

# END OF PROJECT EVALUATION REPORT

Evaluation of Equality for Progress (E4P) and Planim Save Kamap  
Strongpela (Plant Knowledge, Grow Strong)

UN Women, UNICEF, UNDP, Partners for Prevention Regional  
Joint Programme



Authors:  
Lawrence Robertson  
Kerry Pagau

16 April 2017

## DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the UN Women, UNDP or UNICEF as implementing UN Agencies.

Cover photo: Judith Manu, South Bougainville, Papua New Guinea. Photo courtesy of Julius Otim-UNW WPS advisor

---

## ACKNOWLEDGEMENTS

The evaluation was conducted independently of UN Women and its implementing partners. However, the team could not have carried out the evaluation without the support of UN Women and its partners. The team would like to thank all the people that were so helpful in the evaluation's fieldwork, particularly the UN Women Women, Peace and Security Specialist Julius Otim for organizing efficient fieldwork. Also, the partners of Equality for Progress and Planim Save for their clear and open explanations about project processes and their full engagement with the team. The team would also like to thank all the people across Bougainville that participated in focus groups and interviews – and for their hard work towards women's political empowerment and ending violence against women.

---

## EXECUTIVE SUMMARY

### **Introduction, Background and Purpose**

UN Women works for the elimination of discrimination against women and girls, the empowerment of women and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. UN Women leads and coordinates the efforts of United Nations organisations to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world and supports of Member States' priorities and efforts, including by building effective partnerships with civil society and other relevant actors.

As lead agency in the two projects, UN Women Papua New Guinea commissioned an end-of-project evaluation in Bougainville of two projects funded by the UN Secretary General's Peace Building Fund: Equality for Progress (E4P) and Planim Save Kamap Strongpela (Plant Knowledge, Grow Strong), abbreviated as Planim Save for this report. The fieldwork for the evaluation was conducted as the projects closed in February 2017.

The Autonomous Region of Bougainville (ARoB) has been a conflict-torn area of Papua New Guinea (PNG); the region of approximately 300,000 people has been characterized for decades by poverty and underdevelopment. Bougainville suffered nearly a decade of violent conflict that killed an estimated 20,000 people, a conflict which was ended with the signing of the Bougainville Peace Agreement (BPA) in August 2001. The UN Secretary-General declared PNG eligible for support from the Peacebuilding Fund (PBF) in 2013. The UN and ABG then conducted a Peace and Development Analysis (PDA) which concluded that the historical drivers of conflict in Bougainville remain and that the region could not yet be considered post-conflict. The PDA highlighted the neglect of trauma healing and the importance of local level and community governance processes. While most communities in Bougainville are matrilineal, where women traditionally held important places in community decisions and land ownership, women across Bougainville had lost much of the prominence that they had had before and during the crisis in the wake of the BPA. Bougainville is characterized by low levels of women's representation in politics and there are limited numbers of women in ABG leadership. For instance, in a 40 member Parliament there are just four women and only one as a cabinet minister in a Cabinet of 13. Three women have been elected through reserved seats for three electorates (North, Central, South), while the fourth one was elected through open competition. This is an indication that Bougainville still has a long way to go to achieve gender balance in politics. The region is also characterized by alarming levels of violence against women; a contributing factor to this violence is the persistence of post-conflict trauma.

### **Project Overview**

Equality for Progress promotes coexistence and peaceful resolution of conflict by enhancing women's political participation and engagement in decision making and leadership. The joint project with the United Nations Development Programme (UNDP) aimed to activate Bougainville's 2013 Women Peace and Security Action Plan. The PBF provided USD 438,700 for the project. The E4P project was implemented with the Department for Community Development, the Bougainville Women's Federation (BWF), and Bougainville House of Representatives (BHOR). The Project Document for E4P was signed at the end of January 2015. Per PBF regulations, the project was initially designed to last 18 months; E4P was extended and was operationally closed at the end of February 2017.

Outcomes sought from E4P were: women's participation in leadership increased; and gender responsiveness of key institutions strengthened, resulting in the inclusion of women's needs and priorities in post-conflict policy-making, mechanisms and processes.

E4P activities supported:

- The development of a policy for Women's Empowerment, Gender Equality, Peace & Security by the Department of Community Development;
- Capacity building for elected women representatives to the Bougainville House of Representative (BHOR);
- The establishment of the Office for Gender Equality (OGE) in the Bougainville Executive Council (BEC); and
- The establishment of a Gender Committee as the 6<sup>th</sup> Parliamentary Committee in the BHOR

Planim Save Kamap Strongpela (Planim Save) was a joint initiative with UNICEF implemented by the Nazareth Centre for Rehabilitation (NCFR) and also received technical and financial support from Partners for Prevention UN Joint Programme, a UNDP, UNFPA, UN Women and UNV regional joint programme for the prevention of violence against women and girls in the Asia Pacific Region. The project focuses on Ending Violence Against Women (EVAW). The PBF provided USD 999,499 for the project. The Project Document for Planim Save was signed at the end of January 2015 and designed to last 18 months; the project was extended and will now close at the end of February 2017.

Planim Save expected outcomes from the project document were: community social cohesion and security in Bougainville strengthened through opportunities to address conflict related trauma effectively and reduce levels of gender based violence by transforming gender norms; and improved institutional mechanisms to support women and girls who experienced gender based violence.

Planim Save activities supported a number of initiatives, including:

- Training to build the capacity of Community Counsellors and Community Facilitators in 19 Village Assemblies (VAs) in two underserved districts of Southern Bougainville (Buin and Siwai);
- Awareness raising sessions via four modules on Family and Sexual Violence, Human Rights, Trauma and Peace building through 150 community conversations across 52 sites in these 19 Wards (the former VAs);
- Training and engagement with local government officials, including Councils of Elders (now Community Governments); and
- The development and strengthening of a referral pathway to Family Support Centres and hospitals, including the Buin Safe House and Buin Hospital.

## **Purpose**

The project documents for E4P and Planim Save called for an independent evaluation at the end of the projects. The main objectives of the end-of-project evaluation was to:

- Assess the progress towards results in these two projects, particularly at the output level;
- Examine the effectiveness, efficiency, relevance and sustainability of the two projects; and
- Generate key lessons and identify best or promising practices for learning.

Specific objectives of the evaluation were to:

- Assess the relevance of the joint projects in terms of their alignment with national development and gender equality commitments and peacebuilding priorities for Bougainville, as well as UN partners' mandate and comparative advantage;
- Assess effectiveness and efficiency of progress towards achieving project objectives, including identifying any catalytic or potentially catalytic results;

- Assess the sustainability of the projects' results in contributing to transformational change for gender equality and women's empowerment;
- Identify lessons learned, success stories and good practices in order to maximize the experiences gained; and
- Provide clear, actionable recommendations in the areas of these projects.

The primary users of the evaluation are the UN Women PNG Office, Government of PNG and ARoB, UNICEF, UNDP, PBSO, Partners for Prevention UN Joint Programme (P4P), and Nazareth Centre for Rehabilitation (NCFR), the Planim Save implementer.

## **METHODOLOGY**

As the lead agency, UN Women competitively procured an international consultant (IC) and a national consultant for the independent evaluation. UN Women organised a virtual inception meeting with the Recipient UN Organisations (RUNOs) 6 January 2017 to clarify objectives and expectations between key RUNO partner staff with the IC. Based on the objectives of the evaluation, the two-person evaluation team developed an inception report with a mixed-methods evaluation design and methodology to gather useful, valid and reliable data on the two projects through document review, key informant interviews, and focus group discussions with UN agency management, their partners, project stakeholders, and beneficiaries of E4P and Planim Save. The inception report was developed through consultations with the reference group established by UN Women for the evaluation. The inception report developed an evaluation matrix to support the collection of useful, valid, and reliable data that directly targeted the objectives of the evaluation and evaluation questions for key informant interviews and focus groups.

The team conducted an initial interview in Port Moresby February 13 and then fieldwork in Buka, Arawa, Buin, and Siwai February 14 to February 23. The team conducted an out brief with members of the reference group in Port Moresby on February 23 as part of validating initial findings. The team then drafted a draft evaluation report for submission to UN Women. After comment from UN Women, RUNOs and their partners, and other stakeholders, the team revised the draft for a second round of comments. A validation workshop was held in Buka 14 April with partners, beneficiaries, and stakeholders. The team incorporated all comments on the second draft and from the validation workshop into this Final Evaluation Report.

While the Evaluation Team faced limitations based on the methodologies and data collection plan, the Team effectively managed these limitations. Key limitations were limited resources, limited data collection, limited ability to make causal inferences, recall bias, and acquiescence bias, attribution, challenges locating informants, and language use. The only risk identified was travel in Papua New Guinea, which was managed with the skilled assistance of UN Women staff in Buka.

## **FINDINGS**

### **Equality for Progress**

E4P was seen as highly relevant to people in Bougainville because of the need for, opportunities to build on, and progress made on women's political leadership in the ARoB.

The project effectively reached all of its goals through UN Women and UNDP assistance that supported women's leadership and capacity in Bougainville House of Representatives, civil society, executive branch, and local government. Flexible, adaptive implementation facilitated successes, including late in project implementation of the short-term project.

UN Women and UNDP were able to implement E4P in an efficient manner by using staff funded through other resources, careful and consistent stakeholder engagement, office presence in Bougainville, and linking the projects to other UN assistance.

UN Women and UNDP were able to embed project goals, targets, and achievements in policy, into institutions at both the legislative and executive, and into law which all strongly supports the sustainability of E4P achievements. There is however more work needed to support and promote these achievements that have strengthened women's political leadership.

### **Planim Save Kamap Strongpela**

The high levels of violence against women and girls in Bougainville, locally generated methodologies to address community issues, and support for the activity by stakeholders and beneficiaries demonstrate that the project is highly relevant in the AROB. The UNICEF support for Family Support Centres (FSC) was also recognized to be needed and thus relevant.

UN Women and the NCFR were able to build understanding and interest in the community-based methodologies of addressing violence against women and trauma – and then successfully do so through community conversations. UNICEF was able to support FSC referrals from NCFR community counsellors in an integrated approach that was effective in making significant progress towards EVAW. Both components of the project were thus effective.

UN Women, through the NCFR, was able to efficiently deliver community-based assistance in the challenging context of Buin and Siwai. UNICEF was able to work efficiently with government counterparts in the FSCs and hospitals to provide support to victims to seek redress through the police, law and justice system. Community leaders and members, as well as the staff, facilitators, and counsellors from the NCFR, had a number of ideas to increase the efficiency of project implementation and the effectiveness – they argued – of the project overall.

Sustainability is supported by the fact that the NCFR will continue its work after Planim Save; UN Women and UNICEF will also continue to support EVAW. UNDP may build on the achievements of the programme going forward through the Peacebuilding Priority Plan's component 3 on trauma counselling and social cohesion. Strong support from local government leaders also furthers potential sustainability of Planim Save as government funding may become available to meet their requests for a continuation of the project.

## **CONCLUSIONS**

### **Equality for Progress**

Women's political empowerment is recognized as an important and relevant area of work by stakeholders and beneficiaries in the Pacific, PNG, and the AROB. There is high demand among women in Bougainville for support to encourage their continued success and strengthened capacity in electoral politics.

UN Women and UNDP had been effective through E4P and met all of the objectives of the project from the Project Document. E4P assistance built on previous UN support for gender empowerment and was highly praised by stakeholders and beneficiaries. There is still substantial need for further assistance to build on these gains in Bougainville going forward.

Equality for Progress efficiently built on the gains in women's empowerment from prior UN Women and UNDP work. The project also benefitted from financial support by UN Women and UNDP core staff funded through other resources which was a value multiplier and increased the value for money from the modest IRF resources.

The gains made in women's political empowerment are embedded in ABG institutions which supports sustainability. UN Women and UNDP will continue their engagement in this area, including through Priority Peacebuilding Plan also funded by the PBSO. Bougainville also has committed leaders, both women and men – that will also continue to work towards women's political empowerment. Limited government funding hampers the institutions and the positions within them which inhibits sustainability.

## **Planim Save Kamap Strongpela**

Bougainville suffers from high rates of violence against women; addressing and ending violence against women is highly relevant to the future of the ARoB. Many communities, now 15 years after the signing of the peace agreement that ended the 12 year crisis, have had little assistance and not recovered from the crisis. Planim Save was developed locally by a local civil society organisation, the NCFR, with deep experience in these communities. Planim Save was seen as highly relevant by stakeholders and beneficiaries to their problems and needs.

UN Women was able to work with the NCFR to effectively implement community conversations and build a referral pathway for victims of violence through the component implemented by UNICEF with hospitals and Family Support Centres. Although there were challenges, NCFR was able to work at the community level in two of the most underserved districts in South Bougainville. The project however had only 18 months in implementation to address deeply rooted problems of violence in communities. This period and the procedures used were not as effective as desired; although the incidence has fallen, the self-reported rates of violence remain unacceptably high.

UN Women and UNICEF were able to implement effectively. However Planim Save had a heavy workload for UN Women on reporting and M&E relative to programming. UN Women and the NCFR were able to adjust in implementation to increase efficiency. Staff, facilitators, beneficiaries, and stakeholders noted a number of potential avenues to increase the efficiency and effectiveness of programme implementation.

NCFR drew upon its prior work and contacts to find and develop staff and will continue to work after the project ends. Some facilitators report that they will try to continue, but anticipate challenges without resources for food and transportation. Local government officials have requested funding to continue Planim Save but the limited resources of the ABG make this funding unlikely right now. UN Women, and UNICEF, and UNDP will also continue to work to support EAW and use the experience and resources of Planim Save going forward. UNDP's trauma healing and community cohesion components of the Priority Peacebuilding Plan may be used to help make progress in some of the areas where progress was made under Planim Save but gaps remain.

## **LESSONS LEARNED AND RECOMMENDATIONS**

### ***Lessons Learned***

#### **Overall**

*Data-driven Processes Are Effective:* Solid data/information, as was done by UN Women, UNDP, and Partners for Prevention, can be used effectively to build basis for programming and funding within the UN and with partners in the ARoB.

*Knowledge Products and Consensus-Building Exercises Provide Important Support for Project Inception:* Sustained UN Women and UNDP engagement with stakeholders and partners that use knowledge products and workshops can successfully build agreement on challenges and ways to address them.

*Peace-Building Fund Rules and Procedures Are Limiting:* Immediate Response Facility rules limit the size of the funding and the timing of projects to 18 months are too short for effective peacebuilding, even with a population as small as that of Bougainville.

*Peace-Building Fund Rules and Procedures Are Exhausting:* The two short-term IRF projects of under USD 1.5 million had extensive management, monitoring, and evaluation requirements that are little different from larger initiatives. UN Women and UNDP devoted additional non-IRF funding to meeting these requirements.



## Equality for Progress

*Project Beneficiaries are Strong Advocates:* Women and other leaders of Bougainville strong advocates of additional support based on their progress to date, continued and growing needs, and future potential for women's leadership.

### Planim Save Kamap Strongpela

*UN Women Can Work at the Community-level in Bougainville:* UN Women programming can effectively reach the community level, even the more underserved districts— although the logistical and management challenges are significant.

*Implementation at the Community-Level Requires Substantial Management:* UN Women and NCFR recognized the difficult challenges of managing Planim Save and built capacity strengthening the project as well as made adjustments in implementation as needed. There was still substantial room for improvement within project processes that may increase the effectiveness of implementation.

*Community-level Work Still at Early Stage in Bougainville:* Planim Save choose to work at the community level in underserved South Bougainville which has not benefitted from much programming. The implementation of Planim Save has been hard work, great work, and should lead to more work to support communities that have suffered so much from the crisis and had such a limited recovery in the fifteen years since. Planim Save provides important lessons and a foundation to build on in community work in general and EAW.

## Recommendations

### Overall

*Continue Work Focused on Women across Bougainville:* UN Women, UNDP and UNICEF have made important progress in these two IRF projects towards women's political empowerment and gaining recognition of and addressing the high levels of violence against women in the ARoB. These initiatives need to continue – based on the future prospects and continued needs of people in Bougainville for assistance.

*Field Presence and International Staff Needed in Bougainville:* UN organisations need to invest in a presence in Bougainville to manage the logistical and capacity challenges of working in the post-conflict environment.

*Peacebuilding Fund Should Lengthen Term and/or Simplify Reporting:* Many conflicts, like Bougainville, are long-lived and recovery also takes a sustained period of time. The PBF should consider ways to support longer-term recovery through mechanisms that are longer than those of the IRF.

*Peacebuilding Fund Should Simplify Reporting:* The PBF should consider ways to make the procedures and processes of the IRF more commensurate to the short time period and relatively low level of resources of the existing rules.

## Equality for Progress

*Use Bougainville Examples to Encourage Progress across the Pacific in Women's Political Empowerment:* The successful use of Temporary Special Measures (TSM) in Bougainville has made important inroads into electing women. Bougainville serves as a positive example for how expanding women's political leadership through TSM can not only work but be widely recognized by political leaders of both genders as beneficial. Bougainville examples and leaders can support discussion, learning, and support towards TSM in PNG and across the Pacific region with the UN's support.

*Further Support for Women's Political Empowerment Will be Even More Important:* The new provision that will elect women to half of the seats in local government makes training for these new leaders critical. UN Women and UNDP are well equipped to develop and implement training and mentoring programmes to improve the skills and knowledge of newly elected women.

*Equality for Progress Results Need Continued Support:* Other key achievements were reached at the end of the project and need support for staffing, to start operations, and to be effective in leading and managing whole-of-government gender equity efforts.

### **Planim Save Kamap Strongpela**

*Explore Extending Project Implementation:* UN Women should raise additional resources to extend the implementation of Planim Save in the communities in which it has been implemented. While the demand for extending Planim Save to other communities is high, experience with the pilot suggests that UN Women should focus on improving and systematizing partner performance in the communities where Planim Save has already been implemented to further learn what works best among Planim Save's methods and explore the impact of the project over more than 12 months of work in communities. The deeply rooted issues that Planim Save has begun to work with through community conversations in these communities need a longer-time period and more project support for a greater potential mitigation and change.

*Stronger Management Needed:* Future work at the community-level, including any extension of Planim Save, should be implemented through a stronger set of procedures for project implementation and even more robust UN Women oversight and support.

*Build-in Ways to Learn More about What Works Best at Community-Level:* UN Women should work closely with partners to be able to systematically assess how the implementation of projects vary at the community level and the effects of this variation on impact.

*Community-Level Work Should Continue to Connect to Government Institutions:* UN organisations should continue to ensure that projects remain closely linked with or connected to ARoB institutions going forward to support an integrated approach, impact, and sustainability.

## TABLE OF CONTENTS

## ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY .....	3
TABLE OF CONTENTS.....	10
ACRONYMS LIST .....	11
1. INTRODUCTION, BACKGROUND AND PURPOSE.....	12
2. METHODOLOGY .....	14
3. FINDINGS .....	17
Equality for Progress.....	17
Planim Save Kamap Strongpela.....	21
4. CONCLUSIONS.....	28
Equality for Progress.....	28
Planim Save Kamap Strongpela.....	28
5. LESSONS LEARNED AND RECOMMENDATIONS .....	29
<i>Lessons Learned</i> .....	29
Overall.....	29
Equality for Progress.....	30
Planim Save Kamap Strongpela.....	31
<i>Recommendations</i> .....	31
Overall.....	31
Equality for Progress.....	31
Planim Save Kamap Strongpela.....	33
ANNEX 1: EVALUATION MATRIX.....	35
ANNEX 2: BIBLIOGRAPHY .....	41
ANNEX 3: INTERVIEWS AND FOCUS GROUPS.....	42
ANNEX 4: EVALUATION INSTRUMENTS .....	48
Interview and Focus Group Discussion Guide and Questions: Equality for Progress .....	48
Interview and Focus Group Discussion Guide and Questions: Planim Save Kamap Strongpela .....	51

## ACRONYMS LIST

ARoB	Autonomous Regional of Bougainville		
ABG	Autonomous Bougainville Government		
BHOR	Bougainville House of Representatives		
BEC	Bougainville Executive Council		
BWF	Bougainville Women's Federation		
CCPD	Common Country Program Document		
CO	Country Office		
COAR	Country Office Annual Report		
COE	Council of Elders		
E4P	Equality for Progress		
EVAW	Ending Violence Against Women		
FGD	Focus Group Discussion		
IRF	Immediate Response Facility		
KII	Key Informant Interview		
NCFR	Nazareth Centre for Rehabilitation		
P4P	Partners for Prevention UN Joint Programme		
PBF	Peace Building Fund		
PDA	Peace and Development Analysis		
PNG	Papua New Guinea		
PPP	Peacebuilding Priority Plan		
RO	Regional Office		
RUNO	Recipient UN Organisations		
SGBV	Sexual and Gender-based Violence		
ToC	Theory of Change		
TOR	Terms of Reference		
TSM	Temporary Special Measures		
UNCT	United Nations Country Team		
UNDAF	United Nations Development Assistance Framework		
UNDP	United Nations Development Program		
UNEG	United Nations Evaluation Group		
UNICEF	United Nations Children's Fund		
VA	Village Assembly		
VAWG	Violence Against Women and Girls		

## 1. INTRODUCTION, BACKGROUND AND CONTEXT

### Introduction

UN Women in Papua New Guinea requested an independent end-of-project evaluation in Bougainville of two projects funded from the UN Secretary General's Peace Building Fund: Equality for Progress (E4P) and Planim Save Kamap Strongpela (Plant Knowledge, Grow Strong). UN Women works for the elimination of discrimination against women and girls, the empowerment of women and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. UN Women leads and coordinates the efforts of United Nations organisations to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world and supports of Member States' priorities and efforts, including by building effective partnerships with civil society and other relevant actors.

UN Women and its partner United Nations organisations accessed Peacebuilding Fund resources following the authorization by the UN Secretary General that Bougainville was eligible for funding in 2015. UN Women as the lead organisation developed two projects with these resources to work with Recipient UN Organisations (RUNOs) and national partners in Bougainville.

### Background

The section outlines the work of the two projects evaluated. Equality for Progress was designed to promote coexistence and peaceful resolution of conflict by enhancing women's political participation and engagement in decision making and leadership in Bougainville. The joint project with the United Nations Development Programme (UNDP) aimed to activate Bougainville's 2013 UNSCR 1325 Women Peace and Security Action Plan. The PBF provided USD 438,700 for the project. The project was implemented through the Department for Community Development and the Bougainville Women's Federation (BWF). The Project Document for E4P was signed at the end of January 2015. Per PBF requirements, the project was designed to last 18 months; the E4P was extended by the maximum 6 month period allowed under PBF and closed at the end of February 2017.

The project document outlined two outcomes of E4P:

- Women's participation in leadership is increased; and
- Gender responsiveness of key institutions is strengthened, resulting in the inclusion of women's needs and priorities in post-conflict policy-making, mechanisms and processes.

E4P was based on the following theory of change:

*If the women of Bougainville (MPs, former candidates and community leaders) have the capacity and opportunity to participate in political and peace building processes and priority setting, and if an enabling environment for women's meaningful participation is created (through institutional changes in Parliament, the Referendum Office, Electoral Commission, Office of Gender Equality) then the inclusivity and the legitimacy of the Bougainville Peace Agreement implementation and prospects for peaceful transition and referendum will be improved*

E4P activities supported among other things:

- The development a policy for Women's Empowerment, Gender Equality, Peace & Security by the Department of Community Development (DfCD);

- Capacity building for elected women representatives to the Bougainville House of Representative (BHOR);
- The establishment of the Office for Gender Equality (OGE), and
- The establishment of a 6<sup>th</sup> Parliamentary Committee on Gender in the BHOR.

UNDP implemented the activities of E4P with Parliament, and supported the men that attended key trainings and workshops through the programme (with UN Women supporting the women participants).

Planim Save Kamap Strongpela (Planim Save) was a joint initiative between UN Women and UNICEF implemented largely by the Nazareth Centre for Rehabilitation (NCFR). Partners for Prevention UN Joint Programme, a UNDP, UNFPA, UN Women and UNV regional joint programme for the prevention of violence against women and girls (VAWG) in the Asia Pacific Region, technically and financially supported the design of the project; monitoring and evaluation, including the baseline and end-line survey; documenting stories of change, and provided technical advice to programme implementation. The PNG Institute for Medical Research completed a qualitative end-line analysis as well. The project focused on Ending Violence Against Women (EVAW). The PBF provided USD 999,499 for the project. The Project Document, signed at the end of January 2015, planned for 18 months of implementation – the maximum period allowed under the IRF; the project was extended by the maximum period allowed (6 months) and ended at the end of February 2017.

The two expected outcomes of Planim Save from the project document were:

- Community social cohesion and security in Bougainville is strengthened through opportunities to address conflict related trauma effectively and reduce levels of gender based violence by transferring gender norms; and
- Improved access to district level gender based violence support systems.

Planim Save was designed to establish a model of community engagement to transform social norms around violence, specifically gender-based violence, by addressing post-conflict trauma through community conversations and improved access to support services for survivors of gender-based violence.

The Project Document noted the “urgent need for community-level peace building interventions to respond to the high levels of violence, including gender-based violence, and to address the on-going post-conflict trauma which is a contributing factor to the violence, which continues to perpetuate a general feeling of insecurity.”

The South Districts of Bougainville were recognized to have had more conflict in the civil war, less attention from the UN and other development partners, and thought by the designers of the project to have at more violence than other districts; thus UN Women chose to focus on the south with Planim Save. UN Women selected a patriarchal area Buin and a matriarchal one, Bana, from the region as pilots for project implementation. At the start of implementation, because other groups were already working on EVAW in Bana, the region was replaced by another matrilineal COE area, Siwai.

Planim Save was based on the following theory of change:

*If communities have access to alternative localized gender based violence and trauma healing processes led by experienced community actors and are further empowered through local level community plans and initiatives aimed to prevent gender bias, and if communities have access to coordinated support services, then the communities will feel safer and more cohesive, resort to less frequent violence and will be able to move on from past grievances and focus on the future.*

Planim Save activities supported:

- Training to build the capacity of Community Counsellors and Community Facilitators in 19 Village Assemblies (VAs) in two areas of Southern Bougainville (Buin and Siwai);
- Awareness raising sessions via four modules on Family and Sexual Violence, Human Rights, Trauma and Peace building through 150 community conversations across 52 sites in these 19 community government areas (formerly VAs);
- Training and engagement with Councils of Elders (now Wards); and
- The development and strengthening of a referral pathway to the Buin Safe House and Buin Hospital.

UNICEF supported work with Family Support Centres and expanded the network of government counsellors on GBV and trauma through Planim Save.

### **Context**

The Autonomous Region of Bougainville (AoRB) has been a conflict-torn area of Papua New Guinea (PNG); the region of approximately 300,000 people has been characterized for decades by poverty and underdevelopment. Bougainville suffered nearly a decade of violent conflict that killed an estimated 20,000 people which was ended with the signing of the Bougainville Peace Agreement (BPA) in 2001. The UN Secretary-General declared PNG eligible for support from the Peacebuilding Fund (PBF) in 2013.

The UN and ABG then conducted a participatory Peace and Development Analysis (PDA) which concluded that the historical drivers of conflict in Bougainville remain and that the region should not be classified as post-conflict. The PDA highlighted the neglect of trauma healing and the importance of local level and community governance processes. While most communities in Bougainville are matrilineal, where women traditionally held important places in community decisions and land ownership, women across Bougainville had lost much of the prominence that they had had before and during the crisis in the wake of the BPA. Other communities are patrilineal. Bougainville is characterized by low levels of women's representation in politics and there are limited numbers of women in ABG leadership for instance of a 40 member Parliament, there are only 4 female Parliamentarians and of a cabinet of 13 members only one female Minister. The region is also characterized by alarming levels of violence against women and girls; a contributing factor to this violence is the persistence of post-conflict trauma. The most convincing evidence for the incidence of violence against women and girls was the Family Safety and Security Study conducted in 2012 and 2013 that was also used as part of the process of building the Planim Save project. Violence in Bougainville has been common and takes many forms, including but not limited to conflict over autonomy with PNG, substance abuse, communal fighting, and gender based violence (GBV). Social norms in Bougainville tend to undermine women's participation in public life; domestic violence and a near male monopoly over decision-making are still reportedly common across the region.

UN Women, UNICEF, UNDP, and Partners for Prevention seek to learn from the implementation of these two projects. Lessons learned from project implementation and the UN's experience in the region may also inform UN programming going forward.

## **2. METHODOLOGY**

The Terms of Reference (TOR) for the evaluation noted the purpose was to examine the development and implementation of the two projects with particular attention to criteria of relevance, effectiveness, efficiency, and sustainability. The TOR provided a list of broad questions and clarified that the specific questions that would be answered through the evaluation would be finalized and agreed upon through the development of the Inception Report. The evaluation team used the questions from the TOR to develop an Inception Report with an Evaluation Matrix (Annex 1). The Evaluation Matrix developed the

methodologies for gathering objective, valid, reliable, precise, and useful data with integrity. The matrix was used to generate questions that were asked in the evaluation's fieldwork to gather these data (Annex 4).

The evaluation focused not only on what worked well - and why these activities and techniques were effective - but also what worked less well and why. The evaluation's fieldwork provided independent data as well as analysed existing data to help understand lessons learned from implementation and the results achieved by the two projects over this two-year period. The team focused on making the information and analysis useful for UN Women, UNDP and UNICEF for future programming as well as to the ABG, national government, and people in Bougainville that would benefit from stronger women's leadership and ending violence against women.

The evaluation was conducted using transparent and participatory processes with UN Women, UNDP UNICEF, project partners, stakeholders and beneficiaries. The evaluation was based on gender and human rights principles, as defined in the UN Women Evaluation Policy, and was conducted in accordance with UN Women evaluation guidelines, UNEG Norms and Standards, and the UNEG Code of Conduct for Evaluations in the UN System.

The evaluation used mixed methods of document review, interviews, and focus groups as well as general best practices of evaluation to gather qualitative and quantitative data on project activities and approaches, conditions and the context in the region, and outputs and outcomes from the two projects. The evaluation design approved in the Inception Report connected these three methods and enabled the triangulation of data gathered through these methodologies. The evaluation had two levels of analysis and validation of information: first a desk review of written programme documentation and information and second independent data collected by the evaluation team through fieldwork in Buka, Arawa, Buin, and Siwai. The evaluation team has used this data and information to provide findings, draw conclusions, assess lessons learned, and make recommendations for potential UN Women, UNICEF, UNDP, civil society, ABG, and national government projects in the future.

Fieldwork focused on gathering data from key institutions, individuals and communities that have worked with E4P and Planim Save. Interviews and focus group discussions focused on the experience of partners, stakeholders and beneficiaries with the projects and verifying and triangulating data on programme results. Data from programme staff, documentation and stakeholder interviews and group discussions has been used to determine plausibility of the programme model, including the extent that it was properly implemented, sufficiently developed, and had appropriate activities. Findings are used to examine the contribution of activities to the results of the projects, particularly output level results.

The methodologies and the evaluation design had some limitations; the Evaluation Team developed ways to manage these limitations to the methodologies, data collection plan, and analysis plan for this evaluation. These limitations are common in evaluations, as are measures to manage these risks to evaluation processes and the validity and reliability of data collection, analysis, and causal inferences. Limited resources, limited data collection, limited ability to make causal inferences, recall bias, acquiescence bias, attribution, locating informants, and language use have not posed undue challenges to the evaluation's fieldwork. The team has gathered and analysed more than adequate amounts of valid and reliable data that are needed to compile solid findings, draw strong conclusions, and make recommendations that target the purposes of the evaluation. Using a mix of both qualitative and quantitative methodologies to gather evidence through purposive sampling as well as the triangulation of data from different methods and locations has enabled the team to obtain a comprehensive and in-depth understanding of how the projects have been implemented and their achievements.

The only risk identified was the security risk of travelling in PNG for the evaluation team members. The evaluation team abided by UN security regulations and guidance and travelled with UN Women team on the ground in the ARoB. No issues were noted.



The Evaluation Team first reviewed key project documents from Equality for Progress and Planim Save to learn about the design of these projects, the activities undertaken by the projects, and the outputs and outcomes reported from this work. The documents reviewed were provided by UNICEF, UNDP, UN Women, the PNG Institute for Medical Research, and Partners for Prevention. The documents reviewed are listed in the Bibliography (Annex 2). Document review contributed to the Inception Report and methodologies used in the evaluation, as well as provided relevant data for the evaluation.

The evaluation team conducted Key Informant Interviews (KIIs) with staff of UN organisations and their partners as well as with leaders from the ABG, civil society organisations, and community-level organisations in Bougainville. The list of people interviewed is included as Annex 3. The Evaluation Team implemented a policy of informed consent for all key informant interviews and focus group discussions; informed consent was solicited and obtained from all informants prior to using these methods. The Team emphasized that all information provided in discussions and interviews would not be linked to any specific person and that all information provided would be kept confidential.

The team used an interview protocol and semi-structured interview questions approved in the Inception Report. The lists of questions asked are included as Annex 4. KIIs were conducted by the team in person in English using separate sets of questions and questionnaires that focused on the two projects. KIIs were used to gather qualitative information from key individuals directly relevant to the purposes of the evaluation. The team followed up with respondents on particularly interesting remarks to dig deeper into their perspectives. Not all informants were asked all questions, as there were too many questions for an hour to one-and-a-half hour interview.

Focus Group Discussions (FGDs) also used a protocol and set of semi-structured questions to gather quantitative data from small groups of informants. FGDs were conducted by the evaluation team largely in *Tok Pisin*. Focus groups focused on Planim Save and were used with beneficiaries and local staff (Facilitators and Counsellors) in Buin and Siwai. The list of FGDs held is included as Annex 3. FGDs were managed to ensure the participation of both men and women. The team asked additional questions to some individual participants of FGDs, particularly local informal leaders and people who had the most interesting things to say in FGDs.

The evaluation design used **triangulation, purposive sampling, and comparison**. Triangulation was used by mixing the-methods used in the evaluation as well as in comparing information gathered through these three methods. Triangulation adds confidence to the validity and reliability of the data, findings, conclusions, and recommendations. Purposive sampling was used to select geographic areas where the team will conduct fieldwork in Buin and Siwai; the team selected areas where Planim Save has worked. Second, the team purposively selected participants for focus group discussions and key informant interviews. Data analysis has been based on comparison over time as well as between beneficiaries.

The evaluation used UN Women and partner staff to help manage the logistics of the evaluation, including introducing the evaluators to stakeholders and beneficiaries. After being introduced, all relevant UN Women and NCFR staff excused themselves to ensure that they did not influence discussions or focus groups.

The evaluation team used triangulation in two different ways. Triangulation was used first as part of the mixed-methods used. The Evaluation team has triangulated data gathered across the three different methodologies employed in the evaluation. The team has also triangulated between information gathered from different sites through these methods.

Fieldwork for the evaluation was carried out in Port Moresby and in Buka, Arawa, Buin, and Siwai in the ARoB. An initial interview was conducted with UN Women and UNICEF in Port Moresby 13 February before the team flew to Buka 14 February. Interviews were then conducted with UN Staff, key partners, beneficiaries, and stakeholders in Buka 15 February before the team travelled to Arawa, Buin, and Siwai

for interviews and focus groups focused on Planim Save (16-19 February). Additional interviews were conducted in Buka 20-21 February before a preliminary debrief was provided to UN Staff in Buka 22 February and to staff in Port Moresby 23 February. The team took detailed notes on all interviews and discussions, including of non-verbal reactions.

The evaluation has focused on the qualitative analyses and comparisons of data gathered through document review, KIIs, and focus group discussions from the fieldwork. These data have provided information on community and individual perceptions, knowledge of project processes, project outputs, and project outcomes, as well as on the context in Bougainville. The evaluation also benefited from the qualitative end-line study done by the PNG Institute of Medical Research. These data have been supplemented with quantitative data on the Planim Save project from the baseline and end-line analyses carried out by Partners for Prevention. Limited quantitative analysis has been done based on these data. These various data sources and methods have been triangulated by the team to make findings, draw conclusions, determine lessons learned, and make recommendations.

The reference group commented on the draft evaluation report. The team then revised through a second draft report that incorporated all comments from UN Women and the reference group. A validation workshop was held 14 April in Buka with partners, beneficiaries, and stakeholders. Comments were also solicited from the reference group on the on the second draft of the evaluation report. This Final Evaluation Report incorporates all comments from UN Women and the reference group as well as the validation workshop.

### 3. FINDINGS

Findings are facts identified through the evaluation's fieldwork. Findings have more resonance when they are collaborated by several methods and by multiple sources. The findings below emerged from multiple sources through the team's document review, interviews, and focus groups.

#### *Equality for Progress*

##### *Relevance*

E4P was noted by UN Women staff, UNDP staff, ABG partners, stakeholders, and beneficiaries as highly relevant to people in Bougainville. Documents and interviews emphasized that the Pacific, PNG, and Bougainville have a poor record of electing women leaders and few women lead in government positions now. That said, an increasing number of women contested the ABG election in 2015 and Bougainville elected a woman in a constituency who was victorious competing for a seat with men in 2015. Work on Bougainville and gender in politics goes back to 2006, when it became a member of the Commonwealth Parliamentary Association, for the Pacific. Elizabeth Wright, the MP representing North Bougainville, was elected Chair of the Gender Oversight Committee. The ABG continues to be represented at international and regional levels in the Association, with most recently Elizabeth Peta, MP for South Bougainville, representing the ABG at the March 2017 Commonwealth Parliamentary Association for Gender for the Pacific Region meeting.

In 2015, with UN Women support, the ABG came up with "A Strategic Plan for Women's Political Leadership in the Autonomous Region of Bougainville 2015-2020. The plan outlined strategies for how to involve women in political leadership and provided the roadmap for women's empowerment in Bougainville through political leadership. E4P has contributed to substantial improvements in the number of women in elected office, their networking and skills, and Bougainville reaching an important milestone – the new Community Government Act which mandates fifty percent representation of women in all community government wards.

Another way that the project was noted as relevant was ARoB demand for work on women's political leadership. This demand for support for women came from the ways women in particular were affected by and responded to the earlier Bougainville crisis and conflict, and the opportunities and needs for engagement after the BPA. Women political leaders recognized that women's political empowerment was an important priority for the ABG and Bougainville society more broadly. UN Women and UNDP have also clearly prioritised increasing women's leadership as important for the ABG's plans, meeting PNG's international commitments, and central to supporting development across Bougainville.

UN Women and UNDP assistance through E4P was seen by ABG and other partners as highly relevant to supporting women's leadership. Partners praised the well-connected UN Women and UNDP offices in Buka.

UN staff recognized and articulated ways that E4P complemented other work of the PBF-funded Peacebuilding Priority Plan (PPP), particularly work with the BHOR and BEC.

The areas of work and achievements of the E4P project were viewed as highly relevant by key beneficiaries. Documents and interviews emphasized how the project had supported highly relevant initiatives that built on prior work. E4P took important steps to build upon the 2013 Women, Peace and Security Action Plan which was developed by UN Women and ARoB Government partners and support the use of reserved seats in BHOR. These steps had impact, through empowering women through training, understanding of the mandate for and the creation of the OGE, and understanding of the mandate for and the creation of the BHOR standing committee on Gender. Other project activities were seen as particularly relevant such as the post-election workshop and ensuing paper on the experience of the 2015 elections for women contestants. Participants noted this was also relevant in that the workshop helped overcome the negative feelings among women contestants after the competition for seats among women. The workshop and Gender Diagnostic of the 2015 Elections paper helped rebuild the women in politics community to work together going forward. Staff, partners, beneficiaries, and stakeholders recognized the importance of institutionalizing gender in the BEC through the OGE and BHOR through the Select Committee on Gender. It was also recognized to be important to work on women's empowerment at local government level as has been done successfully in getting the fifty percent representation of women in local government office through the Community Government Act.

### *Effectiveness*

Staff, partners, beneficiaries, and stakeholders noted many ways that UN Women and UNDP had been effective through E4P. E4P assistance built on ARoB support for gender empowerment and important past work of UN Women and UNDP on women's political empowerment with ARoB.

Effectiveness starts with UN Women and UNDP seizing the first opportunity to apply for PBF funding once the UN Secretary General put PNG on the priority list for PBF funding. Applying for additional Immediate Response Facility (IRF) support later – when PNG was not on the priority list for funding – was not effective as funding was not forthcoming despite UN Women and UNDP investing the time and effort in making a strong application.

E4P effectively met all targets of the project. UN Women and UNDP were able to make the specific achievements developed in the project document at each level of result: Policy, BHOR, BEC, Bougainville Community Government Act, strengthened capacity, awareness, and networking of individual key leaders (women and men).

UN Women, through patient facilitation, awareness raising, and activities, was able to heal rifts, raise spirits among women leaders after elections via the week-long workshop in the wake of the 2015 elections. UN Women also supported the write up and promotion of the diagnostic study to raise awareness on the future prospects for expanding women's elected leadership.

Consistent UN Women efforts towards goals was effective in reaching these goals. This effort also led partners raising their sights significantly and stakeholders and beneficiaries targeting more expansive goals, as well as help them meet these new more ambitious goals. For example, the E4P-supported Strategic Plan for Women's Political Leadership in the Autonomous Region of Bougainville 2015-2020 – a product that came out of the post-election diagnostic workshop - which listed the establishment of the OGE as one of the plans for future activism. The Strategic Plan also developed an action plan, which E4P was then able to support, to achieve these goals. UN Women was able to support more ambitious goals as they emerged. For example, in the Strategic Plan, the goal that was developed was to “strengthen women's participation in community government.” Quotas of three reserved seats for women in each of the 43 rural and four urban Community Governments means that support to train these 848 ward members (of which 424 will be women), support awareness raising, and provide women with information about community government will be needed. In the end, the 50-50 rule for the formation of community governments means even more women will be in place in this level of government across Bougainville once the elections are held (expected in April 2017).

Some progress and targets were achieved late in implementation. This pattern is not unusual in assistance projects in general and not discrepant with the plan for IRF implementation. UN Women needed a longer-time period for implementation and applied for and were approved for a six-month extension of the period of implementation of E4P, the maximum allowed under the IRF. This enabled reaching these targets.

UN Women was adaptive and flexible in project implementation. This was important with the extension and at the end of the project in the push to reach key project targets. At BHOR speaker's request, UNDP brought in an international consultant to raise awareness on possibility of establishing a Parliamentary Gender Equity Committee in November and December 2016. The consultant provided useful information via discussions and workshops on roles of such committees, their relationships with other committees in other legislatures, and the implications of a Gender Equity Committee for the BHOR and its committees. The consultation contributed to the result that there was unanimous and enthusiastic support for the establishment of the committee in the BHOR. The Speaker recommended the appointment of a Parliamentary Gender Coordinator to liaise between OGE, Parliamentary Committee on Gender, the BWF, and others and a key staff person to be the gender resource person in the Parliamentary Resource Centre. UNDP support was also used flexibly, including to support priorities going forward at the end of the period of E4P implementation. UNDP funded support to the Bougainville Women's Federation through a Gender technical expert from the Standby Mediation Team of mediation advisors in New York to develop the BWF Strategic Plan to enable the organisation participate fully in referendum preparations and roll out. Consultations held with the various district BWF presidents provided good inputs for a BWF Referendum Strategy.

### *Efficiency*

UN Women and UNDP were able to implement E4P in an efficient manner. Having UN Women on ground in ARoB with an office and international and national staff, as well as having a UNDP office and team in Bougainville (especially with support to the BHOR), enabled the kind of patient, careful work on stakeholder engagement and priorities needed for project development. The field presence was then needed for working with partners and continued attention to the most effective way to implement activities for maximum results.

UN Women continuity on the ground was seen as important in efficient implementation. UN Women had maintained an office in Bougainville continuously since 2009. UN Women had a single international staff person leading implementation for the two year period of the IRF. The P4 Women, Peace and Security Advisor provided the kind of strong, consistent, patient work on stakeholder engagement; having a neutral, high capacity international was viewed as important for efficient work in the post-conflict, limited capacity environment of Bougainville. UN Women acknowledges and is grateful for the generous support from the Swedish International Development Cooperation Agency (SIDA) who funded a senior Women Peace and Security Specialist in Bougainville during the two years of the E4P and Planim Save Projects.

Both project benefited enormously from the SIDA funding that enabled UN Women to employ a high level, experienced manager for the projects outside of IRF funding. UNDP too was lauded for their continued presence and assistance to Bougainville. The sustained UN Women and UNDP presence and collaboration was seen to be critical to be able to build and maintain relationships with key stakeholders on women's political empowerment. Additional efforts to coordinate with the ABG were suggested by some beneficiaries and stakeholders.

UN Women and UNDP were able to use their ability to link E4P with other activities/projects/funding to the benefit of both E4P and these other activities. E4P in particular benefitted from the ways that UN Women and UNDP used other funding to deliver key international leadership for the project. UN Women used core and other funding for the international P4 staff that managed the project as well as to support the office and therefore to maximise PBF funding for recipients. UNDP too did not use IRF funding to pay office costs or fund the PBF coordinator and head of UNDP Bougainville office position or the PBF Monitoring and Evaluation Officer; management for E4P was supported by the head of the UNDP Bougainville office and M&E by the M&E coordinator.

Flexibility was also important for adjusting in implementation. UN women was able to put on a late push in E4P at ABG request for a key consultancy that resulted in the unanimous support from the BHOR for the establishment of the OGE.

#### *Sustainability*

Although a short term project of 18 months, E4P was able to successfully embed project goals into targets in policy, into institutions at both the legislative (BHOR) and executive (BEC) branches, and into law through the Community Government Act. E4P benefitted from the six-month extension – the maximum allowed under the IRF – in implementation.

Key questions about long-term sustainability remain given the short time period of the E4P project and challenging context of ABG funding to sustain the achievements made under E4P. Many ABG revenues are due from the PNG government under the Bougainville Peace Agreement. However, funding has often been late and limited. This leaves substantial questions about the funding in the future for positions to activate key achievements of E4P and make them sustainable. The Standing Committee and OGE both need staff and budget to operate effectively; without budget, they at present do not have staff. The staffing of the Standing Committee and OGE is still uncertain due to the broader financial uncertainties around the ARoB's funding. The ARoB still needs support to start the standing committee in the BHOR, to set up and strengthen implementation of the OGE, and for the Monitoring and Evaluation of the Gender Policy. While five positions are envisioned for the OGE, none are yet in place. It is not clear that the ABG will have the resources for this substantial an office.

The BHOR has now approved the Bougainville Community Government Act 2016 which provides for fair representation of women, defined as 50/50 male/female composition for all ward seats at the community government level (Formerly Council of Elders Areas). While the legislation is a substantial achievement, implementation will be demanding. Support is needed to encourage strong candidates to seek local government office. The Community Government Act will empower 13 districts and 42 community government areas; communities and candidates need support to raise awareness about the act and its gender empowering methodologies - particularly to emphasize/sensitize the 50/50 requirement of the Community Government Act. This will lead to at least half of the community officials being new. New women (and men) elected will need support to be effective in their new positions. Support will be important for sustainable equitable local governance across Bougainville. Without strengthening the capacity of newly elected women, women local officials are unlikely to represent and administer as well as their more experienced male colleagues. An equal system may not be sustainable without training and mentoring to make male and female community government leaders better-qualified and skilled in their roles and responsibilities.

## *Planim Save Kamap Strongpela*

### *Relevance*

Evidence demonstrates that Bougainville suffers from high levels of violence against women and girls. The Family Health and Safety Survey (FHSS)<sup>1</sup> conducted across the ARoB by Partners for Prevention with the support of UNDP and UN Women in PNG and other partners in 2012 and 2013 demonstrated that Bougainville suffered from high rates of trauma and violence, including violence against women (both partners and non-partners).

The FHSS found 80% of men surveyed had perpetrated either physical or sexual violence against an intimate partner and three-quarters of women had experienced intimate partner violence (either physical, sexual, emotional, or economic). The FHSS connected this violence to the history of conflict and the crisis 1988 to 1999 in Bougainville. The initial reaction of many stakeholders across the ARoB was shock and denial. However UN Women and its partners were able, through patient stakeholder engagement and sensitization, to convince leaders in Bougainville that the data were factual, demonstrated real problems that needed to be addressed, and could be addressed with the help of the international community. Planim Save was developed as a direct effort to address violence against women and girls and its main risk factors using the data from the FHSS to inform programme design.

The baseline survey for Planim Save which was supported by Partners for Prevention was conducted at or near programme inception in the two districts where the project was to be implemented. The project was initially controversial in some communities. As the NCFR mobilized communities at the start of the activity; some community leaders and members were critical or even opposed addressing what they felt were sensitive issues through these methods. UN Women and its partner, the NCFR, were able to patiently work with stakeholders to build their understanding of these issues, get their concurrence that these problems existed in their communities, and get their backing for the approaches of the project to overcome these issues. Stakeholders lauded the way UN Women and NCFR had used stakeholder engagement and the data from the FHSS to address doubts and turn some initial opposition into support for the Planim Save project.

Communities assessed the project as highly relevant to them. Interviews and focus groups consistently noted that communities in South Bougainville felt that they had been left out of development and were ignored by both their government and the international community. Planim Save beneficiaries expressed a great deal of appreciation to UN Women for the project and to the NCFR for how they implemented the project and brought change to their communities.

Community members asserted that Planim Save has been highly relevant since it is based on actual community issues that need to be addressed. Community leaders noted importance of issues that divided families and communities in their communities; there was substantial demand from chiefs, Village Assembly leaders, and Council of Elders leaders for community-based reconciliation work to bring communities together. This was the case among leaders that had Planim Save operating in their community and for those that knew of the project but did not have communities implementing the project among their constituents. During interviews, appointed District Executive Managers noted that they also sought work in their districts to strengthen community cohesion so approaches, like Planim Save, that supported communities to address their own problems to be highly relevant.

Planim Save was heavily praised by beneficiaries and stakeholders as a local initiative – which was relevant to their needs – and implemented by a local organisation, NCFR, that knew their needs. Their local origins, methods, and commitment were contrasted to those of unnamed international NGOs that

---

<sup>1</sup> JEWKES, R., FULU, E. & SIKWEYIYA, Y. 2015. Family Health and Safety Study: Autonomous Region of Bougainville, Papua New Guinea. Summary report by Partners for Prevention: Bangkok, Thailand. Available from <http://www.partners4prevention.org/about-prevention/research/men-and-violence-study/papua-new-guinea>

many informants noted came to South Bougainville with overbearing attitudes, overly sophisticated methods, and lacked the kind of commitment to the region needed to be successful in Bougainville. Project documents and interviews noted that the methodology used by Planim Save had been under development by Sister Lorraine Garasu since before 2005.

The long-germination of the methodologies used by the project were seen as evidence of the relevance of these approaches. Key approaches like community conversations had been tried within Bougainville by NCFR prior to Planim Save. The approaches used in Planim Save were seen by community members and leaders as grounded in a human rights-based approach as well as in local customs and traditions. The human rights-based methods updated some customs, such as giving women larger roles in public fora. The Community Conversations revealed crimes and led people to use customary restitution methods to make peace with one another. Another way the project was seen as relevant was in stopping the escalation of trouble; perpetrators of crimes or incidents were brought quickly to justice because of the Community Conversations rather than continuing to fester and leading to larger conflicts later.

The methodologies and concepts of the Planim Save intervention were seen as relevant in how they revealed issues. For example, working on trauma counselling at the community level led people in communities to recognize trauma and its effects on people. Once they realised the issues - and realised that if they continued to live in denial, they and their families and communities would not get anywhere – they wanted to address these issues. This led to greater support for Planim Save and more willingness to engage in community conversations.

The project had a comprehensive, integrated approach. Planim Save demonstrated that UN organisations can support all of the diverse parts of this integrated approach in EAW and trauma healing – community-level programming, safe houses, counselling, FSCs and hospitals – through different methods and organisations. The integrated approach is important to cover the range of needs, and specifically to link prevention of and response to violence against women, including psychosocial and paralegal support at the FSCs and Safe Houses. This involves law and justice sectors - police and the courts including community development officials who are mandated to take up cases and support victims to seek redress for victims. Churches and political leaders also advocate for and support this referral pathway as a coordinated whole-of-government approach involving all responsible government agencies and stakeholders towards EAW.

In Bougainville, it is important to work with government structures. UNICEF managed this part of Planim Save through training and support for hospitals, Family Support Centres, and Department of Health providers. UNICEF appears to have been the only support for these structures, which are still young and underdeveloped. The first FSC (Buka) was only established five years ago. FSCs, whether state-run or managed by the NCFR as in Buin, have had to meet many demands for services, not only families and children. Some FSC staff saw this as detracting from their work and focus, while others recognized that in the environment with such scarce resources, medical professionals would have to provide services more broadly rather than continue to focus on meeting the needs of families that face violence. FSC staff appeared well qualified, with certificates and training that focused on trauma counselling.

Another way that the Planim Save programme was seen to be relevant was in the strong demand for more programming – in villages where Planim Save has worked, in constituencies within Buin and Siwai districts where the project was not implemented, and for other districts that have not had direct experience with the project. Even in constituencies that had not had direct experience with Planim Save, stakeholders that knew about the project wanted Planim Save to begin in their area. One manifestation of this interest was that the Siwai District Authority included Planim save in their 2017 and 2018 annual plans that they submitted to the ABG for funding.

NCFR conducted the training for facilitators and counsellors largely in Tok Pisin; all community conversations were all conducted in Tok Pisin or local languages (Tok Ples). Beneficiaries, stakeholders,

and staff asserted that the course materials were highly relevant, both in what they cover (the issues) and how they cover them in an empowering manner. Course materials however were only available in English. This choice was made in order to move rapidly and implement the project in the 18 month time-frame of the IRF. UN Women recognized that there was not sufficient time to time for NCFR to pull together all existing and new English-language training materials into the curriculum and translate the ensuing four modules into Tok Pisin while meeting the timeline for delivery under the short period of project implementation. Many local officials, facilitators, and beneficiaries sought Tok Pisin versions of these materials for their own use and to distribute in communities during conversations.

### *Effectiveness*

UN Women and NCFR were able to effectively build understanding and interest in the community-based methodologies of addressing violence against women and trauma. UN Women and the NCFR engaged with stakeholders and used the data gathered in the analysis stages (the FHSS) for the design and management of the project. UN Women was able to persuade ARoB officials based on data – even when they did not like the data that Bougainville suffers from horrific rates of violence, including SGBV. Effective awareness work built the understanding necessary to work on these community problems with community-level approaches in Bougainville.

The processes used by Planim Save were effective at enlisting stakeholder engagement into the project. UN Women introduced IRF-funded projects into communities through an extensive consultative processes as needed in the context of Bougainville. Chiefs need to be involved as they are the gate keepers and custodians of the village customs and rituals, using them at inception and for implementation was needed to ensure that all processes were complied with by partners and beneficiaries.

Participating communities lauded Planim Save as effective, as did local government officials and project staff. They were able to note ways the projects has helped individuals and communities. Many anecdotal stories of individual and community change were shared with the team in all communities visited; UN Women, NCFR, and P4P written materials and materials posted on websites – through illustrative stories used in reporting to the PBF and a set of “life-changing stories” respectively - also provided individual stories as evidence of transformations in participant’s lives. Some of these changes were, for example, stories about how communities had rid themselves of homebrew and violence and division associated with alcohol abuse and examples of individuals who had given up drinking and now parented their children without resorting to violence.

The quantitative end-line study found evidence for achievements. Comparing the end-line data questionnaire with that of the baseline questionnaire for individual respondents noted positive benefits among respondents overall, both male and female. While these results had some limitations based on methodological and logistical concerns (e.g., non-experimental design, high drop-out rates), they were statistically and substantively significant. The magnitude of these changes appear modest. However the results achieved with only 12 months of implementation of the pilot in the field are impressive given the limited time to address these types of violence that rooted in deeply held social norms, values, and beliefs and the epidemic levels of violence at programme inception.

Partners for Prevention has emphasized that it is important in primary prevention reporting to report data on men and women separately because of the fundamentally different roles and experiences of men and women in violence against women and girls and SGBV. Gender disaggregated data from the quantitative end-line survey note important and statistically significant achievements.

IPV and Non-Partner Rape Perpetration in the past 12 months: Overall, the proportion of men reporting physical IPV perpetration decreased significantly between baseline (58%) and end-line (48%,  $p=0,01$ ). There were no significant changes in their reporting of emotional, economic, or sexual IPV or non-partner rape perpetration between baseline and end-line.



IPV and Non-Partner Rape Victimization in the past 12 months: Overall, women reported significantly lower IPV victimisation at end-line compared to baseline for all types: emotional (86% vs. 80%,  $p=0,02$ ), economic (78% vs. 68%,  $p<0,01$ ), physical (75% vs. 58%,  $p<0,01$ ), and sexual (65% vs. 52%, ( $p<0,01$ )). There was no significant change in women's reporting of non-partner rape victimisation between baseline and end-line.

Awareness of VAW services: The proportions of both men and women who were aware of available VAW services significantly increased between baseline (69% of men; 65% of women) and end-line (77% of men; 81% of women).

Given the extreme high rates of IPV in Bougainville it is understandable that almost an absolute majority of the respondents from the two constituencies were still abused or abusers despite the work of Planim Save over the 12 month period. P4P noted that this was not surprising in that no programme could be expected to resolve these deeply rooted issues of violence against women and girls, intimate partner violence, and SGBV in such a short period. It is important to acknowledge the gains made by Planim Save that led to a drop in perpetration of physical IPV by 10% and victimization of IPV. This was seen as an impressive and important start at addressing the epidemic levels of violence against women and girls in Bougainville.

Counsellors, facilitators, key staff, beneficiaries, and stakeholders repeated assertions that Planim Save had opened up communities and minds. The argument was that now they see and understand violence against women and children differently based on the conversations and trainings done by NCFR under Planim Save. Before the project, some described, they had seen violence against women and girls differently; they described how they had thought of domestic violence as normal, child abuse as normal, even rape and incest as normal. Some focus group participants and interviewees argued that Planim Save also had positive effects on other members of the community that it did not reach directly. Some respondents noted that as participants now better understand their roles and responsibilities, they do not condone bad behaviour by others, which inhibits the bad behaviour or enabling actions of community members that had not participated in the community conversations. They contrasted this to before Planim Save, when many people were supportive of bad behaviour, like child abuse, within communities.

Interviews with key stakeholders and focus groups with staff and beneficiaries found unanimous sentiments that the program should be extended and continued. Community sentiment from both leaders and members was that Planim Save should be continued to do more within the communities where it had been implemented and should be extended to reach other communities (within the constituency, within the district, and in other districts). Communities valued the methodologies used by Planim Save and felt that the programme had made a difference in their communities; their sentiment was also that Planim Save should be extended into new subject matter areas and needed to be implemented in neighbouring communities that shared the kinds of problems that had begun to be addressed through Planim Save in pilot communities. Appointed and elected local government leaders also felt that Planim Save should be both extended to be deeper and wider in its implementation in Bougainville.

Chiefs and elected village assembly leaders noted benefits from Planim Save in how the project, as part of revitalizing communities through what were a new set of methods to them, had helped to rebuild and modernize traditional leadership at the village level. The idea that facilitators from outside of their villages would be able to lead inclusive group conversations and the content of the four modules – as well as addressing these issues – was substantially new to them. Chiefs and community residents noted ways that the traditional leadership structure had been damaged or destroyed by the Crisis and ways that this has been restored through Community Conversations.

UN Women and NCFR made important adjustments in the implementation of Planim Save to increase effectiveness. These modifications included changes sought by key staff, such as the facilitators and

counsellors (for example in increasing their compensation rates to account for higher costs in implementation compared to those envisioned during project design in 2014). NCFR also held a refresher training for facilitators and counsellors to help keep implementation on track. NCFR, after some challenges, was able to change key personnel that were not appropriate to manage implementation in the field. And NCFR also held additional awareness raising workshops with local leaders to increase understanding of Planim Save and interest in the project across Bougainville.

The implementation of Planim Save varied substantially in practice based on different facilitators and differences in the villages where the project was implemented. Facilitators were trained to hold community conversations when they felt they would be effective in communities. Facilitators had to stop implementation in communities when community members would not be able to attend in substantial numbers. This happened not infrequently as weddings, funerals, and other community gatherings took up the attention of community members. Facilitators did not manage to restart after pausing activities and complete all four modules of Planim Save in some communities given the limited project implementation timeframe; others had not completed all modules at the time of the end-line survey, which affected the results achieved by Planim Save.

Critiques of the content of the modules, the training and preparation of the facilitators and counsellors, and the ways that the community conversations were implemented focused on several ways Planim Save could be more tailored and more strongly managed for optimum results. Some stakeholders and beneficiaries asserted that the content of a module was too much for the community to manage in the time provided for the subject in an individual session or sessions or that level of discussion was too high for some community members to understand. Similarly, facilitators noted that the materials for their training were at a very high level and many would have benefitted from simplification. Some facilitators felt that their training – and the whole program – should use *Tok Pisin* rather than English. They felt that the training for facilitators would have benefitted from being done in Tok Pisin, as this was the main language they were going to use themselves in leading community conversations in implementation. Facilitators sought to have materials for working with communities in *Tok Pisin* should there be a continuation or extension of Planim Save. Rather than depending on facilitators to turn the English materials into Tok Pisin themselves, facilitators felt that the project would benefit from having the NCFR produce agreed, consistent Tok Pisin language, phrases, and materials for them to use to lead community conversations.

Although sensitization was comprehensive in communities where Planim Save was implemented, since prior to the implementation of Planim Save, NCFR in collaboration with UN Women held comprehensive project launches in Siwai (April 2015) and Buin (July 2015), some community leaders from communities that did not implement the programme reported learning about Planim Save relatively late in programme implementation – as the project approached closure. They felt that this was an oversight and that neighbouring communities should also have more information about the project. NCFR addressed this issue by continuing to sensitize community leaders on Planim Save even as the project reached its last few months of implementation under IRF funding; NCFR and community leaders recognized that this sensitization outside of the project's areas of implementation could have been done earlier at the start of implementation for greater potential positive contagion effects – learning from communities that had Planim Save in ones that did not.

UNICEF was able to work effectively with ABG government institutions. The FSC's themselves have substantial challenges, whether run by the ABG as in Buka or NCFR as in Buin and Arawa. FSC staff benefitted from training and networking under Planim Save. The referral pathways from community counsellors trained by NCFR to the FSCs was used in the wake of community conversations. Referrals included ones for men to the Men's Haus operated by NCFR outside of the project.

Extensive efforts in M&E can have negative effects. Some community members and facilitators felt that that the end-line questionnaires were implemented at a time when the project was meant to be continuing

with the modules. Some communities and facilitators noted that the substantial work needed in their communities for the survey led to not immediately implementing the remaining modules. This may have had the effect of contributing to facilitators not implementing the final modules in some communities. Partners for Prevention noted that the implementation plan had always included the end-line survey and that NCFR facilitators had opportunities to complete mobilization and implementation either before or after the end-line survey; the original six month time frame for implementation of Planim Save had already been stretched out to 12 months, the maximum time that was available for implementation after the planning and sensitization phases (within the 18-month and then 2 year time frame post extension permitted under the IRF). Some beneficiaries asserted that the end-line questionnaire was too long and difficult for them to complete.

The logistics of working in South Bougainville and the management of logistics by facilitators were challenging, with several effects on implementation. The approach of the project was to select facilitators living in the 19 project Village Assemblies (VAs) where Planim Save was to be implemented. The idea was that not only would they know the local idiom, leaders, and issues, but also hence their own communities where they could walk and facilitate the conversations. However facilitators felt that the absence or limited provision of transportation was a hurdle for them. Transportation for facilitators and counsellors was not always available which hampered community conversations and sometimes led to long walks by the NCFR team. The provision of food with community conversations was seen as an important part of working effectively in the cultural context of Bougainville, especially for working with women who would otherwise have to work to prepare food for their families. Funding for food was sometimes challenging to obtain for facilitators through NCFR; food provided by village women was an important and expected part of community conversations.

#### *Efficiency*

UN Women, through the NCFR, was able to deliver community-based assistance in the challenging context of Buin and Siwai with Planim Save. Delivery was recognized by UN Women, NCFR, stakeholders, and beneficiaries to be non-trivial. The long distances, poor roads, absent bridges, and weak communications infrastructure (including some communities without cell phone service) made implementation difficult across South Bougainville. The establishment of a project office by NCFR in Arawa and then in Buin was seen as important to increase management and monitoring and evaluation.

UN Women and the NCFR were able to make adjustments in implementation to increase efficiency. Initial capacity constraints of NCFR and limited understanding of UN financial and other reporting systems led to slow disbursement of funds and a slow roll-out of the programme. UN Women then volunteered to change the procedures to do more direction execution/implementation, which NCFR agreed to. This increased the workload for UN Women but also the efficiency of programme implementation.

UN Women and Partners for Prevention did substantial work for development of the project and IRF funding as well as reporting to PBSO. For a short term project, it took tremendous work for M&E, which was also supported by Partners for Prevention and reporting over 18 months – generating and/or supporting the project document, baseline study (P4P), six-month reporting, annual reporting, the evaluability assessment, UN Women oversight, the request for an extension of six months, the end-line assessment (P4P), and supporting the independent evaluation. UN staff noted that this level of reporting, even with helpful PBSO templates, may be excessive. At times, PBSO staff reportedly solicited weekly reporting which was seen as too much of a demand on UN Women and UNDP field staff that need to focus on managing the projects themselves. UN Women and UNDP reportedly addressed the issue through their Country Director/Resident Representative successfully with PBSO at this level of reporting.

NCFR provided the Planim Save curriculum for facilitators and counsellors and led the training on the curriculum. NCFR published an identical, formal printed version of the curriculum later; it was not clear who this published version of the curriculum was for. Facilitators have and used their earlier less formal,

unbound copies of the curriculum for community conversations. Many facilitators felt that the concepts and terms in the English-language facilitator's handbook were at too high a level – even for them, let alone for community members (many of whom are illiterate). Many facilitators suggested that the manual was designed to be used for training of trainers rather than to support the direct delivery of services to the public; consequently they felt that a revised version that targeted implementation would be an improvement. The content was widely seen to be at a high level that needed more instructional support on how to deliver this content to illiterate people. Facilitators had to adjust methods themselves to target less educated community members. Facilitators had to take the initiative themselves to address these challenges, with one for example noting the purchase of a dictionary in order to understanding the meaning of some words. Facilitators also sought visual aids and handouts – and materials in *Tok Pisin* - to strengthen programme implementation.

The training for facilitators did not seem to cover some of the issues that they faced in leading community consultations. Some facilitators extended the work of the project on their own to address some of these issues, for example, to raise and address issues of disability within communities. This individual extension did not carry over to the programme as a whole but remained with the facilitators that made the adjustment. Abortion is a sensitive issue, as is family planning, in largely Catholic Bougainville; it was not clear to facilitators and counsellors what the program's guidance was on abortion and family planning or how this guidance was translated into action by facilitators in community conversations.

Focus group discussions found that the level of discussion and terms used were often seen to be at a high level by community members too. Beneficiaries, like facilitators, suggested that they would benefit from visual aids and handouts that they could use later to reflect on community conversations and extend the learning from the sessions led by the facilitators. Beneficiaries also suggested additional video and movie use as well to support consultations.

Unsurprisingly, there was notable variation in implementing community consultations across the two constituencies in Buin and Siwai. There were often larger numbers of women participants relative to male ones in community conversations. There was also high variance between the number of participants across communities and over time. In some communities, conversations were a large draw with 150 or more participants, while others community conversations were much smaller with 20 to 30 participants. The fourth week of the training for facilitators emphasized facilitation skills by helping develop the delivery skills and group management strategies of facilitators.

UNICEF, with no presence in Buka through an office or staff of their own, benefited from on-the-ground UN Women Office for the implementation of the work with FSCs; it was sometimes challenging for UN Women to cooperate with UNICEF and get full information on UNICEF activities under Planim Save.

### *Sustainability*

The NCFR will continue its work, including supporting FSCs and counsellors, across Bougainville after the end of the Planim Save project. However there will be less resources and correspondingly less activity. UNDP plans to build on the successes of Planim Save in the project design phase of the Peace building Priority Plan the 3 project component on trauma counselling and social cohesion which will encourage continued work and sustainability.

Planim Save facilitators and counsellors were selected for training based substantially on their previous engagement with NCFR, including training previously with NCFR. This continued relationship between project staff and the NCFR supports the sustainability of Planim Save's capacity building work through the facilitators and counsellors. NCFR selected the more educated/professional human capacity in these communities to be facilitators; while some of these facilitators and counsellors will leave their communities, they are likely to retain links to them and continue to be available for dialogue with community members.

The strong support of Council of Elders' and District Government leaders supports potential sustainability of Planim Save. The support they noted for expanding and extending Planim Save in general has led one district to request budget from the ABG to keep the project going in their district. The continued challenges of the ABG with getting budgetary resources from the PNG government however make funding unlikely in the short term.

Some facilitators assert that they will continue to lead community conversations, including introducing the programme and leading new community conversations without the programme - although they are limited by the lack of resources. The absence of resources would require creative efforts to manage transportation and food for community conversations.

## 4. CONCLUSIONS

Conclusions are drawn from the team's analysis of the findings of the evaluation above. The conclusions emerged from multiple findings in the course of the evaluation.

### *Equality for Progress*

#### *Relevance*

Women's political empowerment is an important area of work for the Pacific, PNG, and AROB, and stakeholders and beneficiaries recognize its importance. There is high demand among women in Bougainville for support to encourage their success and capacity in electoral politics. The project is highly relevant for Bougainville.

#### *Effectiveness*

UN Women and UNDP had been effective through E4P and met all of the objectives of the project from the Project Document. E4P assistance built on previous UN support for gender empowerment. The Assistance was highly praised by stakeholders and beneficiaries. There is still substantial need for further assistance to build on the gains that have been made in Bougainville in women's political empowerment.

#### *Efficiency*

Equality for Progress built on the gains in women's empowerment from prior work. The project also benefitted from financial support by UN Women and UNDP core staff funded through other resources which was a value multiplier and increased the value for money from the modest IRF resources. Some ABG officials sought greater coordination with RUNOs in implementation.

#### *Sustainability*

The gains made in women's political empowerment are embedded in ABG institutions which supports sustainability. UN Women and UNDP will continue their engagement in this area, including through Priority Peacebuilding Plan also funded by the PBSO. Bougainville also has committed leaders, both women and men – that will also continue to work towards women's empowerment in governance, peace and security at all levels. There are however grave uncertainties on funding for the institutions and positions in them going forward that inhibit sustainability.

### *Planim Save Kamap Strongpela*

#### *Relevance*

Bougainville suffers from high rates of violence against women; addressing and ending violence against women is highly relevant to the future of the AROB. Many communities, now 15 years after the signing of the peace agreement that ended the 12 year crisis, have had little assistance and not recovered from the crisis. Planim Save was developed locally by a local civil society organisation, the NCFR, with deep experience in these communities. Planim Save was seen as highly relevant by stakeholders and beneficiaries to their problems and needs.

### *Effectiveness*

UN Women was able to work with the NCFR to effectively implement community conversations and build a referral pathway for victims of violence through the component implemented by UNICEF with hospitals and Family Support Centres. Although there were challenges, NCFR was able to work at the community level in two of the most underserved districts in South Bougainville. The project however had only 18 months in implementation to address deeply rooted problems of violence in communities. This period and the procedures used were not as effective as desired; although the incidence has fallen, the self-reported rate of violence remain unacceptably high.

### *Efficiency*

Planim Save had a heavy workload for UN Women on reporting and M&E relative to programming. UN Women and the NCFR were able to adjust in implementation to increase the efficiency of programme delivery. There remain numerous ways that staff, facilitators, beneficiaries, and stakeholders noted as potential avenues to increase the efficiency and effectiveness of programme implementation.

### *Sustainability*

NCFR drew upon its prior work and contacts to find and develop staff for Planim Save. The NCFR will continue its work after the project has concluded. Some facilitators report that they will try to continue, but anticipate facing limits without resources for food and transportation. Local government officials have requested funding to continue programme implementation but the limited resources of the ABG make this funding unlikely at present. UN Women, UNICEF, and UNDP will also continue to work to support EVAW and use the experience and resources of Planim Save going forward. This may particularly be the case through UNDP and the trauma healing and community cohesion components of the Priority Peacebuilding Plan which UNDP may use to help make progress in some of the areas where progress was made under Planim Save but gaps remain.

## **5. LESSONS LEARNED AND RECOMMENDATIONS**

Lessons learned and recommendations have two sources. Some lessons and recommendations came directly from the evaluation fieldwork - where several documents, interviews, or focus group participants noted that specific lessons learned from the implementation of the projects or made recommendations that flowed from their experiences. Other lessons learned and recommendations are drawn from the conclusions above that in turn are based on multiple findings.

### **Lessons Learned**

#### *Overall*

#### **Data-driven Processes Are Effective**

Solid data/information can be used effectively to build basis for programming and funding within the UN and with partners in the ARoB. UN Women and its partners used the data on the incidence of violence against women in Bougainville collected in the FHSS and worked through the initial blowback of what were seen as negative findings to build consensus to address the issue through programming. This methodology had to be used again at the district level to build understanding and consensus as needed for implementation of programming to start addressing these problems and assisting communities and victims.

#### **Knowledge Products and Consensus-Building Exercises Provide Important Support for Inception**

The data itself was not enough in the case of Planim Save; the publication of the FHSS helped as well. With Equality for Progress, a knowledge product from the project helped increase the validity and credibility of the work as well. The project supported week-long diagnostic exercise reviewing the

experience of women candidates in the 2015 BHOR elections built an important consensus among women – whether successful or unsuccessful as candidates – to move forward together. The publication of the findings and recommendations was then useful for advocacy and programming to empower women in politics. Knowledge products can thus be used to turn around negatives (high rates of SGBV) or as something that can work on positively (as with the successes of women in elections through the use of the Diagnostic Report to build awareness).

### **Peace-Building Fund Rules and Procedures Are Limiting**

Under the IRF, projects are limited in size and time. The PBF's 18 month time-ceiling for projects is too short for effective peacebuilding. This may especially be the case after prolonged conflicts like Bougainville or many years after the crisis has ended – but the effects of crisis remain (as with Bougainville fifteen years after the signing of the Bougainville Peace Agreement). A six-month extension – the maximum length of time allowed under the IRF – is also not long to address the longstanding problems of the Bougainville crisis, especially years after the most violent periods of conflict. The limited size of IRF funding is also highly constraining and does not come close to addressing the needs of targeted populations – even with a population as small as that of Bougainville.

### **Peace-Building Fund Rules and Procedures Are Exhausting**

UN Women and RUNO staff had substantial tasks of developing, managing, and monitoring and evaluation, and reporting for these two short-term IRF projects and under USD 1.5 million in resources. The magnitude of these tasks and work is hardly different from that for substantially larger projects. UN Women devoted substantial other resources to management and M&E of the IRF projects. IRF projects did not cover the full cost of implementation. And the heavy monitoring and evaluation may have had negative effects on project implementation by making heavy demands on community members for M&E (such as the baseline and end-line surveys for Planim Save) relative to implementation itself. It is important to note that the baseline/end-line survey provided important documentation of statistically significant decreases in victimization and perpetration of intimate partner violence and an increase of knowledge of where to get services for VAWG which is very valuable for understanding the effects of the programme for further replication.

## ***Equality for Progress***

### **Project Beneficiaries are Strong Advocates**

Women and other leaders of Bougainville are appropriately proud of the progress they have made in empowering women in electoral politics through reserved seats, training and networking, and advocacy. Beneficiaries and stakeholders are strong advocates of additional support based on their progress to date, continued needs, and future potential – in Bougainville, PNG, and the Pacific region. ABG plans are already in place and need international support. These include the Strategy for Women's Political Leadership in ARoB 2015-2020, the Policy on Women's Empowerment and Gender Equality, and the 2013 Peace and Security, Action Plan for Women Peace and Security (which was reviewed in 2016).

### **Increase Coordination with ABG**

UN Women should consider working with the ABG to get a staff person seconded to project management in a future project. This would have the potential to ensure sustainability of project achievements within the ABG in the future.

## ***Planim Save Kamap Strongpela***

### **UN Women Can Work at the Community-level in Bougainville**

The experience of the project demonstrated that UN Women can work effectively with local partners to implement programming at the community level in the ARoB. This experience and the fieldwork for the evaluation demonstrates that underserved areas, such as villages in South Bougainville, can benefit – and appreciate benefitting – from assistance. UN Women programming can reach the more underserved districts – in this case the ones thought to be most affected by the crisis – although the logistical and management challenges for all organisations (UN Women, NCFR management and project staff, local authorities) and their staff (including counsellors and facilitators from these districts) pose difficult challenges and are hard to manage.

### **Implementation at the Community-Level Requires Substantial Management**

Work at the community-level with local partners requires recognition not only of the extent of the challenges but also of the limits of partners and communities. UN Women and NCFR recognized these challenges and built capacity strengthening into Planim Save. UN Women and NCFR then recognized that the project needed adjustments in implementation and made several sets of changes to adjust implementation. Even with this recognition, substantial efforts in management, and adjustments, implementation still had substantial room for improvement.

### **Community-level Work Still at Early Stage in Bougainville**

Planim Save consciously choose to work at the community level in underserved South Bougainville. These communities emphasised that they had not been served or benefitted from many or any other programming. The implementation of Planim Save has been hard work, great work, and should lead to more work to support urgently needed fundamental changes in these communities that have suffered so much from the crisis and had such a limited recovery in the fifteen years since the conflict. Planim Save and the lessons learned from this pilot effort provide an important foundation to build on in terms of community work in general and EVAW in particular.

## ***Recommendations***

### ***Overall***

#### **Continue Work Focused on Women across Bougainville**

UN Women and UNDP have helped build a strong foundation for women's political empowerment and UN Women and UNICEF have made progress towards gaining recognition of and addressing the high levels of violence against women in the ARoB.

The impressive progress made in political empowerment needs to be continued. This is especially important as the new Community Government Act comes into force with 50-50 representation of women. This high level of elected women's leadership will bring many women into local government for the first time. New local government officials – especially women officeholders – will need substantial training on their new responsibilities in order to make the most of this unprecedented opportunity for women's equality in elected governance. UN Women and UNDP should consider developing programming immediately to encourage and strengthen the competitiveness of women for these positions prior to elections (if possible, with elections anticipated in April 2017). UN Women and UNDP should develop training and networking programs for the women elected to these positions to help them become effective representatives in their new roles.

Ending violence against women programming needs continued focus for the opposite reason – the continued evidence for extraordinarily high levels of violence against women and girls demands additional work towards ending this violence. The work done to substantiate the level of the EVAW problem in Bougainville and build understanding among political leaders and the population about the nature of their violence against women problems needs to be met with substantial, sustained effort to reduce this violence. UN Women and UNICEF need to continue to support community-level and government institutions that build understanding about EVAW, help individuals, families, and



communities to prevent and end violence, and support community and government-based ways to support victims and their families. Partners for Prevention should continue its important work on understanding the nature and magnitude of the challenges of violence against women and girls – and the amount of progress achieved towards EVAW. The work done through Planim Save has only made a start; the magnitude of the problems seen in the FHSS and the community-surveys of the project in Buin and Siwai cannot be successfully addressed in an 18 month project with 12 months of implementation in communities.

### **Field Presence and International Staff Needed in Bougainville**

UN organisations need to invest in a presence in Bougainville. The logistical and capacity challenges of working in tough challenges of the post-conflict environment of Bougainville are daunting. To be effective – and to increase effectiveness and impact – UN organisations need to invest the resources to have an office and international staff in Bougainville as needed for the extensive stakeholder engagement, collaboration with government partners, and management, training, and mentoring of civil society partners.

### **Peacebuilding Fund Should Lengthen Term and/or Simplify Reporting**

Many conflicts, like Bougainville, continue for a prolonged period (1989-2000). Post-conflict recovery also takes a sustained period of time – even when all of the other aspects that are supportive of recovery are conducive. The PBF should consider ways to support longer-term recovery through mechanisms that are longer than the two years (with extension) under the IRF or the three years of the Peacebuilding Priority Plan in Bougainville. In a case like Bougainville, where the conflict itself ended many years ago but many of the effects of conflict remain unaddressed 15 years after the 2001 peace agreement – there is an even stronger argument to be made for longer-term programming to manage the effects of conflict and support reconciliation, including through communities and women’s political empowerment.

### **Peacebuilding Fund Should Simplify Reporting**

The procedures and processes of the IRF are also demanding for a short time period and relatively low level of resources (under 1.5 million USD). For these resources – and given the level of management needed on the ground in challenging post-conflict conditions like Bougainville – the requirements of underlying analysis, two project documents, six-month reporting and annual reports for each project, two separate extension proposals, an 18 month report for each project once each extension was approved, and a final report on each project may overtax partner and staff capacity. This level of reporting may have had the effect of detracting from project implementation by over prioritizing reporting, in the context of limited capacities of partner and project staff to manage the projects and reach results. The PBF should look for ways to reduce the demands of reporting which could free resources for management of projects and encourage stronger management of projects on the ground.

## ***Equality for Progress***

### **Use Bougainville Examples to Encourage Progress across the Pacific in Women’s Political Empowerment**

The use of Temporary Special Measures (TSM) in Bougainville has made important inroads into electing more women to representative institutions in the AROB. The initial steps to reserve seats in the BHOR and training for women (and men) and coalition building for elected women representatives has built more support for women’s political empowerment, now manifest in the 50-50 proportionality for women in the Community Government Act. Bougainville serves as a positive example for how expanding women’s political leadership through TSM can not only work but be widely recognized by political leaders of both genders as beneficial. Bougainville examples and leaders are important resources that can be used by UN Women and UNDP to support discussion, learning, and change towards TSM in PNG and across the Pacific region.

### **Further Support for Women’s Political Empowerment Will be Even More Important**

The new provision for half of the seats in local government to be held by women in the Community Government Act means that Bougainville will soon have a majority of local government run by new people, including new women. Their lack of experience in local government and the likely fact that many will have limited skills and knowledge suggests that training for new representatives will be critical in empowering them to do their jobs well. UN Women and UNDP are well equipped to manage stakeholder consultations with newly elected community government leaders and other stakeholders, develop training and mentoring programmes to improve their skills and knowledge, and implement these programmes.

### **Equality for Progress Results Need Continued Support**

Some key achievements of E4P were reached at the end of the project and should be monitored and supported further to make for stronger impact on Bougainville. In particular, the development and staffing of the BHOR Select Committee on Gender and the BEC Office of Gender Equality will need support to start operations and be effective in their challenging objectives of leading and managing whole-of-government gender equity efforts.

Some specific initiatives in this area are to support:

1. Awareness and training/advocacy for women and men elected through the new Community Government Act;
2. Additional training on Gender Equality to the BHOR, ABG, and BWF – which could be anchored and used this as “outrigger” training for PNT and the rest of the Pacific towards gender equality.
3. Capacity building for the Office of Gender Equality until it becomes sustainable through the ABG.
4. Seconding a Bougainvillean to work closely with international UN staff in coordinating and managing projects in order to learn from the project coordination office; and
5. Longer time frames for future initiatives, which should be from 2-3 years on Bougainville to have real traction and buy in.

### ***Planim Save Kamap Strongpela***

#### **Explore Extending Project Implementation**

UN Women should solicit additional resources to extend the implementation of Planim Save in the communities in which it has been implemented in Buin and Siwai. While there is tremendous demand for extending Planim Save to other communities in these districts and to other districts, the experience to date with the pilot efforts suggests that UN Women should focus on improving and systematizing partner performance in the communities where Planim Save has already been working in order to further test what works best among Planim Save’s methods and what the impact of the project will be over a period of time longer than 12 months of work in these communities. The deeply rooted issues that Planim Save has begun to work with through community conversations in these communities needs a longer-time period and more project work to examine how much of an impact these methodologies can have on EVAW. UNDP should consider using the lessons from Planim Save and community level methodologies in developing its trauma counselling and social cohesion work in component 3 of the Priority Peacebuilding Plan, also funded by the PBSO.

#### **Stronger Management Needed**

In future work at the community-level – including any extension of Planim Save - UN women should work closely with implementing partners to develop a stronger set of procedures for project implementation. By design and due to the nature of these communities, substantial flexibility will be needed to implement community conversations (i.e. through adapting to characteristics of these communities and delaying subsequent activities when there are funerals or other community gatherings). Implementing partner staff need support to help them adapt to communities as well as with restarting and resuming activities, which has left some communities for example not completing all four modules.

**Build-in Ways to Learn More about What Works Best at Community-Level**

UN Women should work closely with partners to be able to systematically assess how the implementation of projects vary at the community level and the effects of this variation on impact. The decentralized ways the project has been implemented by teams of NCFR facilitators and counsellors – despite substantial efforts from the Centre and UN Women to monitor and manage – has allowed tremendous local variation in processes and has led to countless local adaptations in project implementation. Stronger project implementation would enable systematic learning about the effects of variation in community characteristics and implementation on perceptions and impact.

**Community-Level Work Should Continue to Connect to Government Institutions**

UN organisations should continue to ensure that projects remain closely linked with or connected to AROB institutions going forward. This is both the case for informal arrangements, like the connections between Planim Save and local government leaders in Buin and Siwai Districts, and more formal arrangements like Planim Save's programmatic links to the UNICEF-implemented component of the programme that worked with the Family Support Centres.

Some specific initiatives in this area are to support:

1. Additional training on Mental Health, Positive Parenting, Healing of Memories, and Trauma Counselling for both men and women needs to be considered;
2. The training of more Facilitators and Counsellors;
3. The translation of modules and supportive materials into Tok Pisin;
4. Improved communication with and collaboration on M&E with Department of Community Government and Community Development and involve them in all planning and implementation.
5. Seconding a Bougainvillean to work closely with international UN staff in coordinating and managing projects in order to learn from the project coordination office; and
6. Longer time frames for future initiatives, which should be from 2-3 years on Bougainville to have real traction and buy in.

## ANNEX 1: EVALUATION MATRIX

Evaluation Questions	Sub-questions	Indicators/Performance Measures	Data Sources (primary and secondary)	Data Collection Tools	Data Analysis Plans
<b>Relevance</b>					
<p>To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries and by the Governments?</p> <p>To what extent is the intervention relevant to the peacebuilding needs and dynamics in Bougainville?</p> <p>To what extent is the intervention relevant and complementary to the other projects funded by the Peacebuilding Fund in Bougainville?</p> <p>What is the UN comparative advantage in this area of work compared with other development partners</p>	<p>What activities have beneficiaries been involved with in these projects? What project activities do stakeholders know?</p> <p>How important is women's political participation/EVAW to respondents?</p> <p>How important is women's political participation/EVAW to peacebuilding in Bougainville?</p> <p>How does E4P/Planim Save complement other PBF programming?</p> <p>What are the advantages of working in women's leadership and political participation/EVAW through UN organisations?</p>	<p>Specific knowledge of project-supported activities (types, places, people)</p> <p>Evidence for their perceptions, both retrospective and current (stories, examples, perceived changes)</p> <p>Evidence for perception change or behavioural change through explanation (stories, examples, perceived changes)</p>	<p>Secondary documents (Project reporting, other project documentation)</p> <p>KIIs with Project staff, ABG and community leaders, beneficiaries, non-beneficiaries</p> <p>FGDs in communities</p>	<p>Semi-structured interview guide and questions</p> <p>Focus group interview guide and questions</p>	<p>Content and thematic analysis and comparison</p> <p>Trend analysis of change over time</p>

and or key stakeholders?					
<b>Effectiveness</b>					
<p>To what extent has the programme made progress towards planned outcomes and outputs? Which areas or outcomes have progress and least progressed and why? What evidence is available for these conclusions?</p> <p>How effective were the project strategies in achieving expected results?</p> <p>To what extent did the programme develop and build capacities of partners on women’s leadership and political participation and EAW?</p> <p>Assess the effectiveness of the activities implemented by partner institutions and their contribution to the</p>	<p>How have project activities changed beneficiary/stakeholder perceptions of women’s leadership and political participation/ending violence against women (EAW)?</p> <p>How have the activities changed perceptions in the community of women’s leadership and political participation/EAW?</p> <p>What do you think has worked best in project design and implementation? Why?</p> <p>What do you think has not worked as well in project design and implementation? Why?</p>	<p>Specific knowledge of project-supported activities (types, places, people)</p> <p>Evidence for their perceptions or behavioural change, both retrospective and current (stories, examples, perceived changes)</p> <p>Evidence for perception or behavioural change through explanation (stories, examples, perceived changes)</p>	<p>Secondary documents (Project reporting, other project documentation)</p> <p>KIIs with Project staff, ABG and community leaders, beneficiaries, non-beneficiaries</p> <p>FGDs in communities</p>	<p>Structured document review protocol</p> <p>Semi-structured interview guide and questions</p> <p>Focus group interview guide and questions</p>	<p>Content and thematic analysis and comparison</p> <p>Trend analysis of change over time</p>

<p>outcomes of the programme?</p> <p>Assess the lessons learned from these partnerships and the possibilities to replicate them?</p> <p>To what extent has the programme been implemented using a Human Rights based-approach?</p>	<p>What lessons do you think we can learn from the ways the projects were implemented?</p> <p>How do you see human rights feature into the implementation of these projects?</p>				
<p><b>Efficiency</b></p>					
<p>Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve results? Have resources been used efficiently?</p> <p>Have programme funds and activities been delivered in a timely manner?</p> <p>Assess managerial and work efficiency? Were management capacities adequate?</p>	<p>How did the projects' manage their activities to try to maximize results?</p> <p>Have project implementers received the funds needed to implement activities in a timely way?</p> <p>Do you think the management of the projects has been capable and effective? Why or why not?</p>	<p>Specific examples</p> <p>Plausible attribution of changes to changing project modalities/implementation.</p>	<p>Secondary documents (Project reporting, other project documentation)</p> <p>KIIs with Project staff, ABG and community leaders, beneficiaries,</p> <p>FGDs in communities</p>	<p>Semi-structured interview guide and questions</p> <p>Focus group interview guide and questions</p>	<p>Content and thematic analysis and comparison</p> <p>Trend analysis of change over time</p>

<p>How effectively did the programme management team monitor programme performance and results?</p> <p>How did any issues from reporting get passed to the project board/leadership and result in effective follow-up action?</p> <p>To what extent did the projects make efficient use of partnerships in implementing the activities?</p>	<p>How have the projects monitored performance and results?</p> <p>Were there any issues raised by project reporting that were examined by project management?</p> <p>How were partnerships made effective in implementing project activities?</p>		<p>Project records on activities, changes in activities</p>		
<p><b>Sustainability</b></p>					
<p>What steps have been taken to ensure programme sustainability?</p> <p>Are the programme results, achievements and benefits likely to be durable?</p> <p>How effective has the programme been in establishing ownership?</p>	<p>What steps have the project taken towards making the activities and results continue on beyond the end of the funding?</p> <p>Do you think the activities supported by the projects will continue after the project? Why or why not?</p>	<p>Specific examples of activity results with enduring or large effects, ownership, institutionalisation</p> <p>Plausible evidence for expectations that activity</p>	<p>Secondary documents (Project reporting, other project documentation)</p> <p>KIIs with Project staff, ABG and community leaders,</p>	<p>Key informant interview guide and questions</p> <p>Focus group interview guide and questions</p>	<p>Content and thematic analysis and comparison</p> <p>Trend analysis of change over time</p>

<p>Are results anchored in national institutions and can they be maintained at the end of the programme?</p> <p>Can the programme approach or results be replicated or scaled up by national partners?</p> <p>What would support their replication and scaling up?</p> <p>Have the projects led to any catalytic results (i.e. additional financing from other sources or unblocking of any key issues or processes, which will enable further work in this area to take place more easily, after the project end)?</p>	<p>How strong do you think local ownership of the project is? Why?</p> <p>How have results been incorporated into local or ABG institutions?</p> <p>Can this approach and results be repeated by other partners? How?</p> <p>Have there been any results that have had larger effects? Why have these activities had a greater influence?</p>	<p>results will continue in the future</p>	<p>beneficiaries, non-beneficiaries</p> <p>FGDs in communities</p>		
<p><b>Lessons Learned</b></p>					



<p><b>What lessons can UN Women and its partners learn from the implementation of the two projects in Bougainville?</b></p>	<p>What do you think has worked well in project implementation? Why?</p> <p>What do you think has not worked as well in project implementation? Why?</p>	<p>Specific examples of activity results that led to lessons</p> <p>Plausible evidence supporting the causal logic behind these lessons</p>	<p>Secondary documents (Project reporting, other project documentation)</p> <p>KIIs with Project staff, ABG and community leaders, beneficiaries, non-beneficiaries</p> <p>FGDs in communities</p>	<p>Key informant interview guide and questions</p> <p>Focus group interview guide and questions</p>	<p>Content and thematic analysis and comparison</p> <p>Trend analysis of change over time</p>
---	--	---	--	---	---

## **ANNEX 2: BIBLIOGRAPHY**

### **UN Women Documents**

How to Manage Gender-Responsive Evaluation: Evaluation Handbook. New York: Independent Evaluation Office (IEO), UN Women, 2015. <http://genderevaluation.unwomen.org/en/evaluation-handbook>

How to design project to end violence against women and girls: a step-by-step guide to taking action. Suva, Fiji: UN Women Pacific Multi-Country Office, 2015.

Global Evaluation Report Assessment and Analysis System (GERAAS). New York: IEO, UN Women, 2015.

### **Other UN Documents**

Quality Checklist for Evaluation ToR and Inception Report. New York: United Nations Evaluation Group (UNEG), June 2010. <http://www.uneval.org/document/detail/608>

Norms and Standards for Evaluation. New York: UNEG, June 2016. <http://www.unevaluation.org/document/detail/1914>

UNEG Handbook for Integrating Human Rights and Gender Perspectives in Evaluations. New York: UNEG, August 2014. <http://www.uneval.org/document/detail/1616>

UNEG Quality Checklist for Evaluation Reports. New York: UNEG, June 2010. <http://www.unevaluation.org/document/detail/608>

Bougainville Peace and Development Analysis: Findings and Emerging Priorities. New York: UNDP, March 2014.

Family, Health, and Safety Study: Autonomous Region of Bougainville, Papua New Guinea – Summary Report. Partners for Prevention, UNDP, UNFPA, UN Women, UN Volunteers.

Consultative Dialogue for the Bougainville Women’s Federation’s Referendum Strategy, Elisabeth Scheper, UN SBT of Mediation Advisors, Buka Island, 13 December 2016

UNDP/PBF - SWOT analysis and recommendations (Elisabeth Scheper, 13 December 2016)

Working Group Outcomes - BWF Consultative Dialogue on Referendum Preparations – 13 December 2017 (Elisabeth Scheper)

### **Equality for Progress**

Project Document, Equality for Progress. 2015

Fiji Women Leaders Report, Training Programme & Logistics Note

Bougainville Women and Political Leadership: A Gender Diagnostic of the 2015 Elections. 2015 (ABG).

Policy for Women's Empowerment, Gender Equity, Peace & Security. August 2016 (ABG).

Looking Forward: A Strategic Plan for Women's Political Leadership in the Autonomous Region of Bougainville 2015-2020 (ABG).

Collaboration Note with the Department of Community Government.

Letter of Commitment from ABG on Establishment of the Office of Gender Equality

Letter of Commitment from the Bougainville House of Representatives on the Establishment of the Office of Gender Equality (OGE)

Letter of Commitment from BWF on the Establishment of the Office of Gender Equality

Directive from the ABG President on the Establishment of the OGE

TOR for the OGE Director

TOR for the OGE Deputy

A Comprehensive Report on the Establishment of the OGE

Report on Round table Consultations on the Establishment of the OGE

Report on Establishment of a Parliamentary Gender Equality Committee, 14 December 2016, (by UNDP IC Sherrill Whittington)

Decision of the BHOR to establish the Parliamentary Committee on Gender, December 2016 (BHOR)

Minutes of the meeting with the Speaker of BHOR on the Committee Gender

Peacebuilding Fund (PBF) Annual Progress Report, Country: Papua New Guinea, Reporting Period 1 January – 31 December, 2015 - Equality for Progress

Peacebuilding Fund (PBF) Project Half-Yearly Progress Update, Country: Papua New Guinea, Period Covered January-June 2016, Equality for Progress

Peacebuilding Fund (PBF) Annual Progress Report, Country: Papua New Guinea, Reporting Period 1 January – 31 December, 2016 - Equality for Progress

UNDP Final Meeting with the President of the Autonomous Region of Bougainville Dr. John L. Momis MHR for 2016

Report on Peace Building Training, 20-24<sup>th</sup> June 2016, Suva, Fiji. (by BHOR Acting Clerk Robert Tapi, ABG).

Bougainville Community Government Act. No. 1 – 2016 (ABG)

---

## **Planim Save Kamap Strongpela**

Planim Save Project Document

Planim Save Baseline Fact Sheet

Peacebuilding Fund (PBF) Annual Progress Report, Country: Papua New Guinea, Reporting Period 1 January – 31 December, 2015 – Planim Save

Peacebuilding Fund (PBF) Project Half-Yearly Progress Update, Country: Papua New Guinea, Period Covered January-June 2016, Planim Save

Peacebuilding Fund (PBF) Annual Progress Report, Country: Papua New Guinea, Reporting Period 1 January – 31 December, 2016 - Planim Save

Planim Save Qualitative End-line Report

Draft Endline Report: Understanding the Effects of Planim Save Kamap Strongpela

Building Peace and Preventing Violence Against Women and Girls One Conversation at a Time: Planim Save Human Interest Story

Nazareth Centre for Rehabilitation (NCFR) Training Curriculum

Council of Elders (COE) Training Report

Facilitator Training Report

PBSO Brief on Planim Save Progress

Life changing story of Elizabeth Nabuai, Counsellor with Planim Save Kamap Strong Project: Planim Human Interest Story

Interview with Magdalene Pitau, PSKS Facilitator, Buin District - 12 October 2016: Planim Human Interest Story

Selected Siwai District PSKS Monitoring Reports (by NCFR Monitoring and Evaluation Officer)

Selected Community Conversation Reports, Siwai (by lead facilitators)

Selected Life changing stories, Siwai

Selected Buin District PSKS Monitoring Reports (by NCFR Monitoring and Evaluation Officer)

Selected Community Conversation Reports, Buin (by lead facilitators)

Selected Life changing stories, Buin

## **ABG Documents**

Bougainville Community Government Act

### **UNICEF Documents**

IOD PARC Australasia. 15 March 2016. Independent Formative Evaluation of Family Support Centres in Papua New Guinea. Newport: IOD PARC Australasia.

---

## **ANNEX 3: INTERVIEWS AND FOCUS GROUPS**

### **UN Women, Port Moresby**

Jeffrey Buchanan, Country Representative, PNG  
Beatrice Tabeu

### **UNICEF, Port Moresby**

Asefa Tolessa Dano

### **UN Office Buka**

Julius Otim, Peace and Security Advisor, Head of the UN Women Sub National Office in Bougainville  
Jane Kurika, UN Women  
Lawrence Bassie, UNDP, PBF Coordinator  
Jessica Siriosi, UNDP, Monitoring and Evaluation

### **Bougainville House of Representatives**

Francesca Semoso, Women's Representative, Deputy Speaker  
Josephine Geitsi, Honorable Minister for Department of Community Development  
Robert Kapil, Clerk  
Isabel Peta, Women's Representative, South Bougainville

### **Department for Community Development (DfCD)**

Josephine Getsi, Honourable Minister DfCD

### **Department of Community Government**

Wesley Kenneth, Secretary  
Malcolm Gaga, Community Govt Officer  
Sione Sasa, Community Government Coordinator

### **Bougainville Women Federation (BWF)**

Rose Pihei - President  
Barbra Tane - Program Manager  
Hona Holan - Treasurer

### **Buka Family Support Centre**

Sister Esther – Mental Health Nurse and Coordinator  
Sister Christine  
Nurse Colleen

### **Nazareth Centre for Rehabilitation**

Sister Lorraine Garasu, Centre Founder and Director  
Robert, Project Coordinator Buin and Siwai

**Buin Consultations (District Officers)**

Peter Kamuai - Executive Manager Buin District

John Numereke - Council of Elders Chief and Focal point for Buin

Francis Kaoma - Bawake Council of Elders Chairman

**Buin Safe House (Planim Save Counsellors)**

Lora Ampa – Counsellor, President Buin Women’s Federation, former member BHOR

Sister Isabel – Counsellor/Social Worker

Marian - Counsellor

**Malabita Village FGC**

13 participants () including the village Chief

Maggie - Facilitator

**Laguai Village FGC**

11 participants, (7 men and 4 women)

**Buin Bawake Facilitators and Counsellors Consultation**

14 Participants (5 men and 9 women)

**Siwai Council of Elders**

CoE Chairman Ponga

Isaiah CoE Chairman Kamu

Micheal,

Amele

**Hire Focus Group Discussion**

13 people

**Siwai Facilitators FGC**

Benedict Munu Village Assembly

John Munu Village Assembly

Marcella Kapana Village Assembly

Esther Panake Village Assembly

**Siwai Facilitators and Counsellors**

20 participants from different Village Assemblies (7 Counsellors, 13 Facilitators)

**Munu Community Consultation**

Over 50 participants from the village

**Former UN Women Staff**

Agnes Titus, Former Head of the UN Women Sub National Office in Bougainville,  
BHOR aspirant

---

## ANNEX 4: EVALUATION INSTRUMENTS

### INTERVIEW AND FOCUS GROUP GUIDE AND DISCUSSION QUESTIONS<sup>2</sup>

#### Equality for Progress

Thank you for talking with us today.

We are an independent team conducting a review of two projects implemented in Bougainville by UN Women and its partners over the last two years: Equality for Progress and Planim Save. The goal of the review is to learn about what has been accomplished in the region by the projects, what has worked well, and what has not worked as well. Lessons from this review will be used to help UN Women consider future programming.

The information collected today will only be used for the review. We will not use this information in a way that identifies you as an individual or your specific community in the report.

We would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

Are you willing to participate in this study? [Ensure that participant(s) verbally or non-verbally agree to participate]

Do you have any questions for us before we begin with a short list of questions to learn about the ways that these projects may have worked with you and your community - and your knowledge and experience with these projects and their activities?

How do you know about the UN Women-funded Equality for Progress project?

What activities do you know of that have been carried out by Equality for Progress?

How important do you see increasing women's political participation as among the priorities in Bougainville?

How important is increasing women's political participation to peacebuilding in Bougainville? Why is or isn't it important?

Do you, and how do you, see Equality for Progress complementing other PBF programming?

What do you see as the advantages of working in women's leadership and political participation through UN organisations?

---

<sup>2</sup> Not all questions will be asked to all informants, based on time limitations and the fact that knowledge and experience with the project varies among respondents. For example, UN organisation staff are likely to know more about PBF programming than E4P beneficiaries, who may not be asked about other PBF programming.



---

Do you think Equality for Progress project activities have changed beneficiary and stakeholder perceptions of women's leadership and political participation? How have activities had this kind of effect?

Do you think Equality for Progress project activities have changed perceptions in communities of women's leadership and political participation? How have activities had this kind of effect?

What do you think has worked best in the design and implementation of Equality for Progress? Why?

What do you think has not worked as well in the design and implementation of Equality for Progress? Why?

What lessons do you think we can learn from the ways the Equality for Progress project was implemented?

How do you see human rights feature into the implementation of the Equality for Progress project?

How did the Equality for Progress team manage their activities to try to maximize results?

Have Equality for Progress project implementers received the funds needed to implement activities in a timely way?

Do you think Equality for Progress has been managed capably and effectively? Why or why not?

How has the Equality for Progress monitored project performance and results?

Were there any issues raised by Equality for Progress reporting that were examined by project management? If so, what were they?

How did Equality for Progress use partnerships in implementing project activities?

What steps has the Equality for Progress project taken towards making the activities and results continue on beyond the end of the funding?

Do you think the activities supported by Equality for Progress will continue after the project? Why or why not?

How strong do you think local ownership of Equality for Progress is? Why?

How have the results of Equality for Progress been incorporated into local or ABG institutions?

Can the Equality for Progress approach and results be repeated by other partners? How?

Have there been any results from Equality for Progress that have had larger effects? Why have these activities had a greater influence?

What do you think has worked well in the implementation of Equality for Progress? Why?

What do you think has not worked as well in the implementation of Equality for Progress? Why?

---

## INTERVIEW AND FOCUS GROUP INTERVIEW GUIDE AND QUESTIONS<sup>3</sup>

### Planim Save Kamap Strongpela

Thank you for talking with us today.

We are an independent team conducting a review of two projects implemented in Bougainville by UN Women and its partners over the last two years: Equality for Progress and Planim Save. The goal of the review is to learn about what has been accomplished in the region by the projects, what has worked well, and what has not worked as well. Lessons from this review will be used to help UN Women consider future programming.

The information collected today will only be used for the review. We will not use this information in a way that identifies you as an individual or your specific community in the report.

We would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

Are you willing to participate in this study? [Ensure that participant(s) verbally or non-verbally agree to participate]

Do you have any questions for us before we begin with a short list of questions to learn about the ways that these projects may have worked with you and your community - and your knowledge and experience with these projects and their activities?

How do you know about the UN Women-funded Planim Save project?

What activities do you know of that have been carried out by Planim Save?

How important do you see ending violence against women among the priorities in Bougainville?

How important is ending violence against women to peacebuilding in Bougainville? Why is or isn't it important?

Do you, and how do you, see Planim Save complementing other PBF programming?

What do you see as the advantages of working towards ending violence against women through UN organisations?

Do you think Planim Save project activities have changed beneficiary and stakeholder perceptions of violence against women? How have activities had this kind of effect?

---

<sup>3</sup> Not all questions will be asked to all informants, based on time limitations and the fact that knowledge and experience with the project varies among respondents. For example, UN organisation staff are likely to know more about PBF programming than Planim Save beneficiaries, who may not be asked about other PBF programming.

---

Do you think Planim Save project activities have changed perceptions in communities of violence against women? How have activities had this kind of effect?

What do you think has worked best in the design and implementation of Planim Save? Why?

What do you think has not worked as well in the design and implementation of Planim Save? Why?

What lessons do you think we can learn from the ways the Planim Save project was implemented?

How do you see human rights feature into the implementation of the Planim Save project?

How did the Planim Save team manage their activities to try to maximize results?

Have Planim Save project implementers received the funds needed to implement activities in a timely way?

Do you think Planim Save has been managed capably and effectively? Why or why not?

How has the Planim Save monitored project performance and results?

Were there any issues raised by Planim Save reporting that were examined by project management? If so, what were they?

How did Planim Save use partnerships in implementing project activities?

What steps has the Planim Save project taken towards making the activities and results continue on beyond the end of the funding?

Do you think the activities supported by Planim Save will continue after the project? Why or why not?

How strong do you think local ownership of Planim Save is? Why?

How have the results of Planim Save been incorporated into local or ABG institutions?

Can the Planim Save approach and results be repeated by other partners? How?

Have there been any results from Planim Save that have had larger effects? Why have these activities had a greater influence?

What do you think has worked well in the implementation of Planim Save? Why?

What do you think has not worked as well in the implementation of Planim Save? Why?