

# Centre for Sport and Social Impact



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## PNG Overall Program Evaluation Research Report

Report prepared for the National Rugby League (NRL)  
December 2016



**Australian  
Aid** 

# Acknowledgements

We wish to thank the NRL program stakeholders, including representatives from organisations and relevant government departments in sport, education and community development contexts, who gave their time to participate in the interviews over the duration of the evaluation timeframe. The assistance of staff at the NRL is gratefully acknowledged.

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# Executive Summary

## Program Background:

The NRL's League Bilong Laif (LBL) program began as a three-way partnership between the Australian Government (represented by the Department of Foreign Affairs and Trade, DFAT), the Papua New Guinea (PNG) Government (represented by the National Department of Education), and the Australian Rugby League Commission (represented by the NRL). LBL was the first program operated by the NRL in PNG, additional programs now being delivered are the Wellbeing program and Voice Against Violence, which were introduced in 2016.

## Program Aim

LBL alongside the newly introduced Wellbeing and Voice Against Violence programs are the result of a comprehensive program design process, strategically devised to contribute to development outcomes, which include:

- Improve student engagement with education in and out of the classroom via communication of positive social messages;
- Increase opportunities for empowerment of females of all ages;
- Increase awareness of issues associated health and wellbeing;
- Combat issues associated with domestic violence and raise awareness; and
- Improve organisational and management capacity of rugby league in PNG.

## Purpose of this Report:

This report provides a comprehensive overview of the NRL's programming evolution and development, since the initial pilot phase in 2013/2014. The report is based on qualitative research and data that has been collected and analysed over this timeframe to identify progress and indicators of program success held by the various stakeholders in Australia and PNG.

## Key Findings:

This review has thematically grouped the various progress areas and includes all previous reports as separate appendices for full details about specific program outcomes. The thematic areas are: program outcomes; stakeholder partnerships; training and capacity building; program design; and monitoring and evaluation. Key challenges over each phase have also been identified, alongside the steps taken by the NRL team to overcome these. The micro, meso and macro factors that have been present as potentially mediating issues are also listed to demonstrate how the program has reacted and evolved with the wider contextual environment.

## Future Recommendations

The key recommendations for programming and wider NRL operations relate to the following thematic areas: monitoring and evaluation; program sustainability; and program strategy.



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# 1.0 Introduction

## 1.1 Overview

This report provides a snapshot of the key emerging outcomes from the NRL's programming in Papua New Guinea (PNG) between 2013 and 2016. The report is structured around the following phases:

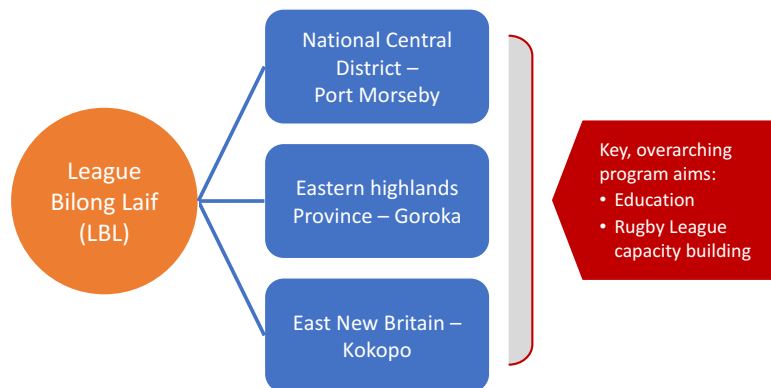
- **Phase One:** Pilot phase, November 2013 – November 2014
- **Phase Two:** November 2014 – November 2015
- **Phase Three:** November 2015 – November 2016

Each phase will be discussed in relation to program development, monitoring and evaluation and the fundamental emerging outcomes in thematic form and key numbers. This provides a clear overview of what has happened with NRL programming in PNG during this timeframe. The previous reports for each year are included as appendices at the end of this macro report for further detail concerning the emerging outcomes.

The NRL's League Bilong Laif (LBL) program is a three-way partnership between the Australian Government (represented by the DFAT), the Papua New Guinea (PNG) Government (represented by the National Department of Education), and the Australian Rugby League Commission (represented by the NRL). LBL is a result of a comprehensive design process, strategically tailored to contribute to development outcomes. The program was the first delivered in PNG by NRL, which now operates the Wellbeing program and Voice Against Violence. The key social messages and program aims now include:

- Improve student engagement with education in and out of the classroom via communication of positive social messages;
- Increase opportunities for empowerment of females of all ages;
- Increase awareness of issues associated health and wellbeing;
- Combat issues associated with domestic violence and raise awareness; and
- Improve organisational and management capacity of rugby league in PNG.

## 2.0 Phase One: Pilot phase, November 2013 – 2014



### Program Outcomes

- The program was **strategically designed and implemented** during this pilot phase
- The program was developed with a philosophy reflecting **'everyone participates'**, which was a unique offering in the context of PNG
- The LBL was underpinned by **strong organisational principles and a governance structure**, which fostered successful initial implementation and set-up on the ground
- Program delivery **commenced in schools**
- **Head office established** and operations established in Port Moresby

### Stakeholder Partnerships

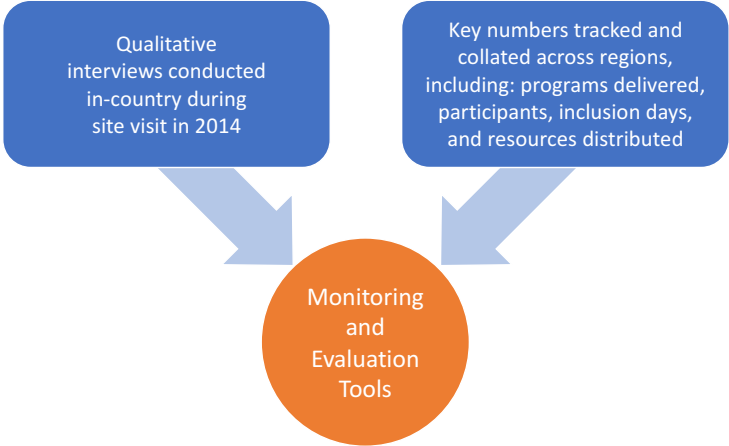
- Potential program stakeholders were **consulted and new relationships were established** during the pilot phase
- Key new partners included the **Department of Education** to help secure the support of local schools and **Papua New Guinea Rugby Football League (PNGRFL)** to start assisting with the capacity building of rugby league in PNG
- School partnerships and initial, tentative community relationships developed

### Training and Capacity Building

- All **in-country staff were recruited** and trained to deliver LBL across the three regions
- **Investment in Papua New Guineans** to build the capacity of local communities and develop role models and potential future leaders
- Development of teacher training program

### Program Design

- Use of **sport as a tool for engagement**
- The program was designed with a focus on **educational engagement and achievement**
- Target group for program delivery is **children in PNG schools**
- The NRL worked with Macmillan Education to develop Rugby League readers to facilitate learning outcomes and education engagement



**KEY PROGRAM FIGURES**

LBL Program	Outreach and Inclusion Programs	Teacher Training	Training and Development
<ul style="list-style-type: none"> <li>In this phase a total of <b>31 six-week LBL programs</b> were delivered across all regions</li> <li>This included <b>10,025 male</b> participants and <b>8,893 female</b> participants</li> <li><b>31 rugby league kits</b> were handed out to facilitate sustained engagement</li> </ul>	<ul style="list-style-type: none"> <li><b>1 Girls’ Fun Day</b> was delivered to a total of <b>130 female</b> participants</li> <li><b>6 Disability Days</b> were organised and delivered across all regions</li> </ul>	<ul style="list-style-type: none"> <li>During this phase <b>515 teachers</b> were trained in total, including <b>310 female</b> teachers and <b>205 male</b> teachers</li> </ul>	<ul style="list-style-type: none"> <li>At the end of 2014 the program consisted of <b>12 full-time</b> staff members, <b>8 volunteers</b> and <b>22 casual staff members</b>, which is <b>42 staff</b> in total</li> <li>Out of these staff members <b>19 were female</b></li> </ul>

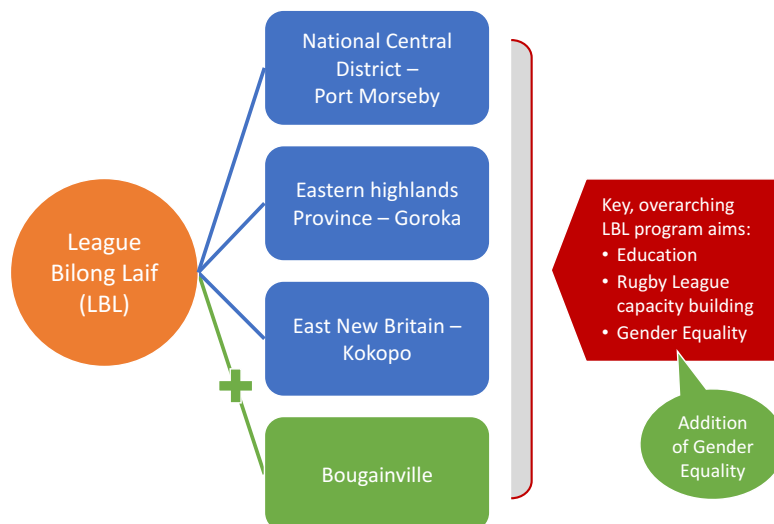
**EMERGING PROGRAM IMPACTS**

These excerpts highlight some emerging impacts after the program was initially set-up and implemented during the first phase

*“There are some kids they have a habit of, like they come to school today, the next day they’re off and with this program, most of the kids that have been doing that are actually in school because they know league Bilong Laif will be in here teaching us the skills of rugby league. So that even changed some of their attitudes. I mean most students that have been off school have been coming since then” (School teacher)*

*“It also motivated our learning, our standard of learning also improved. Some children, they found it very difficult when reading, we were also given books to read or even the facilitators were reading to our children, it’s a different tone of voice than hearing the boring voice of a teacher every day ... so it motivated in the area of reading and discipline and attitudes towards their own learning” (School teacher)*

## 3.0 Phase Two: November 2014 – November 2015



### Program Outcomes

- Program expansion into **Bougainville**, which means the NRL had a presence in four regions of PNG (highlighted above)
- Program delivery commenced into **settlement schools** to provide opportunities for the most disadvantaged children
- **Expansion of program** with delivery into more schools across a broader reach of locations in PNG
- Development of **NRL brand and reputation** in PNG
- Delivery of outreach programs at the **PM's XIII tests** and **SP Hunters Game**

### Stakeholder Partnerships

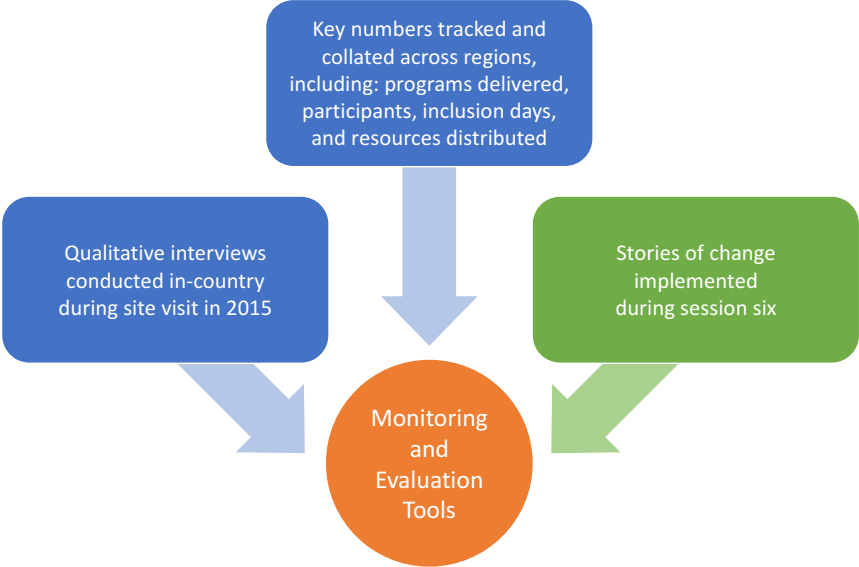
- **Strengthening** and developing of existing stakeholder relationships with PNGRFL, in particular. Partnered to help operationally with the **2015 Pacific Games and PM's XIII tests**, which help develop the profile of the program with government departments and increase the NRL's visibility in the wider community
- **New relationships established** with local community organisations and NGOs including Buk bilong Pikkini, Save the Children and the National Sport Institute

### Training and Capacity Building

- Increase in the number of teachers trained, which is correlated with the growth of schools being delivered into
- Recruitment of **new staff in Bougainville** to commence program delivery and the development of LBL in this location
- Continued capacity building of staff in the following areas: First aid, game-sense delivery, key LBL messages and program delivery, iPad use, program planning, administration

### Program Design

- The program developed to include **gender equality aims**, with a specific focus on increasing female empowerment
- Inclusion of session six into the program and the collection of **stories of change**
- **Provision of iPads** to each region to streamline monitoring and evaluation processes, and track session numbers, photographs taken by DOs and stories of change
- Improved **media and communication** strategy to effectively communicate the work of NRL and program outcomes. Development of NRL profile and interaction with local communities on social media sites, such as **Facebook and Twitter**



**KEY PROGRAM FIGURES**

LBL Program	Outreach and Inclusion Programs	Teacher Training	Training and Development
<ul style="list-style-type: none"> <li>In this phase a total of <b>99 six-week LBL programs</b> were delivered across all regions</li> <li>This included <b>14,422</b> male participants and <b>13,794</b> female participants</li> <li><b>99 rugby league kits</b> were handed out to facilitate sustained engagement</li> </ul>	<ul style="list-style-type: none"> <li>A total of <b>7 Girls' Fun Days</b> were delivered to <b>1,438</b> female participants</li> <li><b>6 Disability Days</b> were organised and included <b>142 male</b> participants and <b>106 female</b> participants</li> <li>7 programs were delivered in settlement schools to <b>319 male</b> and <b>93 female</b> participants</li> <li><b>5</b> Holiday Clinics were delivered to <b>171 male participants</b> and <b>129 female participants</b>, which is <b>300 in total</b></li> <li><b>A total of 174 female participants</b> and <b>175 male participants</b> were part of the outreach activities at PM's XIII and SP Hunters matches</li> </ul>	<ul style="list-style-type: none"> <li>During this phase <b>693 teachers</b> were trained in total, including <b>413 female</b> teachers and <b>280 male teachers</b></li> </ul>	<ul style="list-style-type: none"> <li>At the end of 2015 the program consisted of <b>17 full-time</b> staff members, <b>3 volunteers</b> and <b>14 casual staff</b> members, which is <b>34 staff</b> in total</li> <li>Out of these staff members <b>17 were female</b></li> <li><b>3 staff members</b> were awarded <b>Australian fellowships</b></li> </ul>

## STORIES OF CHANGE NARRATIVE EXAMPLES

These highlight the program impacts on youth and provide a unique platform to explore their experiences

*“In the beginning I never wanted to concentrate on school work and I never listen to my teacher and never answered questions and when League Bilong Laif came in they really change my life and now I always respect and put education first in everything I do (School child)*

*“Before [the LBL program] I was greedy and not respecting my friends, now I am sharing and respecting others” (School child)*

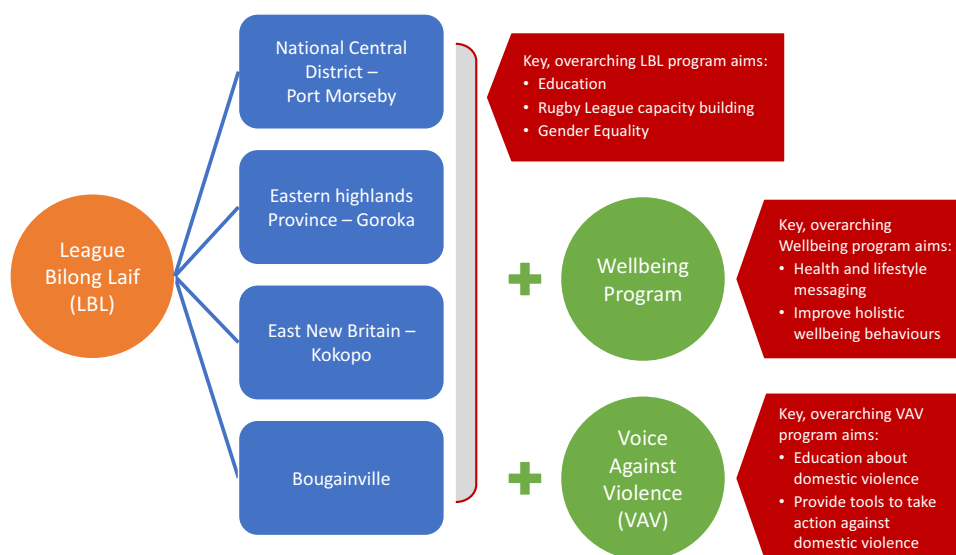
*“Rugby is male dominated and for us like girls we always wanted to play by the problem was we do not know the skills and how to apply the skills of catching and kicking the ball. But since I was involved with the program I feel I have some changes like kicking and catching the ball. It makes me feel really good to be playing rugby and knowing those skills well” (School child)*

## KEY OVERVIEW

Key challenges and recommendations identified in Phase One		Key changes implemented in Phase Two	
1	Refinement of program aims to ensure these are reflective of all emerging outcomes		Program aims changed to accommodate outcomes emerging around <b>gender equality</b>
2	Demonstration of secondary outcomes of the program aims (e.g. diplomacy)		<b>Monitoring and tracking</b> processes introduced to record all NRL in outcomes in PNG, including media, diplomacy activities and community engagement
3	Engage with more stakeholders in local communities, in particular schools and teachers to secure their long-term support		<b>New relationships</b> but with local community organisations and relevant NGOs
4	Refine monitoring and evaluation processes to make processes more efficient		<b>iPads</b> provided to record activities and provide a central hub for all data
5	Develop new monitoring and evaluation tools to comprehensively explore program impacts		<b>Stories of change</b> and session six introduced to provide a platform for children's experiences to emerge
6	Program expansion into rural areas		Program delivery into <b>settlement schools</b>



## 4.0 Phase Three: November 2015 – November 2016



### Program Outcomes

- Introduction of two new programs in 2016; the **Wellbeing program** and **Voice Against Violence (VAV)**
- The NRL programs in PNG now provide a broad coverage of messaging and education about fundamental socio-cultural issues in local communities
- Continued program delivery into **settlement schools and an increase in the number of these schools targeted**
- Partnered with **Save the Children to deliver League, Life, Literacy**, which successfully integrated twenty youths back into the education system

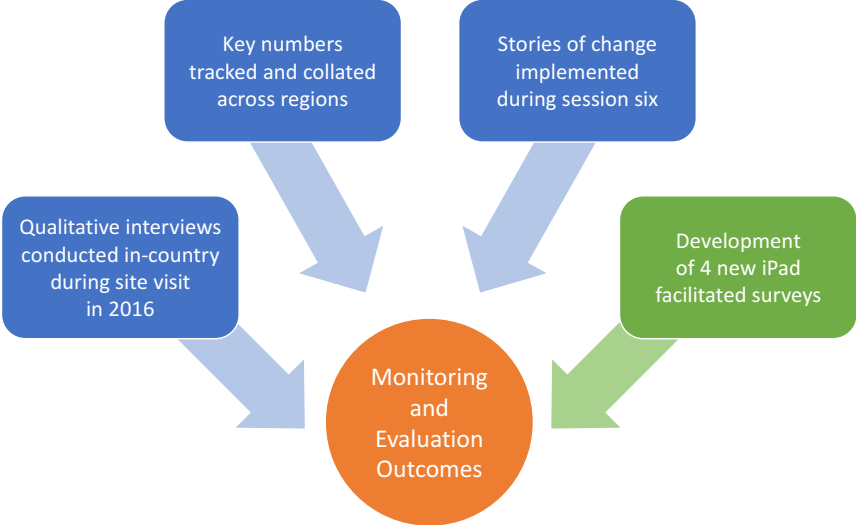
### Stakeholder Partnerships Outcomes

- **Strengthening** and developing of existing stakeholder relationships. NRL Partnered with Save the Children on the League, Life, Literacy program and assisted with the capacity building of PNGRFL by conducting a governance review, developing a female participation strategy and coaching/accreditation processes
- **Assisted with PM's XIII test** again in this phase, which continues to generate program visibility and provide capacity building opportunities for staff
- **New relationships established** with Digicel and the Family and Sexual Violence Action Committee, which will assist with the delivery of VAV

### Training and Capacity Building Outcomes

- Additional staff recruited to deliver the Wellbeing and Voice Against Violence programs
- Training provided to staff about these programs and methods of delivery
- Increase in the number of teachers trained, which is correlated with the growth of schools being delivered into. **Positive feedback received about the value of teacher training** received as a professional development opportunity
- **Performance monitoring** implemented to track task completion for each NRL region and develop clear processes for ongoing program delivery

- Program Design**
- Development of **four new iPad surveys**, for completion by teachers and development officers
  - **Follow-up visits introduced and conducted** with schools to provide ongoing support and monitor any emerging long-term impacts
  - Continuation of systematic **media and communication strategy**, with one DO dedicated to ensuring program outcomes and activities are widely disseminated
  - **Strong community demand** (including schools, parents and local organisations) for the program and increasing recognition of the work being conducted by NRL in PNG



**KEY PROGRAM FIGURES**

LBL Program	Wellbeing Program	Outreach and Inclusion Programs	Training and Development
<ul style="list-style-type: none"> <li>• In this phase a total of <b>48 six-week LBL programs</b> were delivered across all regions</li> <li>• This included <b>7,311 male</b> participants and <b>6,607 female</b> participants</li> <li>• <b>48 rugby league kits</b> were handed out to facilitate sustained engagement</li> </ul>	<ul style="list-style-type: none"> <li>• A total of <b>48 Wellbeing programs</b> were delivered to <b>6,251 male</b> and <b>5,909 female</b> participants</li> </ul>	<ul style="list-style-type: none"> <li>• A total of <b>6 Girls' Fun Days</b> were delivered to <b>220 female</b> participants</li> <li>• <b>8 Disability Days</b> were organised and included <b>168 male</b> participants and <b>131 female</b> participants</li> <li>• <b>10</b> programs were delivered in settlement schools to <b>319 male</b> and <b>108 female</b> participants</li> </ul>	<ul style="list-style-type: none"> <li>• <b>9 new female</b> and <b>9 new male staff</b> members trained, either as casuals/ volunteers or as full-time staff</li> <li>• <b>1 female staff</b> member was promoted into a more senior role</li> <li>• <b>3 female staff</b> members attended Pacific Women's Leadership Development Program</li> </ul>

## STORIES OF CHANGE NARRATIVE EXAMPLES

These highlight the program impacts on youth and provide a unique platform to explore their experiences

*“For me joining LBL is a great privilege because I am new to the program and transferring in from an outer village I have never come across a program such as this. I am a shy boy but since joining the program I have now begun to mix and socialise with other boys and girls. The program has really helped me to build my confidence” (School child)*

*“My school had visitors from the League Bilong Laif Program who came to train us about how rugby is played. Their aim was not only about how rugby is played but also about making us aware about having respect for one another especially when it comes to education. Every child has a right to learn at school and should not be bullied” (School child)*

## KEY OVERVIEW

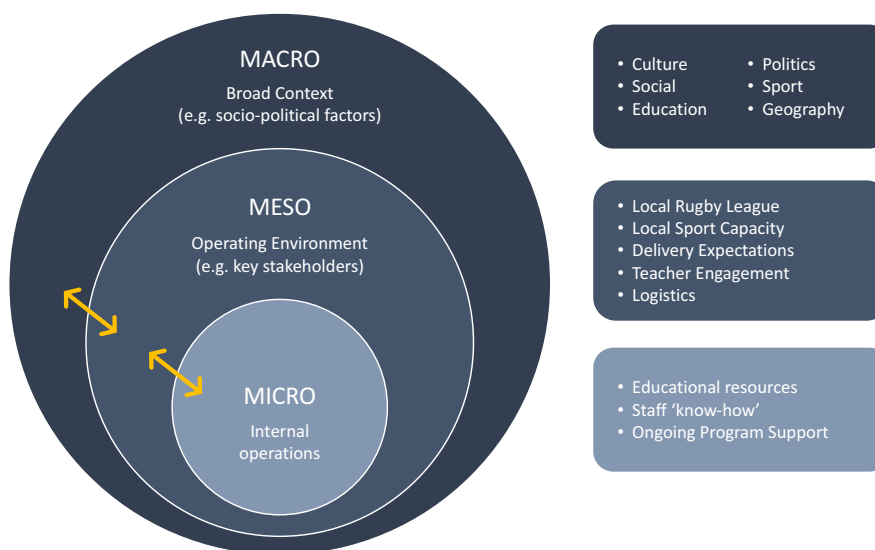
Key challenges and recommendations identified in Phase Two		Key changes implemented in Phase Three
1	Communicate positive outcomes of LBL to stakeholders	Improved <b>media and communication</b> strategy and engagement with key high-level stakeholders in PNG (e.g. Digicel)
2	Develop monitoring and evaluation framework further to capture emerging outcomes from key stakeholders	Development of <b>four new iSurveys</b> that holistically address revised program aims and gather <b>comprehensive feedback</b> from teachers
3	Provide additional training for iPad survey delivery and understanding of iSurveys	Training provided to all teams cross-regionally about the use of iSurvey software and evaluation processes
4	Formalise stakeholder relationships	Clearer <b>role demarcation</b> and <b>regular communication</b> with PNGRFL, which has resulted in more event partnering and capacity building activities
5	Follow-up visits for teachers to assist with maintaining their support and to explore long-lasting program impacts	Introduction of <b>teacher follow-up</b> visits after LBL delivery to provide ongoing support
6	Establish clear development pathways for staff	<b>Progression of several staff</b> members into more senior roles
7	Create a greater sense of cohesion between regional teams	<b>DO conference organised</b> and delivered that helped bring NRL regional teams together



## 5.0 Key Overall Challenges

This section presents an overview of contextual factors influencing sport-for-development in PNG. These factors have been largely unchanging over the duration of the program and help to provide a holistic snapshot of the wider socio-cultural, political and operational environment that could either facilitate, or inhibit, the progression and implementation of sport-for-development activities.

This section is broken down into the following subsections:



### 5.1 Macro Level Factors – Broad Context

- **Culture:** There are approximately 860 different cultures and languages found in PNG with varying customs, values and a history of inter-group tensions. The communities across PNG operate very differently, some are laissez-faire, and others are stricter in protocol, particularly in relation to the delivery of programs such as LBL and Wellbeing. This means a one-size fits-all approach is not appropriate for PNG;
- **Social:** Attitudes towards women, respect in general (towards self and others) and social issues concerning alcohol consumption and smoking at a young age are major concerns in PNG communities. Poor attitudes towards disabled individuals are also a factor for consideration in programs aimed at social inclusion;
- **Education:** There are several factors that are pertinent in the education context of PNG, including:
  - Low levels of English literacy, which is a challenge for development officers who are encouraged to deliver programs in English;
  - The PNG Curriculum does make allocations for physical education, which could potentially deter long-term school engagement;
  - Student disengagement is a prevailing issue, which presents difficulties in regards to reaching out to local children and encouraging them to attend school;
  - Large class sizes in schools are challenging for program staff and create issues with the delivery of engaging, participative experiences for students

- **Politics:** The Australian government and PNG government are key partners of NRL programming, which has had an influence on aspects of the program and continues to influence program priorities;
- **Sport:** There are limited sporting structures and pathways in place for ongoing participation, which inhibits the opportunities available for children after program delivery. There are also a lack of suitable and safe facilities (e.g. playing fields) and schools have limited resources, which have presented ongoing challenges to the activities and programming organised by the NRL;
- **Geography:** There have been ongoing problems throughout the three year evaluation period with the geographic spread of schools, weather conditions and public transport, which has made it difficult for staff to access some program locations.

## 5.2 Meso Level Factors – Operating Environment

- **Local Rugby League Stakeholders:** The relationship between the NRL and the local stewards of Rugby League (PNGRFL and local Rugby League associations) is imperative for the capacity building of rugby league in PNG. This relationship has improved and strengthened, over the three year timeframe, as more trust has been developed between the two organisations.
- **Teacher Engagement:** Teacher engagement has been an ongoing difficulty for continued program delivery, which has presented a significant challenge for the LBL program, in particular. Reasons for this include a lack of time to prepare and implement aspects of their LBL training, and limited resources to deliver the program to large class sizes.
- **Local Capacity for Junior Sport Development:** A lack of capacity for junior sport development remains in PNG. There is still a limited focus on foundational skill development for juniors (e.g. 6-12 years) and there is a lack of financial and human resources to develop these areas.

## 5.3 Micro Level – Internal Operations

- **Educational Resources:** The number of educational resources available for large class sizes has been an ongoing issue during the three year period. It is difficult logistically to provide enough readers and books for all students.
- **Sporting Equipment:** There was a strong consensus that sports equipment is limited; it is difficult to have enough equipment to accommodate all of the children. It is important to provide sports equipment to schools after the program has been delivered to promote continued participation.
- **Length of Internal Processes:** It was highlighted that it can be a lengthy process to recruit new staff, which could impact on program delivery if there are an inadequate number of DOs or casual staff members.
- **Office Space Loss:** In 2016 there was a fire at the head office in Port Moresby, which resulted in a substantial amount of equipment, resources and data being lost. This presented logistical and financial difficulties during this phase.

## 6.0 Future Recommendations

The three-year evaluation period, which is summarised in this report, has **demonstrated consistent outcomes and development of NRL's programming and activities in PNG**. Specific details of these are addressed in more depth in the program reports for each phase (included as appendices). The fundamental areas of impact that have been fostered include, education engagement and attitudes, gender equality, social and behavioural change, capacity building and the provision of sport opportunities to traditionally socially excluded groups (e.g. disabled children).

**The LBL program has evolved significantly**, which has been facilitated by building strong stakeholder partnerships, investing in local Papua New Guinean staff to build their capacity, and strategically growing the program congruent to available resources and wider contextual factors. **Community outreach events** have also helped to build the reputation and presence of the NRL in these local community groups. In addition, the NRL has **engaged with activities at high-profile public events** and **liaises with relevant government** departments to highlight the outcomes of the work being conducted and gain support, whilst increasing visibility.

The development of program staff and operations, since the pilot phase, is reflected in the **addition of two new programs; the Wellbeing program and Voice Against Violence**. These provide additional coverage of health, lifestyle and domestic violence messaging that are fundamental to PNG communities.

The programming in PNG is well established and staff members are highly experienced with the delivery of programs and the organisation of community events. The following areas are recommendations for the future to help improve operations, build relevant capacity, develop sustainability and strategically situate NRL's work to sharpen outcomes delivered and consolidate overall aims.

### MONITORING AND EVALUATION

- Ensure each region is delivering all four surveys and that follow-up visits are being conducted with schools to collect data. This will provide information about the long-term impacts of the program and deliver a comprehensive overview of effects and sustained change after initial implementation.
- Tracking and monitoring to expand to include the Wellbeing program and Voice Against Violence to understand the outcomes of these activities.
- Develop internal capacity for monitoring and evaluation with staff workload planning dedicated to collating and analysing all information from stories of change and the surveys.

### PROGRAM SUSTAINABILITY

- Conduct regular follow-up visits with schools and teachers to ensure there is ongoing program support and delivery is maintained.
- Ensure there are adequate staff numbers to deliver all programs and maintain quality and consistency.
- Ensure all cross-regional teams have adequate support and performance feedback to ensure the quality of ongoing program delivery and work conducted.

## **PROGRAM STRATEGY**

- Partner strategically with organisations that are aligned with overall program objectives and goals to ensure these remain widely understood and recognisable.
- Update the program logic framework to ensure it is relevant and applicable to the expanded and enhanced NRL programming. The programs have evolved and developed since the initial inception and pilot phase, which has happened strategically in relation to the wider context in PNG and opportunities within the Pacific Sports Partnership Innovation Funding. It is important to demonstrate all outcomes that are being achieved and the additional emerging impacts.

# Appendices

The appendices contain the following reports:

- Pilot Phase report from 2013 – 2014
- Interim evaluation report for the period November 2014 – June 2015
- Program evaluation report for the period November 2014 – November 2015
- Interim evaluation report for the period November 2015 – June 2016
- Program evaluation report for the period November 2015 – November 2016





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