



DECEMBER 2, 2017

**BOUGAINVILLE YOUTH INITIATIVE
INDEPENDENT REVIEW AND DESIGN**
REVIEW REPORT

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Acronyms and Abbreviations

ABG	Autonomous Bougainville Government
ANCP	Australian NGO Cooperation Program
BPS	Bougainville Police Service
AROB	Autonomous Region of Bougainville
BPA	Bougainville Peace Agreement
BYI	Bougainville Youth Initiative
BYF	Bougainville Youth Federation
BYP	Bougainville Youth Policy
CSO	Civil Society Organisations
DoCD	Department of Community Development (ABG)
DoE	Department of Education (DoE)
DFAT	Australian Department of Foreign Affairs and Trade
DYA	District Youth Association
EVAW	Eliminating Violence Against Women
GoPNG	Government of Papua New Guinea
NGO/s	Non-Government Organisation/s
INGOs	International Non-Government Organisations
PGF	Papua New Guinea Governance Facility
PNG	Papua New Guinea
SGBV	Sexual and Gender Based Violence
ToR	Terms of Reference
TVET	Technical and Vocational Employment and Training
UNSCR	United Nations Security Council Resolution
WASH	Water, sanitation and hygiene

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Aid Activity Summary

Aid Activity Name	
AidWorks initiative number	
Commencement Date	July 2015 Completion Date October 2017
Total Australian \$	\$4.5 million
Total other \$	-
Delivery Organisations	BYI is directly managed by DFAT by PNG Post
Implementation Partners	<ul style="list-style-type: none"> ✘ World Vision Australia ✘ Caritas Australia ✘ Plan International ✘ ADRA Australia ✘ CUFA
Country/Region	Papua New Guinea, Autonomous Region of Bougainville
Primary Sector	<ul style="list-style-type: none"> ✘ Youth ✘ Governance ✘ Fragility and Conflict

Acknowledgments

Donna Leigh Holden Consulting wish to acknowledge the investments made by DFAT and their implementing partners in setting direction, guidance and planning the review and your time in engaging with us; for your insights, reflections, transparency and practical responsiveness. Special mention should be made to Jeffrey Kop from DFAT for his insights, explanations, translation, transparency and logistical support and to the team at the PGF for their organisation.

Authors

This document has been prepared by Mike Sansom and Donna Leigh Holden for Donna Leigh Holden Consulting, an independent company. As such the analysis is their own and does not bind the Australian Government or its implementing partners to action.

Executive Summary

Context

The Autonomous Bougainville Government (ABG) has prioritised youth development. In 2012 it passed the Bougainville Youth Policy (2012-2017) which aims to “empower young people to be productive and to actively participate in all forms of development attaining sustainable life and be responsible to their families, communities and the region.” Since that time the ABG have not had the resources to operationalise the policy.

DFAT Response

In 2015 the Australian Department of Foreign Affairs and Trade (DFAT) responded to a request from the ABG for support to operationalise the policy and committed over A\$4.5 million from 2015-17 to implement the pilot Bougainville Youth Initiative (BYI) with the aim of increasing the positive social, economic and political participation of youth.

The BYI is delivered through grants to five DFAT accredited international non-government organisations (NGOs) - Caritas Australia, Plan International Australia, ADRA Australia, Credit Union Federation Australia (CUFA) and World Vision - each implementing their own programs in line with the strategic directions established within the Fund Guidelines namely:

1. Young people (especially out of school youth) will improve their literacy and other skills required to strengthen their livelihood and employment opportunities;
2. More young people will be engaged in successful and sustainable income-generating activities including in (but not limited to) agriculture and small to medium sized business, as well as having better pathways into employment and other options for sustainable livelihoods;
3. Young people will be participating more in their communities and in local and regional government affairs, and will be better informed about civic matters (including the BPA);
4. Young women will have stronger leadership skills and confidence, and greater voice amongst their peers and in the broader community;
5. Child protection in Bougainville will be improved.

Review

As part of its quality processes, DFAT has commissioned a two staged process¹ comprising i. an Independent Review, to assess implementation and make recommendations to inform ii. the design of a possible next phase of the program. The Review was undertaken in November 2017 and included a desk study and two weeks of field consultations in Papua New Guinea (PNG), specifically Port Moresby and Bougainville.

¹ Established within the Terms of Reference (ToR):

Summary of Findings

Key Results

- ✘ Five NGO partners working with six local partners² delivered a range of activities including: training (financial literacy, adult literacy, life skills, vocational skills, leadership - including women's leadership, livelihoods – cocoa and poultry, civic education); on-the-job training and employment placement; a regional youth festival; mock parliament and capacity building of youth groups;
- ✘ 8,281 people (39% female / 61% male) from 11 districts participated in BYI training and capacity building activities³;
- ✘ 777 young people (36% female / 64% male) found new or additional paid work;⁴
- ✘ 44 young people (41% female, 59% male) obtained positions of responsibility in local government and/or community organisations;
- ✘ 18 young women have taken up leadership responsibilities in local producer groups and community organisations and three were elected into community/local government.

Programme Level

- ✘ The development rationale for the Bougainville Youth Initiative, both for young people and the peace and stability in a post-conflict Bougainville, is strong.
- ✘ The BYI is strongly aligned to ABG's Youth Policy 2012 – 2017 and DFAT's Bougainville Programme had some quick wins. However it is a stand-alone grants window with poor design resulting in limited outcomes.
- ✘ The BYI does not reflect Bougainville's post-conflict context, is not analytical, innovative or strategic and has been unable to target the most at risk and marginalised youth.
- ✘ Weak design including the absence of an overarching programme document (outside of the fund guidelines), theory of change and monitoring and evaluation framework have implications for effectiveness and the ability to tell a strong performance story.

Activity - Project Level

- ✘ More young people have improved skills and knowledge to strengthen livelihood and employment opportunities along with financial literacy training. A small number of youth received literacy training.
- ✘ There is no gender analysis and people living with disability and other socially excluded groups are invisible in both design and implementation.
- ✘ Outside of the Steering Group mechanism, there has been limited engagement with government at a regional, district or community level, including the Bougainville Youth Federation(BYF).

² Does not include TVET training centres or government departments.

³ Note the figures aggregated from NGO reports indicate participations not individual participants.

⁴ Note that a majority of these are WV supported producer groups which were established on their cocoa commodity support project.

- ✘ Financial literacy is an important intervention but will have a greater impact when it is wrapped around livelihood, vocational skills and specific micro-enterprise development with follow up support, monitoring and mentoring should be included in the activity.
- ✘ The impact and sustainability of training as capacity building is limited. A needs based, capacity development strategy with the content and training methodology contextualised to culture, target group and the political economy would be more effective.

Recommendations

The purpose of the Review is to identify lessons learned from the BYI and make recommendations to inform DFAT's consideration of potential support beyond the programme's current phase. The following table provides the full set of recommendations.

No.	Recommendation	Relates to
A: Overarching Design Recommendations		
A1	DFAT should continue its support to Bougainville's youth and invest in a 5-year programme that aims to improve the economic, social and political position of youth in the AROB and targets vulnerable and excluded youth by supporting NGOs working in partnership with key youth actors.	Design
A2	In undertaking the next stage of design, DFAT should consider the potential to integrate its support to Bougainville Youth Federation under the same programme management arrangements ⁵ .	Design Effectiveness Efficiency
B: Programming Recommendations		
B1	To be effective, approaches to literacy training should adopt an appropriate, standardised, monitored and tested curriculum and methodology (e.g. Freirean), based on adult epistemologies and contextualised to Bougainville youth. Delivery should be through a flexible, community outreach approach that targets the most vulnerable young people, addresses the different ways in which young women and men learn, recognises their learning abilities and reflects their political economy.	Effectiveness Sustainability
B2	Training is a central part of building the economic and political capability of young people. Future approaches should be based on a capacity development strategy, underpinned by a needs assessment, with the content and training methodology contextualised to culture, target group and the political economy. It should be based on adult education principles and epistemologies and tested and should include a follow up action plan, monitoring and on-going support.	Effectiveness Sustainability
B3	Financial literacy is an effective activity but must be incorporated with livelihood expertise, vocational skills and specific micro-enterprise development training. Follow up support, monitoring and mentoring should be part of the approach. Evidenced based review and testing should provide standardised financial literacy training modules appropriate to the Bougainville context.	Effectiveness Sustainability
B4	Investments in leadership should contribute to outcomes around legitimate and relevant concepts of leadership and linked to a leadership strategy. Training modules should include key leadership competencies including accountability, community mobilisation, collective responsibility and conflict resolution skills e.g. mediating community disputes.	Effectiveness Sustainability
B5	A future programme would need to consider and plan how it can pragmatically engage with and strengthen the BYF as a key stakeholder in youth affairs in	Effectiveness Sustainability

⁵ While examining DFAT support to BYF was outside of the scope of the Review, the possibility of integration was a consistent theme during consultations and as such warrants mention in the context of a future design process.

	Bougainville. This could include exploring the potential for DFAT to bring its existing support for BYF into an expanded BYI.	
B6	Women’s youth leadership would be strengthened by ensuring gender mainstreaming in programme design, including a gender analysis. This would inform the development of women’s leadership and empowerment strategy for the BYI that extends beyond training based approaches and builds leadership, advocacy and agency.	Effectiveness Gender
B7	Consideration of the extent to which child protection should be a specific objective of a potential future programme (beyond the responsibility of all programmes to address child protection as a safeguard) is required.	Effectiveness Cross cutting
B8	Programme activities should better target the most vulnerable and excluded young people including those in the 15 -25-year age group. This requires analysis and close engagement with stakeholders to inform targeted approaches.	Effectiveness
B9	The BYI should take into account the peace and conflict dynamics of Bougainville and implement conflict sensitive approaches to programming which could include: <ul style="list-style-type: none"> ✦ Conflict analysis and addressing specific youth, gender and social inclusion priorities. ✦ Conflict sensitive youth quotas, targets, activities and design that addresses access, equity and power relations; 	Effectiveness Relevance
B10	A future BYI like programme should seek to strengthen and legitimise the role of local civil society in engaging and supporting young people through meaningful partnership work at all stages of the programming cycle, and should seek to include non-traditional development actors that engage young people (e.g. sporting organisations, community centres etc).	Effectiveness Sustainability
B11	The future programme should adequately resource a management structure that supports quality implementation and management including MEL and technical support.	Efficiency Effectiveness M&E
B12	M & E is a fundamental part of the programme cycle, which supports accountability and programme quality. A programme level M & E system is integral to good design, articulating a theory of change, an M & E framework that articulates both quantitative and qualitative indicators and targets, and outlines what data/evidence is required and how this data will be collected and reported. A M & E system should be resourced in a way that ensures both routine monitoring and evaluative functions are undertaken throughout the programme cycle.	Effectiveness M&E
B13	Gender analysis, which takes into account the peace, conflict and security implications for women and men, should underpin all programming and should include an analysis of masculinity, and notions of violence and leadership in a post-conflict environment.	Gender Effectiveness Relevance
B14	Gender based violence should be addressed as a key issue and integrated into all future programming with both women and men.	Gender Effectiveness Relevance
B15	Programme design must articulate how disability inclusion and child protection will be incorporated and resourced in a future programme.	Cross Cutting Issues
B16	There is significant scope for more innovative approaches to working with young people. Priorities include strong investments in innovative, youth designed activities around youth as citizens including civic education, community advocacy, models of leadership, governance and conflict resolution. This would include considering how to promote innovative approaches such as: <ul style="list-style-type: none"> ✦ Deeper participatory approaches and capacity building of 15 – 25-year olds ⁶ to effectively engage in all processes including design e.g. needs assessments, 	Innovation

⁶ This recommendation does not exclude the participation of 25-35 year olds, but rather ensures that partners undertake affirmative steps to engage a wider target group which includes those under 25 and young people at risk.

	<p>community mapping and research, context analysis, design, delivery, monitoring, representation;</p> <ul style="list-style-type: none"> ✘ Utilising a wider range of civic education, advocacy, governance and community advocacy approaches. ✘ Identify a role for the Lost Generation e.g. literacy trainers, TVET assistant trainer; ✘ Communication and information dissemination through dedicated and regular youth radio programmes, public noticeboards, youth forums and festivals, participatory budgeting; ✘ Targeted interventions into socially, economically and logistically isolated communities; ✘ Target young people in a specific value chain e.g. fresh produce. 	
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1. Background

1.1 Overview

The partnership between the Government of Australia and the Government of Papua New Guinea (GoPNG) aims to build a stable and prosperous Papua New Guinea (PNG) by promoting effective governance, and enhancing economic growth and human development.

The Autonomous Region of Bougainville (AROB) has an approximate population of 300,000 (2016) and a land area of just under 10,000 square kilometres. In 1988, a rebellion started in Bougainville, primarily around the economic, social and environmental costs of the Panguna copper mine. The conflict developed into a civil war around succession and independence for the region claiming around 15,000 – 20,000 lives. In 1997, peace negotiations commenced resulting in the signing of the Bougainville Peace Agreement (BPA), the establishment of the Autonomous Bougainville Government (ABG) and a planned referendum on Bougainville's future political status before 2020. A target date of June 2019 has been set.

Australia's development assistance to Bougainville aims to improve peace, stability and prosperity as GoPNG and the ABG continue to implement autonomy arrangements under BPA.

Many young people's lives were severely disrupted by the Bougainville crisis (1989-1998) and its aftermath. Patterns of trauma and violence are still evident and weak institutions and policy for child protection mean that today's children are vulnerable and more likely to enter their adolescence having experienced harm. Additionally, access to education was severely disrupted resulting in a 'lost generation' where many young people have insufficient knowledge and capabilities to participate in community life, government affairs and social development, and face limited opportunities for employment. As the Referendum preparation moves forward, there is a risk that this group of disenfranchised young people, who have limited education and/or economic opportunities, may be susceptible to being drawn into a recurrence of conflict.

The ABG has prioritised youth development. In 2012, the Bougainville Executive Council (Cabinet) passed the Bougainville Youth Policy (BYP 2012-2017) which aims to "empower young people to be productive and to actively participate in all forms of development attaining sustainable life and be responsible to their families, communities and the region."⁷ In 2014, with technical assistance provided by the Australian Government, the Bougainville Department of Education developed the "Life, Literacy and Livelihoods Pathways" Policy. This policy allows people who missed out or dropped out of education to undertake skills training so that their technical skills are recognised with a trade certificate to obtain work; improve literacy, agricultural or business skills so they can participate in the economy.

1.2. The Bougainville Youth Initiative

Building on these two ABG policies, Australia committed over A\$4.5 million from 2015-17 to pilot the Bougainville Youth Initiative (BYI) with the aim of increasing the positive social, economic and political participation of youth in Bougainville's affairs across its three regions.

⁷ The Autonomous Region of Bougainville's Youth Policy (2012 – 2017) focusses on "Reconciliation, Rehabilitation, Restoration and Reconstruction" with an emphasis on youth to "Access Integrated Education, Promote Healthy Lifestyles, Building Stronger Community and Nurturing Sustainable Livelihood, Resource Mobilisation, Peace Building and Peace Keeping."

The goals of the BYI are:

- ✦ **Economic development:** to give young people the skills and capacities they need to contribute to improve their livelihoods which includes providing knowledge, life skills and linkages so that young people can find work, start small businesses or get involved in agriculture; and
- ✦ **Social development:** to increase opportunities for young men and women to participate more and show leadership in their communities and in government affairs. This includes leadership development of young men and women, support to build youth groups to get young people more involved in the community, and civic education so that young Bougainvilleans understand the ABG and the BPA.

The Objectives, as set out in the BYI Competitive Grant Guidelines (March 2015), are:

1. Young people (especially out of school youth) will improve their literacy and other skills required to strengthen their livelihood and employment opportunities;
2. More young people will be engaged in successful and sustainable income-generating activities including in (but not limited to) agriculture and small to medium sized business, as well as having better pathways into employment and other options for sustainable livelihoods;
3. Young people will be participating more in their communities and in local and regional government affairs, and will be better informed about civic matters (including the BPA);
4. Young women will have stronger leadership skills and confidence, and greater voice amongst their peers and in the broader community;
5. Child protection in Bougainville will be improved.

The pilot BYI was delivered by five non-government organisations (NGOs): Caritas Australia, Plan International Australia, ADRA Australia, Credit Union Federation Australia (CUFA) and World Vision⁸.

2. The Review

2.1 Purpose and Objectives

DFAT is considering its investment in the BYI following an independent review established to assess implementation to date. The objectives of the Review as outlined in the Terms of Reference (ToR) were to:

- Document achievements against programme objectives, including highlighting any key issues which have affected implementation to date;
- Assess the programme's operational and governance arrangements;
- Assess the level of inclusiveness and local participation in programme approaches and implementation, with a focus on the participation of women;
- Taking into consideration the design of the Bougainville Programme (particularly Pillar 3), provide recommendations on how the programme might be structured into the future; and
- Reflect on the programme's potential for future success, and make recommendations to inform DFAT's consideration of potential support beyond its current phase.

⁸ Partners were chosen through select tender open to NGOs registered under the Australian NGO Cooperation Program (ANCP)

2.2 Scope

The Review focussed on the overall performance of the BYI, its programme logic, partnership and management mechanisms, from inception to the end of the pilot phase (31st October 2017)⁹. The achievements of each of the granted activities contributes to this by providing evidence against the key evaluation criteria.

Specifically the review responded to the key evaluation questions provided at Annex 1.

2.3. Approach and Methodologies

The Review was guided by the principles of DFAT's approach to evaluation. It took a **participatory, inclusive and assets and strengths based approach**, building on the knowledge and working relationships within the BYI and its partners to analyse and test practical and innovative recommendations for design. It also considered Bougainville's **post-conflict environment** and proactively explored **gender and socially inclusive approaches** and the opportunities, benefits, experiences, risks and impact on both women and men, people with disability and other excluded and/or minority groups.

Finally, the Review aimed to understand how DFAT and BYI partner systems engage to identify practical and achievable approaches that are aligned with, and proportional to respective resources and capabilities.

2.4 Methodology and Tools

A range of tools were used for the collection and analysis of data including¹⁰:

- **Document Review** including but not limited to the BYI design and programme documentation and reports; DFAT policy and strategy documents; partner reports and monitoring data etc;
- **Stakeholder Mapping** which identified internal, external, direct and indirect stakeholders;
- **Key Informant Interviews** including DFAT officers overseeing the strategic direction and implementation of the Bougainville programme; PGF, BYI NGO partners, relevant Government of PNG and ABG ministries and departments, local civil society organisations (CSOs);
- **An in-country mission** was held with consultations in Port Moresby, Bougainville and field visits to several project sites;
- **Summative Consultations / Verification Workshops** to discuss the emerging outcomes of the review and provide additional inputs prior to the completion of the meta-analysis.

A list of those consulted is provided at Annex 2.

3. Headline Findings

3.1 Headline Findings

- ✘ **The development rationale for the BYI and the targeting of young people in Bougainville is very strong.** However, the imperative, and future design challenge, is more than supporting youth to realise their economic potential and become engaged and active citizens – it should include **strengthening the political and economic capability of young people, which is critical to peace and stability** in a post-conflict Bougainville.

⁹ The current phase, funding and management arrangements of BYI concluded on 30th June 2017, however no cost extensions were granted until 31st October 2017.

¹⁰ The Evaluation Plan (available on request) outlines the detailed scope and methods of the Review.

- ✘ The BYI is **strongly aligned to ABG’s development priorities, specifically the Youth Policy 2012 – 2017**. It also aligns with the goal of DFAT’s Bougainville Programme (BP) and **sits firmly within BP Pillar 3: Peace, Stability and Community Cohesion** and its explicit target group of youth development. BYI’s two goals of economic and social development (including civic education) are broadly relevant to the needs and priorities of young people.
- ✘ The BYI allowed DFAT some **quick wins in supporting the ABG in operationalising and implementing their Youth Policy (2012 – 2017)**. As a pilot, it is however, **an opportunistic, stand-alone grants window** for NGOs to identify and test interventions and approaches to working with youth.
- ✘ The **absence of a clearly articulated design and theory of change** has resulted in a narrow scope and limited strategic direction and as a result presents challenges to accurately measuring performance. The standalone nature of grants means that activities are often siloed and there are few **opportunities for cross programme analysis, collaborative engagement, shared learning and aggregation of results**.
- ✘ The BYI and INGO partners’ projects **do not explicitly address Bougainville’s post-conflict context in their approaches and reporting**. Consequently, there is limited analysis, strategic direction and innovation, which reduces the ability to **target the most vulnerable and excluded youth**.

3.2 Key Results

During the pilot, BYI has delivered the following results:

- ✘ Five NGO partners working with six local partners¹¹ delivered a range of activities including: training (financial literacy, adult literacy, life skills, vocational skills, leadership - including women’s leadership, livelihoods – cocoa and poultry, civic education); on-the-job training and employment placement; a regional youth festival; mock parliament and capacity building of youth groups;
- ✘ 8,281 people (39% female / 61% male) from 11 districts participated in BYI training and capacity building activities¹²;
- ✘ 777 young people (36% female / 64% male) found new or additional paid work;¹³
- ✘ 44 young people (41% female, 59% male) obtained positions of responsibility in local government and/or community organisations
- ✘ 18 young women have taken up leadership responsibilities in local producer groups and community organisations and three were elected into community/local government.

¹¹ Does not include TVET training centres or government departments.

¹² Note the figures aggregated from NGO reports indicate participations not individual participants.

¹³ Note that a majority of these are WV supported producer groups which were established on their cocoa commodity support project.

4. Findings Against DFAT Evaluation Criteria

The following discussion addresses the performance of the BYI and its funded initiatives against the DFAT evaluation criteria. It responds to the Analytical Frameworks¹⁴ established within the Evaluation Plan and which are provided in blue at the beginning of each section.

4.1 Relevance

To determine whether BYI objectives are aligned to Australia, GoPNG and ABG strategic and development priorities.

Our assessment of relevance assesses the extent to which:

- *BYI programme activities are aligned with Australia, GoPNG and ABG priorities specifically with regard to the development of youth;*
- *BYI programme aligns with the intent of the Bougainville Peace Agreement;*
- *BYI activities are consistent with the priorities of DFAT's contractual and implementing partners;*
- *BYI activities are relevant to the needs and priorities of the youth sector and young people more broadly.*

The **BYI is strongly aligned with the development priorities established between DFAT, the GoPNG and the ABG** within Australia's Investment Strategy to PNG and Bougainville¹⁵. Specifically, it **aligns with the overall goal of DFAT's Bougainville Programme (BP)** and sits firmly within BP Pillar 3: Peace, Stability and Community Cohesion and its explicit target group of youth development and broad based, inclusive development.

BYI's relevance to Bougainville priorities is demonstrated through its alignment with ABG's Youth Policy 2012 – 2017 and its attention to **economic and social development** (including civic education). It also explicitly and implicitly **aligns with the BPA**.

There is a **clear gap however, in the extent to which programming addresses the Bougainville context from a post-conflict, peace and security perspective**. Both Governments are signatories to all relevant international and regional agreements and commitments on peace and security including those that target women (UNSC1325 Women, Peace and Security) and youth (UNSC2250 Youth, Peace and Security). The "Peacebuilding in the Aftermath of Conflict" report from the UN Secretary General in 2012 emphasised the importance of young people's leadership and roles in preventing and resolving conflict, violence and extremism. While the **BYI aligns with the international peace and security agenda** and agreements, it **does not align at a programme and activity level** (see 4.2. Effectiveness).

NGOs are relevant and effective partners for accessing and implementing community based initiatives for young people. The **BYI aligns with the programming priorities of its NGO partners in AROB and PNG** and as such supports them to implement their mandates. Caritas PNG for example, focuses on integral human development and peace building and has been working in Bougainville since before the crisis. ADRA also has a broad development programme targeting food security, health, economic growth, education, water, sanitation and hygiene (WASH) and governance. They also support adult literacy in Bougainville. World Vision PNG focuses on health and nutrition, WASH, gender and social inclusion, education, economic development, disaster risk reduction and climate

¹⁴ The Analytical Frameworks were developed by the Review team and agreed with DFAT within the Evaluation Plan.

¹⁵ The Bougainville Program Design Document Vol 1 – 3 – Draft (September 2017)

change. In Bougainville they are a partner with a World Bank programme working on cocoa. CUFA is the only specialised NGO with a core programme focused on economic education, enterprise and employment activities, including women's financial empowerment. Plan International is a child rights agency which in PNG supports young people in vocational and livelihood skills training and pathways into Technical and Vocational Education and Training (TVET).

4.2 Effectiveness

To determine whether BYI activities have achieved its objectives.

Our exploration of effectiveness assesses the extent to which:

- *BYI activities have delivered on the programme objectives;*
- *Gender equality, the empowerment of girls and women, and social inclusion/disability have been explicitly integrated throughout BYI's programme, activities and methodology;*
- *NGOs have been an appropriate and effective partner for working with young people.*

4.2.1 Delivery Against Programme Objectives

The guidance provided in the BYI Competitive Grants Guidelines did not require all objectives to be addressed by the NGOs, and DFAT selected the strongest proposals rather than a selection of activities across all objectives. As such **varied attention and progress has been made against each of the BYI objectives**. Objectives 1 and 2 have been the key focus areas for NGO partners and there has been limited focus and outcomes associated with Objectives 3-5. As a result Objectives 1 and 2 receive more attention within this report.

Objective 1: Improved literacy and skills.

According to aggregated data from partner reports 3,938 participants (m 51%/f 49%) participated in various life skills and employment preparedness trainings aimed to strengthen livelihood and employment opportunities, and 372 (m 58%/f 42%) participated in functional literacy trainings.

The Review tested illiteracy as a key determinate and identifier of at-risk and marginalised youth. Bougainville has among the highest illiteracy rates in the Pacific a significant developmental, economic and political issue. In 2011, one survey¹⁶ of adult literacy (15 - 60 years old) across four provinces in PNG (New Ireland, NCD, Simbu, Sandaun, Gulf) put literacy rate at 12.5% literate, 42.5 % semi-literate, 45% non-literate. Within this, of the 15 - 24 years old interviewed who are currently in school, the average varied between 5-17% literate. In Grade 5 in PNG only 23 % of students were performing at or above expected level in literacy with Bougainville one of the lowest performing regions¹⁷. This compares with 47% across the Pacific.

Given the extent to which literacy is such a significant issue in Bougainville, **little adult literacy work** was undertaken within the BYI. A small number of young people **received literacy training** through ADRA's programme, however this programme adopted a **child learning, phonetics approach which is inconsistent with adult learning theories** and practices. This approach, along with placing adult learning centres in close proximity to schools and school hours, increases the risk of shaming and undermining the confidence of the adult learner, especially young men.

⁹ Education Experience Survey and Literacy Assessment: A Report on 5 Provinces. Asia South Pacific Association for Basic and Adult Education, 2011.

¹⁷ Pacific Islands Literacy and Numeracy Assessment (2015)

Recommendation B1: To be effective, approaches to literacy training should adopt an appropriate, standardised, monitored and tested curriculum and methodology (e.g. Freirean), based on adult epistemologies and contextualised to Bougainville youth. Delivery should be through a flexible, community outreach approach that targets the most vulnerable young people, addresses the different ways in which young women and men learn, recognises their learning abilities and reflects their political economy.



The Miike Adult Literacy Centre supported by ADRA and Sabina Kelvin as the literacy trainer. Placing literacy centres away from primary schools and ensuring the literacy content and delivery is appropriate to adults will increase the number of attendees, especially young men.

Objective 2: Employment, livelihoods and income generation

BYI partners have delivered on key results relating to training, livelihoods and income generation.

The BYI has been **effective in the area of TVET and skills training**. Young people have been engaged in income generating activities, primarily in cocoa, to a lesser extent in other agriculture based activities and a few basic micro-enterprises (e.g. small shops). Some are now on an improved pathway to future employment having benefited from on-the-job training placements and fulltime employment after graduation. Brickmaking and bricklaying skills training has also been successful. It has created demand in communities and there are potential income generating and micro-enterprise opportunities. Importantly, brick in house construction is an environmentally sustainable alternative to wood which is often extracted from dwindling forest reserves.

While important, the focus on the **TVET sector is the “path of least resistance”** for NGOs because the institutions, frameworks, pathways and students are visible. The review questions however the **potential effectiveness, impact and sustainability of training as the central approach to capacity building**. Training was often delivered as a standalone activity with minimal follow up, mentoring or support to beneficiaries or communities reducing impact and sustainability. Performance was assessed on pre and post test results which are insufficient indicators of capacity building outcomes.

For training to contribute meaningfully to development outcomes, it should be based on a capacity development strategy with the content and methodology contextualised, participants developing an action plan and post-training follow up and monitoring.

There is an **increase in the number of young people who have improved skills and knowledge to strengthen livelihood and employment** opportunities, along with financial literacy training. There were 5,894 participants (m 52% / f 48%) in livelihood, microenterprise development and/or financial literacy training undertaken by BYI partners¹⁸. Financial literacy has a greater impact when it is incorporated with livelihood expertise, vocational skills and specific micro-enterprise development training and follow up support, monitoring and mentoring should be included.

Finally, there has been some **geographic and sectoral overlap and duplication**. All five NGOs delivered financial literacy and life skills training and four of the five provided leadership training. Some were working in the same district, and one occurrence within the same TVET institution.

Recommendation B2: Training is a central part of building the economic and political capability of young people. Future approaches should be based on a capacity development strategy, underpinned by a needs assessment, with the content and training methodology contextualised to culture, target group and the political economy. It should be based on adult education principles and epistemologies, tested and should include a follow up action plan, monitoring and on-going support.

Recommendation B3: Financial literacy is an effective activity but must be incorporated with livelihood expertise, vocational skills and specific micro-enterprise development training. Follow up support, monitoring and mentoring should be part of the approach. Evidenced based review and testing should provide standardised financial literacy training modules appropriate to the Bougainville context.

Objective 3: Civic education and engagement in communities, local and regional government affairs

There were several civic education activities at a community and district level including CUFA's 'Bougainville Youth Initiative Emerging Leaders' Congress (23 - 25 May 2017), the Bougainville Youth Festival organised by four of the implementing partners (15 - 17 August 2017) and two 'Youth Mock Parliaments' organised by UNFPA with WV's assistance. Beyond this there was **minimal capacity development for youth representation, mobilisation, and engagement** in national and local government, community affairs and civic education. This is an area ripe for innovation, through for example:

- ✦ Radio programmes;
- ✦ Participatory budgeting initiatives at local government level;
- ✦ Mobile phone innovations;
- ✦ Further District level youth forums, youth networks and mock parliament.

Similarly, **leadership courses** and especially women's leadership courses were delivered by four of the five BYI partners but with **very limited measurable outcomes** for young people. The leadership model was primarily one of individual growth and personal ambition with little on accountability, community

¹⁸ Aggregating data from the reports has been problematic. For example, BYI partners record the number of participants who received each training. This does not total the number of individuals who have been trained because most would have participated in more than 1 training.

mobilisation and collective responsibility which is more relevant and critical to Bougainville, and provide young people with relevant leadership capabilities.

Recommendation B4: In the Bougainville context, Investments in leadership should contribute to outcomes around legitimate and relevant concepts of leadership and be linked to a leadership strategy. Training modules should include key leadership competencies including accountability, community mobilisation, collective responsibility and conflict resolution skills e.g. mediating community disputes.

A specific point with regard to youth leadership is **the engagement of the BYI with the Bougainville Youth Foundation (BYF)**.¹⁹ While the BYF is outside the scope of the Review, it is a highly relevant institution in the representation of youth and the key entry point to influence ABG and development partners and as such warrants some attention in the context of the review and in future interventions to support youth.

There was no targeted engagement by the implementing partners with the ABG or the BYF and as such there is limited anecdotal evidence of **youth participation in local and provincial government, civic affairs and the BPA**. DFAT is funding grant support to the BYF and District Youth Associations (DYAs) under the Bougainville Programme Pillar 3.

The BYF has been largely overlooked by BYI partners. **BYF has very low capacity** and there is a **lack of visibility of the BYF within BYI activities**. The Review highlighted a number of key issues that affected this engagement.

- ✦ There is very low knowledge of BYF roles, responsibilities, accountabilities and activities amongst youth and key stakeholders throughout Bougainville;
 - ◆ BYI partners themselves had a limited understanding of its roles, responsibilities and accountabilities. Not one Review interviewee for example knew how a District Youth Association officers was appointed.
- ✦ A lack of a founding document for BYF that sets out governance and management arrangements, roles and responsibilities, and activities;
- ✦ A tension between “bringing together the voice of youth” (i.e. representation) and “conducting activities that further the aims of the ABG Youth Policy” (i.e. service delivery, project management, financial and grant management);
- ✦ BYI partners view the BYF with suspicion, seen as a competing structure by some BYI representatives who see the BYF as another NGO.

Recommendation B5: A future programme would need to consider and plan how it can pragmatically engage with and strengthen the BYF as a key stakeholder in youth affairs in Bougainville. This could include exploring the potential for DFAT to bring its existing support for BYF into an expanded BYI.

Objective 4: Young women’s leadership and voice

Four of the five NGOs ran women’s leadership training for 287 young women. Fifty percent (50%) of these were trained by Caritas who support the Catholic Youth Association which now has a 40% increase in women in leadership roles. Positive outcomes were also experienced at the individual level

¹⁹ The District Youth Association handbook produced by PGF sets out the BYF purpose as “providing a voice at a Regional level for Bougainville’s youth ... to reach ABG policy makers and regional leaders.” The Autonomous Bougainville Youth Policy 2012-2017 sets out the mandate, functions and responsibilities for the ‘Bougainville Youth Council’, which is in effect the BYF.

with **18 young women taking up leadership responsibilities in local producer groups and community organisations** and **three being elected into community/local government**.

Beyond these results, there is **limited evidence that women's leadership training has resulted in significant outcomes** for women or communities. There is no theory of change for women's empowerment and no women's empowerment indicators. There is an absence of a strategy to develop women's agency and voice and no gender analysis that would identify the socio-economic, political and logistical barriers to women's effective leadership and participation at a community and regional level.

The content of women's leadership training is primarily around confidence, motivation and communication skills. There appears to be very little on barriers to women's leadership and participation in decision-making, accountability and an understanding of advocacy and agency. This is unlikely to contribute to the transformation of the position of young women in Bougainville, as it does not affirmatively address gender roles and power relations, including gender based violence (GBV). A gender analysis would inform programme design with sex-disaggregated results and gender mainstreaming indicators effectively contributing to outcome measurement.

Recommendation B6: Women's youth leadership would be strengthened by ensuring gender mainstreaming in programme design, including a gender analysis. This would inform the development of a women's leadership and empowerment strategy for the BYI that extends beyond training based approaches and builds leadership, advocacy and agency.

Objective 5: Child protection.

The BYI has not delivered strongly **on child protection** and it has not been a strong feature of partner activities. There appears to be a problematic conceptual tension between child protection as a safe guard and as a programming outcome. While BYI partners acknowledged child protection in their proposals they have not implemented child protection focussed activities.

Caritas was the only NGO to implement child protection programming providing good parenting training linked to the Lukautim Pikinini Act²⁰. **Fourteen people** (10 women and 4 men) **gained a greater understanding of child protection and the Lukautim Pikinini Act**. It was not addressed by the other 4 implementing partners or addressed by the BYI Steering Committee.

While child protection is a key safeguard for DFAT, it is not a programming priority for the Australian aid programme. Given the lack of engagement and experience in child protection programming by the BYI partners and the focus on young people, child protection as a specific objective of the BYI should be reconsidered. Maintaining child protection as a safeguard in line with DFAT Child Protection Policy is of course critical.

Recommendation B7: Consideration of the extent to which child protection should be a specific objective of a potential future programme (beyond the responsibility of all programmes to address child protection as a safeguard) is required.

²⁰ The Lukautim Pikinini Act (2009) objective is to protect and promote the rights and wellbeing of all children regardless of gender and to protect children from all forms of violence, abuse, neglect, exploitation and discrimination, with a clear focus on services for prevention and family strengthening.

4.2.2 Key Themes for Effectiveness

A number of key themes have emerged through our assessment of effectiveness and are discussed below. These are:

- ✘ Weak design;
- ✘ Identifying and working with vulnerable and excluded young people;
- ✘ The limited consideration and incorporation of Bougainville's post conflict and peacebuilding context into programme design and activities; and
- ✘ Limited engagement with and coordination between stakeholders, including but not limited to the donor (DFAT), the ABG, implementing partners and civil society.

4.2.2.1 Weak Design

The BYI provided some **quick wins in supporting the ABG in operationalising and implementing their Youth Policy (2012 – 2017)**. As a pilot, it is however, **an opportunistic, stand-alone grants window** for NGOs to identify and test interventions and approaches to working with youth. **Weak design (including the lack of a theory of change and theory of action)** and the standalone nature of grants means that activities are siloed and therefore **restricts opportunities for collaborative engagement, cross programme analysis, shared learning and aggregation of results**.

At the activity level, implementing NGOs are primarily working with their existing communities using standard interventions and methodologies with little adaptation or innovation to reflect the political economy and psycho-social context of Bougainville youth. Given the short pilot lead-time²¹, many NGO activities were bolted onto existing programmes and projects with **insufficient attention to the identification, analysis and engagement with the key development issues facing young people in Bougainville**. There were some instances where it was difficult to separate an NGO's existing activities from new ones under the BYI. These issues are taken up in more detail in the discussion of efficiency and monitoring, evaluation and learning (MEL) and recommendations are provided within those sections.

4.2.2.2 Identifying and working with vulnerable and excluded young people

The BYI would benefit from more effective analysis to identify and build the capacity of at risk and marginalised young people.

The BYI aimed to target out of school youth to "reduce young people's vulnerability to negative and destabilising political influences." However **NGOs have not targeted those young people who are most at risk, marginalised and vulnerable** to anti-social behaviour (such as illiterate or low literacy; 15 – 25 year olds; dropped out or failed school; geographically, socially and economically isolated; alcohol and/or drug abuse; engaged in petty criminal and violent behaviour etc). **The majority of those benefitting from the BYI are already visible** within their community and/or existing government and/or NGO programmes e.g. TVET pathways.

The ABG Youth Policy and BYI **age classification of 15 – 35 years presents challenges to adequately target the reduction of youth vulnerability and exclusion**. While internationally a youth category is

²¹ The Guidelines provided NGO with only about 2.5 weeks to prepare proposals – 2 weeks following industry briefings.

more commonly in the 12-24 range,²² Bougainville has selected a broader scope in part to include the 'lost generation' as a result of the Crisis²³ and considers young people as those up to 35 years.

The Review notes that "youth leaders" participating in BYI activities were often over 35, especially among men. Many hold attitudes that will stifle the voice, leadership, contribution and expression of younger people. While the Review does not challenge the Bougainville definition of young people, it does recognise the importance for implementing partners to proactively target greater participation from younger and more vulnerable and at risk young women and men.

Recommendation B8: Programme activities should better target the most vulnerable and excluded young people including those in the 15 -25 year age group. This requires analysis and close engagement with stakeholders to inform targeted approaches.

4.2.2.3 Limited consideration and incorporation of Bougainville's post conflict and peacebuilding context into programme design and activities.

The **BYI and the implementing partners' programme design and activities do not adequately address Bougainville's post-conflict context.** Bougainville's post-conflict context was not explicit in DFAT's BYI Grant Guidelines however it should still have been a critical part of any NGO's project and context analysis.

Bougainville is still in a fragile, post conflict and peace-building phase and as such effective development programming should be underpinned by conflict sensitivity and a good understanding of conflict dynamics. At a minimum, a programme should demonstrate that it has assessed the risk of inadvertently exacerbating any existing conflict or tensions or the 'do no harm' principle.

Effective programming requires inclusive and sustainable peacebuilding and development processes that engage and empower youth, women and excluded groups. Supporting inclusive national processes is difficult but essential for fostering social inclusion, addressing the grievances of vulnerable communities and breaking the cycle of resistance, repression, violence, and crisis. Fostering inclusive societies and growth requires consideration of issues including political representation and participation; subnational variation including conflict and separatists' movements; the equitable distribution of growth, livelihood opportunities and basic services. Such an approach would include a strong gender analysis which takes into account women's and men's different experiences of the conflict including an analysis of masculinity and male leadership roles in a post-conflict environment.

Young people are a key resource as innovators and agents of change, and their contribution should be actively supported, solicited and regarded as part of building peaceful communities and supporting democratic governance and transition. Young people's participation promotes civic engagement and active citizenship.

Promoting the participation of young people in peacebuilding requires multiple approaches that are broadly absent from the BYI:

²² The United Nations defines those persons between the ages of 15 and 24 as youth. (<http://www.un.org/esa/socdev/documents/youth/fact-sheets/youth-definition.pdf>)

²³ The inclusion of the "Lost Generation" was often mentioned during the review however it is not explicitly defined in the Bougainville Youth Policy. It broadly refers to those children (i.e. up to 15 years old at the end of the conflict) who missed out on an education and "childhood."

- ✘ A human rights-based approach, grounded in the UN Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the World Programme of Action on Youth;
- ✘ An economic approach that identifies young people as **central** to the economic development of their country, and promote their access to economic opportunities as essential for their own development;
- ✘ A socio-political approach that connects young people to civil society and the political arena, and provides them with opportunities, training and support for their active engagement and participation in public life; and
- ✘ A socio-cultural approach that analyses the roles of young people in existing structures and supports dialogue, including an intergenerational dialogue, about these structures.

Recommendation B9: The BYI should take into account the peace and conflict dynamics of Bougainville and implement conflict sensitive approaches to programming which could include:

- ✘ Conflict analysis and addressing specific youth, gender and social inclusion priorities;
- ✘ Conflict sensitive youth quotas, targets, activities and design that addresses access, equity and power relations.

4.2.2.4 Relationships and engagement

Government (including community government)

The BYI Steering Committee is the programme governance mechanism. Its purpose is to provide oversight, ABG policy alignment, strategic direction and support coordination and collaboration. The Steering Committee also has oversight over DFAT support for the BYF and DYAs. The ABG is well represented: the Chair is the Secretary for the Department of Community Development (DoCD) and the Co-chair is the Secretary of the Department of Education. Other members are the ABG Aid Coordinator, President of the BYF, the Bougainville Women's Federation, a DFAT representative, a member of the Bougainville Council of Churches and the five BYI partners as observers.

The composition and purpose of the BYI Steering Committee provided a framework for coordination and information sharing. ABG and DFAT representatives utilised the opportunity²⁴ however it appears that the NGOs did not respond / follow through in their project implementation at community/District level or in their engagement with ABG.

NGO projects appeared to have **minimal engagement (coordination, planning, implementation, alignment, collaboration, governance) with government at a regional²⁵, district or community level**, beyond general invitations to community and district level staff trainings. Alignment to government priorities and a partnership approach to project implementation is fundamental to delivering successful outcomes in relation to leadership and civil participation.

BYI currently has no engagement with the Bougainville Police Service, especially the Community Auxiliary Police. The relationship between youth, especially at risk and marginalised youth, and the Police is a critical one, that is central to peace and stability but also often fraught. As such engagement with the Police should be considered in the context of a future programme.

²⁴ As evidenced in the Steering Committee minutes.

²⁵ In the Bougainville context, regional is defined as the geo-political boundaries of the Autonomous Region of Bougainville.

Civil Society

BYI engagement with civil society exists on an opportunistic basis rather than as a legitimate stakeholder or partnership. Further, Bougainville CSOs were not involved in or consulted on programme or activity designs and programming relationships were formed on a contractual arrangement rather than as a partnership. For example, one local partner was unaware the BYI was a dedicated youth initiative and was disappointed to not be in a position to contribute their ideas for youth engagement. This is likely due to the short timeframe for project design. CSOs have an important role in accessing and supporting young people and in particular women and people with disability.

Further, BYI partners had a **narrow definition of civil society** and specific civil society groups such as sports, community and youth associations, music, social centres or worker groups (e.g. young miners,



Young men from St Joseph Community College in Siwai District, Bougainville. The "College" was established by two elders, Mr Ces Kahura and Mr Jacob Simiha with no support from NGOs or the District Development Office. They are building a private house, using it as on-the-job training for the youth (no women) and the income is going to the community college.

farmers) as potential stakeholders.

Recommendation B10: Strengthen the role of civil society in engaging and supporting young people through meaningful partnership work at all stages of the programming cycle, and should seek to include non-traditional development actors that engage young people (e.g. sporting organisations, community centres etc).

4.3 Efficiency

To determine whether the programme managed to get the most out of the inputs of funds, staff and other resources, including continual management of risks.

Our assessment of efficiency assesses the extent to which:

- *DFAT and partners are sufficiently resourced to deliver BYI objectives;*
- *Transaction costs are commensurate with the investment, are not over burdensome or present obstacles to the efficient delivery of services or maintenance of good relationships with partners.*
- *Partners have efficient, accountable and transparent systems in place to manage the programme and risk.*

All **BYI implementing partners** are Australian NGO Cooperation Program (ANCP) accredited and as such **have demonstrated compliance with DFAT programming standards and due diligence requirements**, including the Commonwealth Procurement Guidelines, the management of fraud fiduciary risks and child protection among others. The Evaluation did not identify any specific or unreported cases of fraud or risk.

BYI transaction costs are largely commensurate with the investment. Reporting arrangements are not burdensome and financial arrangements do not appear to present any obstacles to the efficient delivery of services. DFAT and partners appear to have respectful working relationships.

As a pilot, the BYI budget provided for grant funding only, with little resourcing **to invest in technical advice or supporting programme wide approaches**. While DFAT reviewed NGO partner reporting to assess progress, and the Steering Committee provided some oversight, the stand-alone nature of the pilot grant fund did not deliver comprehensive M&E (see 4.4 MEL).

The BYI budget was based on available funding within the Bougainville Programme rather than an analysis of **needs or absorption capacity**. It did however **appear to accommodate the very high transactional costs** associated with working in PNG and AROB in particular. This being said, management overhead costs were paid to each of the Australian NGOs and all local partners would have benefited from **more management, programme leadership and technical support** from head office.

Recommendation B11: The future programme should adequately resource a management structure that supports quality implementation and management including MEL and technical support.

4.4 Monitoring, Evaluation and Learning

To determine the extent to which BYI investments are based on sound technical analysis and continuous learning, and that the activity's M & E system can effectively measure progress towards objectives.

Our assessment of MEL takes into account the extent to which:

- *The BYI has a theory of change that clearly articulates its intents and purpose, and which remains relevant.*
- *An M & E system is in place and corresponds to DFAT and partner standards and requirements.*
- *DFAT and partners are able to assess and provide evidence to demonstrate the extent to which BYI investments are i) based on sound analysis; ii) are delivering on their objectives and intended outcomes and make adjustments as appropriate; and iii) are targeting the empowerment of women and girls;*
- *Monitoring and evidence collection is fed into shared learning, review of methodology and innovations.*

The **absence of a theory of change and programme level M & E framework means that DFAT does not have the tools or mechanism to effectively measure the performance of the BYI at a whole of programme level**. The BYI was never fully designed and the Grant Guidelines²⁶ are the only form of programme documentation. While these contained a broad set of objectives to guide NGO activities, they do not state the intended outcomes of the fund nor do they establish a set of indicators through which performance can be measured.

²⁶ Bougainville Youth Initiative, Competitive Grant Guidelines.

There was no reference to M & E in the Guidelines but partner Funding Agreements outline the following M & E responsibilities for both partners and DFAT.

6. **MONITORING AND EVALUATION**
- 6.1 The Organisation is responsible for monitoring on an ongoing basis the performance of the Activity and the performance of the local delivery organisation against the approved activity plan and its activity monitoring and evaluation framework.
- 6.2 DFAT will instruct a consultant or the Strongim Pipol Strongim Neisen Program (SPSN) to develop a Bougainville Youth Initiative monitoring and evaluation framework able to report on the performance of the Bougainville Youth Initiative.
- 6.3 The Organisation is responsible for establishing its own monitoring and evaluation framework that aligns to the Bougainville Youth Initiative Monitoring and Evaluation framework.
- 6.4 DFAT will instruct SPSN or another DFAT funded program to undertake monitoring, review and evaluation of activities under the Bougainville Youth Initiative. DFAT undertakes to provide reasonable notice (where possible at least four weeks) to the Organisation prior to commencing a review or evaluation.
- 6.5 The Organisation must provide all assistance required by SPSN or the relevant DFAT funded program in undertaking monitoring and evaluation activities including in providing data, reporting, and access to project staff and beneficiaries.

There is no evidence that DFAT proceeded with the development of a BYI M & E Framework, however a set of shared output level indicators were developed to enable partners to report against shared outputs such as participation data, job outcome data etc. As such partner reporting is also largely outputs based, reporting on activities and key deliverables with limited attention to outcomes such as gender equality, youth empowerment, civic participation etc.

The quantitative and overlapping nature of the shared indicators, lack of attention to and reporting on outcomes, ad hoc monitoring of activities and lack of a substantive cross programme dialogue platform, **fails to provide DFAT and other stakeholders with a clear performance story about how the BYI is impacting on the lives of young people** in Bougainville.

Even with the focus on outputs based reporting, each partner collects and reports data in a different way making it difficult to quantify results across the programme. Further, while sex disaggregated data is collected, there is no aggregated data on age, location, disability etc.

Finally, as raised in the discussion on efficiency (see 3.4), DFAT is insufficiently resourced to oversee the direct management of a portfolio of grants to NGOs. It does not have sufficient systems to aggregate data across the programme, undertake routine monitoring or facilitate cross programme learning and dialogue beyond its engagement in the Steering Committee. **Poor attention to M & E increases the risk profile; poor attention to cross programme learning has negative impacts on programme effectiveness and sustainability.**

Recommendation B12: M & E is a fundamental part of the programme cycle which supports accountability and programme quality. A programme level M & E system is integral to good design, articulating a theory of change, a M & E framework which articulates both quantitative and qualitative indicators and targets, and outlines what data/evidence is required and how this data will be collected and reported. A M & E system should be resourced in a way that ensures both routine monitoring and evaluative functions are undertaken throughout the programme cycle.



Brick making and brick laying is a viable vocation and potential micro-enterprise and employment. It is also an environmentally sustainable technology as it reduces the felling of trees in the forests for house construction.

4.5 Sustainability

To determine whether BYI investments have appropriately addressed sustainability so that benefits and outcomes will continue.

Our assessment of sustainability takes into account the extent to which:

- *The BYI approach ensures that young people continue to benefit beyond the scope and timeframe of the programme;*
- *BYI investments broker partnerships between Australia and ABG, and between Australia and community organisations in Bougainville.*

Planning for sustainability within BYI **has been limited** perhaps in part due to the short term and exploratory nature of the pilot and perhaps due to the absence of a programme level theory of change and set of programme wide outcomes.

Two key points were found to significantly affect sustainability. These are the importance of engaging in partnerships with civil society, and ensuring that training and capability building is effectively targeted to needs and context and systematised so as to result in capacity gains. Both of these have been discussed in detail under effectiveness (4.2.2) and as such are not repeated here.

4.6 Cross-cutting Issues

To determine whether BYI partnerships have advanced the key cross-cutting issues and safeguards relating to gender, disability, environmental management, child protection and displacement and resettlement.

Our assessment of cross-cutting issues takes into account the extent to which:

- *BYI partnerships are informed by, and actively promote DFAT cross-cutting issues*

- *Partners have equal opportunity frameworks in place that pay attention to removing obstacles to the participation and equitable access to the benefits of development for women and girls;*
- *BYI partners have established policies, systems and procedures in place to protect children from harm;*
- *BYI partnerships consider and actively mitigate environmental risks.*

4.6.1 Gender Equality and the Empowerment of Women and Girls

Gender has been poorly integrated into BYI activities beyond the targeting of women and girls. There has been no gender analysis undertaken at the programme or activity level, especially for the most vulnerable and excluded. This means that the different experiences of young women and men, including the barriers to women’s engagement in political and civil affairs, were not meaningfully addressed in the design of activities. The 25 – 35 year beneficiary cohort for example is dominated by men who are often identified by their age, whereas women are identified by their marital and/or parental status rather than age. A 23 year old married woman with children for example, is identified primarily as a mother and a wife, not as a young person and as such is often excluded. This in part explains the higher average age of male youth leaders.

All BYI partners **targeted women’s participation in trainings**, especially in leadership training, financial literacy and life skills. **Gender stereotyping** around different technical skills was evident with only 17% of TVET students being women, once the tourism and hospitality numbers (100% women) were excluded.

Sexual and gender based violence (SGBV) is highly prevalent among women, and especially the less visible, introverted, vulnerable and marginalised young women and is not currently addressed within programming.

There are different gender dynamics, characteristics and needs amongst the 15 – 25-year olds. NGO programmes need to undertake gender analysis to better understand the different experiences of young women and men, including their experience of peace, conflict dynamics and the impacts on security and constructs of masculinity within a patriarchal and post conflict context.

Recommendation B13: Gender analysis which takes into account the peace, conflict and security implications for women and men should underpin all programming and should include an analysis of masculinity, and notions of violence and leadership in a post-conflict environment.

Recommendation B14: Gender based violence should be addressed as a key issue and integrated into all future programming with both women and men.

4.6.2 Disability Inclusion

DFAT’s ‘Development for All 2015 - 2020’ policy highlights that people with disability must be included in the full programme cycle including in design, implementation and performance management however they are almost invisible in the BYI. While NGOs were aware of DFAT’s cross-cutting policies, their activities did not exhibit effective implementation and none worked with a **Disabled Persons Organisation**. NGOs reported struggling to engage with people with disabilities, with the exception of CUFA where less than 1% of training participants were disabled.

4.6.3 Child Protection

Child protection is an absolute priority for DFAT and all **NGO partners have a Child Protection Policy** in place. There is however, **little evidence as to how it was applied to the BYI and the Bougainville context** beyond a few basic training sessions. The relevance of child protection as a safeguard is not understood in the Bougainvillean context.

4.6.4 Other Cross Cutting Issues

No environmental or displacement associated risks have been identified.

Recommendation B15: Programme design must articulate how disability inclusion and child protection will be incorporated and resourced in a future programme.

4.7 Innovation

To determine whether BYI investments demonstrate innovative strategies to address their objectives

Our assessment of innovation takes into account the extent to which:

- *The BYI applies innovative programming including strategies that have not been used in the region;*
- *BYI demonstrates innovative partnerships and collaboration;*
- *The BYI employs innovative processes to achieve desired outcomes (in programme design, delivery processes, M&E, public diplomacy);*
- *Partners have the space and flexibility to attempt innovative practices and failure is accepted.*

BYI initiatives demonstrated little innovation in terms of approaches to programming, partnerships or advocacy. BYI partners tended to implement orthodox NGO development approaches, usually based on existing programmes and which were poorly contextualised to the needs of vulnerable young people in (a complex and challenging environment such as) Bougainville. Further NGO partners displayed a fairly high level of risk intolerance, worked independently and did not test more participatory and innovative approaches to working with young people.

CUFA's financial literacy capacity building approach was one of the handful of programming innovations using a stand-alone approach which had been previously implemented and tested throughout Asia and the Pacific. Similarly, the **Youth Congress**²⁷, **Youth Festival**²⁸ and **Mock Parliaments**²⁹ were new initiatives in the Bougainville experience.

An ambitious and innovative investment into youth will not only improve their economic, social and political position, it could positively transform the AROB as it transitions out of this time of restoration and fragility and into a post-referendum future.

Recommendation B16: There is significant scope for more innovative approaches to working with young people. Priorities include strong investments in innovative, youth designed activities around youth as citizens including civic education, community advocacy, models of leadership, governance

²⁷ Implemented by CUFA.

²⁸ Implemented by Caritas, WV, Plan and ADRA.

²⁹ Conducted by UNFPA drawing on WV support

and conflict resolution. This would include considering how to promote innovative approaches such as:

- ✘ Deeper participatory approaches and capacity building of 15 – 25-year olds³⁰ to effectively engage in all processes including design e.g. needs assessments, community mapping and research, context analysis, design, delivery, monitoring, representation;
- ✘ Utilising a wider range of civic education, advocacy, governance and community advocacy approaches.
- ✘ Identify a role for the Lost Generation e.g. literacy trainers, TVET assistant trainer;
- ✘ Communication and information dissemination through dedicated and regular youth radio programmes, public noticeboards, youth forums and festivals, participatory budgeting;
- ✘ Targeted interventions into socially, economically and logistically isolated communities;
- ✘ Target young people in a specific value chain e.g. fresh produce.

5 Recommendations

5.1 Recommendations for Future Support – Design Brief

The purpose of the Review is to identify lessons learned from the BYI and make recommendations to inform DFAT’s consideration of potential support beyond the programme’s current phase. The primary recommendation is:

Recommendation A1: DFAT should continue its support to Bougainville’s youth and invest in a 5 year programme that aims to improve the economic, social and political position of youth in the AROB and targets vulnerable and excluded youth by supporting NGOs working in partnership with key youth actors.

A Bougainville youth programme would aim to improve the economic, social and political position of youth in the AROB and build a new model of leadership and governance that will ensure the voice and agency of youth is reflected in AROB’s transition from the “restoration and peace building phase” into a post-referendum future.

The programme would have the following characteristics to be explored at design:

- ✘ A 5 year timeframe (3 + 2 years) and an indicative budget greater than current BYI funding;
- ✘ A clearly articulated problem analysis and theory of change;
- ✘ Prioritises vulnerable and excluded youth, primarily 15 – 25 year olds, and includes attention to gender and social inclusion;
- ✘ Establishes a strategic partnership between NGOs, ABG and the BYF that includes shared governance, management and accountability arrangements;
- ✘ A single whole of programme management arrangement either through management by PGF; a consortia arrangement reporting to DFAT but managed through PGF or an alternative contractor; or management by an alternative contractor including a NGO contractor or consortia;
- ✘ Deeper and broader participation by young people in a design process that is integrated into the whole programme cycle;

³⁰ This recommendation does not exclude the participation of 25-35 year olds, but rather ensures that partners undertake affirmative steps to engage a wider target group which includes those under 25 and young people at risk.

- ✦ Be based on the formation of strategic partnerships between NGOs and invests in mechanisms that support effective coordination, monitoring and learning, and engagement with national and local government including the BYF.

Further, a new design should give some consideration to the possible integration of DFAT’s support to BYF into the programme³¹.

Recommendation A2: In undertaking the next stage of design, DFAT should consider the potential to integrate its support to BYF under the same programme management arrangements.

5.2 Summary of Programme Recommendations

The following table provides a summary of the recommendations contained within this report and which should inform the design of a future approach irrespective of the design options selected.

No.	Recommendation	Relates to
A: Overarching Design Recommendations		
A1	DFAT should continue its support to Bougainville’s youth and invest in a 5-year programme that aims to improve the economic, social and political position of youth in the AROB and targets vulnerable and excluded youth by supporting NGOs working in partnership with key youth actors.	Design
A2	In undertaking the next stage of design, DFAT should consider the potential to integrate its support to Bougainville Youth Federation under the same programme management arrangements.	Design Effectiveness Efficiency
B: Programming Recommendations		
B1	To be effective, approaches to literacy training should adopt an appropriate, standardised, monitored and tested curriculum and methodology (e.g. Freirean), based on adult epistemologies and contextualised to Bougainville youth. Delivery should be through a flexible, community outreach approach that targets the most vulnerable young people, addresses the different ways in which young women and men learn, recognises their learning abilities and reflects their political economy.	Effectiveness Sustainability
B2	Training is a central part of building the economic and political capability of young people. Future approaches should be based on a capacity development strategy, underpinned by a needs assessment, with the content and training methodology contextualised to culture, target group and the political economy. It should be based on adult education principles and epistemologies and tested and should include a follow up action plan, monitoring and on-going support.	Effectiveness Sustainability
B3	Financial literacy is an effective activity but must be incorporated with livelihood expertise, vocational skills and specific micro-enterprise development training. Follow up support, monitoring and mentoring should be part of the approach. Evidenced based review and testing should provide standardised financial literacy training modules appropriate to the Bougainville context.	Effectiveness Sustainability
B4	Investments in leadership should contribute to outcomes around legitimate and relevant concepts of leadership and linked to a leadership strategy. Training modules should include key leadership competencies including accountability, community mobilisation, collective responsibility and conflict resolution skills e.g. mediating community disputes.	Effectiveness Sustainability
B5	A future programme would need to consider and plan how it can pragmatically engage with and strengthen the BYF as a key stakeholder in youth affairs in Bougainville. This could include exploring the potential for DFAT to bring its existing support for BYF into an expanded BYI.	Effectiveness Sustainability

³¹ While examining DFAT support to BYF was outside of the scope of the Review, the possibility of integration was a consistent theme during consultations and as such warrants mention in the context of a future design process.

B6	Women’s youth leadership would be strengthened by ensuring gender mainstreaming in programme design, including a gender analysis. This would inform the development of a woman’s leadership and empowerment strategy for the BYI that extends beyond training based approaches and builds leadership, advocacy and agency.	Effectiveness Gender
B7	Consideration of the extent to which child protection should be a specific objective of a potential future programme (beyond the responsibility of all programmes to address child protection as a safeguard) is required.	Effectiveness Cross cutting
B8	Programme activities should better target the most vulnerable and excluded young people including those in the 15 -25 year age group. This requires analysis and close engagement with stakeholders to inform targeted approaches.	Effectiveness
B9	The BYI should take into account the peace and conflict dynamics of Bougainville and implement conflict sensitive approaches to programming which could include: <ul style="list-style-type: none"> ✦ Conflict analysis and addressing specific youth, gender and social inclusion priorities. ✦ Conflict sensitive youth quotas, targets, activities and design that addresses access, equity and power relations; 	Effectiveness Relevance
B10	A future BYI like programme should seek to strengthen and legitimise the role of local civil society in engaging and supporting young people through meaningful partnership work at all stages of the programming cycle, and should seek to include non-traditional development actors that engage young people (e.g. sporting organisations, community centres etc).	Effectiveness Sustainability
B11	The future programme should adequately resource a management structure that supports quality implementation and management including MEL and technical support.	Efficiency Effectiveness M&E
B12	M & E is a fundamental part of the programme cycle, which supports accountability and programme quality. A programme level M & E system is integral to good design, articulating a theory of change, an M & E framework that articulates both quantitative and qualitative indicators and targets, and outlines what data/evidence is required and how this data will be collected and reported. An M & E system should be resourced in a way that ensures both routine monitoring and evaluative functions are undertaken throughout the programme cycle.	Effectiveness M&E
B13	Gender analysis, which takes into account the peace, conflict and security implications for women and men, should underpin all programming and should include an analysis of masculinity, and notions of violence and leadership in a post-conflict environment.	Gender Effectiveness Relevance
B14	Gender based violence should be addressed as a key issue and integrated into all future programming with both women and men.	Gender Effectiveness Relevance
B15	Programme design must articulate how disability inclusion and child protection will be incorporated and resourced in a future programme.	Cross Cutting Issues
B16	There is significant scope for more innovative approaches to working with young people. Priorities include strong investments in innovative, youth designed activities around youth as citizens including civic education, community advocacy, models of leadership, governance and conflict resolution. This would include considering how to promote innovative approaches such as: <ul style="list-style-type: none"> ✦ Deeper participatory approaches and capacity building of 15 – 25-year olds ³² to effectively engage in all processes including design e.g. needs assessments, community mapping and research, context analysis, design, delivery, monitoring, representation; 	Innovation

³² This recommendation does not exclude the participation of 25-35 year olds, but rather ensures that partners undertake affirmative steps to engage a wider target group which includes those under 25 and young people at risk.

	<ul style="list-style-type: none"> ✘ Utilising a wider range of civic education, advocacy, governance and community advocacy approaches. ✘ Identify a role for the Lost Generation e.g. literacy trainers, TVET assistant trainer; ✘ Communication and information dissemination through dedicated and regular youth radio programmes, public noticeboards, youth forums and festivals, participatory budgeting; ✘ Targeted interventions into socially, economically and logistically isolated communities; ✘ Target young people in a specific value chain e.g. fresh produce. 	
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Annexes

Annex 1: Key Review Questions

The Review aims to address the following review questions established within the ToR.

Relevance

- Document the activities, which have been implemented. To what extent do these activities deliver the program as proposed?
- Does the program support the ABG's priorities for development of youth? How can this be strengthened?
- Is the program relevant to, and supported by youth and their communities? Why/why not?
- What trends are emerging in organisation of youth in Bougainville, and how were these engaged by the NGO partners? How could these trends be better supported in the future?

Effectiveness

- Have the implemented activities achieved the results anticipated at this point? Where has the program been most successful?
- What have been the benefits and limitations of using the NGO partners as the primary means of delivering the program?
- What NGO partner approaches to youth engagement/empowerment have been the most effective and for what reasons? What structure of activity delivery was used in these cases?
- How effectively does the program engage with women and girls? Are the voices of women and girls being heard and acted upon?
- What have been the key factors affecting implementation and have NGO partners managed these factors effectively?
- Based on the program to date, where can future activity leverage other Australian-funded sectoral/thematic support to increase effective engagement of youth? For example, vocational training or employment-related activities?

Efficiency

- Did NGO partners have a theory of change or a design that proved effective in achieving the program's objectives in Bougainville?
- To what extent were the implementation plans (including timelines) appropriate for the operating environment?
- To what extent were budget costings fit for purpose to deliver the program?
- To what extent was the program effectively coordinated with the ABG and other development actors (including church and private sector organisations)? How could this be strengthened?
- Were risks appropriately identified, monitored and managed?

Monitoring and evaluation

- Has NGO partner reporting effectively captured and identified lessons from activity implementation? How has information been gathered?
- Were agreed monitoring processes adequate for all partners to easily understand progress, risks, and results?
- Is monitoring information used to manage the program?
- What measures or framework would better enable stories, statistics and lessons to be drawn from program implementation in the future?
- Would there be value in establishing Tracer Studies to track medium to long term outcomes in areas such as work experience/employment placements, small business sustainability, and youth proceeding to undertake further study (or securing scholarships)?

Sustainability

- Are the results achieved to date likely to be sustainable beyond the program term? Is there evidence of youth independently conducting activities after NGO partner support had concluded?
- Did NGOs build capacity within the ABG (including the District Community Development Officers) or Bougainville-based organisations, such as the Bougainville Youth Associations? How could this be strengthened?
- What examples are there of innovation and of leveraging ICT and social media and internet platforms?
- Did certain themes or locations of NGO partner activity do more to achieve sustainability of program outcomes? Do these areas align with other areas where Australia is working in Bougainville?

Annex 2: People Consulted

ORGANISATION	NAME	POSITION	PROCESS
DFAT	Tim Bryson	Counsellor, Bougainville & Kokoda	Briefing/debrief
	Penny Nettlefold	DFAT Second Secretary: (responsible for NCAP)	Briefing
	John Francis	DFAT 2nd Secretary: Performance and Quality	
	Cameron Darragh	DFAT 1st Secretary Bougainville	Various
	Jeff Kop	Program Manager Bougainville	Various
	Ian Tavore	Assistant Program Manager Bougainville	Discussion
	Nicole Smith, Winifred Oraka	DFAT 2nd Secretary Bougainville Senior Program Manager, Bougainville	Feedback Session
ABG Department of Community Development	Ms Mana Kakarouts Mr Karaho Siwa	Acting Secretary Community Development Director District Services	Interview Validation workshop
Department of Education,	Mr Stanley Vabero, Ms Bernadette Tosan	Acting Director, Policy and Planning; Manager TVET	Interview Validation workshop
	Hon Josephine Getsi	Minister for Community Development	Interview Validation workshop
	Ms Brenda Lambert	Buka District Youth Association, Secretary	Interview Validation workshop
Department of Community Development	Gerrard Takasy Shirlee Saboto Donald Komoika Amos Baiwa John Nomoreke	Regional Community Development Coordinators (Central, North, South) DCDO Torokina DCDO Buin	Interview Validation workshop
IMPLEMENTING PARTNERS			
Caritas	Denis Uba Roslyn Kunita Aloysues,	PNG Country Rep Programme Manager Project Officer	Interview Field visit Validation workshop
CUFA	Nellie Onabake	Team Leader	Interview Field visit Validation workshop
PLAN International	Jerry Lauata Bessie Mosongo Dylan Maiko and Gibson Turi Habea Ringin Sylvester Korake Ruphy Nathan	Acting Team Leader Outreach worker TVET Graduate TVET Graduate Head of Technical Section, Bishop Wade Outreach worker (Buin) Outreach worker (Buin)	Interview Field visit Validation workshop
World Vision	Geraldine Paul Edward Hamanein, Grace Kerepas	Project Manager PPAP; Project Coordinator Trainer	Interview Field visit

	Jessie Makoyo + 4 youth leaders (2 men, 2 women)	Chairlady, Oria Youth and Savings Group	Validation workshop Discussion
ADRA	Abraham Neviuri Ms Sabina Kelvin + 12 students, all female Kingsley Masdoi Jennifer Lopatai	Project Manager Miike Adult Literacy Centre Finance and Admin Project Officer	Interview Field visit Validation workshop
PGF	Martin Syder June Magasu + 8 other staff	Team Leader – Arawa Project Officer PGF Peace Building and Governance Team	Interview and discussion
OTHER DONORS			
UNDP	Mr Emmanuel Kaetarve	Policy Analyst	Interview
NZ MFAT (Wellington)	Marni Gilbert Nicci Simmonds	Development Programme Manager Team Leader (Melanesia)	Briefing
CIVIL SOCIETY			
Nazareth Rehabilitation Centre (Caritas)	Sr Lorraine Garasu	Director	Discussion
Tuelela Pesa (Caritas)	Ursula Ravoka	Executive Director	Interview
Enatabu Trading (private sector)	Donatus Pan-ula	Manager	Interview
YWCA (PLAN)	Madonna Koboito	Project Officer	Interview
	Gabriel Kiraa	Ag trainer	Interview Field visit
Buin TVET (PLAN)	Jude Montai Kawala Danaya Joseph Nanou	Acting Manager T & H Trainer Automotive Body Repair Trainer	Field visit Interview
Lulei Youth Group (CUFA)	8 members	Youth leaders	Field visit Interviews
Tuaragi Community (WV)	Andrew Vega Toupete Inko	Youth leaders	Interview Field visit
St Joseph Community College (ADRA)	Ces Kaharu Jacob Simiha	Manager Chairman	Interviews Field visit
Bana Resource Centre (CUFA)	Ms Rachel Mondu + 4 youth	Organiser/manager	Interviews Field visit
VALIDATION WORKSHOPS			
BYI INGOs and CSOs	Abraham Nevirui (ADRA), Dave Husy (PLAN), Roslyn Kunita (Caritas), Jerry Lauata, (PLAN), Josephine Kawana (ADRA), Aloysues (Caritas), Edward Hamanein (WV), Geraldine Palu (WV), Grace Kerepas (WV), Nellie Onabake (CUFA), Steward Pombre (CUFA), Jeff Kop (DFAT)		Validation workshop + discussion
ABG	Mana Kakarouts (Acting Secretary), Desmond Ponpon (Manager), Donovan Tami (DoCD), Angellious Amga (BYF), Brenda Lambert, (Buka YC), Patricia Kapapal, BV Women's Foundation), Bernadette Tosan (DoE TVET), Jeff Kop (DFAT)		Validation workshop + discussion