



Mid-term Review of the Papua New Guinea Country Plan Bougainville Report

Prepared for:

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by

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Acronyms

AUD	Australian Dollar
DFAT	Australian Department of Foreign Affairs and Trade
PGK	Papua New Guinea Kina

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Introduction

Pacific Women Shaping Pacific Development

Pacific Women Shaping Pacific Development (*Pacific Women*) was announced by the Australian Government in August 2012. It commits up to \$320 million¹ over 10 years in 14 Pacific Islands Forum member countries. The program aims to improve opportunities for the political, economic, and social advancement of Pacific women. During its first phase (2012–2014), Australia invested \$8.4 million in the *Pacific Women* Papua New Guinea program and \$58 million is budgeted for the second phase (2014–2019). There are 37 investments in Papua New Guinea, including 10 with on-going activities in the Autonomous Region of Bougainville (Bougainville). Four projects are implemented exclusively in Bougainville. Appendix 1 lists projects currently implemented in Bougainville.²

The *Pacific Women* second Country Plan for Papua New Guinea (Country Plan) outlines *Pacific Women's* contribution to improving gender equality from 2014–2019 in Papua New Guinea, including Bougainville. The Country Plan's objectives, principles and intended outcomes are in Appendix 2.

Bougainville Gender Investment Plan

In 2015 the Governments of Australia and Papua New Guinea, and the Autonomous Bougainville Government agreed on a Bougainville Gender Investment Plan for 2014–2019. The Australian Government has committed \$14 million over five years, including \$4 million through *Pacific Women*. The Bougainville Gender Investment Plan is a targeted investment plan for Bougainville, but it is not the sum total of the Australian Government's support to women in Bougainville. The Government of Australia also provides support to gender equality in Bougainville through large mainstream investments. The Bougainville Gender Investment Plan identifies nine outcomes (Appendix 3). All but one of these are relevant to activities funded by *Pacific Women*.

About this report

This report summarises the Bougainville findings from a review of the Country Plan and assesses progress towards the intended results of the Bougainville Gender Investment Plan.³ The objectives of the review are:

- Identify significant contextual developments with potential significance for programming and implementation.
- Identify and assess progress towards the Country Plan objectives.
- Contribute to discourse on the focus and design of the Country Plan.
- Identify ways to streamline and improve the efficiency of program management and governance.

The main methods used in the review were context analysis, document analysis, observation during the *Pacific Women* Annual Learning Workshop (2–4 May 2017), and field visits to eight projects, including four in Bougainville.⁴ During the field visits⁵, the review team engaged with key Autonomous Bougainville Government and Australian Department of Foreign Affairs and Trade (DFAT) staff, implementing partners, and beneficiaries, through semi-structured interviews with individuals and/or

¹ All references are to Australian dollars.

² The list in Appendix 1 includes the full names of the projects, plus the shorthand names used to refer to them in this report.

³ The evaluation questions are in Appendix 4. By agreement with DFAT and the *Pacific Women* Support Unit, the evaluation objectives were streamlined from six to four. Details of the streamlining are given in Appendix 4.

⁴ The projects visited in Bougainville were: Inclusive Development (World Bank and the Autonomous Bougainville Government); Young Women's Leadership Project and Voter Education (International Women's Development Agency and the Bougainville Women's Federation); Gender Justice and Healing (International Women's Development Agency and the Nazareth Centre for Rehabilitation).

⁵ The schedule of field visits is in Appendix 5.

groups. Preliminary findings were validated by implementing partners and stakeholders at a briefing on 12 May 2017.

The Bougainville context

Inequalities between women and men take many forms in Bougainville’s social, cultural, economic, and political life. Cultural norms and attitudes that privilege men as decision-makers mean that girls grow up to face a life of early marriage, large family size, limited mobility, and large domestic burdens. These are often made even more difficult by on-going family and sexual violence. Extreme forms of violence related to sorcery accusations also affect the region, exacerbated by the post-conflict situation.

In 2016, the *Community Government Act* took effect and replaced the *Council of Elders Act of 1996*. Each ward is now represented by both a woman and a man. The Policy for Women’s Empowerment, Gender Equality, Peace and Security was also launched. The Department for Community Development intends to play a stronger leadership and coordination role in relation to women’s empowerment activities. A synopsis of Bougainville’s political, social, cultural, and economic context and recent developments is in Appendix 6.

Findings

Progress towards Bougainville Gender Investment Plan outcomes

Figure 1 illustrates *Pacific Women’s* contributions towards achieving the Bougainville Gender Investment Plan outcomes.⁶ Projects are contributing to all intended outcomes, with the strongest contribution to building women’s confidence in leadership roles.

Figure 1. Bougainville Gender Investment Plan outcomes scorecard

- The outcome is not applicable
- Too early to assess or insufficient evidence to permit assessment
- Clear evidence of progress towards the outcome

Project	Children's family and sexual violence knowledge	Women receiving family and sexual violence services	Improved quality of family and sexual violence Services	Women more confident in leadership roles	Bougainville Women's Federation advocacy	Increased use of financial services	Agricultural benefits	Income from produce
Inclusive Development in Bougainville	●	●	●	●	●	●	●	●
Young Women's Leadership Project	●	●	●	●	●	●	●	●
Voter Education	●	●	●	●	●	●	●	●
Women's Leadership Support Project	●	●	●	●	●	●	●	●
Family Teams	●	●	●	●	●	●	●	●
Gender Justice and Healing	●	●	●	●	●	●	●	●
End Violence Against Children Campaign	●	●	●	●	●	●	●	●
Do No Harm	●	●	●	●	●	●	●	●
Developing Communication Strategies	●	●	●	●	●	●	●	●
Improving Impact of Interventions	●	●	●	●	●	●	●	●

⁶ For a full description of Bougainville Gender Investment Plan outcomes, see Appendix 3.

Progress towards Country Plan objectives

Of the ten projects in Bougainville, four are in early implementation. The more mature projects demonstrate evidence of progress towards each of the Country Plan objectives.⁷ Examples of implementing partners acting together, working with government, and coordinating with other DFAT sectoral programs include the following:

- The Inclusive Development project is based in the Department for Community Development and is coordinating with the Bougainville Peace-Building Program, which also has a community grants program. The Inclusive Development project facilitates affiliation of women with the Bougainville Women's Federation.
- The Department for Community Development coordinates and chairs the Bougainville Family and Sexual Violence Action Committee, which is funded by the Australian Government's Justice Services and Stability for Development Program. The Nazareth Centre for Rehabilitation (Nazareth Centre) has assisted organisational development of the Buka Family Support Centre, strengthened police response to family and sexual violence, and provided other family and sexual violence-related support to the Department for Community Development.

Examples of projects in Bougainville using evidence include:

- In the Young Women's Leadership Project, the Bougainville Women's Federation empowers, promotes and coordinates women's groups, works in partnership with communities in peace building, and advocates for women's economic empowerment and development. The Federation carried out research to understand the barriers that were preventing young women from joining the Federation and church groups in Bougainville. The design of the Young Women's Leadership Project was based on the results.
- As part of the End Violence Against Children Campaign partners from each province participating in the campaign chose the methods they thought would work best from an array of different models. A mobile phone survey approach is being tested to assess the effectiveness of the campaign. The baseline survey made calls to 2000 people in Bougainville. The survey will be repeated after the roll out of the campaign.

The Inclusive Development, Young Women's Leadership, Voter Education, and Gender Justice and Healing projects are contributing to improved services in Bougainville. Examples include:

- The Nazareth Centre operates four safe houses and a Men's Hub. It has increased the level of support for family and sexual violence survivors. There is evidence of improved collaboration with police, although challenges remain. It is working to improve psychosocial counselling services for survivors of violence and other target populations.
- Community infrastructure developed through the Inclusive Development project is improving access to water, sanitation, meeting spaces and other community amenities.

Progress towards Country Plan outcomes

Bougainville has projects in all four of *Pacific Women's* intended outcomes in Papua New Guinea. Scorecards and explanatory information for projects in Bougainville in relation to the overall Country Plan objectives, principles, and outcomes are in Appendix 2.

⁷ The Country Plan objectives are listed in Appendix 2. The objectives of improving service delivery and acting together for change are less relevant for research projects and rather than demonstrating use of evidence, their main function is to provide evidence. For example, the research carried out by the Do No Harm project, demonstrates that economic empowerment does not necessarily equate with broader empowerment or lead to reduced family and sexual violence. A key lesson from the Bougainville case study is that taking account of gender norms and practices in the context of marital relationships is important when designing activities intended to foster women's economic empowerment, and that efforts to address excessive consumption of alcohol are needed in the context of efforts to prevent family and sexual violence.

The Inclusive Development and Young Women's Leadership projects have influenced government policies and programs promoting women's leadership, contributed to increasing the number of women contesting community government elections, and built women's and girl's skills to fulfil leadership roles. The Nazareth Centre is building skills for roles in community government. Sixteen Bougainville women participated in the Women in Leadership Support Project. They gained skills for contesting national and community government elections. The project will target women intending to contest the 2022 national elections for mentoring. It is premature to assess the contribution towards outcomes in women's economic empowerment in Bougainville, due to the early implementation of the *Pacific Women* funded project.

Projects focused on violence response and services in Bougainville are contributing to overall program progress towards this outcome. The strongest performance appears to be in the outcomes of testing of prevention programs and supporting advocacy coalitions; however, this finding is influenced by the better availability of evidence in Gender Justice and Healing, which has been implemented for longer and is Bougainville-focused.

Projects focused on learning and understanding have potential to contribute to informing policy and programming in Bougainville. The Do No Harm research explored how conflicts related to household finances are related to family and sexual violence. Improving the Impact of Interventions highlighted the link between sorcery accusations and displacement of people. The Communication Strategies project will partner with the Nazareth Centre in Bougainville in 2017.

In upholding the *Pacific Women* principles⁸, the majority of projects implemented in Bougainville demonstrate evidence of an integrated approach, innovation, supporting indigenous organisations, and supporting government policy and coordination. There is less evidence for upholding the flexibility principle. A scorecard showing evidence of adhering to principles is in Figure 2 of Appendix 2.

The scorecard in Figure 5 of Appendix 2 illustrates how extensively the projects implemented in Bougainville are working with key stakeholder groups. Four projects demonstrate evidence of working with youth. Five work with men. Gender Justice and Healing in Bougainville is the only project in Papua New Guinea with a specific focus on addressing issues faced by men and boys arising from sexual and other violence. Three Bougainville projects demonstrate evidence of working with churches and with persons with disabilities.⁹ Two projects demonstrate evidence of working with the private sector. Two projects target couples or families and four use community-based models.

Examples of benefits

Four case reports of projects in Bougainville illustrate how women and others are benefitting under the Country Plan.¹⁰ They highlight a range of benefits, including reduced domestic burden and income generation for women, and reduced family and sexual violence and sorcery accusation-related violence. There are improved services for young men and boys who were raised in abusive homes and are now expressing negative behaviour, and more open discussions about sexually transmitted infections and teenage pregnancy. Both girls and boys are now helping with cooking, laundry, carrying water, and chopping firewood at home, and more girls are in leadership roles at school. There is evidence of projects having impact beyond immediate beneficiaries, such as in the case of the Women's Resource Centre in Malasang 1, illustrated in Figure 6 in Appendix 7.

⁸ Assessment question: Which principles are demonstrated by the project? Assessment criterion for each principle: The investment addresses more than one of the *Pacific Women* intended outcomes; The investment is developing or testing a new model or approach, innovating with an established model or carrying out research to support innovation; The investment works with and contributes to strengthening local groups or organisations; The investment demonstrates alignment with or support for local, municipal, provincial or national government policies, strategies, and/or programs; The investment has adjusted implementation to respond to opportunities or barriers.

⁹ Only one other project in the country program has demonstrated evidence of working with persons with disabilities. For details see the main Mid-term Review of the *Pacific Women* Papua New Guinea Country Plan report.

¹⁰ To respect confidentiality this report includes quotes from individuals without attribution.

Focus and design of the Country Plan

Bougainville stakeholders were unfamiliar with the details of the Country Plan. However, they view the 10-year lifespan of the program as being too short, particularly given the complexity and challenges of working in Bougainville. They identified an urgent need for livelihoods options for survivors of family and sexual violence and for more work to develop economic opportunities for women.

Local implementing partners expressed their preference to continue to receive funds via an international non-governmental organisation partner. Strong, long-term relationships confer many advantages and support that goes beyond financial and results reporting, to developing capacities such as networking and influencing, conducting research, and accessing opportunities for engaging and sharing knowledge with other key players.

Implementation challenges

Concerns identified by stakeholders included low literacy, and financial literacy hampering work in all areas. There is little support to address psychosocial needs and risks faced by human rights defenders and safe house counsellors, and limited options or support for addressing livelihood needs of volunteer human rights defenders. Low inclusion of persons with disabilities was also identified. Stakeholders said there is insufficient understanding of the effects of trauma, and lack of resources to meet demand for safe houses and counselling services for people suffering from trauma related to family and sexual and other forms of violence.

Stakeholders raised concerns about the capacity of the Bougainville Women's Federation and the Nazareth Centre as 'go to' local organisations to continue to take on more projects. They suggested extending linkages with churches and other faith-based organisations. Appendix 8 summarises the main big picture issues, implementation challenges, and opportunities raised.

Management and governance

Some Bougainville stakeholders perceive *Pacific Women* Papua New Guinea as a grants program geared around requests for proposals and expressions of interest. Related to the lack of familiarity with the Country Plan, stakeholders lack understanding of the rather subtle point of difference, which is that the portfolio of projects aims to fulfil specific design guidance.

The Autonomous Bougainville Government and the DFAT-funded Bougainville Peace-Building Program¹¹ raised concerns about continued coordination to avoid duplication. Examples include:

- Young women's leadership training delivered by five international non-governmental organisations¹² with district youth associations.
- The Community Grants program provides funding for community projects, including infrastructure, applying an approach similar to that used in the Inclusive Development project. Many women are leading and organising the projects.

In response to this concern, the Department for Community Development outlined its stance on coordination and aid effectiveness. It notes that donors engaging with local organisations in Bougainville should seek recommendations from the Department on suitable partners, to maximise alignment and avoid overburdening organisations in high demand. Both the Department and implementing partners in Bougainville indicated expectations of more contact with the *Pacific Women* Support Unit. The Department indicated a desire for more direct engagement with *Pacific Women* Support Unit staff should be assigned to work directly with the Autonomous Bougainville Government.

¹¹ The Bougainville Peace-Building Program has investments that integrate gender equality and women's empowerment objectives within its pillars of Autonomy, Economic Development, and Peace and Security, as well as targeted interventions.

¹² Caritas, World Vision, Credit Union Foundation of Australia, Plan International and Adventist Development Relief Agency.

Conclusions

Projects funded by *Pacific Women* are contributing to all outcome areas of the Bougainville Gender Investment Plan, with the strongest contribution to building women's confidence in leadership roles.

The *Pacific Women* Bougainville projects demonstrate acting together for change and are contributing to the coordinated approach sought by the Country Plan. A track record is emerging on using evidence. All projects exclusively operating in Bougainville are contributing to service improvements.

There is evidence of influencing government to promote women's leadership, increasing the number of women contesting elections, and to building women's and girls' skills to fulfil leadership roles.

Family and sexual violence-focused projects are contributing to an increase in women receiving family and sexual violence services, improved quality of those services, and an increased number of referrals between services.

Results achieved in Bougainville are significant and can be used to test the program theory, which posits simultaneous and linked-up efforts in the intended outcomes as the pathway to change.

The program principles of integration, innovation, supporting indigenous organisations, and supporting government policy and coordination are strongly upheld across the Bougainville portfolio.

There is evidence of important benefits to women at the individual level, and of benefits extending to the family, community and/or institutional levels, including examples of transformative cases.

Bougainville projects contribute strongly to the performance of the overall *Pacific Women* program in working with stakeholder groups.¹³ The portfolio demonstrates a particular strength in working with men and has initiated efforts to include persons with disabilities. Three out of four projects in the overall country portfolio that work with persons with disabilities are in Bougainville. A weak area for the Bougainville portfolio is in linkages with the private sector.

Gender Justice and Healing is the only project in the overall country program with a specific focus on addressing trauma and other mental health issues faced by men and boys arising from sexual and other violence. This work is however, a relatively small component of the larger project, and is limited by resource constraints.

Local implementing partners appreciate a model which routes funds through an international implementing partner who provides support and is committed to their empowerment.

The Autonomous Bougainville Government strongly supports work on women's empowerment and equality. A policy supports this, but resources to roll it out are lacking. The Department for Community Development intends to play an increasingly strong role in leading and coordinating efforts in the area and wants deeper engagement with the program and the *Pacific Women* Support Unit.

While stakeholders are not familiar with the details of the Country Plan, they are concerned about ensuring a sufficient timeframe to support sustained effort, and about the possibility of duplication of effort, especially with the DFAT-funded Bougainville Peace-Building Program.

¹³ Youth, men, persons with disabilities, churches and faith-based organisations, and the private sector.

Recommendations

The following recommendations are offered to make the Country Plan more relevant, effective and sustainable in Bougainville and to take advantage of the Bougainville experience in the wider *Pacific Women* Papua New Guinea program. The review team recommends staying the course by maintaining funding for current programs to enable them to reach their potential, and maximise their synergy and impact by continuing to integrate themes and connect partners. Ensure continuation beyond 2019.

1. Ensure that stakeholders understand the role of the *Pacific Women* Support Unit and that *Pacific Women* is not a grants program.
2. Continue to build relationships with the Bougainville Department of Community Development. This could include providing Program reporting that clearly identifies *Pacific Women* contributions to the Government's strategic and policy commitments.
3. Leverage support for the rollout of Autonomous Bougainville Government's Policy for Women's Empowerment, Gender Equality, Peace and Security.
4. Continue to facilitate networking and coalition building among implementing partners and between existing and potential partners by providing formal and informal opportunities and safe spaces. Use these to strategies and prioritise together, taking advantage of learning from within the program and international experience.
5. Encourage and support projects in the Bougainville portfolio to create and/or strengthen links with the private sector.
6. Engage with the Department for Community Development, and the Bougainville Peace-Building Program (and other donors) to identify strategies for addressing the urgent need for livelihoods options for family and sexual violence survivors and, in general, more economic opportunities for women. Look for opportunities to build on the community infrastructure work carried out by the Inclusive Development project and the Community Grants program.
7. Similarly, work with the Bougainville Women's Federation, and the appropriate Autonomous Bougainville Government agencies and the Bougainville Peace-Building Program to develop a strategy for continuation of the voter education program.
8. Leverage more support for mental health and counselling services for men with trauma.
9. Use *Pacific Women* networking and coalition-building opportunities to disseminate approaches used successfully by international partners to support local partners

Appendices

Appendix 1. The Bougainville portfolio¹⁴

Project	Implementing Partners	Intended outcome	Funding** (AUD)
Inclusive Development in post-conflict Bougainville (Inclusive Development) [#]	World Bank Autonomous Bougainville Government	Leadership and influence	2,500,000
Young Women's Leadership Project	IWDA BWF	Leadership and influence	1,402,906 [^]
Voter Education in Bougainville (Voter Education)	IWDA BWF	Leadership and influence	451,888
Women in Leadership Support Program	ANU-SSGM	Leadership and influence	1,937,592
Family Teams: Increasing economic opportunities for women small-holders and their families ¹⁵ (Family Teams)	University of Canberra BWF	Women's economic empowerment	3,000,000
From gender-based violence to gender justice and healing (Gender Justice and Healing)	IWDA Nazareth Centre	Violence response and services	1,693,366
End Violence Against Children Campaign	UNICEF Hako Women's Collective	Violence response and services	1,995,000
Do No Harm: Research on the relationships between women's economic empowerment and violence against women in Melanesia (Do No Harm)	ANU-SSGM	Learning and understanding	532,812
Developing communication strategies for social change against sorcery-related violence ¹⁶ (Developing Communication Strategies)	Queensland University of Technology University of Goroka Nazareth Centre	Learning and understanding	719,801
Improving the impact of state and non-state interventions in overcoming sorcery-accusation related violence in Papua New Guinea (Improving Impact of Interventions)	ANU-SSGM	Learning and understanding	1,059,239

Shaded projects work exclusively in Bougainville.

** Funding contribution from *Pacific Women*.

[#] Co-funded by the Government of Papua New Guinea through the Autonomous Bougainville Government; however, due to a shortfall in funding received from Government of Papua New Guinea, the Autonomous Bougainville Government commitment of PGK 2 million has not yet been received.

[^] Project funding shared with the Australian High Commission's Bougainville program.

Abbreviations:

ANU-SSGM	State, Society and Governance in Melanesia program of the Australian National University
BWF	Bougainville Women's Federation
IWDA	International Women's Development Agency

¹⁴ Names in parentheses are short hand terms commonly used to identify projects and used in this report.

¹⁵ The extension of the Family Teams project to Bougainville began in 2017. Design and planning activities for the 2017 extension to Bougainville was done in consultation with CARE Papua New Guinea and World Vision. Bougainville Women's Federation will be the project partner in Bougainville, working in Halia constituency of Tinputz.

¹⁶ As of August 2017, Developing Communication Strategies will initiate work in Bougainville in partnership with the Nazareth Centre for Rehabilitation.

Appendix 2. Country Plan objectives, principles, outcomes, and stakeholders

This Appendix 2 contains scorecards and information in relation to the performance of the *Pacific Women* funded projects in Bougainville against the objectives, principles, outcomes, and stakeholder groups identified in the County Plan.

Country Plan objectives:

By 2019 partners supported through the program will act together for change and use evidence from research, monitoring and evaluation. Services delivered, supported or influenced through the program will improve in one or more dimensions.¹⁷

Country Plan principles

- Adopt an integrated approach designed to catalyse change in key areas.
- Trial innovative ideas and identify what works for uptake by DFAT's larger investment areas.
- Increasingly support indigenous organisations to bring about change.
- Support Government of Papua New Guinea policy and coordination.
- Retain flexibility to respond to emerging opportunities.

Figure 2 is a scorecard showing evidence of the County Plan's principles by the Bougainville projects.

Figure 2: Principles scorecard

● Not upheld or insufficient evidence to permit assessment ● Clear evidence of progress towards the outcome

Project	Integrated approach	Testing innovative ideas	Supporting indigenous organisations	Supporting government policy & coordination	Flexibility
Inclusive Development	●	●	●	●	●
Young Women's Leadership Project	●	●	●	●	●
Voter Education in Bougainville	●	●	●	●	●
Women's Leadership Support Project	●	●	●	●	●
Family Teams	●	●	●	●	●
Gender Justice and Healing	●	●	●	●	●
End Violence Against Children Campaign	●	●	●	●	●
Do No Harm	●	●	●	●	●
Developing Communication Strategies	●	●	●	●	●
Improving the Impact of Interventions	●	●	●	●	●

Country Plan outcomes:

The Country Plan outlines four interconnected intended outcomes for the program:

- increase women's leadership and influence in decision-making, including at local government level (**leadership and influence**);
- increase economic opportunities for women (**women's economic empowerment**);
- strengthen the national response to violence against women and provide expanded support services (**violence response and services**); and
- enhance knowledge and evidence to inform policy and practice (**learning and understanding**).

¹⁷ Service dimensions: visibility, availability, reach, quality.

For each intended outcome, the Country Plan identifies outcomes expected by 2016. These are set out in full in Table 1.

Table 1 Outcomes expected by 2016

#	Leadership and influence	Women's economic empowerment	Violence response and services	Learning and understanding
1	Government of Papua New Guinea policies and programs promote women's leadership and decision-making	Women in agriculture and informal markets have increased safety, productivity and incomes	Referral pathways and coordinated quality services support survivors of family and sexual violence in priority provinces	Learning modules, products and networks address knowledge gaps and incrementally contribute to learning platform and program performance
2	Office for Development of Women effectively coordinates gender policy development and implementation and reports against Government of Papua New Guinea obligations	Women have the skills required to access formal employment and business opportunities	Government effectively coordinates and begins to fund service provision for survivors of violence	Participants and stakeholders learn more effective ways to strengthen women's empowerment and increase their influence
3	Women in elected, appointed and administrative positions at local, district and provincial levels have the skills required to fulfil their role and effectively represent women's interests	Private sector businesses adopt policy changes and promote workplace practices, which promote gender equality and women's participation and more jobs	Reduced violence against women in some targeted places	Certification of Trauma Counselling Curriculum and Counsellors' Best Practice Manual are developed
4	More women successfully contest elections and Parliament more able to represent both women and men's interests	Women have increased access to markets	Evidence about the causes of violence and the drivers of change is available	Increased availability of scholarships for women in areas that address knowledge and skills gaps constraining women's empowerment
5	Mining agreements are developed in consultation with women and represent women's interests and are models for other natural resource agreements		Women and children's lives saved from extreme violence and helped to rebuild their lives ¹⁸	Good quality information and training is available to support women's recovery from trauma, increase self-confidence, and contribute to improvement of their livelihoods
6			Innovative models of service delivery established and sustained over time	Innovative approaches that improve women's lives trialled through <i>Pacific Women</i> are taken up by other Australian investments
7			Targeted family and sexual violence prevention programs are tested in priority provinces	

¹⁸ Refers to repatriation, a term used in Papua New Guinea for supporting people to leave their homes when they are facing threats of or extreme forms of violence. This is often related to accusations of sorcery.

#	Leadership and influence	Women's economic empowerment	Violence response and services	Learning and understanding
8			Promising coalitions supported to effectively advocate Papua New Guinea solutions for reducing violence (O)	

Leadership and influence

The scorecard in Figure 3 records where Bougainville projects that target leadership and influence are showing evidence of progress towards the outcome.

Figure 3: Country Plan outcomes scorecard for leadership and influence

- The outcome is not applicable
- Too early to assess or insufficient evidence to permit assessment
- Clear evidence of progress towards the outcome

Project	Government promotes women's leadership	ODW ¹⁹ coordinates gender policy development	Skills to fulfil roles	Women contest elections	Mining agreements
Inclusive Development in Bougainville	●	●	●	●	●
Young Women's Leadership Project	●	●	●	●	●
Voter education in Bougainville	●	●	●	●	●
Women in Leadership Support	●	●	●	●	●

Women's economic empowerment

It is premature to assess contribution towards outcomes in women's economic empowerment in Bougainville. The Family Teams project (the only project with a primary focus in this outcome) has not yet begun implementation in Bougainville. Some community infrastructure projects supported by the Inclusive Development project contribute to increased safety, productivity, and incomes.

Violence response and services

The scorecard in Figure 4 show where Bougainville projects that target violence response and services are demonstrating evidence of progress towards the outcome.

¹⁹ Office of the Development of Women.

Figure 4: Country Plan outcomes scorecard for violence response and services

- The outcome is not applicable
- Too early to assess or insufficient evidence to permit assessment
- Clear evidence of progress towards the outcome

Project	Referral pathways	Govt funds & coordinates services	Reduced VAW in targeted places	Evidence on causes / drivers available	Lives saved	Models of service delivery	Prevention programs tested	Advocacy coalitions
Gender Justice & Healing Bougainville	●	●	●	●	●	●	●	●
End Violence Against Children Campaign	●	●	●	●	●	●	●	●

Learning and understanding

The learning and understanding projects, although not directly aligned with the outcomes of the Country Plan, have the potential to contribute to informing policy and programming in Bougainville.

The Do No Harm research in Bougainville involved local researchers, and explored the ways families manage their household economies, and how conflicts related to household finances are related to family and sexual violence.

The Developing Communication Strategies and Improving Impact of Interventions projects are supporting the implementation of the Papua New Guinea Sorcery National Action Plan. The Developing Communication Strategies project will initiate activities in Bougainville during the second half of 2017, in partnership with the Nazareth Centre.

The Improving Impact of Interventions project has highlighted the link between sorcery accusations and displacement of people. If a person survives a sorcery accusation they and their family may face a lifetime of banishment from their community, raising the question of what policies to adopt in dealing with such cases. The research reported on the case of a Bougainville man who was granted refugee status in Australia in late 2016. His mother had been accused of sorcery and publicly beheaded in Bougainville in 2013. The family was given protection and support in another part of Papua New Guinea, but eventually he was forced to flee to the country to guarantee his safety. This case demonstrates the importance of investing in finding ways survivors can be safely returned to communities.

Working with Stakeholders

Important stakeholder groups for *Pacific Women* include youth, men, persons with disabilities, churches and faith-based organisations, and the private sector. The scorecard in Figure 5 records where Bougainville projects have shown evidence of working with these stakeholders.

Figure 5: Project links with key stakeholder groups

- The outcome is not applicable
- Too early to assess or insufficient evidence to permit assessment
- Clear evidence of progress towards the outcome

	Youth	Men	People with disabilities	Churches	Private sector
Inclusive Development in Bougainville	●	●	●	●	●
Young Women’s Leadership Project	●	●	●	●	●
Voter Education in Bougainville	●	●	●	●	●
Women’s Leadership Support Project	●	●	●	●	●
Family Teams	●	●	●	●	●

	Youth	Men	People with disabilities	Churches	Private sector
Gender Justice and Healing	●	●	●	●	●
End Violence Against Children Campaign	●	●	●	●	●
Do No Harm	●	●	●	●	●
Developing Communication Strategies	●	●	●	●	●
Improving the Impact of Interventions	●	●	●	●	●

Appendix 3. Outcomes under the Bougainville Gender Investment Plan 2014–2019

Family and sexual violence:

- Children competing programs have improved knowledge of an attitudes towards family and sexual violence.
- An increased number of women receiving family and sexual violence services through Australian High Commission funding.
- Improved quality of services and increased number of referrals between services.

Women in Leadership:

- Autonomous Bougainville Government workplace conditions and Autonomous Bougainville Government employees' behaviour encourage and support women's careers.²⁰
- Women report feeling more confident in seeking leadership roles.
- Bougainville Women's Federation advocating for policies and reforms at both Autonomous Regional and local levels of government.

Women's economic empowerment:

- Increased use of financial services by women.
- Agricultural investments include demonstrated participation and benefits for women.
- Women obtaining greater share of income from produce.

²⁰ Not relevant to *Pacific Women* funded activities.

Appendix 4. Evaluation objectives and questions

This appendix has two parts:

- An explanation of agreed modifications to the evaluation objectives and questions.
- The final revised version of the evaluation questions and modifications.

Explanation of modifications

The objective of the Country Plan as originally stated is:

At the end of the second country plan it is expected that the resources and capacities established by or supported through the program will act together for changes and will be more informed through ongoing learning and experience. Services will be more widely available and considerably more developed to respond to diverse needs of women.

By agreement with DFAT and the *Pacific Women* Support Unit this objective has been restated to increase evaluability:

- Partners act together for change.
- Partners use evidence from research, monitoring and evaluation.
- Services delivered, supported or influenced by partners have improved in one or more dimensions (visibility, availability, reach, quality).

DFAT and the *Pacific Women* Support Unit agreed to the review team's proposal to further streamline the evaluation objectives (See Table 6 of the Evaluation Plan for the original objectives and questions). The following are the changes to the objectives:

- Objective C (Identify changes in the working relationships between implementing partners, local and national government and how the program is contributing to these) and associated evaluation questions are subsumed under Objective B (Identify and assess progress towards the Country Plan objectives).
- Objective D (Engage stakeholders in testing the validity of the assumptions underpinning the theory of change²¹) and associated evaluation questions are subsumed under Objective E (Contribute to discourse on the focus and design of the Country Plan).

The final, agreed version of the Evaluation Plan has four objectives:

- A. Identify significant contextual developments with potential significance for programming and implementation.
- B. Identify and assess progress towards the Country Plan objectives.
- C. Contribute to discourse on the focus and design of the Country Plan.
- D. Identify ways to streamline and improve the efficiency of program management and governance.

The questions under Objective B were reframed and streamlined to improve focus and evaluability.

The final agreed questions under Objective B are:

- To what extent has the Country Plan been delivered as designed?
- How well is the program progressing against the objectives of the Country Plan?

²¹ In relation to the evaluation objective D (Engage stakeholders in testing the validity of the assumptions underpinning the theory of change), the evaluation plan envisioned that stakeholders would be engaged in testing the theory of change in a session at the Annual Learning Workshop; however, this session was not held. Interviews held during the field visits are therefore the main source of information for the associated evaluation question (Are the principles/assumptions underpinning the theory of change still appropriate and relevant to the context of *Pacific Women* in Papua New Guinea?).

- How well is the program progressing against the Country Plan outcomes in women’s influence and leadership, economic empowerment and in the national response to family and sexual violence?
- To what extent does the program exemplify/uphold the key principles underpinning the Country Plan?
- How are implementing partners working with each other and with local and national government, and how has *Pacific Women* contributed to this? (To what extent is a coordinated approach emerging among implementing partners, local, and national government?)
- How are women benefitting from the leadership and influence, women’s economic empowerment and violence response and services projects visited in Bougainville and in the National Capital District?

Table 2 Evaluation objectives and questions

Evaluation Objectives	Evaluation Questions
A/ Identify significant contextual developments with potential significance for programming and implementation	<ol style="list-style-type: none"> 1. How is the context for <i>Pacific Women</i> changing in Papua New Guinea? 2. What are we learning about changing social norms and promoting gender equality in Papua New Guinea?
B/ Identify and assess progress towards the Country Plan objectives (see annex 2)	<p>Relevance, Effectiveness, Impact and Sustainability:</p> <ol style="list-style-type: none"> 3. To what extent has the Country Plan been delivered as designed? 4. How well is the program progressing against the objectives of the Country Plan? 5. How well is the program progressing against the Country Plan outcomes in women’s influence and leadership, economic empowerment and in the national response to family and sexual violence? 6. To what extent does the program exemplify/uphold the key principles underpinning the Country Plan? 7. How are implementing partners working with each other and with local and national government, and how has <i>Pacific Women</i> contributed to this? (To what extent is a coordinated approach emerging among implementing partners, local, and national government?) 8. How are women benefitting from the leadership and influence, women’s economic empowerment, and violence response and services projects visited in Bougainville and in the National Capital District?
C/ Contribute to discourse on the focus and design of the Country Plan	<p>Monitoring, Evaluation and Learning:</p> <ol style="list-style-type: none"> 9. What are the strengths and weaknesses of the Country Plan design from the perspective of donors, Government of Papua New Guinea and other key stakeholders? 10. Are changes needed to the focus and design of the Country Plan to make it more relevant, effective and sustainable?²² 11. What are the opportunities for and barriers to more direct funding of indigenous nongovernmental organisations?
D/ Identify ways to streamline and improve the efficiency of program management and governance	<p>Efficiency:</p> <ol style="list-style-type: none"> 12. How can the program management and governance be improved? 13. Is the level of staff resources suitable for efficient program management? 14. How well is <i>Pacific Women</i> leveraging off other DFAT-funded programs in Papua New Guinea?

²² The key principles/assumptions currently underpinning the design are: 1) adopt an integrated approach designed to catalyse change in a number of key areas; 2) trial innovative ideas and identify what works with a view to handing to the larger investment areas; 3) increasingly support indigenous organisations to bring about change; 4) support Government of Papua New Guinea policy and coordination; and 5) retain flexibility to respond to emerging opportunities.

Appendix 5. Mid-term review schedule for Bougainville

Date & Time	Activity	Location	Who	Organisation	Status
8 May 9.00am- 11.00am	Meet Secretary for the Division of Community Development	Community Development Office	Mana Kakarouts	Autonomous Bougainville Government	Completed
8 May 11.00am- 12.00pm	Meet with Director for Mandatory Services- family and sexual violence and child protection	Community Development Office	Desmond Ponpon	Autonomous Bougainville Government	Not available
8 May 11.00am- 12.00pm	Meet with Director for Social Services and Director for District Services	Community Development Office	Medley Koito	Autonomous Bougainville Government	Completed
8 May 1.00pm- 2.00pm	Meet with Inclusive Development Staff	World Bank Office	Shirley Sahoto	Inclusive Development for Post Conflict Bougainville-World Bank	Completed
8 May 2.00pm- 3.00pm	Meet with Inclusive Development Project Beneficiaries from Buka	World Bank Office	CALC Women's Group Saput Women's Group	Inclusive Development for Post Conflict Bougainville-World Bank	Completed
9 May 9.00am- 10.00am	Meet with Bougainville Women's Federation Executive Director	Bougainville Women's Federation Office	Barbara Tanne	Bougainville Women's Federation	Completed
9 May 10.00am- 11.00am	Meet with Bougainville Women's Federation Voter Education Staff	Bougainville Women's Federation Office	Voter Education Project Team	Bougainville Women's Federation	Completed
9 May 11.00am- 12.00pm	Meet with Bougainville Women's Federation Young Women's Leadership Staff	Bougainville Women's Federation Office	Young Women's Leadership Project Team	Bougainville Women's Federation	Completed
9 May 1.00pm- 4.00pm	Meet with Bougainville Women's Federation Project Beneficiaries	Bougainville Women's Federation Office	Project beneficiaries ²³	Bougainville Women's Federation	Completed
10 May 10.00am- 12.00pm	Meet with Centre Coordinator and Project Coordinator	Nazareth Centre for Rehabilitation	Sister Lorraine Garasu and Agnes Titus	From gender based violence to gender Justice and healing project	Completed
10 May 1.00pm- 3.00pm	Meet with Project partners and beneficiaries	Nazareth Centre for Rehabilitation	Project partners and beneficiaries	Nazareth Centre for Rehabilitation	Completed
10 May 3.00pm- 4.00pm	Meet with Inclusive Development Civil Society Representative	Nazareth Centre for Rehabilitation	Helen Hakena	Civil Society Organisation Representative and member of the Inclusive Development steering committee	Not available

²³ Voter Education Participants: 1) John Davina 2) Carol Omi 3) Raymond Atei 4) Nouri Teana 5) Leoviator Tovokina
Young Women in Leadership Program participants: 1) Joan Litang 2) Henrietta Sinei 3) Veronica Okuru 4) Lavinia Biori 5) Skylie Kevin.

Date & Time	Activity	Location	Who	Organisation	Status
11 May 8:00am- 10:00am	Meet with and Interview DFAT Bougainville Rep	DFAT Buka Office	Cameron Daraugh Jeffrey Kop	Australian Department of Foreign Affairs and Trade	Completed CD only
12 May	Debrief to DFAT, Autonomous Bougainville Government and <i>Pacific Women Partners</i>	DFAT Conference Room			Completed

Appendix 6. Synopsis of the Bougainville context

While the peace process in Bougainville is widely recognised as successful, the post-conflict order remains fragile. The legacy of the war is still apparent: armed groups remain outside the peace process; reconciliation of local conflicts is unfinished; political development and economic recovery has been slow; and law enforcement is limited. The upcoming referendum on Bougainville's political status and the potential re-opening of the Panguna copper mine – both significant catalysts of the war – have the potential to destabilise an already fragile environment.²⁴

While women face considerable obstacles to entering Bougainville politics, many have found a role in current peace-building efforts through working with civil society organisations. The participation of women in the constitution-making process in 2002–2004 resulted in the creation of three reserved seats for women in the Bougainville legislature. Women's groups provided humanitarian aid during the conflict and peace awareness education, rehabilitation, and trauma counselling in the aftermath. Today these groups advocate for increased women's representation in the political process²⁵, and are facilitating women's empowerment through capacity development. As a central pillar of life in Bougainville, the church also serves as a stabilising force, and can often reach where few other entities can. Organisations such as the Nazareth Centre, Bougainville Inter-Church Women's Forum, and the Catholic Women's Association participated in reconciliation efforts and provided humanitarian aid.

While the erosion of customary practices centred around reciprocity and redistribution of wealth played a pivotal role in the escalation of violence among and between parties, the resilient customary conflict resolution mechanisms and the Bougainville-led formal and informal peace processes were largely responsible for the success of the post-conflict peacebuilding process. In this context, traditional local authorities (chiefs and elders) matter as much as official national politicians. Similarly, customary practice is as important as modern governance systems and institutions. As a result of contributions by nongovernmental organisations, women's groups, and the church, the maintenance of order and security in Bougainville today is based on the efforts of both formal state and informal customary actors, as well as civil society and is a core strength of Bougainville's political system.²⁶

Inequalities between men and women take many forms in Bougainville's social, cultural, economic and political life. While Bougainville has favourable policies and there is evidence of political will to support change, funding to support their implementation is limited. Limited health and education services continue to affect women disproportionately. An entire generation, referred to in Bougainville as the 'lost generation' was affected by lack of education due to the disruptive effect of the conflict. This, combined with cultural norms and attitudes that privilege men as decision-makers, means that, girls grow up to face a life of early marriage, large family size, limited mobility and large domestic burdens, very often made even more difficult by ongoing family and sexual violence. A study of male perpetration of violence conducted in Bougainville in 2012 found that 87.6 per cent of men surveyed admitted to physical, emotional, and/or economic abuse against their intimate partner.²⁷ Extreme forms of violence related to sorcery accusations also continue to affect the region.

The Autonomous Bougainville Government passed the *Community Government Act* in 2016 and the inaugural elections for all the ward assemblies began in April 2017. Eligible voters from each ward nominate a man and a woman representative to represent their respective community governments. In 2016, the Department for Community Development launched the Autonomous Bougainville Government Policy for Women's Empowerment, Gender Equality, Peace and Security. The roll-out

²⁴ Development Transformations. 2013. Bougainville Stability Desk Study. <http://tiny.cc/x5k9ly> (Accessed 6 July 2017).

²⁵ Stories of a few of the many women who have played leadership roles in civil society organisations and in local government roles can be read in: <http://tiny.cc/fyh9ly> (Accessed 6 July 2017).

²⁶ Development Transformations. 2013. Bougainville Stability Desk Study. <http://tiny.cc/x5k9ly> (Accessed 6 July 2017).

²⁷ Fulu, E., et al., Prevalence of and factors associated with male perpetration of intimate partner violence: findings from the UN Multi-Country Cross-sectional Study on Men and Violence in Asia and the Pacific. *Lancet Global Health*, 2013. 1(4): p. e187-e207. Quoted in IOD-PARC. 2016. Independent Formative Evaluation of Family Support Centres in Papua New Guinea. <http://tiny.cc/g2k9ly> (Accessed 7 July 2017).

includes the establishment of a gender office, but funding is lacking to achieve this. Family and sexual violence is a mandate area for Department for Community Development, and the department intends to play a stronger leadership and coordination role.

Appendix 7. Case Reports: Project benefits

Inclusive Development in post-conflict Bougainville

The Inclusive Development project uses small public infrastructure projects as a vehicle to improve quality of life in remote rural areas and to strengthen capacity of participating communities to prioritise, design, manage, and maintain the infrastructure. Inclusive Development delivers infrastructure by working with community-based women's groups. The community and women groups work together to meet the grant expectations. The project has built water supply systems, water and sanitation systems, community resource centres, classrooms, aid posts, and feeder roads.

Inclusive Development uses a regional approach to train women's groups in participatory planning covering community mapping, needs analysis, conflict management, project management and implementation, good governance, monitoring, and evaluation. Meeting other groups in the training areas has proved to be a form of empowerment. Trained groups prepare expressions of interest. After pre-screening by Inclusive Development these are screened by a committee of officers from community government, including women and youth representatives, and the Department for Community Development. From a shortlist of five the committee selects one. Successful proposals are funded as sub-projects. Before funding is released the group is required to open a bank account for management of the funds, and each community is responsible for providing ten percent of the value of the sub-project in kind. Technical support and guidance is provided to each women's group to manage their sub-project through to successful completion.

When they begin training most women are shy, but they gain confidence. They procure their own materials, identify their own technical specialists and do all the administrative work. The illiterate women in the groups are also involved. A man might accompany the women for security reasons. Inclusive Development facilitates affiliation of women to the Bougainville Women's Federation and access to Human Rights Defender training by the Nazareth Centre. Sub-project management experience builds confidence and some women have been inspired to stand in community government and Autonomous Bougainville Government elections.

The review team visited three sub-projects in the villages of Gohi, Munius and Malasang 1, North Bougainville District. In Gohi and Munius women's groups implemented the installation of community water storage tanks, and in Malasang 1, the construction of a community resource centre and two water storage tanks.

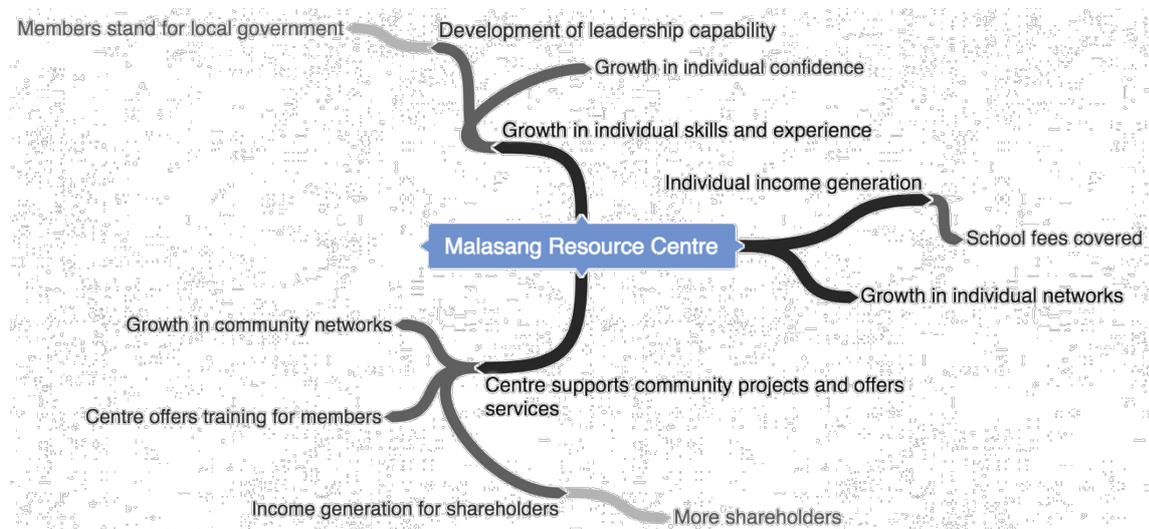
Before the installation of the tanks women and children walked long distances, and up and down steep cliffs to fetch water for drinking, cooking, and washing clothes, walking from one to three hours daily. During the dry season water shortages caused severe hardship. Eight tanks were installed at Gohi and six at Munius with tank sizes ranging between 5000 and 9000 litres. The tanks at Gohi and Munius are shared by several villages and access is controlled by the women's groups.

Although the tanks are not enough to meet all water needs they are sufficient to meet basic needs for drinking and cooking, and have considerably reduced women's domestic burdens. The improved water supply is also making a difference to family health and children's school attendance.

In Malasang 1, the resource centre project has been more transformative. The centre generates income for shareholders through rental to users from other communities, serving as a hub for meetings and transit accommodation, and by supporting a variety of local income generation schemes. Shareholders also earn dividends from exports of cacao. The centre also serves as a venue for women's capacity building events, and for fund raising for community needs and school fees. Capacity-building programs carried out to date include financial literacy and training on cooking, baking, and cacao farming and training by the Nazareth Centre's women human rights defenders. Membership has risen to 3000 and there are plans to build an extension to the centre.

The women's resource centre in Malasang 1 is an example of a more transformative project, creating more ripple²⁸ effects (Figure 6) for women, their families and communities.

Figure 6: Ripple effects of the Malasang 1 Resource Centre



From gender-based violence to gender justice and healing in Bougainville

The Sisters of Nazareth started the Nazareth Centre for Rehabilitation 17 years ago with PGK 1,000. Initially three sisters and five young men, former drug users rehabilitated by Centre Director Sister Lorraine Garasu, did all the work. The resources and capacities of the Centre are home grown and developed organically. The infrastructure now includes the Centre at Chabai, an office and Men's Hub in Arawa, and three safe houses.

The Nazareth Centre's peace-building work related to the Bougainville conflict led to the establishment in 2013 of the Family Support Centre at Buka General Hospital. The Department for Community Development placed the Nazareth Centre's Director in charge of the Family Support Centre and she was in that role until 2016. The Nazareth Centre trained the Family Support Centre health workers and Bougainville Police in handling gender-based violence cases, and is currently providing training via the Community Policing Program supported by New Zealand. The Nazareth Centre's work on access to justice for gender-based violence survivors has been supported by a New Zealand family court lawyer who trained lawyers, public prosecutors, and worked for two years with the Senior Principal Magistrate (now a judge).

In 2013, International Women's Development Agency began working with the Bougainville Women's Federation and learned of the Nazareth Centre work with a few women human rights defenders mobilised with United Nations Development Programme funding. International Women's Development Agency was supporting women human rights defenders in the Highlands and began to support the Nazareth Centre's work with women human rights defenders. At the time, International Women's Development Agency policy did not permit support to faith-based organisations, so funding was through very small grants. After a Board change and an organisational review of the Nazareth Centre, International Women's Development Agency changed policy and begun to fund the Nazareth Centre directly. From 2012–2016 the Nazareth Centre and Bougainville Women's Federation were involved in the Funding Leadership Opportunities for Women, a multi-country, multi-partner program supported by the Government of the Netherlands and managed by International Women's Development Agency.

²⁸ Ripple effect mapping (<http://tiny.cc/ygnyly>. Accessed 10 June 2017) was introduced to implementing partners at the *Pacific Women Annual Learning Workshop*. A rapid version has been used here to summarise intended and unintended outcomes reported during interviews.

The funding provided by *Pacific Women* has enabled the Nazareth Centre's women human rights defenders program to reach villages, and work with chiefs, youths and male advocates. The women human rights defenders are volunteers who work as counsellors, mediators and advocates. Many women human rights defenders have been elected to represent their wards. In Bougainville, each ward is now represented by one man and one woman, so there are 424 women in local level government. The Nazareth Centre intends to continue to build the capacity of the women human rights defenders in these new roles. Participation in the Nazareth Centre's annual Women Human Rights Defenders Forum has more than doubled since 2015, with younger women involved in greater numbers and mature women giving space to young women presenters.

Bana, in southern Bougainville has seen a reduction in family and sexual violence resulting from sustained work by women human rights defenders to change attitudes and behaviour and intervene in conflicts, including sorcery related violence, using Melanesian diplomacy. Funds to extend training on counselling have made a big difference to women human rights defenders.

Trauma counselling is very important and not just for cases of family and sexual violence. A recent landslide killed two children and traumatised 22. The first responders were the Nazareth Centre and the Buin district administration. High schools, primary schools and hospitals are sending people to the Nazareth Centre for training in trauma counselling, but working with health and education can be challenging because of the protocols that must be followed.

Safe houses and access to justice for victims have been strengthened. The Nazareth Centre is currently developing a safe house policy with the Autonomous Bougainville Government with support from the DFAT Justice Services and Stability for Development program. The Nazareth Centre has contributed to several other government policies but is mindful that all require funding for implementation.

Pacific Women funding has enabled the Nazareth Centre to have an office in Arawa with a Men's Hub based there. The Hub is in demand with an average of 10 clients per day, but only three days of counselling can be provided per user due to resource constraints. One community brought a group of 17 youths with problems. Many young men and boys were raised in abusive homes and are now expressing negative sexual behaviours, using drugs and alcohol. The three-day program is not sufficient.

The schools-based program is part of the Nazareth Centre's male advocacy program, which is about men educating men to address family and sexual violence. The model has its roots in the Nazareth Centre's school camps program, and the modules were developed from existing resources. The program is helping teachers in 12 schools who struggle to teach sexual and reproductive health. They feel uncomfortable and tend to skip the topic, but are learning from the Nazareth Centre trainers. The modules are: Who am I, about personality integration; My Sexuality, on sexual and reproductive health; and Leadership and Governance. Peer educators report that program has whole villages talking about sexually transmitted infections and teenage pregnancy. Both boys and girls are now helping with cooking, laundry, carrying water and chopping firewood at home. Before girls looked down on themselves and thought boys were better. Now both are in leadership roles at school (prefect, class captain). Youth homebrew and drug consumption has dropped.

Benefits of projects implemented by the Bougainville Women's Federation

In addition to improving knowledge and contributing to changed voting behaviour, the beneficiaries and providers of voter education identified ripple effects, including benefits for persons with disabilities, for the profile and reach of Bougainville Women's Federation and supporting the Autonomous Bougainville Government through outreach to remote communities.

First person accounts by participants in young women's leadership training indicate that for young women and men the training has provided a foundation that will require support and follow-up to sustain and extend.

Young Women's Leadership Project

'I travelled to the United States to meet young women leaders there. Impressed by their access to formal education.'

'I gained personal confidence through participation and now feel able to take part in decision-making.'

'I especially value learning about human rights. The topic opened our minds about practices in our villages.'

'I participated in the Young Women's Leadership Program training and as served as a researcher for Bougainville Women's Federation. I gained the confidence to stand in the recent ward councillor elections, came in second and plan to try again. I'm also supporting others to stand.'

'since the training, I've been taking part in peacebuilding, interacting with police and public servants, and sharing ideas from my understanding of human rights.'

'Before the Young Women's Leadership Program training our practices and customs in the village seemed right. I'm now seeing things differently and can differentiate right from wrong. I've gone from being no one to being someone who commands respect from men, women other young people, and from male and female church leaders and chiefs. I have the confidence to speak.'

'The human rights training has had a big impact on the behaviour of our spouses, who are now male advocates. They're drinking responsibly, are more respectful of young women and want more training.'

'The project has made a big difference in Waikunai district where consumption of marijuana and alcohol is very high. It imparted knowledge that has really helped young men.'

'Through the Young Women's Leadership Program the Bougainville Women's Federation has established young women's associations in five of Bougainville's 13 districts.'

'Young Women's Leadership Program boosted young women to contest community government elections and to join Bougainville Women's Federation's caucus. These are big achievements.'

Voter Education in Bougainville

'Thirty women were trained as voter education trainers; 20 men were trained as advocates – male human rights defenders for women's rights.'

'People with disabilities benefitted from the voter education training and from knowing there are ways to help them vote.'

'The work on voter education has reached people in very remote areas and has raised the profile of Bougainville Women's Federation.'

'Bougainville Women's Federation membership has increased with more young women joining. Women are coming out of villages to attend district level Bougainville Women's Federation meetings.'

'There has been a mentality change. People understand more the importance of selecting good leaders rather than their relatives.'

'The mock election has prepared people to cast their votes correctly.'

'The number of informal votes is lower in some wards.'

'More women and young girls turned out at the polling areas during the recent community government elections.'

'More women are exercising their right to vote. We're most proud to see the women from the lost generation, who missed out on formal education, exercising their right.'

'During the voter education work the Bougainville Women's Federation also did awareness training with men on the importance of protecting women and not perpetrating family and sexual violence.'

'A benefit for everybody is learning about the differences between the ballot papers for the Autonomous Bougainville Government and national elections.'

'As a trainer, I've gained a lot of knowledge regarding electoral processes. Before I only knew I could cast a vote, but knew nothing about governance or corruption. This work has given me a lot of confidence.'

'No other grassroots program has this level of access to communities. Autonomous Bougainville Government benefit from Bougainville Women's Federation because they don't have the funds or manpower to reach the village level.'

Beneficiaries recommendations to Young Women's Leadership Program and Voter Education in Bougainville

- Deepen the Young Women's Leadership training.
- Extend the Young Women's Leadership training to reach all the young women in all districts of Bougainville.
- Support our networking and make greater use of the Young Women Leaders network.
- Provide leadership training to other key groups such as chiefs.
- Work to change the attitudes of mature women leaders who see young women as competitors and don't support or mentor them.
- Include male advocates in the Young Women's Leadership training to help them understand and better support young women in leadership roles.
- Carry out voter education on a continuous basis to reach new voters.
- It's risky for women to travel alone; advocate to Autonomous Bougainville Government to provide protection to women working on Bougainville Women's Federation initiatives.
- Standardise training-of-trainers for voter education and certify trainers. Use qualified training organisations such as CARE or Nazareth Centre for Rehabilitation.
- Train more male advocates.

Appendix 8. Issues and opportunities identified by stakeholders.

A. Big picture issues	
Constraints	Concerns
<ul style="list-style-type: none"> ▪ Continuing low literacy, numeracy and financial illiteracy among women and girls hampers work in leadership and influence, women's economic empowerment, and violence response and services. ▪ Insufficient safe houses and resources to operate them. ▪ Insufficient understanding of the effects of trauma on health, well-being and relationships. 	<ul style="list-style-type: none"> ▪ Family and sexual violence survivors urgently need livelihood options to provide an alternative to returning home and remaining at risk. ▪ Little attention to the role of homebrew and drug use in family and sexual violence. ▪ Low inclusion of people with disabilities. ▪ Men and youth are being left behind. Many suffer mental health problems and trauma from violence including family and sexual violence. ▪ Lack of familiarity with the Country Plan.
B. Implementation and sustainability challenges	
Project level	Portfolio level
<ul style="list-style-type: none"> ▪ Travel is risky for women human rights defenders, counsellors and trainers. ▪ High financial and time costs associated with management of serious family and sexual violence cases especially repatriation cases. ▪ Safe house work is risky and staff work under intense pressure. ▪ Inappropriate use of safe house facilities by police.²⁹ ▪ Volunteers in family and sexual violence work and safe house staff work in high risk conditions under intense pressures, suffer stress and burnout. There is little support for their psychosocial needs and volunteers have limited options or support for addressing livelihood needs. ▪ Mature women leaders are not necessarily willing to mentor and support young women. ▪ Poor roads and high transport costs hamper projects working in remote rural areas. ▪ Although there have been successes in targeting communities with a high level of need, gaps remain in family and sexual violence service provision most often related to geographical coverage which is a major challenge in successfully targeting and reaching vulnerable communities. 	<ul style="list-style-type: none"> ▪ The complexity of the changing and layered relationships between DFAT and the <i>Pacific Women</i> Support Unit Papua New Guinea sub-office. ▪ Coordination between DFAT sectoral programs and <i>Pacific Women</i>. ▪ Short timeframes to achieve results. ▪ Absorptive capacity of key local implementing partners.
C. Opportunities	
Strategies and entry points	Relationships
<ul style="list-style-type: none"> ▪ Socialise the Country Plan through workshopping. ▪ Develop livelihood options for family and sexual violence survivors and increase economic opportunities for women. ▪ Work through existing structures rather than creating new ones. ▪ Develop a consistent, clear and inclusive message around equality, using words that don't put people off. ▪ Follow what works and build on successes. 	<ul style="list-style-type: none"> ▪ Work with implementing partners who are committed to enhancing the capacity of the local partners they work with not just in core capabilities such as financial management and results reporting but more widely. ▪ Create more linkages with churches and faith-based organisations. ▪ Deepen relationships with the education and health sectors to improve the teaching of sexual and reproductive health and the other topics in the modules of the school-based program, and with the health sector to strengthen mental health and trauma counselling services.

²⁹ For example, use of the safe house as a remand centre, or expecting the safe house staff to feed and house suspects.