per cent nationally in 2009. However, rural poverty is more stubborn, showing no discernible improvement. Alternative analysis by the Fiji Bureau of Statistics showed that rural poverty increased from 40 per cent to 43 per cent in the same period.

In 2011, the Fiji Bureau of Statistics and the World Bank, funded by the Australian Aid program, undertook an exercise which drew on the last two rounds of the Household Income

and Expenditure Survey (2002–03 and 2007–08) and the 2007 national census (latest available)¹. This produced Fiji's first set of local maps showing poverty distribution (maps are available [here](#)). This data has been used to target Australia's aid program in Fiji to the poorest communities.

Improvement in the poverty status among female-headed households (about 11 to 12 per cent of households) between the two rounds of the Household Income and Expenditure Survey was encouraging.² This is due to increased remittances from male household heads working away from the family home. The World Bank exercise did not produce a detailed analysis of the gendered dimensions of poverty. This issue, coupled with lack of recent data and analysis, is limiting a better understanding of poverty in Fiji.

The United Nations Development Programme's (UNDP) Human Development Index ranks Fiji in the Medium Development Category.³ In 2010, Fiji ranked 86 out of 186 countries. In 2011, it ranked 100 and in 2012, it ranked 96. Fiji's index ranking is above the regional average.

Government spending on social assistance in Fiji has historically been quite low. Recent enhancements in the social welfare system, including an old-age pension (in line with the recommendations of a World Bank report) will improve targeting and coverage, enabling it to benefit nearly 13 000 poor households.⁴ This investment is welcome but the impact will likely be minimal. The old-age pension will remain well below the international benchmark of US\$1.25 per day.

Economic overview

After averaging nearly 2¾ per cent gross domestic product (GDP) growth during the 1990s and early-2000s, growth fell to less than one-quarter of a per cent over the last five years. Macroeconomic imbalances which threatened a current account crisis in 2009 were largely addressed through devaluation of the Fiji dollar. However, the economy contracted by 25 per cent in 2010, while other Pacific islands experienced modest growth.⁵ Generally, low or negative growth is associated with a higher incidence of poverty and vice versa.⁶

Through 2011 and 2012, growth remained low at around 2 per cent, below the pre-coup, long-term average growth rate of 3 per cent. Latest official estimates in the 2013 Budget indicate that GDP growth was 2.5 per cent in 2012.⁷ Damages from Cyclone Evan caused an estimated \$42 million⁸ (about 1 per cent of GDP) in damage and are projected to weigh down 2013 growth.⁹ The main drivers of growth in 2012 included tourism, manufacturing, agriculture, wholesale and retail.¹⁰

In 2013, a key driver of growth is expected to be construction, fuelled by high levels of government capital expenditure (\$400 million) on roads, water and sanitation, and information and communications technology. The Exim Banks of China and Malaysia will be key sources of funding for the government's capital program.¹¹ Post flood and cyclone reconstruction is

¹ The last Household Income and Expenditure Survey was conducted in 2007–08, before the impact of the global financial crises. The next one will be conducted in 2013.

² *Republic of Fiji: Poverty Trends, Profiles and Small Area Estimation (poverty maps) in Republic of Fiji (2003–2009)*.

³ http://hdr.undp.org/en/media/HDR_2010_EN_Tables_reprint.pdf, <http://hdrstats.undp.org/en/countries/profiles/FJI.html>

⁴ Asian Development Bank (ADB), *Pacific Economic Monitor, Growth Outlook*, 2013.

⁵ International Monetary Fund (IMF), *Article IV, Mission to Fiji*, January 2012.

⁶ PIFS, *2012 Pacific Regional MDG Tracking Report*.

⁷ ADB, *Pacific Economic Monitor, Growth Outlook*, 2013.

⁸ All figures are quoted in Australian dollars unless noted.

⁹ ADB, *Pacific Economic Monitor*, March 2013.

¹⁰ *Republic of Fiji, Economic and Fiscal Update*, supplement to the 2013 budget address, delivered November 2012.

¹¹ ADB: *Fiji Country Update*, April 2013.

contributing to increased construction activity. The Fiji Government has an ambitious investment target of 25 per cent of GDP. Private sector investment was just 6 per cent of GDP in 2012. This low level of private investment is slowing economic activity and limiting growth prospects. Political uncertainty and an unpredictable regulatory environment are the key constraints to private sector activity. To compensate, the government will embark on an expansionary fiscal policy that will aim for a capital expenditure increase to 32 per cent of total expenditure and a budget deficit increase from 1.9 per cent of GDP in 2012 to 2.8 per cent in 2013.¹²

Public debt remains relatively high at 50.4 per cent of GDP, although around three-quarters of this is held domestically, providing relatively stable and low-risk financing for government.¹³ Tourism continues to dominate the economy. Fiji's earnings from tourism for 2012 are provisionally estimated at FJ\$1.3 billion. This represents a 1.3 per cent increase over the 2011 earnings estimate.¹⁴

While sugar has been a mainstay of Fiji's economy, its contribution is declining.¹⁵ In 2012, production fell 7.1 per cent over 2011, reflecting weak global demand and the impact of the floods. The sugar industry now accounts for less than 10 per cent of export earnings, down from 70 per cent in 1970. Despite significant investments in recent years, the outlook for Fiji's sugar industry remains uncertain.¹⁶ Nevertheless, sugar receipts are expected to rebound partially in 2013 and the industry will remain important to Fiji's economic prospects for some time.

Development context

The *2012 Pacific Regional Millennium Development Goals (MDG) Tracking Report* indicates that Fiji has achieved mixed results for three indicators (MDG 1—eradicate extreme poverty and hunger, MDG 3—promote gender equality and empower women and MDG 6—combat HIV/AIDS, malaria and other diseases). Table 1 summarises progress towards the MDGs.

Table 1: Progress towards the Millennium Development Goals in Fiji, 2012

						
						

Source: *2012 Pacific Regional MDGs Tracking Report*, Pacific Islands Forum Secretariat

On the elimination of extreme poverty and hunger (MDG 1), the tracking report recognises that the depth of poverty has fallen. Extreme poverty is low at 7.5 per cent, while around one-third of the population in Fiji faces basic needs poverty. Poverty and hardship is markedly higher in rural areas compared to urban centres.

Fiji's poverty gap is also the highest in the Pacific. The poverty gap ratio measures the depth of poverty or the percentage by which the real incomes of poor households must increase to escape poverty and hardship. Fiji recorded a poverty gap ratio of 10 per cent in 2008–09.^{17, 18}

¹² Ibid.

¹³ Ibid.

¹⁴ <http://www.statsfiji.gov.fj/index.php/latest-news/240-fiji-s-earnings-from-tourism-december-quarter-and-annual-2012>

¹⁵ IMF, Article IV, April 2011, Box 3, p. 7.

¹⁶ ADB, *Pacific Economic Monitor*, Growth Outlook, 2013.

¹⁷ Pacific Islands Forum Secretariat, *2012 Pacific Regional MDGs Tracking Report*.

¹⁸ The MDG tracking report compared the 2002–03 Household Income and Expenditure Survey with the 2008–09 one.

A lack of recent data (post 2007–08 Household Income and Expenditure Survey) makes it difficult to estimate the state of poverty.

On gender equality (MDG 3), the tracking report found gender parity achieved in education but noted historically low levels of female representation in parliament.¹⁹ Before the Fiji Parliament was dissolved in 2007, women held 8.5 per cent of seats, lower than in 2000.

Levels of domestic and gender-based violence in Fiji remain serious. Sixty-four per cent of women who have been in a relationship have experienced physical or sexual violence or both by a husband or intimate partner. Fifty-eight per cent have been emotionally abused by their husband or intimate partner.²⁰

Women's participation in the formal economy is low. Despite females attaining a better education than males, in 2005 (latest available data) women only represented 30 per cent of employees in the formal economy.²¹ While the income gap between males and females decreased over the last decade, women earned on average 19 per cent less than men. Women made up 46 per cent of the public in the same period, although only 14 per cent were at senior executive level.²²

Reportedly Fiji is on track to achieve universal primary education (MDG 2), reduce childhood mortality (MDG 4), improve maternal health (MDG 5) and ensure environmental sustainability (MDG 7). The pace of progress towards MDGs 4 and 5 will need to increase if Fiji is to reach its targets by 2015. Fiji's maternal mortality ratio has stagnated in recent years and was 39.2 per 100 000 in 2011—well above the target of 10.3 per 100 000 by 2015. The infant mortality rate has shown little improvement since 2007 and was 15.96 per 1000 live births in 2011, well short of the MDG target of 12 per 1000 live births by 2015. Immunisation coverage also fell during the reporting year. While Fiji achieved universal enrolment in basic education against MDG 2, there is evidence of poor attendance and completion rates.

Donor landscape

In 2012, Australia was Fiji's largest bilateral donor, accounting for an estimated 47 per cent of total official development assistance, followed by Japan with 27 per cent and the European Union with 9 per cent.²³ Australian assistance equates to around 1 per cent of Fiji's GDP.

In 2011, Australia announced its decision to double bilateral aid to Fiji from \$18.6 million to \$37 million in 2013–14.²⁴ As a result, Australia expanded its existing programs in health, education and community resilience. In 2012–13, Australian official development assistance to Fiji was \$49.2 million, including \$27.4 million for the Australian bilateral aid program and \$2.9 million for initiatives by other government departments. Following the Australian Government's announcement on 17 December 2012 to reprioritise resources within its aid budget, the 2012–13 budget estimates for the Fiji program was reduced by \$3.1 million. This was almost completely accounted for by an additional \$3 million provided to support relief and recovery efforts following Tropical Cyclone Evan.²⁵

The World Bank and ADB have a limited work program in Fiji. Other than for humanitarian assistance, there has been no new lending since the coup and current activity relates to technical assistance and completing activities ongoing at the time of the coup. Australia has

¹⁹ Ibid.

²⁰ Fiji Women's Crises Centre, *National Research on Women's Health and Life Experiences in Fiji (2010–2011)*, 2013.

²¹ <http://mdgs.un.org/unsd/mdg/Resources/Static/Products/Progress2012/Snapshots/FJI.pdf>

²² Ibid.

²³ <http://www.oecd.org/dac/stats/FJI.gif>

²⁴ In November 2011, the Foreign Minister made a commitment to increase bilateral aid to Fiji to \$36 million by 2013–14.

²⁵ <http://aid.dfat.gov.au/countries/pacific/fiji>

funded the World Bank and ADB to conduct analysis on state-owned enterprise reforms, social welfare reforms and poverty.

The Fiji Government recently signed a Development Cooperation Agreement with Indonesia and is negotiating several others with other countries. Chinese official development assistance to Fiji has increased and its tied assistance is largely directed towards infrastructure projects.²⁶ Taiwan is also increasing its profile in Fiji, including support for agricultural export programs and the Red Cross following the January 2012 floods. In April 2013, Papua New Guinea's Prime Minister announced a grant of 50 million Kina (approximately \$22 million for 2014 to 2015) to support Fiji's planned 2014 election.

In November 2011, Australia's Prime Minister and European Union President agreed to a delegated cooperation pilot in Fiji and Southern Sudan. In Fiji, Australia will manage €4 million (A\$5 million) of aid funding on behalf of the European Union. Funds will be used for training and skills improvement in Fiji's sugar belt. The Australian Pacific Technical College (managed by DFAT's Pacific regional program) in Fiji will deliver the training that is expected to begin by October 2013.

Political context

As a result of the 2006 coup, Australia had a limited bilateral relationship with Fiji in 2012. The political environment is highly relevant to the Fiji program. It influences program design, including implementation and management arrangements. The state of the bilateral relationship limits the areas Australia works in and the activities it targets within these areas. The Fiji program has needed to remain flexible to changing circumstances.

Australia has not formed a partnership for development with Fiji and does not use Fiji Government systems to deliver its programs. The Fiji program is largely delivered by managing contractors. Due to restricted engagement with government, Australia has limited ability to influence policy, legislative or budget decisions in support of its poverty reduction objectives in Fiji. Australia's ability to work with the highest levels of government to promote reform is also restricted.

Political events in 2012

Australia stands ready to support Fiji to take credible steps towards a return to democracy. In 2012, Fiji's Government reaffirmed its commitment to holding elections by September 2014. Despite deviating from its own constitutional process, and imposing onerous conditions on political party registration, Fiji has taken some positive steps:

- > some restrictions on public meetings have been eased
- > more than 500,000 people have registered to vote
- > four national political parties have passed the first stage of registration.

The Australian Government works closely with the international donor community to support Fiji's transition to democracy. DFAT has engaged the donor community on opportunities to support Fiji's transition to democracy.

²⁶ Fiji Government, *Economic and Fiscal Update*, supplement to the 2013 budget address.

The Fiji program

The Fiji program is guided by DFAT's Fiji Country Strategy 2012–14, which focuses on the country's vulnerable and most disadvantaged communities²⁷. It provides assistance at the point of service delivery.

This APPR assesses progress against the program's three objectives and its crosscutting themes.

The program's three objectives are: improving access to quality education; strengthening primary health services; and building resilience and economic opportunities in disadvantaged communities, including support to civil society organisations (CSOs) (tables 1A and 1B).

The program's crosscutting themes include:

- > Supporting Fiji's transition to democracy, as the country moves towards elections. This is aligned with Australia's commitment to support Fiji's return to democracy and the rule of law.
- > Supporting deeper people-to-people linkages through Australia Awards scholarships for Fijians to undertake study at Australian universities as well as at universities across the Pacific.
- > Effective responses to humanitarian emergencies and disaster.

Expenditure

Table 1A Expenditure 1 January 2012 to 30 June 2012

Objective	A\$ million	% of bilateral program
Objective 1 Improving access to quality education	\$3.1	22
Objective 2 Strengthening primary health services	\$3	22
Objective 3 Building resilience and economic opportunities in disadvantage communities, including support to civil society organisations	\$3	22
Crosscutting themes:		
Scholarships	\$3	22
Floods, disaster preparedness and response	\$1.7	12

Source: DFAT

Note: Transition to democracy, another crosscutting theme, is not included in this table because work on this initiative did not start until mid-2012.

²⁷ People in poverty are represented by those living below Fiji's basic needs poverty line, equivalent to less than FJ\$6.20 a day. For this APPR, vulnerability relates to people whose livelihoods can be catastrophically affected by economic or external shocks, disability or discrimination.

Table 1B Estimated expenditure in 2012–13

Objective	A\$ million	% of bilateral program
Objective 1 Accessing quality education	6.9	22
Objective 2 Strengthening primary health services	8.2	26
Objective 3 Building resilience and economic opportunities in disadvantaged communities, including support to civil service organisations	7.1	23
Crosscutting themes:		
Transition to democracy	2.5	8
Scholarships	5.1	16
Disaster preparedness and response	1.5	5

Source: DFAT

Progress towards objectives

From January 2012 to May 2013, the Fiji program’s education and health programs were independently assessed as functioning well²⁸, transition to democracy activities directly contributed to successful outcomes, and the new Fiji Community Development Program (FCDP) was mobilised. The Fiji bilateral program responded well to three natural disasters. It also scaled up its activities in response to the Government’s decision to double bilateral aid to Fiji to \$37 million by 2013–14. The increased tempo and scale of work have stretched current human resources.

In 2012, a gender stocktake was undertaken on the Fiji program, assessing how gender equality and women’s empowerment are incorporated. The program is responding to stocktake recommendations.

Table 2 Rating of the program's progress towards the objectives

Objective	Current rating	Previous rating
Objective 1 Improving access to quality education	Green	Green
Objective 2 Strengthening primary health services	Green	Green
Objective 3 Building resilience and economic opportunities in disadvantaged communities, including support to civil society organisations	Green	Amber

Note:

■ Green. Progress is as expected for this point in time and it is likely that the objective will be achieved. Standard program management practices are sufficient.

■ Amber. Progress is somewhat less than expected for this point in time and restorative action will be necessary if the objective is to be achieved. Close performance monitoring is recommended.

■ Red. Progress is significantly less than expected for this point in time and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

Objective 1: Improving quality education

Australia is the only significant donor in the education sector in Fiji, and public funding for education in-country is under pressure. The 2013 national Fiji budget increased the education budget by around 4.2 per cent²⁹ over 2012. Even so, education spending continued to trend downwards to an estimated 3.5 per cent of GDP in 2013. This is considered low by international standards—the United Nations Educational, Scientific and Cultural

²⁸ *Access to Quality Education Program—Mid-term review (2012)*; Fiji Health Sector Support ,draft mid-term review, 2013.

²⁹ Government of Fiji, 2012 Budget and 2013 Budget, MoE, National Heritage, Culture and Arts. Calculation based on abstract of expenditure by functional classification tables at Ministry appropriation level.

Organization recommends 6 per cent share of GDP—³⁰ and well down from 7.7 per cent in 2001.

Fiji is the only Melanesian country on track to fully achieve MDG 2—universal primary education by 2015.³¹ For several years the country has reported literacy rates among 15 to 24 year olds approaching 100 per cent. However, an estimated 6000³² children in Fiji aged 6 to 14 years do not attend school each year (around 4 per cent of the relevant population group) and anecdotal reports indicate drop-out rates are increasing. This suggests an issue with student engagement.

Access to Quality Education Program

Due to its capacity to influence the country's long-term development potential, Australia's five-year Access to Quality Education Program (AQEP), managed by GRM International, remains a cornerstone of the Fiji program. Its objective is to assist the poorest and most vulnerable children, including those with disability, to attend school more regularly and have access to higher quality teaching.

AQEP is implemented in two phases. Phase 1 operates for two years (2011–2013) and is worth an estimated \$11.7 million. Approval has been granted for AQEP Phase 2 (July 2013 to July 2016).

AQEP components

AQEP comprises three components:

Component 1: Mitigating the effects of political instability and the global economic crisis on the most vulnerable through reducing barriers to accessing primary education.

Component 2: Investing in school infrastructure in the poorest communities to ensure that facilities are adequate and safe, and contribute to improved student learning outcomes.

Component 3: Conducting targeted research and analysis on the systemic challenges to achieving improved education outcomes in Fiji. This component involves short-term, demand-driven technical assistance and flexible support to Fiji's Ministry of Education's (MoE) priorities.

AQEP results and mid-term review

AQEP focuses on poverty reduction. It uses the MoE's Disadvantaged Schools Index and the World Bank poverty maps³³ to target school communities most in need. The program aligns with the MoE's Education Sector Strategic Development Plan 2012–16. Activity in relation to grants and infrastructure (Component 1 and Component 2) slowed from January 2013 in response to the aid program's budget reprioritisation.

A mid-term review of AQEP in November 2012, approximately 14.5 months' into implementation, found that the program is having a positive impact on primary schooling in Fiji on balance. It noted that more time is needed to establish if the gains are evidence of real change.³⁴ That said, AQEP has made progress in upgrading infrastructure in the poorest schools, responding to three major disasters and promoting inclusive education.

³⁰ AusAID *Economic Analysis of Fiji' National 2013 Budget*, November 2012.

³¹ AusAID, *2011 Pacific Regional MDGs Tracking Report*.

³² Ibid.

³³ In 2011, the World Bank, Fiji Bureau of Statistics and AusAID undertook a comprehensive poverty mapping exercise, the first of its kind in Fiji. It linked the Household Income and Expenditure Survey with census data to produce the first-ever local area maps showing the distribution of poverty across Fiji.

³⁴ AQEP, mid-term Review, 2012.

Component 1 of AQEP was delayed due to a re-orientation of the school grants element. Based on the advice of the Pacific Lead Education Specialist, grants will be now given to schools rather than to parents.³⁵

Component 2 has been AQEP'S main focus. Infrastructure and furniture in many primary schools in Fiji is of poor quality, by both Fijian and Australian standards. Schools are largely required to finance their own infrastructure repair activities (less than 5 per cent of the education budget is spent on repairs). Many schools are in a state of disrepair, particularly those in poor communities.

The schools visited during the mid-term review reported significant increases in attendance rates and teacher motivation following the upgrade of school facilities.³⁶ For example, at:

- > Nuku Primary, absenteeism rates fell from around 25 per cent to less than 2 per cent following the upgrades
- > Nausori Primary, kindergarten enrolments increased by 35 per cent after the upgrade of the Early Childhood Centre.³⁷

Over five years, AQEP will upgrade up to 180 schools in Fiji (targeting the most disadvantaged 25 per cent of primary schools) and support rehabilitation of schools affected by natural disasters.³⁸ In 2012–13, the program assisted 101 schools including: infrastructure upgrades at 50 schools, emergency relief to 44 flood-damaged schools and assistance to 17 cyclone-damaged schools. Infrastructure upgrades to 50 schools benefited 12 455 students (5912 girls and 6543 boys).³⁹ Support to flood-damaged schools in January and April 2012 benefited 14 822 students (disaggregated data is not yet available).⁴⁰ Aligned with DFAT's disaster risk reduction approaches, all building work complied with Fiji industry standards and rehabilitation of disaster sites complied with MoE infrastructure standards.

Crosscutting issues—disability, gender, sustainability

In 2012–13, AQEP increased its focus on disability. It developed a Disability Inclusion Strategy to increase education options for children with disability at mainstream schools. This aligns with AQEP's Component 2 by assisting the poorest and most vulnerable to attend school more regularly. The strategy has three outcomes:

1. increased enrolment and attendance
2. increased retention and completion rates
3. improved learning outcomes.⁴¹

In July 2012, AQEP started its disability-inclusive education pilot in five schools. This is a first for Fiji and will run until 2016. Twenty-two students with disability (16 boys and 6 girls) enrolled in the pilot and many had never accessed school before. It has been well received and progress is on track.

³⁵ The grants will be used to address the financial barriers impeding student access, as well as their engagement and learning, through a combination of individualised strategies and school-wide improvements. Considerable effort has gone into redesigning this component, in particular into developing the procedures that will guide the effective and efficient use of these funds by schools. While the reorientation of the grants following the launch of the program was inefficient it should produce more sustainable results.

³⁶ AQEP, mid-term review, 2012.

³⁷ Ibid.

³⁸ AQEP, Framework for Delivery, 2010.

³⁹ AQEP, *Six Monthly Progress Report No. 3*, 2012.

⁴⁰ Ibid.

⁴¹ AQEP, Disability Inclusion Strategy.

In 2012, AQEP conducted community awareness on inclusive education and trained teachers on the inclusion of students with disability. Anecdotally this is having a positive impact with one teacher from a pilot school noting:

It is amazing to see children with disability mixing freely with others, playing games with the other kids, and even teaching other kids sign language in the playground.

The pilot aims to demonstrate to the Fiji Government how to implement disability-inclusive education and provide the opportunity to adopt the pilot's findings.

AQEP is well respected by government stakeholders and is represented at MoE's senior staff management meetings. AQEP's 2012 Technical Advisory Group review mission found the program to be highly relevant to educational circumstances in Fiji. The review also acknowledged the constraints, in particular the reorientation of Component 1 and the scaling-up of the Fiji program.⁴²

AQEP also focuses on sustainability. It has established maintenance training mirroring existing MoE processes for grants disbursement and using high-quality building materials to extend the life of infrastructure rehabilitation. It has also pursued opportunities for improved coordination. In 2012, for example, it initiated Fiji's first Education Emergency Cluster to coordinate the work of government and donors to manage the impact of disasters. This supports the Fiji country strategy's aim of improving aid coordination.

AQEP's gender strategy focuses the program on improved attendance by and education quality for girls and boys. AQEP is helping target schools to develop strategies to address gender-specific issues having an impact on girls' attendance and access to quality education. The external assessment of AQEP has noted that its monitoring and evaluation plan needs improving. AQEP has prepared a comprehensive monitoring and evaluation strategy but more work is required to improve activity identification and expected outputs.⁴³

In 2012–13, the Fiji program also completed a number of discrete interim education activities, including providing water and sanitation in schools and implementing Fiji's National Assessment Framework. These began during AQEP's design and tender phase and will be completed by June 2013.

Objective 2: Strengthening primary health services

In the 2013 Fiji national budget, health funding increased by 9.8 per cent over 2012, corresponding to an estimated 2.0 per cent of GDP.⁴⁴ However, this is significantly below the often-cited World Health Organization (WHO) target of a minimum 5 per cent of GDP and below the average of 8.3 per cent across the rest of the Pacific.⁴⁵

Fiji is assessed as being on track to meet MDGs on maternal and child health, but progress is needed to do so. Despite 99.4 per cent of all births occurring in hospitals, the maternal mortality rate has stagnated in recent years and was 39.2 in 2011, well in excess of Fiji's MDG 5 target of 10.3 by 2015. Similarly in child health, the infant mortality rate has improved little since 2007 and was 15.96 per 1000 live births in 2011, well short of the MDG

⁴² AQEP, Technical Advisory Group 2012.

⁴³ *Contractor Performance Management Report*, October 2012, AusAID.

⁴⁴ AusAID, analysis of Fiji's 2013 national budget.

⁴⁵ AusAID, analysis of annual Government of Fiji budgets, 2005–11.

4 target of 12 by 2015. The under-5 mortality rate has also stagnated in the last decade, sitting at 20.95 per 1000 live births in 2011.⁴⁶

Fiji Health Sector Support Program

Through its aid program, Australia has had a long and positive relationship with Fiji's Ministry of Health (MoH). In July 2011, Australia's new \$26 million bilateral health program, the Fiji Health Sector Support Program (FHSSP), began. The program is divided into two stages—2011 to 2013 and 2013 to 2015.

FHSSP is yielding positive results and is highly regarded by MoH counterparts. The program's 2013 mid-term review noted that, with the exception of the primary health care component (Objective 4), FHSSP has performed exceptionally well, given its constraints.⁴⁷ FHSSP is implemented by managing contractor Ab-JTAI.

FHSSP's objectives are to

1. institutionalise a safe motherhood program at decentralised levels throughout Fiji
2. strengthen infant immunisation and the care for and management of childhood illnesses, to institutionalise a healthy child program throughout Fiji
3. improve prevention and management of diabetes and hypertension at decentralised levels
4. revitalise an effective network of village and community health workers as the first point of contact with the health system for people at community level
5. strengthen key components of the health system to support decentralised service delivery.

FHSSP's objectives are closely aligned with the MoH's strategic priorities. The 2013 mid-term review found FHSSP is beginning to foster a culture of evidence-based decision making within the MoH, resulting in the establishment of key health systems and processes.⁴⁸

FHSSP works with other donors and partners in the health sector and supports the MoH's efforts to coordinate these organisations. Aligned with this, the FHSSP's 2012 annual planning meeting involved the WHO, Japanese International Cooperation Agency, and the United Nations Children's Fund (UNICEF).⁴⁹

Achievements under individual objectives

Achievements under the individual objectives of the FHSSP are summarised here:

Objective 1—institutionalise a safe motherhood program at decentralised levels, which requires a skilled workforce. To support this, FHSSP funded 35 nurses to obtain a Post Graduate Diploma in Midwifery in 2012. The program exceeded its annual target for midwifery training by 75 per cent, and the MoH is on track to upskill its maternal health workforce.

Objective 2—strengthen infant immunisation and the care for and management of childhood illnesses, to institutionalise a healthy child program, which is linked to FHSSP's work in introducing three new vaccines in 2012. It was a world first for the Pneumococcal, Rotavirus and Human Papilloma Virus vaccines to be introduced together. In Fiji, the vaccines will have a positive impact on under-5 mortality and decrease cervical cancer.

⁴⁶ DFAT, *2011 Pacific Regional MDGs Tracking Report*.

⁴⁷ FHSSP, draft mid-term review, March 2013.

⁴⁸ *Ibid.*

⁴⁹ *Ibid.*

Pneumococcal and Rotavirus were introduced first in 2012. Approximately 11,000 babies were immunised with these vaccines by March 2013.⁵⁰ FHSSP is on track to reach its target of 21,600 babies being vaccinated with these two vaccines per year.⁵¹ The Human Papilloma Virus immunisation program started in 2013 (numbers are not yet available). DFAT will fund the initial procurement and roll-out of the vaccines, but with a cost-sharing model that will see the MoH assume 100 per cent of costs by year five of the program. This is a significant achievement.

Also under Objective 2, FHSSP funded a significant revision of Fiji's Child Health Record. Since 17 September 2012, 100 per cent of all new born babies and their mothers (approximately 9,000) received the improved record.⁵² The new design lists milestones and tracks infant developments and early warning signs. The information in the records will be entered directly into Fiji's new Public Health Information System, giving health professionals access to timely data and allowing them to respond to emerging maternal and child health issues.

Objective 3—improve prevention and management of diabetes and hypertension at decentralised levels, which addresses the reality that non-communicable diseases are at epidemic levels in Fiji. Diabetes affects more than 18 per cent of the population, one of the highest prevalence rates in the world.⁵³ In response, FHSSP has developed tool kits to screen people over 30 years of age for non-communicable disease risks. In 2012–13, 170 kits were distributed and 170 zone and district nurses trained to use them. Training for all divisions will be finalised in 2013. The target is to screen all people over 30 years of age by the time FHSSP ends in 2015. FHSSP has also developed a proactive approach to disability caused by diabetic amputations. About 300 diabetic amputations are recorded at Fiji national hospitals every year.⁵⁴ FHSSP also supports foot care clinics across the country's three divisional hospitals and in some communities.

Objective 4—revitalise an effective network of village and community health workers as the first point of contact with the health system for people at community level, which has largely been delayed. FHSSP's 2013 mid-term review noted that in its current form this objective is unlikely to be achieved in the funding term. It recommends a 12 month pilot demonstration in the Northern Division.

Objective 5—strengthen key components of the health system to support decentralised service delivery, which saw the major revamp of Fiji's Public Health Information System. The MoH had identified this as a priority. In April 2013, the revamped system was launched. For the first time in Fiji's history, community health facilities up to divisional hospitals can now directly enter data into the system. The system collects information on public health activities. All sub-divisional nurses have been trained to transfer data from the paper-based system to the upgraded Public Health Information System. The Global Fund contributed technical support for the revamped system.

FHSSP has also supported the MoH to build capacity around gender and disability mainstreaming. In response to the 2012 Technical Advisory Group, FHSSP recruited a gender adviser to work with the MoH to produce a Gender Equality and Social Inclusion Strategy in late 2012.

The 2013 mid-term review noted that FHSSP has made significant efforts to improve monitoring and evaluation.⁵⁵ That said, it identified a lack of results-based reporting and

⁵⁰ FHSSP, *FHSSP Annual Report 2012*.

⁵¹ *Ibid.*

⁵² *Ibid.*, Annex 2, Q4 Key Achievements Against Program Objectives—Objective 2.

⁵³ Fiji Country Strategy 2012–14.

⁵⁴ <http://www.fijitimes.com/story.aspx?id=217178>

⁵⁵ FHSSP, draft mid-term review, March 2013.

annual milestones, making it difficult to objectively assess program effectiveness. FHSSP could also consider options to better target its activities towards Fiji's poorest and most vulnerable communities.

Objective 3: Building resilience and improving economic opportunities in disadvantaged communities

The Community Resilience and Economic Opportunities (CREO) Delivery Strategy started in 2012. CREO combines investments in private sector development, rural development, financial inclusion, social protection, disaster management, climate change adaptation and community development. It also acts as a framework for the integration of regional and multi-country programs in Fiji.

The CREO delivery strategy targets poor and disadvantaged communities. It has three objectives:

1. increased incomes for the poor
2. increased use of financial services by the poor
3. improved community resilience to shocks and stresses.

The delivery strategy supports Australia's objective of delivering aid efficiently and effectively by reducing the number of activities managed by the aid program. All program elements are operational and achieving results. In 2012, efforts focused on establishing the program and reducing the proliferation of older initiatives and agreements, resulting in the significant reduction of managed agreements from 78 in 2010 to 17 in 2013. This is reflected in the objective's green rating in this APPR compared to amber in the 2011 APPR⁵⁶, when the CREO strategy was still in transition.⁵⁷

Principles of gender equality and inclusion have been incorporated across CREO's activities. The strategy aims to assist 30 000 women and benefit 5000 people with disability through strategy delivery by 2014.

Achievements under individual objectives

Objective 1—increased incomes for the poor, which is based on the most effective and sustainable method to tackle poverty over the long term. This objective aims to improve the income-earning capacity of the population groups vulnerable to poverty.⁵⁸

Within Fiji, the Market Development Facility (MDF) is Australia's largest private sector development program.⁵⁹ Launched in 2011 it focuses on catalysing pro-poor market development. In 2012–13, the MDF established seven market interventions in the horticulture and tourism sectors (its target is 10). This has resulted in localised production of agricultural lime, establishment of Fiji's first commercial mud crab farm and the factory upgrade and increased production of local gourmet chocolate. The interventions have to date yielded an estimated investment of \$552,338 by the private sector and are projected to create 98 full-time jobs by 2017.⁶⁰ MDF is also finalising poverty and gender analysis so its interventions will have the greatest impact on women and Fiji's poorest communities.

⁵⁶ Prior to 2012-13 Aid Program Performance Reports were called Annual Program Performance Reports.

⁵⁷ An amber rating indicates that progress is somewhat less than expected at this time and restorative action will be necessary if the objective is to be achieved. A green rating indicates that progress is as expected at this time and it is therefore likely the objective will be achieved.

⁵⁸ W Lal Narsey, *Poverty in Fiji: Changes 2002–03 to 2008–09 and policy implications*, 2012

⁵⁹ Independent Advisory Group, Market Development Facility Inception Assessment, July 2012.

⁶⁰ Results provided by MDF's managing contractor, Cardno, 24 May 2013.

The Pacific Horticultural and Agricultural Market Access (PHAMA) program is a key component of CREO's objective to increase incomes for the poor. It aims to assist Pacific island countries increase exports of high-value primary products, contributing to increased economic growth and improved rural livelihoods.⁶¹ In 2012, Fiji was granted approval to export fresh ginger rhizomes to Australia. PHAMA made a central contribution to this outcome. Fiji is the first country in the world to export fresh ginger to Australia. It is expected that around 20 tonnes of ginger will be exported by early October 2013 alone. This will provide new opportunity for local farmers to diversify into a high-value crop. Fiji's ginger export market is worth an estimated \$6 million annually.

PHAMA and MDF are complemented by the Pacific Agribusiness Research for Development Initiative. This is run by the Australian Centre for International Agricultural Research (ACIAR) and aims to improve food security and rural livelihoods in the Pacific. In Fiji in 2012–13, ACIAR received \$1.8 million through a direct appropriation. ACIAR, MDF and an Australian volunteer in Fiji are collaborating on a soil health project promoting sustainable farming practices and improving the export prospects for 3,600 taro farmers on Taveuni Island. The Pacific Agribusiness Research for Development Initiative has also supported commercial breadfruit production systems and the development of a cultured pearl industry in Fiji. A closer relationship between ACIAR, MDF and PHAMA could lead to better coordinated agricultural programs.

Objective 2—increased use of financial services by the poor, which mainly involves to the Pacific Financial Inclusion Program (PFIP). This Pacific-wide program is run by the United Nations Capital Development Fund to provide sustainable financial services to low-income households. Some examples of PFIP's achievements are described here.

PFIP, with Australian funding, piloted a financial education program in Fiji's schools in 2012, expanding it in 2013 to all schools, reaching approximately 197,000 children, a first for the region. In 2013, CREO has so far largely met its annual target of providing 200,000 school students with access to financial education, provided through the collaboration between DFAT, the Reserve Bank of Fiji and the MoE.

Under PFIP, Australia has also supported a micro-insurance program—another first for Fiji—designed to assist the poor to manage funeral expenses, which can often send families into poverty. Subscriber numbers increased from 812 in 2011 to 2,609 in 2012.⁶² Most subscribers are rural women. Funeral costs can often send families into poverty. The program is a partnership with donors, the private sector and community organisations.

PFIP also supported the roll-out of mobile money by telecommunication providers Vodafone and Digicel, allowing users to send and receive money on their mobile phones. PFIP also continues to work with Fiji's Department of Social Welfare to transition an additional 1700 clients to electronic welfare payments. More than 23,000 clients (approximately 95 per cent) now receive their payments through the formal banking system. This has provided increased security, convenience and reduced the cost of banking. CREO is on track to reach its 2016 target of 100,000 unbanked people (minimum 40 per cent women) with increased access to financial services, including savings, loans, remittances and micro-insurance.

The uptake of mobile money remittance services has been slow. The CREO program will investigate options to boost awareness and usage of this service.

Objective 3—improved community resilience to shocks and stresses, which is supported mainly through the FCDP. The program's first stage will run from 2012 to 2015 and is worth

⁶¹ PHAMA provides a structured, evidence-based approach for addressing market access issues, specifically regulatory and quarantine requirements for mainly horticulture and agriculture, but also marine and fish as well as forestry and timber. This has consistently been identified as a major impediment to developing agricultural export markets and agricultural livelihoods for the Pacific.

⁶² PFIP results sheet: 2011–12.

\$13 million. It is implemented by managing contractor Coffey International. FCDP's goal is to deliver social and economic benefits to the people of Fiji through strengthened CSOs. Australia remains one of very few donors to provide substantial funds to these organisations in Fiji. Working with non-government organisations is integral to Australia's approach to achieving the aid program's goals. The European Union is the only other major donor in Fiji in this area.

Over its life, FCDP will support up to 70 CSOs and reach up to 70,000 people. It is on track to achieve this target. From May 2012 until May 2013, FCDP funded 30 such organisations reaching approximately 29,000 beneficiaries. This included nine transitioning from the previous Australian Civil Society Support Program operating in Fiji.

FCDP was designed to be flexible. It was, for example, successfully used by the Fiji program to channel funding to eight CSOs following Tropical Cyclone Evan in December 2012, assisting 13,500 people. This assistance included providing emergency food packs, water tanks and school packs.

Given the newness of FCDP, disaggregated gender data is not yet available for all grant awardees and intended recipients. FCDP has incorporated gender across all of its activities and has an equity and inclusion strategy. It has developed a Monitoring and Evaluation and Learning Framework to monitor progress. The framework will include gender disaggregated data.

Disabled People's Organisations have been involved with the FCDP since its inception.

Volunteers play an important role across the CREO program and contribute to FCDP's goal to deliver social and economic benefits through strengthened CSOs. Forty-two Australian volunteers were working with CSOs from January 2012 to June 2013. CREO will soon surpass its target of 50 volunteers by 2016.

Objective 3 also includes activities funded through the Human Rights Grant Scheme, Eliminating Violence Against Women Initiative and the International Climate Change Initiative.

In 2012, the Human Rights Grant Scheme to the Citizens' Constitution Forum focused on civic education, human rights and democratisation process. In 2012, 1,200 submissions of the 7,000 (17 per cent) made to the Constitution Commission (tasked with drafting Fiji's original draft Constitution) came from forum workshops.⁶³

On Eliminating Violence Against Women, Australia funded three Salvation Army family care centres in three divisions in 2012, providing shelter to 131 women who would otherwise have had little or no chance of finding crisis support. Australia also contributed core funding (90 per cent) to Empower Pacific to provide health, HIV and crisis counselling to 16,864 women in four antenatal clinics around Fiji.⁶⁴

Crosscutting issues

Many crosscutting priorities were identified in the Fiji Country Strategy 2012–14 and are reported on here. Covered are transition to democracy, scholarships, the Australian Pacific Technical College, visibility of the Australian aid program, humanitarian emergencies and disasters, climate change, disability, gender, child protection and volunteers.

Transition to democracy

Transition to democracy activities increased in 2012–13. This complements Australia's ongoing commitment to support Fiji's return to democracy and the rule of law.

⁶³ Citizens' Constitution Forum, Civic Education Project Extension, Final Report, February 2013.

⁶⁴ FCDP, Six Monthly Progress Report, January 2013.

Australia provided support to the Fiji Elections Office (\$1.3 million) to conduct electronic voter registration; the Constitution Commission (\$630,000) to conduct community consultations around Fiji's draft constitution; and the UNDP Strengthening Capacities for Peace and Development program (\$620,000) for community-based organisations to conduct workshops on the constitutional development process.

Support to the Fiji Elections Office also included dispatching three Australian Civilian Corps personnel to assist with planning, human resources and payroll. Australian assistance was deployed effectively and efficiently, ensuring tight timelines were met. The aid program facilitated the recruitment of 1,000 electoral clerks to administer the electronic voter registration process, most of whom were women (for many, this was their first paid job). The response to voter registration was positive with more than 500,000 out of 600,000 potential voters registering. This result would not have been achieved without Australian support. Support to the Constitution Commission was for some salaries, travel, office equipment and the development of a communications strategy. The Commission travelled widely through Fiji between August and October 2012 and received 7,000 submissions. This is a huge increase over the 200 submissions received by the previous Constitution Review Commission in 1997. Despite the Fiji Government rejecting the Commission's draft constitution in December 2012, the consultation process gave the people the opportunity to voice their opinions and raised awareness of the Constitution and transitional process.

Civic education is key to constitution making.⁶⁵ As a result, the Fiji program co-funded Strengthening Capacities for Peace and Development. The program, in turn, co-funded 119 community-based organisations to conduct workshops on the constitutional development process. This facilitated the preparation of some 4,000 public submissions—57 per cent of the total number. This high number is directly linked to Australia's support for civic education activities.

Principles of gender equality were employed across the transition to democracy activities. Reportedly 16.2 per cent of submissions to the Constitution Commission highlighted women's rights.⁶⁶ As women represent 49 per cent of the voting population, the program will continue to promote gender-inclusive practices across its transition to democracy activities. The program will also need to consider how to better incorporate disability-inclusive practices ahead of the planned 2014 elections.

Scholarships

The Scholarships Program for Fiji citizens to study in Australia has grown significantly over the last three years. This is aligned with the scale-up of the aid budget to Fiji to \$37 million in 2013–14.

In 2012, 40 applicants were awarded Australian Development Scholarships and 50 in 2013. In 2012, the program met its target of providing 20 Australian Awards Pacific Scholarships (previously Australian Regional Development Scholarships) for Fiji.⁶⁷ Gender parity was achieved across these scholarships. Due to the budget reprioritisation, 30 of the 2013 scholarships were deferred to start in Semester 2.

In 2012, three Australian Development Scholarships were awarded to applicants with a disability (two males and one female). It is the first time since the 1990s that applicants with a disability from Fiji have been awarded scholarships.

In 2012, the program was better aligned with Fiji program objectives. Areas of study that will benefit health, education and community resilience were included in the priority list for

⁶⁵ M Brandt, J Cottrell, Y Ghai and A Regan 2011, *Constitution-making and Reform: Options for the Process*, Interpeace.

⁶⁶ Fiji Women's Forum, 2013.

⁶⁷ Fiji Country Strategy 2012–14.

upcoming rounds or had scholarships allocated to their needs. In 2013, the Scholarships Program also increased its focus on poor communities by increasing public diplomacy activities in poorer areas.

Given the recent and rapid increase in scholarships awarded to Fiji, the Scholarships Program has struggled within current resources to maintain an active Alumni Association. The program is investigating options to more efficiently manage the Association.

Australia-Pacific Technical College

The Australia-Pacific Technical College delivers internationally recognised Australian qualifications in targeted industry sectors in the Pacific region. It delivers Australian Certificate III, IV and Diploma-level training. Courses are well regarded in Fiji by employers and students and since 2007, 1536 Fiji students graduated from the technical college.

The Australia-Pacific Technical College is highly responsive to industry needs and in 2012 introduced a Certificate III course in Home/Community and Aged Care, giving Fiji students with these qualifications the potential to work overseas and earn important remittances.

Visibility of Australia's aid program

Activities to increase the visibility of Australia's aid program in Fiji were a focus in 2012–13. From January 2012 to May 2013, the program received 511 media mentions across the country's television, radio, print and online media, compared to 120 in 2011. This increase reflects more comprehensive monitoring.

In line with the program's 2012 communications strategy, all staff and managing contractors attended media and communications training in 2012. This identified opportunities to elevate the profile of Australia's work in Fiji. The Fiji program also produced a brochure on its aims, objectives and achievements, the first for many years. It also focused on meeting its branding obligations. The Fiji program proactively sought to improve visibility of activities and engaged managing contractors in doing so.

Humanitarian emergencies and disasters

Given Fiji's vulnerability to natural disasters, humanitarian and disaster preparedness and response is integrated as a priority across the program's three objectives. In 2012–13, Australia provided an estimated \$7 million⁶⁸ in response to Fiji's three natural disasters. In response to each disaster, Australia's humanitarian assistance was launched within 48 hours of receiving the request. This meets Australia's strategic goal of humanitarian disaster preparedness and response. All three objectives of the Fiji program provided important forms of assistance. DFAT worked effectively with international United Nations partners, Fiji's National Disaster Management Office and CSOs (Save the Children and Red Cross Fiji) to deliver assistance. A review is being conducted of the Australian Government's response to these disasters.

Climate change

Fiji benefits from a number of regional initiatives, including the Climate and Oceans Support Program in the Pacific and the Pacific-Australia Climate Change Science and Adaptation Planning Program. Both programs are working with the Fiji Meteorological Service to improve climate forecasting, predict climate trends and identify major climate drivers. Through the Australian-funded Future Climate Leaders Program, at the University of the South Pacific, one Masters-level scholarship was provided in 2012.

The two bilateral climate change initiatives operating in Fiji are: Enhancing Climate Change Adaptation in Rural Communities of Fiji program (managed by the University of the South

⁶⁸ This funding comprises various funding sources.

Pacific) and the Building Resilience Project with the World Wildlife Fund, both of which build or strengthen government and community linkages. The University of the South Pacific project is supporting the implementation of climate change adaptation measures at six sites in rural Fiji, including establishing fresh water supplies, improving food security outcomes and implementing coastal erosion control measures. In 2012, World Wildlife Fund activities included climate change awareness and adaptation, national resource management activities and a riverbank rehabilitation project. To date, these initiatives have operated somewhat independently from the Fiji program. To enhance their value the Fiji program is looking at incorporating them into the FCDP.

Disability

Fiji has a relatively long history of engagement with the disability sector. The Fiji National Council for Disabled Persons is the national body for an active number of Disabled People's Organisations. Its primary function is to serve as a coordinating mechanism on disability matters.

In 2010, Fiji signed the Convention on the Rights of Persons with Disabilities and its Optional Protocol.⁶⁹ It has also ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1995,⁷⁰ the Convention on the Rights of the Child in 1993⁷¹ and the International Labour Organization Convention 159 in 2004, which promotes decent work for people with disability.⁷² Fiji also passed the FNCDP Act in 1994 which was complemented by the introduction of its national disability policy in 2008.⁷³

The Fiji program has effectively mainstreamed disability-inclusive practices into most of its three objectives. Disability-inclusive activities have also been included in Fiji's humanitarian relief efforts. For example, AusAID facilitated an agreement between the Pacific Disability Forum and the Fiji Disabled People's Federation to include people with disability in the National Disaster Framework. AusAID also supported Fiji Red Cross to pre-position emergency stocks for people with disability.

The Pacific Disability Forum, funded by Australia, has also provided significant assistance to Fiji's Disabled People's Federation. The Federation is a national cross-disability, self-help organisation for people with disability.

Gender

Fiji has demonstrated a commitment to gender equality through national plans and international commitments, including the CEDAW, Pacific Platform of Action, Convention on the Rights of the Child, Commonwealth Plan of Action for Gender Equality 2005–2015, and the Revised Pacific Platform of Action.

In Fiji, girls tend to be better educated than boys, with 28 per cent of females attaining senior secondary compared to only 18 per cent of males.⁷⁴ Similarly, 17 per cent of males have had no schooling, compared to only 8 per cent of females.⁷⁵ That said, further research into the gender dimensions of schooling are needed, especially considering women's low participation in the workforce.

⁶⁹ <http://www.un.org/disabilities/countries.asp?navid=12&pid=166#F>

⁷⁰ http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en#21

⁷¹ http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-11&chapter=4&lang=en

⁷² <http://www.unescap.org/stat/disability/census-ws/APDDP2-INF2.pdf>

⁷³ Fiji National Council for Disabled Persons with the MoH, *Women and Social Welfare*, http://www.fncdp.org/docs/2008-18_NationalDisabilityPolicy.pdf

⁷⁴ Fiji National Council for Disabled Persons with the MoH, *Women and Social Welfare*, <http://www.fncdp.org/docs/2008-18NationalDisabilityPolicy.pdf>

⁷⁵ Ibid.

Fiji and Australia have prioritised working on gender equality. Women's health and economic empowerment have emerged as key areas of cooperation. Australia also has a long history of supporting Fiji's efforts to reduce violence against women through its association with the Fiji Women's Crisis Centre. The Fiji Government enacted the Domestic Violence Decree on 14 August 2009 and reinstated the inter-agency taskforce on violence against women and children.

Fiji, with Australian support, has produced a number of successful women's CSOs. Many are leaders in the Pacific and advise other Pacific islands' CSOs on gender. The Fiji program has proactively incorporated gender strategies into its activities. It requested the gender stocktake that was conducted in 2012 and is alert to the importance of gender-inclusive practices.

Gender: Pacific Women Shaping Pacific Development (PWSPD) initiative

This \$320 million, 10-year initiative was announced by Australia's Prime Minister during the 2012 Pacific Islands Forum. It aims to improve opportunities for political, economic and social advancement of Pacific Women.

A draft Fiji country plan will be finalised for the PWSPD in mid-2013, identifying opportunities to strengthen existing gender activities and better integrate gender equality and women's empowerment into the Fiji program. This will include some new activities and strengthening existing ones, as well as mainstreaming gender equality and inclusion across all programs.

With new activities, the Fiji program is considering commissioning phase three of the female poverty survey in Fiji. Its findings will help the Fiji program better direct activities to the most marginalised women. The survey will complement the World Bank's 2011 poverty maps.

Under the PWSPD initiative, Fiji is one of four Pacific countries earmarked to implement United Nations Women's Partners Improving Markets project, Phase 2. The project aims to improve markets for women by using a rights-based gender approach that builds strong partnerships for change.

Child protection

A Child Protection Policy applies to all contractors and CSOs funded by DFAT, including in Fiji. In compliance, FCDP made it mandatory, in its call for proposals, that any CSO working directly with children must have a child protection policy. In 2012–13, three Australian volunteers in Fiji worked on child protection issues. After Tropical Cyclone Evan in December 2012, through FCDP, Save the Children Fiji activated 10 child friendly spaces in evacuation centres.

The department is continuing to strengthen systems for managing risks to children across the aid program. The department will carry out activities over the next six to 12 months to strengthen systems for managing risks to children. As a first step, the Fiji program undertook a child protection stocktake to assess current controls and identify activities and agreements that posed 'high' and 'very high' risks to children.

Volunteers

From January 2012 to June 2013, 80 Australian volunteers were operating in Fiji, including 68 new assignees. This aligns with the target to support around 70 new volunteer placements each year.⁷⁶ Australian volunteers in Fiji have contributed to children with hearing impairments learning to speak for the first time, the establishment of the Fiji Water Safety Council and the development of a stress management centre for people experiencing mental illness.

⁷⁶ Fiji Country Strategy 2012–14.

Multilateral Performance Assessment

In 2012–13, the Fiji program worked with a number of multilateral partners including UNDP, WHO and UNICEF. The program established a new relationship with UNDP's Strengthening Capacities for Peace and Development, which will assess opportunities for collaboration as Fiji's 2014 elections draw closer.

Australian assistance to UNICEF for the Temporary Assistance to Fiji Education Program will conclude in June 2013. Assistance was for interim support during the design and tender phase of the current education program. UNICEF made slow progress with significant delays during the initial assessment and infrastructure phase. The budget was also underestimated. DFAT will need to increase monitoring of this activity to ensure it is completed by June 2013.

Under FHSSP, Australia has provided support to WHO to run health promotion in schools. FHSSP will work closely with WHO officials to ensure maximum gain from Australia's investment.

The CREO program works closely with PFIP, which has been responsive and efficient in delivering financial literacy programs, developing new avenues for micro-savings and piloting micro-insurance in Fiji. These and other initiatives will need to be developed and complemented by additional efforts to improve remittance transfer efficiency in 2013–14.

Quality at Implementation ratings

Ten Quality at Implementation (QAI) reports were produced by the Fiji program in 2013.⁷⁷ Six covered both 2011 and 2012 (Annex B).

The program performed well in 2012–13. The QAI process found initiatives to be highly relevant and most programs rated well on effectiveness and efficiency. Monitoring and evaluation and sustainability require further work. The Temporary Assistance to Fiji Education Program requires close management.

Program ratings for most indicators remained steady across 2011 and 2012. Monitoring and evaluation improved for two initiatives, decreased for one and remained the same for three (rating of four). A rating of four, which equates to adequate quality, requires work. Sustainability ratings decreased for four initiatives.

The program managed risks well. Apart from the Temporary Assistance to Fiji Education Program, other programs received a green or amber rating. Programs take a proactive approach to risk and operate well within the constrained environment.

The QAI moderation process found that the Fiji program's objectives were not always measurable. It suggested creating stronger links between the initiative and the Fiji Country Strategy 2012–14 and its performance assessment framework.

Management consequences

The program will:

- > Revise and strengthen the monitoring and evaluation frameworks of its major programs, ensuring they are linked to the performance assessment framework. The program will develop annual targets for each objective of the Fiji country strategy and monitor these through QAIs and APPRs. Staff capacity on monitoring and evaluation will be strengthened.

⁷⁷ These were for the Australian Civil Society Support Program, temporary assistance to Fiji Education, AQEP Fiji, Fiji Scholarships 2011 Intake, FHSSP 2011–13, Fiji Health Sector Interim Assistance, Fiji Community Development Program, FIJI Scholarships —initial, and Transition to Democracy.

- > Continue the focus on poverty, including how best to address the drivers of poverty. This will include new analysis of poverty and gender, unemployment and informal squatter settlements in Fiji. This will be complemented by program-based poverty analyses in relation to markets, school communities (AQEP) and community-based social protection (FCDP). Once results are available, a workshop will be held for the Fiji program to develop a common understanding of poverty and an approach to tackling poverty in each sectoral program.
- > Continue to support Fiji to take credible steps towards a return to democracy by working closely with DFAT colleagues and other Australian Government agencies and jointly collaborating with donors as Australia considers options for post-election engagement.
- > Finalise the Fiji country plan for the PWSPD initiative. This will include gender analysis to understand the gendered dimensions of school access and shape interventions for PWSPD through AQEP.
- > Develop financial inclusion interventions in areas requiring further investigation, in particular remittances and micro-savings.
- > Develop and strengthen the Australia Awards Alumni Association in Fiji.

Table 3 Risks associated with the program and management actions

Most significant risks	Management response—What? Who? How? When?
Australia is committed to assisting Fiji's transition to democracy. Australia has limited engagement with the Fiji Government and the operating environment is often uncertain. This consumes considerable management time and diverts resources away from other program objectives.	The Minister Counsellor and Counsellor, together with DFAT colleagues, will continue to build a relationship with the Fiji iGovernment to identify opportunities to support a transition to democracy. The program continues to work closely with DFAT in Canberra and donors.
The uncertainty that Fiji's Government will approve future Australian initiatives.	The Minister Counsellor and Counsellor, together with DFAT colleagues, will continue to engage members of Fiji's bureaucracy on the aid program to build a better understanding of its objectives.
Given the budget reprioritisation in December 2012, all programs delayed a range of activities. This has placed additional pressure on programs to deliver activities in a shorter period.	Counsellor will need to ensure work plans are achievable and consider early on in 2013–14 whether extensions are required to achieve targets and maintain program quality.

Annex A

Progress in addressing 2011 management consequences

Management consequences identified in 2011 APPR	Rating	Progress made in 2012–13
1. Implement the Australian Government's commitment to double the bilateral aid program by 2013–14 (the 2012 APPR will also review the activities related to the transition to democracy Ministerial announcement of 1 June 2012).	Green	The program worked to implement the increase to the aid program across all objectives. It is on track to implement the final stage of the increase in 2013–14. It also sought innovative solutions to the December 2012 budget reprioritisation. The program significantly increased transition-to-democracy activities in 2012 and worked with a range of partners to deliver positive results.
2. Improve communications, public diplomacy and branding of Australia's aid activities.	Green	The program improved communications, public diplomacy and branding in 2012–13. This was facilitated through the development and implementation of a new communications strategy and communications and media training (including branding), implementation of an in-house media monitoring solution, closer work with managing contractors on public diplomacy opportunities and the production of a brochure on the Fiji program for stakeholders.
3. Conduct in 2012 a stocktake of all gender-related initiatives in the Fiji aid program.	Green	The recommendations of the 2012 gender stocktake are being implemented.
4. Conduct future program planning will be conducted throughout 2012 to inform programs beyond 2014. This will include support to Fiji as it prepares for elections in 2014.	Green	Future programs will be outlined in detail.
5. Implement monitoring and evaluation frameworks, focusing on the results agenda.	Green	The program's monitoring framework was updated in 2012. The program will work to better integrate the framework into all objectives and crosscutting areas.
6. Support staff to manage the increased bilateral funding. Align the analytical and policy work of Canberra staff with the program delivery work of Post (and vice versa). Ensure greater emphasis to workforce planning to ensure staff have the right skills to deliver results. Support staff who want to specialise in a particular sector, such as health or education.	Green	The program better aligned the work of colleagues in Suva and Canberra in 2012–13. A joint workforce plan was produced and responsibilities to better manage increased workload re-distributed.

Note:

- Green. Progress is as expected for this point in time and it is likely that the objective will be achieved. Standard program management practices are sufficient.
- Amber. Progress is somewhat less than expected for this point in time and restorative action will be necessary if the objective is to be achieved. Close performance monitoring is recommended.
- Red. Progress is significantly less than expected for this point in time and the objective is not likely to be met given available resources and priorities. Recasting the objective may be required.

Annex B

Quality at Implementation ratings

Initiative name	Approved budget	Duration	QAI year	Quality at Implementation ratings					
				Relevance	Effectiveness	Efficiency	Monitoring and evaluation	Sustainability	Gender equity
Civil Society Program	\$7,805,780.86	2000–11	2011	5	5	3	3	4	5
			2012	N/A	N/A	N/A	N/A	N/A	N/A
Temporary Assistance to Fiji Education	\$3,671,731.34	2010–12	2011	5	5	5	4	4	4
			2012	5	3	2	3	3	4
Access to Quality Education Program, Fiji	\$10,000,000.00	2010–13	2011	5	4	4	4	4	4
			2012	6	5	5	4	4	4
Fiji Scholarships 2011 Intake	\$5,733,209.00	2010–17	2011	5	5	5	4	5	6
			2012	5	4	5	5	5	5
Fiji Health Sector Support Program 2011–2013	\$15,000,000.00	2011–14	2011	5	4	4	4	5	4
			2012	5	5	5	4	4	5
Fiji Health Sector Interim Assistance	\$3,358,556.36	2010–12	2011	5	4	4	4	5	4
			2012	5	5	5	4	4	5
Fiji Community Development Program	\$9,360,000.00	2011–15	2011	6	5	5	4	5	5
			2012	5	5	5	5	4	5
FIJI scholarships (Australia Development Scholarships)—initial	\$2,720,596.51	2010–15	2011	N/A	N/A	N/A	N/A	N/A	N/A
			2012	5	4	5	5	5	5
Transitional Support—Fiji Community Development	\$2,972,000.00	2011–13	2011	N/A	N/A	N/A	N/A	N/A	N/A
			2012	Exempt	Exempt	Exempt	Exempt	Exempt	Exempt

Initiative name	Approved budget	Duration	QAI year	Relevance	Effectiveness	Efficiency	Monitoring and evaluation	Sustainability	Gender equity
Transition to Democracy	\$2, 650, 000.00	2012-13	2011	N/A	N/A	N/A	N/A	N/A	N/A
			2012	6	5	4	4	5	5

Definitions of rating scale:

Satisfactory (4, 5 and 6)

■ = 6 = Very high quality

■ = 5 = Good quality

■ = 4 = Adequate quality, needs some work

Less than satisfactory (1, 2 and 3)

■ = 3 = Less than adequate quality; needs significant work

■ = 2 = Poor quality; needs major work to improve

■ = 1 = Very poor quality; needs major overhaul

Risk Management scale:

■ Mature (M). Indicates the initiative manager conducts risk discussions on at least a monthly basis with all stakeholders and updates the risk registry quarterly.

■ Intermediate (I). Indicates the initiative manager conducts ad-hoc risk discussion and updates the risk register occasionally.

■ Basic (B). Indicates there are limited or few risk discussions and the risk register has not been updated in the past 12 months.

Annex C

Evaluation and review pipeline planning

List of evaluations completed⁷⁸ in the reporting period

Name of Initiative	AidWorks number	Type of evaluation ⁷⁹	Date evaluation report received	Date evaluation report Uploaded Into AidWorks	Date management response uploaded into Aidworks	Published on website
Civil society program Transitional support— Fiji Community Development	INE887 INJ788	Independent completion report	May 2012	Not uploaded	Not uploaded	No
Access to Quality Education Program	INJ515	Mid-term review	November 2012	Not uploaded	Not uploaded	Yes

List of evaluations planned in the next 12 months

Name of Initiative	AidWorks number	Type of evaluation	Purpose of evaluation ⁸⁰	Expected completion date
Fiji Health Sector Support 2011–13	INJ640	Mid-term review	To Inform a future phase of program	July 2013
Disaster Preparedness and Response Fund	INJ651	Independent progress report		August 2013
Fiji Health Sector Interim Assistance	INJ677	Independent completion report	Seeking an ICR exemption for this activity.	
Temporary Assistance to Fiji Education	INJ193	Independent completion report	Seeking an ICR exemption for this activity.	
Access to Quality Education Program	INJ515	Impact evaluation	To support causal inference.	2017

⁷⁸ 'Completed' means the final version of the report has been received.

⁷⁹ Mid-term review, completion report, partner-led evaluation, joint evaluation.

⁸⁰ To inform a future phase of program, to improve existing program; to verify program outcomes.