

## **The Role of the Fiji Council of Social Services (FCOSS) in Service Delivery in Fiji: Some Thoughts**

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### ***Abstract***

*Since 1980s most major international donor agencies have diverted aid distribution from state agencies to Civil Society Organisations (CSOs). Reasons advanced for this are claims of better governance, better accountability, more transparency and efficient service delivery by CSOs. This paper provides a description of the activities of the Fiji Council of Social Services (FCOSS) in service delivery.*

### **Introduction**

As a developing small island nation, Fiji receives aid and grants from donors like Australia, New Zealand, European Union, Japan, China and USA. These aid and grants have been channelled through either the government or Civil Society Organisations (CSOs). There is extensive literature on the roles of the state and CSOs in service delivery. Anheier et al. (2001), McTigue (2004), Kelsey (1993), Picciotto (1995), Cannan and Warren (1997), Schafer (1999), Lamour (2004), and Lister and Carbone (2006) have discussed the relative roles of state and CSOs in service delivery. A theme in some of the studies, like Kelsey's, is the rolling back of the state in social welfare system. For the South Pacific Island Countries (SPICs) Low and Davenport (2002), Wainwright (2003) and Hegarty et al. (2004), Naidu (1994), Plange (1987), Pathak et al. (2008), and Naz (2009) have discussed aspects of these themes. None, however, have provided any definitive assessment of the ef-

fectiveness of aid delivery through the competing modes of deliveries.

This paper provides a description of the Fiji Council of Social Services, and discusses the role it plays in service delivery in the country.

### **Major Donor Agencies**

Over the past decade, Australian Aid has been the largest source of aid to Fiji. Channelled through AusAid, the aid aims to create employment and generate economic improvement in Fiji, and support the delivery of essential social services, rural development, promote better access to financial services and improve livelihoods (Australia Government, 2009). AusAid is partnering with Ministry of Health, Ministry of Education, and civil society organisations to provide essential services to vulnerable groups, specifically to women and children (Australia Government, 2009).

New Zealand is another consistent aid donor to Fiji. Most of the aid is channelled through NZAID, which is a part of the New Zealand Ministry of Foreign Affairs and Trade. This ministry manages New Zealand's Official Development Assistance (ODA) programme. NZAID has its own management that deals primarily with activities that support sustainable development of developing countries in their drive towards achieving MDGs (New Zealand's International Aid and Development Agency, 2010).

European Union aid is another source of aid to Fiji. The EU, composed of twenty five member states in Europe, is the world's biggest aid donor (European Union, 2010). The Commission's European Aid co-operation office manages EU's external aid programmes and ensures that the development assistance is delivered worldwide and especially to the developing countries. EU works in close collaboration with various stakeholders to make the aid more effective for civil societies, international organisations and governments (European Union, 2010).

### **Donor Preference of CSOs**

Over the last few decades a key question that has arisen is who is better in using donor funds in service delivery: the state or the CSOs? A Civil Society International (CSI) survey in 2003 found out

that 69% of the respondents mentioned that CSOs are better service delivery agent's vis-à-vis the state (FCOSS, 2010a). The positive image of CSOs is also reflected in the public-trust ratings, where religious organisations (89%) and CSOs (87%) have higher trust ratings while most state institutions, such as the government departments, justice system, military and police score 50% or lower trust ratings (FCOSS, 2010a). This empirical evidence highlights that due to the issue of good governance, donor agencies prefer to give aid directly to CSOs rather than to the state.

### **Service Delivery and Millennium Development Goals**

MDGs are very important for developing small island countries. Service delivery must, thus, be strategically tied with the strategies to achieve MDGs. As such, these must focus on each of these eight goals. The first goal is to eradicate extreme hunger and poverty. The second goal is to achieve universal primary education. The third goal is to promote gender equality and empower women. The fourth goal is to reduce child mortality, while the fifth goal is to improve maternal health. The sixth goal is to combat HIV/AIDS, malaria and other diseases. The seventh goal is to ensure environmental sustainability, and the eighth goal is to develop a global partnership for development (UNDP, 2010). These goals are drawn from the actions and target plans contained in the Millennium Declaration which was adopted by 189 nations during the United Nations Millennium Summit in September 2000.

### **Service Delivery and Principles of Paris Declaration**

In order to achieve good governance, it is proposed that service delivery must adhere to the five principles of Paris Declaration. From its inception, the primary aim of the Paris Declaration was to ensure effective use of aid. The first principle of Paris Declaration is 'ownership', where the developing countries set their own country goals and objectives for poverty reduction, institutions improvements and tackle corruption. The second principle is 'alignment', which requires the countries to align their country development goals to MDGs. The third principle is 'harmonisation', where donor countries are required to coordinate, simplify procedures and share information to avoid duplication. The fourth principle is obtaining

'results', where developing countries and donors change focus on the need to measure results. The final principle is 'mutual accountability', which requires the donors and partners to be accountable for development results (OECD, 2010).

### **Rolling Back of the State in Fiji**

In Fiji, prior to 1987 coup, aid was mainly given through the state, which then distributed the funds to CSOs. This was problematic for some CSOs who were not in good terms or in line with the political thinking of the state. This trend changed after the 1987 coup when a 'new approach' was adopted by the donor agencies to directly channel funds to FCOSS and individual CSOs (Interview, Executive Director, FCOSS, March 2010). For the CSO's this worked well. The second coup, in 2000, reinforced this preference, but this time donors began channelling aid directly to individual CSOs rather than channel these through FCOSS. FCOSS holds that with aid money was going directly to individual CSOs, abuse also crept in. For example, NZAid lost approximately \$F4m with no successful projects or programmes for money given to CSOs. But whether the funding was channelled directly to individual CSOs or through FCOSS, what was clearly established was that the state no longer was able to 'control' the process of service delivery and gain people's support, and possibly sympathy and political mileage.

Figure 1 shows the trend of donor agencies giving aid to the state and CSOs in Fiji over the years.

### **Role of the State and its Programmes in Service Delivery in Fiji**

The state has the social responsibility of looking after the welfare of its citizens. For this, the government needs to address issues relating to social justice, poverty alleviation, housing, health, education and human rights (NCBBF, 2003). In Fiji, the Government has the primary role of providing a truly egalitarian society where the state works towards development of all communities regardless of race or ethnic origin (NCBBF, 2003). In its attempt to fulfil its responsibilities, the government has established Ministries which assist in service delivery. These include Ministry of Health, Ministry of Education, Department of Social Welfare and Poverty Alleviation, Ministry of Women, Ministry of Finance and National Planning,

Ministry for Provincial Development, Ministry for Home Affairs and National Disaster Management, Ministry of Youth and Sports Development, National Centre for Small and Micro Enterprise Development, and Ministry of Labour, Industrial Relations and Employment. Each of these ministries has their own goals and plans to achieve the overall strategic development plan of the government. Some of the priority areas include education, health and public utilities (water, energy and telecommunications), works and transport.

The core 'government arm' which is responsible for the overall welfare of the education system of Fiji is Ministry of Education. Some of the core functions of Ministry of Education include:

- Establishment, recognition and registration of schools.
- Administration, maintenance and management of government schools and institutional quarters'.
- Paying full salary to teachers who are civil servants and paying 80% salary to non civil servant teachers.
- Assisting children through subsidies on fees based on financial background and merit.
- Paying building grants for Early Childhood Education Centres (Pre Schools), Primary, Junior Secondary and Secondary schools.
- Provide subsidies on textbooks sold through government bookshops.
- Processing payment of premium on school land leases that are on native lease.
- Standards monitoring in schools through sound and rigorous self-assessment, planning, reviewing and reporting.
- Standard Monitoring in Schools (SMIS) for school managements, parents and the community, and.
- Providing free bus fare to children (Ministry of Education, 2009)

In Fiji religious CSOs have always remained prominent in the management of schools. Almost all major religious organisations in Fiji have invested in Fiji's educational systems, with many managing dozens of schools.

Government is the main provider of health services in Fiji. Health services are primarily funded through tax revenues, aided by donor agencies, with a very small cost recovery programme. Government health services are provided through the divisional hospi-

tals, sub-divisional hospital, area hospitals, health centres and nursing stations. Government also provides assistance via Village Health Worker Clinics managed and staffed by trained village health workers. The core function of Ministry of Health include providing health care services to all the citizens of Fiji through a hierarchy of village health workers, nursing stations, health centres, sub-divisional hospitals, divisional and specialised hospitals. The Ministry also monitors compliance with statutes and regulation through issue of building permits, certificates and reports for developments outside urban areas, and eating outlets.

Some CSOs provide notable contributions in the health sector of Fiji. These include the Bailey Clinic, Christian Community Healthcare Fellowship, Fiji Cancer Society, Fiji Red Cross Society, Kidney Foundation Fiji, AIDS Task Force of Fiji, Marie Stopes International HIV/AIDS Prevention and Control, Pacific Eye Institute, Project Heaven, Reproductive Family Health Association of Fiji, Vision 2020 and Fiji Association of Social Welfare (Ministry of Health, 2009). Private hospitals and other privately owned general practitioner outlets also contribute to maintaining the health of the public in Fiji.

Over the recent years, the public utilities, works and transport sector has been undergoing reforms. These reforms are aimed at improving the quality of public utilities, works and transport services. The Department of Water and Sewerage Services has been carved out and the Water Authority of Fiji created to look after water and sewage services in Fiji. This Authority also formulates and implements national policies on use and control of water bodies and resources. Reforms in the road sector are also underway. Some of the core functions of the Ministry of Public Utilities (water, energy and telecommunications), Works and Transport include provision of advice, technical services, planning, design and construction of works projects for other government departments and agencies; management of works and maintenance programmes associated with public buildings, roads, bridges, airfields, jetties, water supplies, sewerage and rural electricity; management of policy, administration and regulatory activities of all modes of transport, and providing an integrated transport system that is safe, efficient, affordable, accessible to all and environmentally sustainable.

Local governments are responsible for issues concerning public health, town planning, subdivision of land, roads and traffic, mar-

kets, purity of foods and licensing of businesses, including shops, restaurants and hotels.

### Role of FCOSS

FCOSS is an umbrella body of civil society organisations in Fiji. Based in Suva, it has 300 members and 200 associated members (FCOSS, 2010a). It was established in 1957 as a non-profit organisation. Over the last 50 years it has been working with individual CSOs and collaborating with government agencies in the areas of social welfare, health, education, community development and environment awareness. The three main goals of FCOSS are advancing social justice and economic development, fostering strong community welfare sector, and capacity building for CSOs (FCOSS, 2010a).

FCOSS operates networks at national, regional, and international levels. At the national level, FCOSS acts as an advocate through collaboration and engagement with government and District Council of Social Services (DCOSS) agencies on social and community development issues. FCOSS also operates at regional level where FCOSS works with and through PIANGO to enhance the good governance and social justice within the various sectors of Fiji. It also maintains international commitment by working with ICSW and CIVICUS for CSO and social development in Fiji.

At the national level, some of the strengths of FCOSS include community mobilisation, cooperation, collaboration and networking; aligning with national developmental strategies and MDGs; continuous maintenance and grass root support; and building and maintaining collective wisdom of the CSOs (FCOSS, 2010a). FCOSS assist's CSOs to carry out special events such as National Conference on Social Development, National Conference on Promoting Rural Women Initiative, Development and Education, National Youth Assembly of Fiji, National Forum on Family, National Forum on Children, National Forum on Care for Elderly, CSOs forum on 'Pacific Plan' and MDGs, CSO forum on Education, Peoples Health Assembly, and CSOs forum on Sustainable Development

FCOSS' vision is to have a society where citizens care for each other, help the less fortunate people and create sufficiency. Some of the core values of FCOSS include multi-culturalism, diversity, caring,

sharing, learning, conflict resolution, peace building, social harmony, good governance, gender equity, social justice, respect, security, trust, faith, hope and partner solidarity. One of the primary functions of FCOSS is to act as an advocate for people centred development. Other functions include:

- Collaborate with CSOs.
- Engage with government and donor agencies.
- Enhance and promote good governance.
- Create an environment of security and trust.
- Celebrate peace and harmonious relationship.
- Promote cultural diversity.
- Support/enhance/empowers for long learning.
- Build communities to embrace cultural diversity.
- Care for each other and particularly help those less fortunate.
- Show concern and care for the physical environment.
- Inculcate sense of pride and passion to make a difference.
- Promote total well being of individuals, families and communities.
- Promote financial sufficiency for individuals and communities.
- Reach out and effectively communicate the principle beliefs and values of FCOSS (FCOSS, 2010b).

FCOSS claims to believe in the principle of good governance and accountability of donor funds. It carries out regular audit and makes available these audits and its financial statements to donor agencies. It has a number of ongoing programmes.

*Fampac – Child Care & Family Strengthening:* The 'Family and Population Activity Centre' programme is mainly designed to strengthen family and childcare for social development of Fiji. This programme focuses on childcare, child development, and awareness on the convention on rights of children, marriage counselling and family strengthening programmes such as parenting skills, children's rights and responsibilities.

*HelpAge:* The 'HelpAge' programme focuses on caring for elderly people, health promotion activities and community needs assess-

ment for elderly persons and implementation plan for elderly people. This service delivery programme is not looked after by the state. By contributing to this project FCOSS filled this important gap in service delivery for the elderly in Fiji.

*Gender Equality in Education:* FCOSS works to tackle gender disparities in education and the related problem of the plight of children from poorer families, particularly the girls.

*Rural Women Initiative, Development & Education (PRWIDE):* This programme is aimed at empowering women. The aim is to promote women's development in social entrepreneurship, economic empowerment of women, budgeting skills, market research, marketing planning and impact assessment. This programme is aimed to develop women economically and intellectually.

*Voluntary Youth Network:* The main aim of this programme is to promote youth development. It inculcates knowledge via activities such as youth training and development, career path and development, life skill management, securing employment (writing job letters, preparing CVs, attending interviews and performing), and understanding peer pressure and individual differences.

*Sustainable Fiji:* This programme focuses on sustainability, environmental awareness, natural resources utilisation, natural resources management, marketing and budgeting skills. It targets youths for sustainable development and management of Fiji.

*Health Programmes:* The Health programmes conducted by FCOSS include HIV/AIDS prevention, drugs and substance abuse prevention, youth and mental health awareness. These programmes are primarily designed to create overall awareness regarding various health issues affecting our lives everyday.

*Prevention of Drugs and Substance Abuse:* This programme makes people aware of the negative effects of drugs and substance abuse. People are told that planting of marijuana as an alternative livelihood activity is not only absurd but a recipe for total destruction of communities. District social leaders are made aware that mental capacity of children are already being affected by drug abuse as it can

be seen in the poor school performance and growing mental health problems within the communities.

*Micro Finance:* Micro Finance programmes are primarily aimed at assisting grass root people with saving money and starting their own small businesses via loans from FCOSS. This involves savings scheme micro enterprise promotion, small income generating projects, investments and social entrepreneurship development.

*Social Leadership Training Institute:* FCOSS has established a semi-Polytec named 'Social Leadership Training Institute' which focuses on providing short courses on leadership and caregivers. Social leadership training and development programmes also aim at providing training of trainers for example, community leaders, Turaga Ni Koros, Student Councils and School Committees. Other focus areas of social leadership training institute include leadership development, management development and professional development.

### **Regional and International Partners of FCOSS**

FCOSS coordinates and collaborates with its regional and international partners on social issues, community development issues, good governance, social justice and social advancement within various sectors of the Fiji. The main regional partner of FCOSS is Pacific Islands Association of NGOs (PIANGO). This is a regional network of NGOs known as National Liaison Units (NLU) (PIANGO, 2010). PIANGO was established in 1991 to assist NGOs in the Pacific to initiate action, voice out their concerns and work collaboratively with other development actors for fair and justifiable human development (PIANGO, 2010). Some of the roles of PIANGO include assisting and maintaining coalitions and alliances on issues of general apprehension in the region and being a catalyst for change (PIANGO, 2010).

FCOSS also participates in Pacific Islands Forum Secretariat programmes. The primary goal of PIFS is to promote economic growth, political governance and security for the region.

The two main international partners of FCOSS are CIVICUS and International Council of Social Welfare. CIVICUS International consists of influential network of organisations operating at local,

national, regional and international levels. It seeks to represent the voices and opinions of the ordinary people (CIVICUS International, 2010). CIVICUS International has a vision of a global community of committed citizens for developing a more justifiable world. CIVICUS International has three main objective values – the first is ‘civic existence’ which focuses on the rights of citizens to act collectively; the second is ‘civic expression’, which tends to enhance the efficacy and governance of CSOs, and the third is ‘civic engagement’, which focuses on promoting interaction between civil society and other institutions in order to amplify the voice of the citizens in the public (CIVICUS International, 2010).

The International Council of Social Welfare (ICSW) was founded in 1928 in Paris. This body is now a focal representative body of national and local organisations in more than fifty countries. It is a non-government organisation and works with the grass root people in direct social delivery of services. It provides social delivery of services to people who are poor, ill, disabled, frail, oppressed, senior citizens, migrants, refugees and indigenous people (ICSW, 2010).

### **Recommendations for Better Service Delivery**

A major recommendation for better delivery of services is to align service delivery to country’s and government’s overall development strategic plan. This is necessary to ensure that government’s strategic plan meets the needs of the underdeveloped areas in which it has given more aid funds. A related matter concerns focussing on long-term rather than short-term strategies. Both the state and CSOs must adopt a long term rather than short term (ad hoc) strategy for designing and implementing service delivery programmes. There will be need for some immediate/urgent service delivery during times of natural disasters (cyclones, flooding and tsunami) but the overall philosophy must be based on a long-term sustainable strategy.

CSOs must always practice good governance, democracy, transparency, accountability of funds given by donor agencies. In order to efficiently carry out service delivery and to continuously receive funds, CSOs must practice the principles of good governance, accountability, transparency and democracy as required by Paris Declaration. Donor agencies have to be accountable to tax

payers in their own countries and must demonstrate that their funds are used wisely to help the poor people and not subject to corruption and mismanagement.

There is also an urgent need for cooperation and ‘civil partnership’ between the state and the CSOs. A ‘civil partnership’ between the state and the CSOs can be better achieve service delivery in Fiji. Neither the state nor the CSOs alone can provide service delivery to its citizens. Each party must work in tandem and supplement the work of each other.

In addition, rather than working alone in isolation, CSOs must work in coordination and in cooperation with each other so they do not ‘reinvent the wheel’ and duplicate services. Better network and connections between the CSOs will foster optimal utilisation of aid funds in meeting the overall needs of Fiji.

There is also a need for a clear demarcation between the responsibilities of the state and CSOs. The state should mainly concentrate on providing services in its traditional core sectors such as infrastructure, health and education. In these sectors, the CSOs can supplement the gaps left by the state.

In order for CSOs to carry out work efficiently and effectively, they must be involved in continuous capacity building. Their staff must be fully trained, well versed with social work, and experienced in collecting data and conducting research so that they can design better and effective policies for efficient delivery of social services.

One of the challenges for CSOs working in Pacific Island Countries concerns the fact that many International CSOs do not have a framework within which civil society capacity building can be managed. Thus their default position becomes one of short term relief without strategizing various ways to achieve longer term civil society strengthening.

The state and CSOs should encourage private sector organisations to exercise greater Corporate Social Responsibility (CSR) in assisting local communities and grass root people. Private sector organisations need to make certain that they do not exploit grass root people. Citizen Social Responsibility is also critical. Rather than relying on the state and CSOs, individuals can play a more active role in assisting needy fellow citizens. It is essential that a culture of ‘helping each other’ is promoted throughout the country so that during times of urgency the citizens are ready to help the needy.

The ultimate role of any service delivery should be to empower and provide sustainable socio-economic environment. This must be based on the principles of shared vision in partnerships, gender equality, transparency, empowerment, diversity, autonomy, fairness, social justice and solidarity.

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