

Final Evaluation Report:

Sustaining Peace in Bougainville Project (2018-2022) & Post-Referendum Support Project (2019-2022) in the Autonomous Region of Bougainville, Papua New Guinea

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DISCLAIMER

This report reflects the views of independent evaluators and does not necessarily reflect the views of the United Nations or recipient United Nations organisations

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List of acronyms and abbreviations

ABG	Autonomous Bougainville Government
ABG HoR	Autonomous Bougainville Government House of Representatives
ARoB	Autonomous Region of Bougainville
BP	Bougainville Partnership program
BPA	Bougainville Peace Agreement
BRA	Bougainville Revolutionary Army
BRC	Bougainville Referendum Commission
BRSP	Bougainville Referendum Support Project
BWF	Bougainville Women's Federation
BYF	Bougainville Youth Federation
COVID	Corona Virus Disease
CSO	Civil Society Organisations
DCG	Department of Community Government
DFAT	Australian Department of Foreign Affairs and Trade
DfCD	Department for Community Development
DIRM	Department of Independence Readiness Mission
DPAI	Department of Peace Agreement Implementation
DPPA	UN Department for Political and Peacebuilding Affairs
FBOs	Faith Based Organisations
FGD	Focus Group Discussions
JSB	Joint Supervisory Body
GoPNG	Government of Papua New Guinea
GYPI	Gender Youth Peace Initiative
INGO	International Non-Government Organisations
JEEP	Japanese Economic Empowerment Project
JSS4D	Justice and Stability Services for Development Program
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
MP	Member of Parliament
MTDP	Medium Term Development Plan Papua New Guinea
NCOBA	National Coordination Office for Bougainville Affairs
NCW	National Council of Women
NRI	National Research Institute
NGO	Non-Government Organisations
PaCSIA	Peace and Conflict Studies Institute of Australia
PBF	UN Secretary General's Peacebuilding Fund
PLO	Political Liaison Officer
PNG	Independent State of Papua New Guinea
PPP	Peacebuilding Priority Plan
ProDoc	Project Document
PRSP	Post-Referendum Process Support Project
PWDs	Persons with Disabilities
RCO	UN Resident Coordinators Office
SDGs	Sustainable Development Goals
SPB	Sustaining Peace in Bougainville Project
StaRS	Strategy for Responsible Sustainable Development for Papua New Guinea
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNOHR	United Nations Office of the Human Rights Commission
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States Dollar

Key Project Details

The evaluation covers two projects, summarised in their Project Documents (ProDocs) as follows:

Project Name	Sustaining Peace in Bougainville
Atlas ID	107361
Project description	'The project will support the ongoing peacebuilding process to ensure that an enabling environment for a peaceful referendum in Bougainville is created, and the referendum outcome, whatever this may be, is one accepted by the people of Bougainville and of Papua New Guinea.'
Project timeframe	July 2018 – July 2022 <i>Original project period 24 months + 18 months cost extension + 6 months No Cost Extension</i>
Budget	Original budget: 4,000,000 USD Amended budget: 5,000,000 USD <i>Implementing agency allocations:</i> UNDP 3,358,000 + 657,600 = 4,015,600 USD UNW 321,000 + 155,150 = 476,150 USD UNFPA 321,000 + 187,250 = 508,250 USD
Funding source	United Nations Peacebuilding Fund (UNPBF)
Implementing agencies	UNDP, UN Women and UNFPA

Project Name	Post-Referendum Process Support Project (PRSP)
Atlas ID	124994
Project description	'The project is designed to support the ongoing Bougainville Peace Process. The project frames the support that the UN through UNDP can provide for the immediate post-referendum processes, including provision of technical and logistical support to the Secretariat, capacity building, support on the ratification process, continued awareness to the people of Bougainville and PNG on the progress and ensuring inclusive opportunities that supports meaningful participation.'
Project timeframe	July 2020 – June 2022
Budget	<i>1,672,473 USD</i>
Funding source	UK, Ireland, Germany, MPTF
Implementing agencies	UNDP

Executive Summary

Context, Objectives and Approach

UN agencies in Bougainville have provided longstanding support to the Government of Papua New Guinea (GoPNG) and the Autonomous Bougainville Government (ABG) to implement the 2001 Bougainville Peace Agreement (BPA) which has three pillars: Autonomy; Referendum; and Disarmament and Weapons Disposal. In 2022, the UN commissioned a joint final evaluation of its' interlinked Sustaining Peace in Bougainville (SPB) Project and Post-Referendum Support Project (PRSP) which together supported ongoing BPA implementation over the period 2018-2022¹. The objective of the evaluation was to assess achievements against expected results, to identify lessons, and to make recommendations for developing and implementing further UN support to the implementation of the BPA. The evaluation was intended to inform design and implementation of a new phase of United Nations support to the Bougainville peace process.

At the start of SPB, a target date for the referendum on the question of independence had been set as 15th June 2019, and the Bougainville Referendum Commission (BRC) had been established but lacked capacity. Understanding of the upcoming referendum process was low across Bougainville. Pre-referendum, SPB activities fell under three outcome areas: supporting the referendum process, awareness raising across Bougainville, and weapons disposal. Post referendum, SPB and PRSP jointly supported the ongoing political dialogue around the referendum results, whilst maintaining awareness raising and outreach across Bougainville, particularly in relation to outlying factions who had not supported the peace process.

During the project period, the GoPNG and the ABG prepared for and delivered the referendum. Referendum turnout was high at 85% of eligible voters (105,411 men and 101,215 women). 97.7% (181,067) of voters expressed a preference for independence². Post-referendum, the two governments reached three agreements through high-level political dialogues, but were yet to agree on the joint key messaging at the end of the project periods and had not agreed a process for tabling the outcome of the post-referendum consultation to the 11th National Parliament, as prescribed by the roadmap and the Era Covenant signed in April 2022³. The pre-referendum, referendum, and post-referendum periods passed without violence.

An extensive review of programme related documentation along with national policies, plans, and key documents relating to Bougainville was conducted. Following this desk review, research tools were developed, and a series of key informant interviews (KII) and focus group discussions (FGD) were conducted with a range of stakeholders identified by the UN agencies. The evaluation team consulted 91 people (39 males, 52 females), 30 of whom were youth. The evaluation examined progress against key result areas outlined in the projects' results frameworks – recognising the two distinct phases pre- and post-referendum. It assessed both against the Organization for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) evaluation criteria (relevance, coherence, effectiveness, efficiency, impact, sustainability) as well as cross-cutting issues of gender and social inclusion. This report details findings against these criteria, with discussion of key points. It also draws related conclusions and offers key lessons learnt from implementation of the projects.

In the conduct of the evaluation the team faced several limitations, including: unavailability of final project reports; tight timeframes in weeks preceding the 2022 National Elections; engagement of key informants and communities in community level political rallies; high turnover in staff with limited institutional memory across the project period; high recollection bias as many activities had been implemented over 2 to 3 years ago. Limitations were addressed by organising extensive stakeholder consultations to allow for the systematic triangulation of data, the verification of secondary data collected from document review with the primary sources of information through interviews.

¹ SPB, funded by the UN Peace Building Fund (PBF) was delivered by UNDP, UN Women and UNFPA under UNDP leadership from 2018-2022. PRSP was delivered by UNDP, funded by multiple international donors, from 2020-2022.

² <https://bougainville-referendum.org/> accessed 15 September 2022

³ <https://www.rnz.co.nz/international/pacific-news/465713/png-and-bougainville-sign-key-covenant-to-usher-in-referendum-results>

Key Findings Against Evaluation Criteria

Relevance

1. The projects aligned with peacebuilding priorities outlined in the Bougainville Peace Agreement (BPA), complementing elements funded by others and supporting the most urgent peacebuilding needs to maintain momentum in implementing the BPA.
2. The Sustaining Peace in Bougainville project aimed to address gaps in knowledge, confidence, attitudes, and participation identified in the 2017 Interim Perception Survey, including where these showed differences according to gender, age, and geographical location.
3. Both projects demonstrated appropriate adaptation and responsiveness to reflect the evolving peacebuilding context of Bougainville as well as PNG's national priorities
4. The Sustaining Peace in Bougainville and PRSP projects clearly articulated intended contributions to wider development strategies and frameworks of the GoPNG, the ABG and the UN.

Coherence

1. Sustaining Peace in Bougainville and PRSP were strongly aligned, reflecting explicit efforts at complementarity. The projects had a unified workplan and shared staff and project resources, which allowed for joint implementation of interventions.
2. There is strong complementarity with a range of projects implemented by UN partner agencies and by external stakeholders. However, external coherence could have been more explicitly articulated to support leveraging between projects and mutual reinforcement.
3. Many ABG, civil society and aid agency stakeholders suggested that information could be shared more systematically by the UN in Bougainville to aid coordination, monitoring and communications. Some also felt that the UN should support ABG efforts to coordinate development partners.

Effectiveness

1. The combined activities of Sustaining Peace in Bougainville were highly effective in enabling the conduct of a peaceful, free, conclusive, and accepted referendum, with high levels of participation from across Bougainville society, including hard to reach factions. However, progress against specific outcomes varied.
2. The projects' combined logistical and facilitatory support was effective in enabling the GoPNG and ABG to plan and deliver the independence referendum under the terms of the BPA, and to undertake effective post-referendum political dialogue culminating in agreements marking progress in an evolving political settlement.
3. Sustaining Peace in Bougainville effectively supported awareness on the BPA, the referendum process, and key messages agreed by both governments post-referendum through a variety of media formats and communications channels, as well as enabling questions and feedback to ABG through community dialogues.
4. The projects addressed specific needs of women and youth in relation to participation in the referendum and post-referendum awareness raising but could have done more to enhance their engagement with the formal political process.
5. The weapons disposal and social cohesion elements made progress, although there was a lack of transparency over the strategic approaches, and the need for social cohesion remains within outlying faction groups.
6. SPB worked effectively through appropriate implementing NGO's for key community level activities.

Efficiency

1. The multi-agency partnership enabled human, financial and technical resource-sharing, and cost savings, boosted by the shared office in Buka, however differing timeframes, project design and reporting structures presented administrative challenges and limited synergies, joint working, and the leveraging of wider projects for peace.
2. The projects' rate and mode of implementation was heavily determined by the external environment, including political dynamics within both ABG and GoPNG, the COVID pandemic and institutional blockages within key institutions.
3. Project staffing was insufficient to support maximum effectiveness given the ambition of the projects and complexity of the context. At times, some staff within SPB and PRSP lacked the ideal expertise, experience, or engagement levels, although senior management engagement was highly appreciated and effective.

- The projects' monitoring and evaluation frameworks were clear, with sufficient baseline and endline data in key areas and good regular reporting. However, opportunities for joint monitoring and reflection were missed which limited substantial learning to inform adaptation of the projects.

Impact

- The projects ensured that the referendum was delivered peacefully whilst maintaining positive GoPNG-ABG relations and widespread engagement across Bougainville, thus keeping the peace process on track.
- There is a perceptible shift in political engagement at community level and amongst previously excluded groups – the referendum experience has increased political awareness and expectations of engagement.

Sustainability

- These projects-built understanding, capabilities, structures and relationships that enable consultation and dialogue, and sustain momentum around the ongoing implementation of the BPA. However, sustainability of this infrastructure has not been an explicit focus.

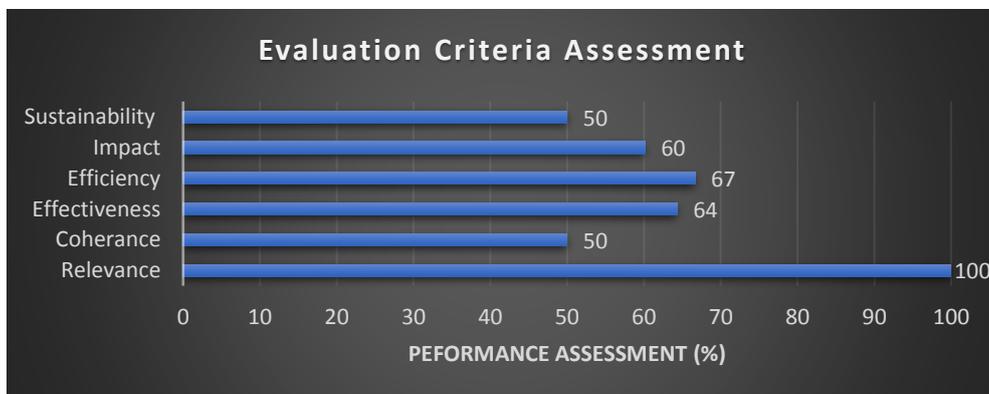
Cross-cutting issues

- Gender equality, social inclusion and human rights perspectives were well integrated into outreach and communications, promoting a culture of inclusion in pre-referendum and post-referendum engagement. However, more could have been done to increase voices of women and youth in decision-making
- Women were well included within the referendum process at community level but were under-represented in high level engagements and decision-making.

Overall Performance

The evaluation team sought to rate performance of the projects against each evaluation criteria, noting that this is a crude measure for highly complex and adaptive work. Nonetheless, the following ratings provide a useful indication of relative success across different outcome areas and evaluation criteria.

Evaluation Criteria Rating Summary



Within these ratings is a wide range of achievements and various reasons for weaker performance in some areas. It should therefore only be taken as an indicative snapshot of performance, alongside more detailed descriptions under each criterion.

Findings on delivery of stated outputs

Alongside the evaluation criteria, it is useful to assess the relative performance against key output and outcome areas.

The following table rates achievements at output level as achieved, partially achieved, or not achieved. Further commentary on the achievement of specific outcome areas is found under the evaluation criteria findings. Overall, this illustrates mixed performance across outcome areas, with strong overall success highlighted by the peaceful referendum but some specified results areas not met due to a range of reasons, both related to external factors and to the projects' approaches.

Table showing overview of progress against intended outcomes and outputs

Pre-referendum/Referendum period Outcomes and Outputs	Comment
Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the referendum are progressed jointly	
The Joint Supervisory Body (JSB) meets regularly and its resolutions are implemented jointly by the two governments;	
The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth-focussed civil society organisations;	
Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively.	Support was given to institutions of both governments, but the Joint Secretariat was not established
Outcome 2: Increased dialogue and awareness on the BPA, referendum, and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process	
Both governments agree on joint messages on the BPA, including the referendum, and facilitate their dissemination;	
Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;	
BPA dialogue and referendum awareness raising increases within Papua New Guinea	
Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-GoPNG process whilst supporting factional unification and solutions to security concerns of outlier communities.	
A joint process is established for identification of remaining weapons and monitoring of collection	
Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful referendum;	Engagement with outlying factions occurred but some factions are still not fully engaged in BPA implementation
Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of weapons disposal and to engage with women CSO's to advocate and participate in weapons disposal processes	
Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted community-based support programmes.	Engagement with outlying factions occurred but some factions remain not fully included in BPA implementation
Post-referendum period Outcomes and Outputs (combining SP and PRSP)	
Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the post-referendum are progressed jointly	
The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth focussed civil society organisations;	
Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively (SP) / <i>Key institutional and operational capacities at national and sub-national level are strengthened to support a successful post-referendum process (PRSP)</i>	Support was given to institutions of both governments but the Joint Secretariat for Post-Referendum was not established
Bougainville youth, women, veterans, and church leaders are supported to provide inputs into the post-referendum consultations and conduct post-referendum dialogues within their associations.	
Outcome 2: Increased dialogue and awareness on the BPA and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed, and is and feels included in the process (wording repeated as an Output under PRSP)	
Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;	
District level 'town hall' dialogues led by both governments, including Co-Chairs of the Post-Referendum Joint Ministerial Consultations Preparation Team to inform and receive feedback from the population across Bougainville and mainland PNG during the post-referendum period	
Participatory community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the region (No Cost Extension period)	
BPA dialogue and referendum awareness raising increases within Papua New Guinea (No Cost Extension period)	Work with media improved coverage of the BPA at national level but dialogue outside of Bougainville was limited
Outcome 3: Strengthened unification of outlier communities into the peace architecture and post-referendum dialogue	
Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful post-referendum (Reframed in No Cost Extension period)	Engagement with outlying factions occurred but some factions are still not fully engaged in BPA implementation
Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of the peace agreement and post-referendum processes in outlying faction areas;	
Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted bottom-up community initiatives focussing on women, youth and factional leaders including peace talks between factional heads and the ABG and enhanced capacity of conflict management and leadership development in outlier communities.	
Human Rights Frameworks are strengthened to guide new Bougainville Institutions to monitor human rights abuses across Bougainville, in outlying faction areas, during the post referendum period.	
Economic Summit conducted identifying non-mining opportunities for veterans and outlying factions to meaningfully engage in and contribute productively to a future Bougainville (Reframed in No Cost Extension period)	The ABG and Bougainville communities still want the Economic Summit to go ahead

The table above at output level is structured as per the Sustaining Peace Project. PRSP outputs, as stated in the ProDoc, were overlapping and thus have not been repeated here. The analysis in the following section highlights findings related to different activities of SP and PRSP which fall under these shared outcome and output statements.

Code	Rating
	Achieved
	Partially achieved
	Not achieved

Key Recommendations for future peace building programming in Bougainville

The following emerge as recommendations for future UN peacebuilding programming in Bougainville:

Strategic:

- 1 In the redesign of the next phase of support to the dialogues on the political future of Bougainville, UNDP should consider opportunities to be flexible, adaptive, and responsive to the political process. Utilising the principles of adaptive management based on regular analysis, reflection and learning in the project approaches, would enable increased responsiveness of the project to a fluid political process.
- 2 The UN agencies, utilising existing channels established by UNDP, UN Women and UNFPA, should continue to support communications and outreach across PNG, and specifically within Bougainville, to ensure that population is informed on the BPA and ongoing political process, the distinctiveness of the Bougainville situation and the potential scenarios for future PNG-Bougainville relations. This should include fostering relations between PNG and Bougainville civil society networks of women, youth, churches, people with disabilities and other groups to create social networks to influence and implement the political settlement. This is essential to maintaining peace under the new political settlement and the challenges that will arise over time.
- 3 Future UN work should recognize localized conflicts likely to arise during the ongoing political process, investments into Bougainville, economic strategy and social innovations. A 'do no harm' approach should be fostered within the UN agencies and government partners to new resourcing, infrastructure and economic initiatives – recognizing potential positive and negative impacts on conflict associated with any new resourcing and identifying mechanisms and mitigating strategies to address these.
- 4 UNDP should take time to situate future PBF-funded work within a wider programming framework so that its contribution to longer term change for sustainable peace can be clearly identified and so that related social and economic programs across the range of UN agencies can be better leveraged for peace impact.
- 5 UNDP should support ABG efforts at coordination across the peacebuilding and development sector, until ABG has sufficient capacity. Greater information sharing and coordination would help support high-level decision making by ABG on key economic, social, and financial aspects will support long-term stability to build a viable Bougainville. Keeping in mind the importance of tangible peace dividends to accompany the political process. Any future peacebuilding project should develop a strategic framework to maintain visibility with key constituencies (particularly in South and Central Bougainville where outlier factions are located) whilst also demonstrating how UN agency activities align with ABG priorities when engaging with these outlier factions.

Thematic:

- 6 Under its' governance mandate, UNDP should consider further investment in consultations by the 11th Parliament to ensure both Governments remain committed to the Era Kone Covenant and engaged in continued dialogue. Ongoing relationship building between Parliaments should be prioritised given that the 11th Parliament formed after the PNG 2022 National General Elections has new MPs with less familiarity with Bougainville matters - risking delays in political dialogue on ratification of the referendum outcome by the 11th Parliament. Views of the Prime Minister James Marape to consult PNG more broadly on the political future of Bougainville should be guided by the UN as a neutral body, as this feedback from PNG people may impact the views of the MPs and their engagement on Bougainville.
- 7 Any future UNDP peacebuilding project in Bougainville should adopt a stronger strategy for ongoing factional unification and solutions to security concerns of outlier communities. This should increase support to factional Me'ekamui groups within Kon'nou and Tonu constituencies in South Bougainville. The strategy should outline clear outcomes and involve a collective strategic planning process with all key stakeholders.

Governance and Management:

- 8 UNDP, as the convenor agency for UN peacebuilding in Bougainville, should consider establishment of governance structures including ways of working framework that increases collaboration between UN agencies, fosters information sharing and coordination with other donors and implementing agencies within Bougainville, through combined external meetings and shared learning opportunities, to maximise synergies, avoid risks and enhance impacts, especially where working in the same communities or with the same partners.
- 9 The UN agencies should ensure a higher level of staff capacity to implement future peacebuilding in Bougainville, including a combination of senior UNDP project management capacity, and the ability to think and work politically in the Bougainville context ideally with greater experience from the region or comparable peacebuilding contexts. New staff should be properly inducted by the UN agencies and PNG-ABG partners.

Cross-cutting

- 10 The UN agencies should consider their roles in enhancing capabilities and sustainability of key institutions within Bougainville, to ensure that civil society networks, local government and ABG departments are empowered to play long-term roles in the future development and stability of Bougainville and its relations with PNG.
- 11 The effective engagements that UNFPA and UN Women has established with Bougainville Youth Federation and the Bougainville Women's Federation should be strengthened as key coordinating institutions. Future work by UN Women and UNFPA should focus on specific women's and youth empowerment programs to support peace building in the community with activities designed to build capacity of women and youth. Ensuring inclusivity of identified marginalised groups including those with disabilities, elderly and other minority groups of women and youth. A mapping of vulnerability amongst the wider Bougainville population needs to be established in order to tailor programs to meet specific peace and development needs.
- 12 UN Women should support efforts to form a technical working group to facilitate inputs from a wide range of women of different ages and from different regions into the high level political dialogue. This should also provide a platform for linkages between the BWF and the National Council of Women, to harness women's views and influence across PNG.

Key Lessons Learned

1. Maintaining momentum around political dialogue on implementation of the Bougainville Peace Agreement requires a critical mass within the PNG government to have knowledge of related political options and required processes. However, awareness overall is low and is exacerbated by high turnover in government.
2. The engagement of existing social and political structures of the Church and Community Government representatives (male and female) as well as civil society networks is important for sustainability of information flow between the Government and the community.
3. Following the referendum, Bougainvilleans are highly focused on achieving independence whether ready or not with a push for 'self-sufficiency' but there is insufficient attention to developing an overall vision for Bougainville socially, politically, or economically.
4. Alongside formal high-level dialogue, informal engagements are crucial to positive relationships and targeted exchanges can help generate solutions at a technical level.
5. There is very low awareness across ABG of comparative situations but there is high interest in learning from other contexts to inform debate and collective vision on options for the future of Bougainville.
6. There is a need to consider peacebuilding within Bougainville in the broadest sense, beyond the provisions of the BPA and the focus on the political relationship between PNG and ARoB.

1. Introduction

1.1 Background

The Autonomous Region of Bougainville (ARoB), with a population around 300,000 has autonomous status within the Independent State of Papua New Guinea (PNG) established under the 2001 Bougainville Peace Agreement (BPA) following a decade of armed conflict between the Government of PNG (GoPNG) and the Bougainville Revolutionary Army (BRA). The BPA has three pillars: Autonomy; Referendum; and Disarmament and Weapons Disposal.

The Sustaining Peace in Bougainville Project (SPB), funded by the UN Secretary General's Peacebuilding Fund (PBF), enabled the UN agencies in Bougainville to continue longstanding support to the GoPNG and Autonomous Bougainville Government (ABG) in the implementation of the BPA, primarily in achieving a peaceful, free and fair referendum on the question of independence versus ongoing or increased autonomy for Bougainville. At the start of the project period, the target date for the referendum had been set as 15th June 2019, and the Bougainville Referendum Commission (BRC) had been established. Activities fell under three outcome areas: the referendum process, awareness raising, and weapons disposal. It followed successive PBF-funded projects, with some activities new and others extended from previous phases. The project was initially designed as a 24-month intervention focused on the pre-referendum period and the referendum itself. It was later extended with cost-extension for 18 months to support post-referendum dialogue and for a further 6 months no-cost extension, concluding activities in July 2022.

The Post-Referendum Process Support Project (PRSP) was designed following the referendum to enable UNDP to provide technical and logistical support to the Joint Secretariat, capacity building, support on the ratification process, continued awareness raising with people in Bougainville and across PNG on the progress and ensuring inclusive opportunities to support meaningful participation. It was designed to complement the ongoing work of the Sustaining Peace in Bougainville Project, filling identified gaps, and was funded by multiple bilateral donors.

The pre-referendum, referendum, and post-referendum periods all passed without violence, despite delays due to political processes at GoPNG and ABG levels as well as the COVID pandemic. The GoPNG and the ABG prepared for and delivered the referendum and conducted a series of post-referendum high level talks. Referendum turnout was high at 85% of eligible voters (105,411 men and 101,215 women), with 97.7% (181,067) of these expressing a preference for independence. The referendum results were⁴: 176,928 for independence, 3,043 for greater autonomy, 1,09 informal ballots.

The ABG has since set out its' intention to move towards attaining independence by 2027 and is focused on establishing independence 'readiness' whilst the National Government maintains commitment to a political settlement by this date. Since 2018, relations between GoPNG and the ABG were seen as largely positive with an openness to dialogue. In July 2022, national elections resulted in a continuation of Prime Minister James Marape's leadership, although there were significant changes within government which necessitate efforts to socialize new MP's to the BPA and options for the future. At project end, the two governments were still to agree on the process for tabling the outcome of the post-referendum consultation to the 11th National Parliament, as prescribed by the roadmap and the Era Kone Covenant signed in April 2022⁵. The two governments reached three agreements following talks on the continuation of political dialogue but were yet to agree joint key messaging at the end of the project periods.

The evaluation covers the duration of the Sustaining Peace in Bougainville Project from 2018 to 2022, but covers both projects as these were complementary and mutually reinforcing during the post-referendum period. The UN intends to continue its support to the implementation of the BPA and the evaluation is intended to inform design of a new phase.

⁴ <https://bougainville-referendum.org/> accessed 15 September 2022

⁵ <https://www.rnz.co.nz/international/pacific-news/465713/png-and-bougainville-sign-key-covenant-to-usher-in-referendum-results>

1.2 Project descriptions

1.2.1 Sustaining Peace in Bougainville

'Sustaining Peace in Bougainville' (SPB) was implemented over 48 months from July 2018, funded by the PBF. It had an initial budget of \$4,000,000 over 24 months, was extended for 18 months from July 2020 with an additional \$1,000,000 and received a further No-Cost Extension⁶ for 6 months before closing in June 2022. The project was implemented jointly by UNDP, UNW and UNFPA, with UNDP as the convening agency. Whilst implementing the first phase of the project, UNDP also implemented the complementary Bougainville Referendum Support Project (BRSP), funded by bilateral donors to support the technical conduct of the referendum.⁷ The theory of change read:

IF political dialogue between the two governments takes place and leads to key decisions around the BPA and the referendum being jointly adopted, if awareness and understanding of the BPA and referendum and post-referendum issues are increased both in Bougainville, and in PNG as a whole through community led processes, and if the disposal of weapons and reunification of factional groups take place as part of those community led processes, THEN the BPA will be implemented in a participatory, inclusive and transparent manner, and the referendum outcome is likely to be accepted by all key stakeholders, paving the way for long term stability.

The original ProDoc set out three outcomes addressing political dialogue, inclusive awareness raising on the BPA and the referendum, and weapons disposal amongst outlying factions. Political dialogue was implemented in partnership with GoPNG and ABG Offices of the Chief Secretaries, National Coordination Office for Bougainville Affairs (NCOBA), Department of Peace Agreement Implementation (DPAI) and both parliaments. Awareness raising was implemented in partnership with Bougainville Women's Federation (BWF), National Council of Women (NCW), Media Council of PNG, PNG Council of Churches, Bougainville Youth Federation (BYF) and the Peace and Conflict Studies Institute of Australia (PaCSIA). Weapons disposal was implemented in collaboration with the Department for Community Government (DCG), DPAI, community governments, women's and youth groups, and former combatants.

Following the referendum in 2019, the project was extended with a focus on accompanying the post-referendum process to build sustainable peace. An updated ProDoc was approved for the cost extension, closely aligned with the separate PRSP project, with revised outcome areas and outputs to reflect new priorities in the post-referendum period and build on achievements to date. Notably, the third outcome shifted from weapons disposal to strengthening inclusion of outlying factions into the peace process, following the formal end to the weapons disposal process in the pre-referendum period. The project also received a 6 month No-Cost Extension in January 2022 to accommodate delays caused by COVID-19, and a period of national mourning for Grand Chief Sir Michael Somare, first Prime Minister of PNG. The final ProDoc reflected a smaller range of outstanding and priority activities.

The project sought to foster an inclusive process, both in engaging factions not yet participating fully in the peace process and in engaging women and youth in peace building. The project had 30% of its budget allocated to activities in direct pursuit of gender equality and women's empowerment (gender marker 2). This included efforts to include women in pre-referendum dialogue and in conducting the referendum itself (outcome 1) as well as engagement through the Bougainville Women's Federation and women's community groups to increase women's engagement (outcomes 2 and 3). The project also included efforts to reach youth across Bougainville, working closely with the BYF. This continued work previously undertaken by the separate 2-year PBF Gender and Youth Promotion Initiative (GYPI) project which ended in December 2019 and had supported capacity building and involvement of youth and women in the referendum process⁸.

⁶ To enable completion of activities delayed due to political processes at national and AROB levels as well as challenges associated with the COVID pandemic.

⁷ BRSP had a budget of \$6 million from a range of donors including Australia, Germany, Ireland, the United Kingdom, and the UN DPPA.

⁸ GYPI was implemented by UN Women, UNFPA and the Office of the High Commissioner for Human Rights (UNHCR), with two outcomes: i) ABG Institutions are increasingly accountable to women and youth for a free and fair referendum, and; ii) Women and youth effectively participate in delivering a violence free referendum in ABG.

1.2.2 Original and revised outcomes and outputs from Sustaining Peace in Bougainville Project Documents

Table 1: Original and revised outcomes and outputs from Project Documents

Original ProDoc	Cost Extension ProDoc(2020)	No Cost Extension ProDoc(2022)
<p>Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the referendum are progressed jointly</p> <p>Outputs:</p> <p>1.1. The Joint Supervisory Body (JSB) meets regularly and its resolutions are implemented jointly by the two governments;</p> <p>1.2. The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth focussed civil society organisations;</p> <p>1.3. Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively.</p>	<p>Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the post-referendum are progressed jointly</p> <p>Outputs:</p> <p>1.1. The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth focussed civil society organisations;</p> <p>1.2. Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively.</p> <p>1.3. Bougainville youth, women, veterans and church leaders are supported to provide inputs into the post-referendum consultations and conduct post-referendum dialogues within their associations.</p>	<p>Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the post-referendum are progressed jointly</p> <p>Outputs:</p> <p>1.1. JSB meets regularly and makes joint agreements on post-referendum processes, and resolutions are implemented jointly by the two governments (largely to be funded. Under PRSP)</p> <p>1.2. Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively (<i>induction for new Members of the House of Representatives</i>)</p>
<p>Outcome 2: Increased dialogue and awareness on the BPA, referendum, and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process</p> <p>2.1 Both governments agree on joint messages on the BPA, including the referendum, and facilitate their dissemination;</p> <p>2.1 Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;</p> <p>2.1 BPA dialogue and referendum awareness raising increases within Papua New Guinea.</p>	<p>Outcome 2: Increased dialogue and awareness on the BPA and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process</p> <p>2.1 Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;</p> <p>2.1 District level 'town hall' dialogues led by both governments, including Co-Chairs of the Post-Referendum Joint Ministerial Consultations Preparation Team to inform and receive feedback from the population across Bougainville and mainland PNG during the post-referendum period</p>	<p>Outcome 2: Increased dialogue and awareness on the BPA and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process</p> <p>2.1 Participatory community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the region⁹</p> <p>2.1 BPA dialogue and referendum awareness raising increases within Papua New Guinea¹⁰</p>
<p>Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-Go PNG process whilst supporting factional unification and solutions to security concerns of outlier communities.</p> <p>1.1. A joint process is established for identification of remaining weapons and monitoring of collection;</p> <p>1.2. Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful referendum;</p> <p>1.3. Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of weapons disposal and to engage with women CSOs to advocate and participate in weapons disposal processes</p> <p>1.4. Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted community-based support programmes.</p>	<p>Outcome 3: Strengthened unification of outlier communities into the peace architecture and post referendum dialogue</p> <p>3.1 Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful post-referendum;</p> <p>3.2 Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of the peace agreement and post-referendum processes in outlying faction areas;</p> <p>3.3 Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted bottom-up community initiatives focussing on women, youth and factional leaders including peace talks between factional heads and the ABG and enhanced capacity of conflict management and leadership development in outlier communities.</p> <p>3.4 Human Rights Frameworks are strengthened to guide new Bougainville Institutions to monitor human rights abuses across Bougainville, in outlying faction areas, during the post referendum period.</p> <p>3.5 Economic Summit is conducted identifying non-mining opportunities for veterans and outlying factions to meaningfully engage in and contribute productively to a future Bougainville.</p>	<p>Outcome 3: Strengthened unification of outlier communities into the peace architecture and post referendum dialogue</p> <p>3.1 Advancing implementation of inclusive BPA and post-referendum process through engaging outlier groups with respect to gender and human rights</p> <p>3.1 Support two governments to host the Bougainville Economic Investment Summit considering the needs of outlier communities</p>

⁹ Focussed on a) developing community facilitator materials and capacity building support to targeted communities, b) support to a national awareness raising media campaign

¹⁰ Focussed on strengthened media reporting (including conflict sensitivity training) and a national awareness raising campaign on Bougainville

1.2.3 Post-Referendum Process Support Project

Following the referendum, the Minister for Bougainville Affairs and the Minister for Post-Referendum Dialogue and Consultation declared that the GoPNG and ABG welcomed the UN to extend its support to the post-referendum period. UNDP therefore designed the 'Post-Referendum Support Project' (PRSP), funded by a group of bilateral donors – New Zealand, Australia, Ireland, Germany, and the UK – for 24 months up to July 2022. PRSP aimed to assist the Joint Secretariat to progress the Post-Referendum Consultations between GoPNG and the ABG, through technical advice, logistical support to regular meetings, full functioning of the Joint Secretariat, contract management of an external moderator and support in the development of joint key messages.

PRSP was designed to complement the extension of Sustaining Peace in Bougainville and work funded by the UN Department for Political and Peacebuilding Affairs (DPPA). The projects were delivered by a single team led by UNDP. A joint workplan in its' ProDoc reflected planned activities funded by each source to contribute to shared outputs.

1.2.4 Sustaining Peace and PRSP Joint Workplan 2020-2022

The following workplan demonstrates how PRSP, PBF and DPPA inputs are expected to contribute collectively to shared outputs. It should be noted that stated output 2 here reflects an outcome statement under the PBF project.

Table 2: Joint Workplan 2020-2022

Expected Outputs	Planned Activities	Funding
Output 1: Key institutional and operational capacities at national and sub-national level are strengthened to support a successful post-referendum process	1.1 Consultation meetings of the Post-Referendum Joint Ministerial Consultations Preparation Team	PRSP
	1.2 External moderator contracted and providing support when required	PRSP
	1.3 Comparative Transition, Legal and Constitutional expertise provided	PRSP
	1.4 National Parliament ratification process agreed and disseminated	PRSP
	1.5 Joint Post-Referendum Secretariat fully equipped to perform its functions	PRSP
	1.6 Induction programmes designed for new Members of the House of Representatives	DPPA
	1.7 Key government institutions with responsibilities for BPA implementation and coordination are enabled to implement their functions effectively	PBF
	1.8 Key networks (Women, Youth, Churches) are supported to participate in the post-referendum process	PBF
Output 2: Increased awareness on the post-referendum process and progress ensuring that both the population in and outside of Bougainville is informed	2.1 The Post-Referendum Secretariat drafts joint messages on the post-referendum process and facilitates their dissemination	PRSP
	2.2 Community-led dialogues about the post-referendum process and a peaceful future for Bougainville	PBF
	2.3 BPA dialogue and post-referendum awareness raising by national and ABG leaders and key actors within Bougainville and for Bougainvilleans living outside of Bougainville	PBF
	2.4 Awareness adverts aired across PNG on the post-referendum process	PRSP
	2.5 Media trainings on the post-referendum process	PRSP
	2.6 Awareness sessions conducted on the post-referendum process in the National Parliament and the BHoR	DPPA
	MONITORING Perceptions Survey	
Output 3: Increased opportunities for an inclusive peaceful process for all stakeholders to participate in the post referendum process and contribute to a future Bougainville	3.1 Peace interventions to build confidence and encourage participation in post-referendum process by outlier factions	PBF
	3.2 Human Rights Forum agree plan and, with the BHoR Human Rights and Gender Committee, monitor human rights	PBF
	3.3 Key ABG and GoPNG institutions are supported to host Socio-Economic and Investment Summit	PBF
	3.4 Support to illiterate youth in conflict management	PBF

1.3 Evaluation Scope and Objectives

The objective of the evaluation was to assess achievements against expected results, to identify lessons learned and to draw from these recommendations to UNDP and it's partners in developing and implementing further support to the implementation of the BPA. The evaluation was intended to inform design and implementation of a new phase of UN support to the Bougainville peace process.

The evaluation examined progress against key result areas outlined in the projects' results frameworks – recognising the two distinct phases pre- and post-referendum.

The evaluation assesses results against what was outlined in the ProDocs for each project, noting the ProDoc for the Sustaining Peace underwent two revisions during the post-referendum period. The evaluation notes the synergies

between the two projects in the post-referendum period, including the joint workplan. As such, overall results will be assessed jointly for the post-referendum period.

The evaluation examines the projects' progress, considering the OECD-DAC evaluation criteria¹¹:

Relevance: Is the intervention doing the right things?

Coherence: How well does the intervention fit?

Effectiveness: Is the intervention achieving its objectives?

Efficiency: How well are resources being used?

Impact: What difference does the intervention make?

Sustainability: Will the benefits last?

Additionally, the evaluation will consider how the projects integrated **cross-cutting issues**, particularly gender equality, social inclusion, and human rights. The way that the projects have addressed the specific needs of women, youth and other groups will be considered.

A detailed list of questions exploring each criterion is included as Annex 3 to assess programme outputs as captured in the Project Document (Pro Doc)

2. Approach and Methodology

2.1 Team structure

The evaluation was carried out by two consultants between May and October 2022. The International Expert, acting as Team Leader, spent two weeks in PNG to conduct interviews in Port Moresby and Buka. The local Evaluation Consultant, based in PNG, focussed on field data collection and local engagement. The consultants undertook joint consultations in Port Moresby and Bougainville during June 2022 as well as further in-person and remote interviews. The evaluation was managed by an evaluation manager within UNDP, in coordination with the Evaluation Reference Group consisting of representatives from UNDP, UN Women and UNFPA, as well as the Resident Coordinator's Office (RCO), DPPA Political Liaison Officer to PNG and the UN Peacebuilding Support Office.

2.2 Data collection

During the inception phase the evaluation team undertook a desk review of documents provided by UNDP and partners. The team assessed what findings were already documented, what gaps existed and where verification may be required. They refined the evaluation questions (Annex 3) and developed data collection instruments (Annex 4).

A list of documents reviewed is included in Annex 2. This included project design documents, annual workplans, Progress and Annual Reports (including partner reports), M&E plan and results frameworks, baseline and mid-term evaluation reports, project monitoring mission reports and external research. Key data sources to indicate shifts in understanding and attitudes were available through independent surveys on public perceptions and participation related to peace, social cohesion, and reconciliation, including the BPA and referendum. Under previous PBF funding, the UN conducted a baseline in 2016 and an interim survey 2017 to indicate changing attitudes over the final year of funding, using multi-strata quota sampling to capture perceptions across different gender and age categories and regions of Bougainville (North, South and Central). The 2017 survey, conducted just prior to the commencement of Sustaining Peace thus acts as a baseline against which to measure changes in perception during the Sustaining Peace

¹¹ As set out in: **Better Criteria for Better Evaluation, 2019, Revised Evaluation Criteria Definitions and Principles for Use**, Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) Network on Development Evaluation

and PRSP project periods¹². A further survey was conducted in 2022, which provides an indication of changes in perceptions and understanding during the project period and particularly the post-referendum period. This also included identification of attitudes amongst outlying factions in two geographic areas within South Bougainville – Kon’nou and Tonu – that had still not signed onto the BPA.

Field data collection included key informant interviews (KII) in Port Moresby, Bougainville and outside of PNG, as well as focus group discussions (FGDs) held in North (Buka), Central (Arawa, Panguna), and South (Siwai) Bougainville. Key informants included UN staff, GoPNG and ABG representatives, and civil society project partners as well as external stakeholders in Bougainville (key bilateral donors, researchers, or advisors who have accompanied the peace process, and personnel from complementary projects supporting Bougainville). The team aimed to ensure that voices from across ARoB were captured. All informants were asked for their informed consent and given an opportunity to provide further feedback and the option to discontinue the interview if they felt the need to do so. The approach mainstreamed gender and social inclusion principles in selecting informants, ensuring sufficient consultation with women, youth, and other marginalised groups (including voices of former combatants, former political representatives involved in the peace process, and outlying factions). The KII also included the presidents of the BWF and the BYF as representatives of this large network of stakeholders that stretched throughout all 3 regions of Bougainville. Due to the large geographic complexities in Bougainville larger groups of people would be needed to reach data saturation that would provide an accurate representation of the perceptions towards the impacts of both projects.

The focus groups specifications are detailed in the Table below:

Table 4: Focus Group Specifications

Location of FGD	Date	Number of participants	Gender	Socio demographics	Significance
Arawa-Central Bougainville	27 June 2022	5	Male	Youths from the Bougainville Youth Federation, including the President of the Bougainville Youth Federation	Project Stakeholders and Beneficiaries
Arawa-Central Bougainville	27 June 2022	4	Female	Youths from the Bougainville Youth Federation, including the President of the Bougainville Youth Federation	Project Stakeholders and Beneficiaries
Panguna-Central Bougainville	28 June 2022	9	Male	Peace Actors, 4 elderly, 2 youth, 3 middle aged	Beneficiaries/Stakeholders community members attending a conflict resolution training by Nazareth Centre for Rehabilitation in Panguna. Including the Chief.
Panguna-Central Bougainville	28 June 2022	11	Female	Peace Actors, 2 elderly, 4 youth, 5 middle aged	Beneficiaries/Stakeholders community members attending a conflict resolution training by Nazareth Centre for Rehabilitation in Panguna. Including the Chief.
Siwai-South Bougainville	29 June 2022	8	Male	4 youth, 3 middle aged, 2 elderly	Beneficiaries/Stakeholders community members who learnt from peace actors supported through PaCSIA.
Siwai-South Bougainville	29 June 2022	6	Female	2 youth, 4 middle aged	Beneficiaries/Stakeholder community members who learnt from peace actors supported through PaCSIA.
Central Bougainville	30 June 2022	3	Male	2 middle aged and 1 elderly	Beneficiaries/Stakeholder community members who are ex combatants.
Central Bougainville	30 June 2022	5	Female	3 youth, 2 middle aged	Beneficiaries/Stakeholder community members who learnt from peace actors supported through PaCSIA.
Buka- North Bougainville	3 July 2022	14	Male	10 middle aged, 4 elderly	Community Beneficiaries representing North Bougainville as far as the atolls as members of the Catholic and United Church.
Buka- North Bougainville	3 July 2022	26	Female	6 youth, 15 middle age, 5 elderly	Community Beneficiaries representing North Bougainville as far as the atolls as members of the Catholic and United Church.

Total Consulted	91
Total Male	39
Total Female	52
Total Youth	30

¹² UN PBF Interim Survey 2017: Public Perceptions in the Autonomous Region of Bougainville (2017), Anglo Pacific Research and Strategy Ltd

2.3 Data Analysis

The team focussed first on determining which activities had been implemented and which stated outputs were achieved, aware that the projects had adapted over time both due to the changing nature of the political process and delays due to changes at National and ABG government levels and the impacts of COVID-19.

The evaluation team first collated results frameworks for the two projects, including the two revisions to Sustaining Peace in Bougainville and the joint approach to articulating results under PRSP's complementary approach. The team were able to draw on project-related documentation (particularly reports and revised ProDocs) to determine results at output level based on which activities had been completed or delayed during different phases. As activities had not finished when the evaluation started, the team updated this once the final report for Sustaining Peace in Bougainville was made available part way through as well as verifying where outputs had been achieved or not during KII's. The team then drew out data from existing reports to further demonstrate findings against each evaluation criterion. Alongside determining what had been achieved, the team sought to understand how this contributed to the goals of the project.

Key questions developed and delivered through KIIs and FGDs helped to fill in information gaps and provide evidence against the evaluation criteria, but also to verify secondary evidence where possible. The KIIs targeted Government officials, project staff in the field, heads of UN agencies, and key stakeholders identified through close consultation with the UNDP resident representative. The FGDs focused on UN project teams based at the National level, and community beneficiaries that had relevant engagements with all project outcomes. Notes from KII's and FGD's were shared between the consultants and information collated against relevant evaluation criteria – identifying where it demonstrated progress, limitations, or lessons around how change happened and how impact was measured. Key recommendations collected were clustered into common themes that were recurring to derive recommendations based on findings.

2.4 Limitations

The evaluation commenced in May 2022, prior to the completion of the two projects. As such, final reports were not available. Field research was conducted in a tight timeframe in the weeks preceding the 2022 National elections. Stakeholders were prioritised to ensure a range of views and the evaluation team was confident that all key perspectives were represented, with only a couple of priority informants unavailable due to the election. Many community members were also engaged in community-level political rallies by candidates which limited FGD participation. Further, after a four-year implementation period, staff turnover within the project team and within key partner institutions had resulted in disjointed recollections from individuals who had only been involved in specific stages of the project. The evaluation team found that informants were generally focussed on either the pre-referendum period or the post-referendum period, with the majority focussed on activities during the more recent post-referendum period. However, given the range of informants from different periods of the project, the evaluation team is confident that they have a sufficient picture from across the project period to determine overall successes and limitations.

3. Findings Against Evaluation Criteria

3.1 Relevance

Key questions on relevance: *Were the project interventions aligned to the peace building priorities of both GoPNG and the ARoB? How were the projects adapted to National priorities, plans, the United Nations Development Assistance Framework, United Nations Peace Building Fund and Sustainable Development priorities to maintain relevance?*

Finding 3.1.1 The projects aligned with peacebuilding priorities outlined in the Bougainville Peace Agreement (BPA), complementing elements funded by others and supporting the most urgent peacebuilding needs to maintain momentum in implementing the BPA.

The relevance of the project's to the BPA implementation was spelt out clearly in the relevant ProDocs, and restated by numerous key informants. Both the SPB and PRSP projects supported achievement of the three pillars of the BPA - Autonomy, Referendum Vote for Independence, Disarmament and Weapons Disposal – with particular focus on pillars two and three, namely the conduct of a peaceful referendum with high levels of participation and the weapons disposal process in the pre-referendum period, followed by support to the ongoing political process post-referendum and inclusion of different groups across Bougainville in the ongoing peace process. Although SPB did not focus explicitly on advancing autonomy, the UN did support the second autonomy review as at the request of the two governments who sought a neutral perspective. The projects' lack of an explicit focus on supporting capacity for greater autonomy was appropriate strategically as it may have compromised its unique work as a neutral interlocutor and facilitator of pre-referendum and post-referendum dialogue.

The initial focus was on helping to deliver a peaceful referendum through support to the Joint Supervisory Body (JSB), awareness raising across Bougainville on the BPA provisions and referendum process, and targeted efforts to remove weapons before the vote could take place. At the same time, the two governments, at the JSB level, agreed to conduct a second weapons disposal ahead of the referendum, to signal commitment to the peace process. Thus, a focus on this element was essential not just in implementing pillar three of the BPA but in enabling implementation of pillar two. The UN aligned its intervention with the priorities agreed to by the two governments: and therefore, supported the efforts of the two governments under the weapons disposal joint secretariat that was established.

Recommendation 1: In the redesign of the next phase of support to the dialogues on the political future of Bougainville, UNDP should consider opportunities to be flexible, adaptive, and responsive to the political process. Utilising the principles of adaptive management based on regular analysis, reflection and learning in the project approaches, would enable increased responsiveness of the project to a fluid political process.

Finding 3.1.2 The Sustaining Peace in Bougainville project aimed to address gaps in knowledge, confidence, attitudes and participation identified in the 2017 Interim Perception Survey, including where these showed differences according to gender, age and geographical location.

Knowledge across Bougainville of the content of the BPA was low at the start of the project. In the 2016 Baseline, respondents' comprehension of the three pillars of the BPA was low - only a third of respondents (33%) claimed a good command (7%) or some command (26%) of the three pillars (46% of males against 20% of females). In 2017, these figures had slipped with only 27% of respondents claiming comprehension of the three pillars (good command 4%, some command 23%). There was little variation by region, but males were more confident in saying they understood the issues than females (37% of males against 15% of females). There was indication that women lacked confidence as they recorded the highest rates of uncertainty, particularly in Central and South Bougainville.

Personal confidence in the implementation of the three pillars of the BPA was reasonable with 57% expressing confidence in 2017 (very confident 8%, quite confident 49%). 33% expressed some level of pessimism and 11% of respondents did not know. Male respondents (70%) were more confident in BPA implementation than females (43%), who reported a high 'don't know' figure (19%). Confidence was reportedly slightly higher in Central Bougainville (64%) than North Bougainville (55%) and South Bougainville (52%).

In 2017, 69% of respondents expressed personal confidence in the implementation of the referendum (17% very confident, 52% quite confident). Again, males (82%) expressed more confidence than females (56%). Confidence was slightly higher in Central (72%) and South (72%) than North Bougainville (66%).

Trust in both the ABG and the GoPNG to support weapons disposal and the referendum was low and there was little awareness of efforts to raise awareness. In 2017, only 43% expressed confidence in the implementation of weapons disposal (12% very confident, 31% fairly confident) whilst 55% expressed lack of confidence to some degree (31% poor confidence, 24% very little confidence). There was very little variation by gender or by Region in these figures.

There was low understanding of the referendum process or implications of its outcomes, given that the vote was to be non-binding and the National Parliament would have final decision-making authority. In 2017, awareness of information sources pertaining to the Referendum on Bougainville's future political status was 32% and much higher among males (46%) than female respondents (19%). Among those 283 respondents who claimed to be aware of referendum information sources, NBC Radio Bougainville, Bougainville News Bulletins, ABG District Office, Referendum Office and ABG Media Bureau were the top five sources cited – the other 15+ sources cited were all under 5%. Among those respondents who were aware of referendum information sources, utilization of information sources was high (84%). Among those respondents who had accessed referendum information sources, more than half had accessed the information more than once in the 6 months prior to interview and 15% had accessed information at least once monthly in that period. Nearly all respondents declared enhanced capacity and knowledge about the referendum as a result.

The 2017 survey showed that understanding and engagement of women and youth was low, compared to that of adult men. For example, 38% of men compared to 30% of women say they participated in meetings to discuss views on the BPA and efforts to maintain peace in the previous twelve months. Just over one-quarter (28%) of youths participated compared to 41% of adults aged 35 years or older. Among age groups, it was a linear progression; the older the age group, the greater the intention to vote.

Summary of Key Findings from the Interim Perception Survey, 2017

- Only 27% of respondents claimed comprehension of the three pillars of the BPA. Men were more confident in saying they understood the issues than females (37% in males; 15% in females). 24% of females responded 'don't know/can't say' and these 'don't know' figures were particularly high in Central and South Bougainville.
- 43% expressed confidence in the implementation of weapons disposal
- 64% expressed an intention to vote in the referendum - 77% of men but only 50% of women. North Bougainville returned the lowest figure at 59% and South Bougainville highest at 70%. Among age groups, it was a linear progression; the older the age group, the greater the intention to vote.
- North Bougainville returned the lowest rate of intention to vote at 59% and South Bougainville highest at 70%. The older the age group, the greater the intention to vote. 49% perceived poor or very poor commitment by GoPNG to the implementation of the BPA whilst 44% perceived ABG commitment as somewhat poor or very poor
- 67% felt their local MP to the PNG Parliament did not provide sufficient information to their communities concerning the BPA and upcoming referendum.
- 58% assessed ABG HoR consultation and engagement with their public negatively
- Only 34% had awareness on meetings held locally to discuss people's views on the BPA awareness. Men (42%) were more aware than women (27%)
- Of those who claimed awareness of local meetings to discuss views on the BPA the majority (78%) had personally attended these gatherings - more men (91%) had been involved than women (59%).

Delivery of a peaceful referendum with high levels of participation and an accepted result was the agreed priority for both GoPNG and ABG during this period, Sustaining Peace was therefore highly relevant in supporting both the institutional mechanisms around the referendum to increase trust in both GoPNG and ABG, and increasing communications and engagement with communities to enable informed participation across the region. The project appropriately sought to increase engagement with women and youth and populations in the different regions of Bougainville.

The combination of high-level engagement accompanying the political process and practical activity at community level to increase understanding and engagement was highly appreciated by both GoPNG and the ABG. The ABG Parliament has spoken positively about UNDP PBF outreach to communities and its inclusivity of women, youth, and community members with disabilities. Particularly important was the approach of working through existing institutions, including the BYF and the BWF, as these are seen as the most appropriate ways to reach diverse groups.

Recommendation 2: The UN agencies, utilising existing channels established by UNDP, UN Women and UNFPA, should continue to support communications and outreach across PNG, and specifically within Bougainville, to ensure that population is informed on the BPA and ongoing political process, the distinctiveness of the Bougainville situation and the potential scenarios for future PNG-Bougainville relations. This should include fostering relations between PNG and Bougainville civil society networks of women, youth, churches, people with disabilities and other groups to create social networks to influence and implement the political settlement. This is essential to maintaining peace under the new political settlement and the challenges that will arise over time.

Finding 3.1.3 Both projects demonstrated appropriate adaptation and responsiveness to reflect the evolving peacebuilding context of Bougainville as well as PNG's national priorities

The PBF project design reflected strong understanding of the changing Bougainville peacebuilding context and appropriate continuity with the previous PBF-funded project, the Peacebuilding Priority Plan (PPP). It incorporated lessons from the 2018 PPP evaluation into its design. It also adapted based on learning and analysis from post-referendum.

It was widely stated by GoPNG, ABG and external stakeholders that the UN had remained uniquely placed to play the role of convening and facilitating political dialogue to progress BPA implementation during the pre-referendum period. The continuation of this role under Sustaining Peace in Bougainville was seen as essential to enable the political process. A key adaptation from the previous PBF-funded work was the removal of work on trauma, following a recommendation in the PPP Final Evaluation and reflecting the increasing focus of other donors on trauma and psychosocial approaches to peacebuilding in Bougainville¹³.

The revised focus following the referendum was appropriate for the new needs following a decisive vote in favour of independence, supporting ongoing high-level consultations between the two governments on the process to follow and outreach across Bougainville to ensure that the ongoing political process was understood. The project adapted to facilitate engagement of groups outside of the peace process during the post-referendum phase and aligned with the PRSP to support post-referendum political dialogue. The UN also took on the role of Chair of the Post-Referendum Consultation Process from 2021, again seen as a highly relevant approach given the UN's unique status in relation to the GoPNG and ABG.

It was noted in KII's that conflict analysis for Bougainville was 'relatively strong and cumulative'. UN Country Team and the PBF have built up a knowledge of the Bougainville context and key actors over time so making the case for re-eligibility required relatively little fresh analysis. The full Peace and Development Analysis (PDA) done in 2013 remained relevant and the various ProDocs reflect its use coupled with updates identifying emergent conflict dynamics, risks and peacebuilding opportunities. Several KII informants also noted that the presence of a DPPA Political Liaison Officer in Bougainville helped to ensure that the UN agencies identified and responded to emerging dynamics.

In March 2020, the UN conducted a learning-focused review of the Sustaining Peace in Bougainville project with key stakeholders in Buka, including ABG and NCOBA, civil society organisations and peacebuilders. This, coupled with an updated conflict analysis and donor mapping exercise for Bougainville, helped the UN agencies in partnership with ABG and National Government officials to prioritise activities to sustain peace in Bougainville with a limited cost extension and extended timeframe which were really focused around political dialogue and community awareness on

¹³ Ongoing work on trauma processing is being undertaken by the Nazareth Centre for Rehabilitation and INGO's whilst DFAT committed to undertaking policy work on mental health.

post referendum. The analysis process and key points of the updated PDA were clearly summarized in the PNG Re-Eligibility Request to the PBF in 2020.

Recommendation 3: Future UN work should recognize localized conflicts likely to arise during the ongoing political process, investments into Bougainville, economic strategy and social innovations. A ‘do no harm’ approach should be fostered within the UN agencies and government partners to new resourcing, infrastructure and economic initiatives – recognizing potential positive and negative impacts on conflict associated with any new resourcing and identifying mechanisms and mitigating strategies to address these.

Finding 3.1.4 The Sustaining Peace in Bougainville and PRSP projects clearly articulated intended contributions to wider development strategies and frameworks of the GoPNG and ABG as well as the UN

The project reflects SDG 16 and was designed to contribute to achieving Outcome 4 (Peace) under the United Nations Development Assistance Framework (UNDAF) for PNG 2018-2022, which lists support to the BPA implementation as a key peacebuilding priority. The project also aligned with the ABG Bougainville Strategic Development Plan 2018-2022¹⁴ which notes that ‘Peace in Bougainville, under the *Bougainville Peacemaking* - the overarching framework of the relationship between the two governments - cannot be guaranteed unless individuals, leaders, families, communities, partners and the two governments work on it constantly, and in good faith’. The ABG Strategy notes diversity and differences among Bougainvilleans as individuals, families and communities but expresses that they ‘Bougainvilleans must unite to implement the Bougainville Peace Agreement and the Referendum peacefully and let it be a process of integrity’. This also notes an intention to seek change towards a “weapons free” Bougainville, or at least freedom from fear of weapons and confidence that weapons will not be used. The strategy commits to establishing processes for amnesties, and handing over guns and weapons, encouraging all veterans, including the Me’ekamui groups and other factions, to implement weapons disposal. The ABG Strategy, in turn, is consistent with the *Papua New Guinea Vision 2050*, the *PNG 2010 - 2030 Development Strategic Plan* and the *National Strategy for Responsible Sustainable Development for Papua New Guinea (StaRS) 2014*.

3.2 Coherence

Key questions on coherence: *Were the interventions from the projects coherent (complementary and coordinated), adding value from leveraged opportunities within similar target populations with shared outputs in peace building efforts of the ABG, Development partners, including UN Agencies, International Non-Government Organisations and Civil Sector Organisations? Were there established coordination mechanisms?*

Finding 3.2.1 Sustaining Peace in Bougainville and PRSP were strongly aligned, reflecting explicit efforts at complementarity. The projects had a unified workplan and shared staff and project resources, which allowed for joint implementation of interventions.

The two projects had inter-related outcomes supporting BPA implementation as well as a unified workplan and shared staff and project resources. Whilst SPB had broader activities at community level, there was particularly strong alignment in support to the political process. Most non-UN stakeholders made no distinction between the projects, referring to them as ‘the UN’ or ‘the PBF’ work. This alignment ensured that available funds could be used to fill gaps in the SPB design and new needs arising post-referendum. Prior to PRSP, SPB also had strong alignment with the Bougainville Referendum Support Project (BRSP), together providing the support needed to make the referendum a success. This was seen as a success by Bougainville people as expressed in all KIIs and FGDs.

Finding 3.2.2 There is strong complementarity with a range of projects implemented by UN partner agencies and by external stakeholders. However, external coherence could have been more explicitly articulated to support leveraging between projects and mutual reinforcement.

The PBF, whilst safeguarding a clear project approach, encourages complementarity and leveraging between projects. In Bougainville, there were strong synergies between a range of UN programmes operating in Bougainville, both in terms of thematic alignment and in staff supporting each other ‘when needs must’ due to operational complexity and

¹⁴ <https://bougainvilleneews.files.wordpress.com/2018/06/bougainville-strategic-plan-2018-2022.pdf>

strained resourcing for activities. Although at times not explicit, it was seen necessary to leverage between projects implemented within Bougainville where mandates and expertise could be drawn on to maximise use of resources to achieve shared project outcomes. For example, UN Women leveraged components of the Gender Youth Promotion Initiative (GYPI) to support the radio drama developing under UNDP and UNFPA – they brought additional staff, deeper perspectives on gender in relation to peace, and access to different networks. UN stakeholders reported a high level of cooperation between SPB and other UN projects in the pre-referendum period especially, facilitated by the ‘One UN’ approach, regular coordination meetings, and a shared office in Buka. Several UN stakeholders noted that they are looking at ways to shift to a programmatic approach, enabling even greater alignment and synergy between workstreams and a more systematic, consistent, and long-term approach. However, projectized funding limits this.

The projects complemented the activities of others in Bougainville, particularly the work of the Australian Government through its Australia-PNG partnership program, the Justice and Stability Services for Development (JSS4D) program which supports the law and justice sector, and the Bougainville Partnership (BP) program¹⁵ which delivers an extensive programme of community development support in support of peace, working with local governments, the BYF and others. Whilst there were clear complementarities, BP staff reported a lack collaboration and missed opportunities to strengthen impact, particularly when delivering sensitive work with outlying communities. BP informants suggested that there are opportunities particularly to deepen collaboration with UN Women on BWF and UNFPA on the BYF.

The church had a big role in the pre- and post-referendum processes as churches advocate for free expression and are well organized to disseminate information via the church structures with women and youth leaders. One civil society informant noted that ‘the church was important for pre and post-referendum awareness raising of freedom of choice and the need for a peaceful vote and churches continue to preach on free elections’ influencing at community, clan and family levels. The SPB engaged with the Bougainville Council of Churches, although the church structures in Bougainville were not directly engaged as delivery partners by the UN agencies¹⁶. Informants suggested that greater synergies and cooperation should be sought in future.

Recommendation 4: UNDP should take time to situate future PBF-funded work within a wider programming framework so that its contribution to longer term change for sustainable peace can be clearly identified and so that related social and economic programs across the range of UN agencies can be better leveraged for peace impact.

Finding 3.2.3 Many ABG, civil society and aid agency stakeholders suggested that information could be shared more systematically by the UN in Bougainville to aid coordination, monitoring and communications. Some also felt that the UN should support ABG efforts to coordinate development partners.

The expectation that the UN should inform others of their activities and help to increase coordination in Bougainville across donors, implementing agencies and the ABG was common across informants, perhaps based on assumptions around UN aid coordination models in other contexts. External stakeholders generally had a view that the UN did not share enough information or coordinate sufficiently between UN agencies or with the wider community of development agencies in Bougainville. Some KII’s indicated a lack of information sharing between UN agencies, with partners noting that they occasionally had to brief UN agencies on ground on what other UN agencies had been doing in the same area. Stakeholders noted missed opportunities for cross fertilization within the UN agencies and with other implementing agencies. The UN coordinated two multistakeholder meetings during the COVID pandemic attended by ABG Depts, INGOs, DFAT, JSS4D, and BP – these were appreciated by stakeholders. However, notably this is not part of the UN mandate in Bougainville and not a core part of its work in support of the BPA.

The ABG Chief Secretary’s Office has only undertaken ad hoc donor coordination. There is a desire within ABG, highlighted in parliamentary questions, to better understand the activities of the UN and others in Bougainville and how these activities contribute to realizing the BPA and the Bougainville Strategic Plan. The Department for Community Development (DfCD) noted weaknesses in information sharing across donors and implementing agencies,

¹⁵ The BP represents the largest financial investment in Bougainville development during the project period, with 50% of BP work currently gender-focused.

¹⁶ Noting that very early post referendum through the GYPI project UN Women engaged with the PNG Council of Churches and the church network within Bougainville to create awareness.

prompting a forthcoming Partnership Policy that would require more systematic sharing of information with ABG. CDC and the Department of Independence Readiness Mission (DIRM), in particular, would like to discuss needs with UN agencies more frequently so that duplication can be avoided and priorities met – they would like more regular engagement with the UN project team in Buka and not just the higher-level staff in Port Moresby. The current priority, from ABG perspective, would be ensuring that UN engagement aligns with the ABG under its new Independence Ready Mission Program via the six Strategy Points set out by the President which sets out a three-pronged strategy that builds independence internally, domestically, and internationally¹⁷. However, the UN remains focused on the joint Governments’ strategic priorities that are captured under the BPA. Some stakeholders also suggested that the UN and International Non-Governmental Organizations (INGOs) led by women and youth could work more through government systems and that they should be more mindful not to undermine existing government capacity with parallel systems or to create a perception that ABG is absent (‘when people see Non-Governmental Organizations (NGO) action, they question what ABG is doing’). ABG is keen to build a stronger understanding amongst communities that NGO activities are delivering outcomes under the ABG strategy and in line with various ABG departments.

Other donors and non-UN implementing agencies also noted that they had low awareness of activities under SPB and PRSP unless they had high visibility at community level. In some instances, there had been cooperation, such as UNFPA dialogue with the BP pre-referendum to ensure coherence with technical advisors across ministries. BP informants noted positive experiences sharing with UNFPA on youth projects in Bougainville but this was occasional and they noted an overall low level of information sharing, including where activities would have clear overlaps such as the weapons disposal process in communities where the BP was supporting community level reconciliation and conflict resolution. This was felt to present potential risks of mixed messages, misunderstanding and heightened tensions at community levels. As the most longstanding international agency delivering support of BPA implementation, other agencies would welcome greater UN transparency, sharing and coordination at field level.

‘We need to talk to each other. We are not clear what is happening when, and we were not consulted when the UN agencies were planning related activities with overlapping partners, such as the BYF’ (BP informant)

Recommendation 5: UNDP should support ABG efforts at coordination across the peacebuilding and development sector, until ABG has sufficient capacity. Greater information sharing and coordination would help support high-level decision making by ABG on key economic, social, and financial aspects will support long-term stability to build a viable Bougainville. Keeping in mind the importance of tangible peace dividends to accompany the political process. Any future peacebuilding project should develop a strategic framework to maintain visibility with key constituencies (particularly in South and Central Bougainville where outlier factions are located) whilst also demonstrating how UN agency activities align with ABG priorities when engaging with these outlier factions.

3.3 Effectiveness

Key questions on effectiveness: Were the intended outputs in the project’s results framework achieved? What contributed to the outcomes of the projects? What is the degree of achievement of the outcomes? What factors facilitated or hindered the achievement of intended and unintended results?

¹⁷ The ABG Independence Ready Mission 6 Point Strategy: i) Political control of Bougainville’s Destiny which is independence; ii) Economic growth and control; iii) Administrative control; iv) Mobilizing Private sector and Civil Society; v) Long term Vision and Planning; vi) International relations.

Finding 3.3.1 The combined activities of Sustaining Peace in Bougainville were highly effective in enabling the conduct of a peaceful, free, conclusive and accepted referendum, with high levels of participation from across Bougainville society, including hard to reach factions. However, progress against specific outcomes varied.

During the first phase of SPB, the overall goal was the holding of a peaceful election with widespread, inclusive participation across Bougainville. This was achieved in 2019. The focus of analysis was therefore to determine the contribution of PBF-funded activities in achieving this.

The overall achievement of PBF was 'a free and peaceful referendum' (BWF)

The UN was seen overall as highly effective in delivering a peaceful, free, fair inclusive referendum election process. There was consensus across the range of stakeholders that UN contributions were effective cumulatively in supporting the referendum, with components being mutually reinforcing within SPB and complemented by GYPI and the BRSP. There were however, differences in the effectiveness of individual outcome areas under the SPB project and elements within these. KIIs suggested that outcome 3 on weapons disposal and dialogue with faction groups was less effective than support to the conduct of the referendum and awareness raising across Bougainville pre-referendum.

Finding 3.3.2 The projects' combined logistical and facilitatory support was effective in enabling the GoPNG and ABG to plan and deliver the independence referendum under the terms of the BPA, and to undertake effective post-referendum political dialogue culminating in agreements marking progress in an evolving political settlement.

The SPB project was highly effective in supporting the Bougainville Referendum Commission (BRC) to deliver the referendum. Together the SPB and PRSP were effective in supporting ongoing political dialogue, although more could have been done to increase the voice of women and youth in this process.

'The UN role in Bougainville Referendum Commission was excellent. They were an A1 Team, played their role and were visible in communities' (ABG)

KIIs associated the success of the referendum to UN support to the BRC. This collaboration was "one of the best that we have seen by the UN" according to an ABG informant. Organisation of the referendum voting process by the BRC was successful, free, and fair to youths, women, and people with disabilities. FGD's and election observer reports suggest that all groups within communities participated. All KIIs and FGDs expressed satisfaction in the effective referendum process supported by the UN and the continued post referendum support. The role of the Political Liaison Officer was noted as helpful by ABG and NCOBA as well as civil society actors, with one informant stating that the 'DPPA role was crucial to success' in encouraging us to think about issues more widely and break bigger issues down to enable conversations to progress.

SPB and PRSP were viewed as responsive and adaptable by both NCOBA and the ABG who appreciated the UN's flexible approach to supporting consultations. The flexible funding for logistical aspects of dialogue was seen as a highly effective contribution in encouraging both pre-referendum discourse and planning, and post-referendum high-level dialogue. Without this, neither GoPNG nor ABG could commit the necessary financial resources, particularly in a timely manner, to keep dialogue on track. Although some informants commented that procurement was slow, this largely reflects the last minute nature of requests by the institutions involved. The UN remained an impartial enabler of these processes throughout, thus maintained the trust both parties had in them. Delays in key meetings and processes in both the pre- and post- referendum periods were attributable to the domestic politics and institutional processes of the two parties, rather than the UN, for example, a change in PNG government and in the ABG delayed commencement of the post-referendum dialogue and the internal operations of NCOBA (including multiple changes in leadership) highly influenced meeting schedules. COVID-19 also contributed to some delays.

Post-referendum dialogue was a locally owned process. Meetings were held 'through a process of Melanesian dialogue' proving 'the value of the Melanesian way' in reaching agreements with buy-in on all sides. As reported by the DIRM, on the eve of post-referendum consultations, the parties agreed that they needed a neutral Chair because

it was emotionally charged and so they asked the UN as an interlocutor approved by both sides. The UN RC played this role at the three subsequent dialogues. It was noted that they 'played this role in the true spirit of impartiality and neutrality' and didn't hold bilateral talks with either party. Both sides agree that the UN role enabled them to reach agreement and continued the process.

Bertie Ahern was chosen as moderator of the post-referendum consultations given his history of engagement on Bougainville with the BRC. However, COVID restrictions on travel meant that the consultations commenced without the moderator being engaged and he could not be present at any of the meetings. This aspect was one of the areas where PRSP did not deliver as planned. That said, stakeholders in KII's noted that they had managed well despite the moderator's absence as they had not faced insurmountable political difficulties.

Support from the project has been effective in delivering the 3 consultations between Governments, resulting in the Sharp Agreement (Dispensation of the Constitutional Requirements relating to the Process of Transfer of Functions and Powers to fast track the delayed process); the Enga Road Map (establishing a timeline for independence between 2025 and 2027); and the Era Kone Covenant (a framework for ratification of referendum results). Support from the project has also been effective in delivering a communication strategy with agreed key messaging. NCOBA is yet to endorse the communication strategy, which may impact the credibility of key messages already disseminated to the community through the PaCSIA network and community Government.

ABG are aware that external partners may not be able to back their independence readiness agenda and are 'aware of the UN need to balance both sides'. PNG speaks of reaching a 'political settlement' rather than an assumed independence. They acknowledge referendum results but there remains an uncertainty around what should come next and a discomfort around potential ramifications for fear what might happen next. The ABG position is that Bougainville is different to other provinces and can therefore be treated differently by granting independence without other provinces requesting the same - Bougainville is the only province with a conflict history vis-à-vis the national government. Several ABG stakeholders proposed a need to reframe the discourse around Bougainville as post-conflict and distinct from other PNG provinces in order to advance discourse on the political settlement.

Recommendation 6: Under its' governance mandate, UNDP should consider further investment in consultations by the 11th Parliament to ensure both Governments remain committed to the Era Kone Covenant and engaged in continued dialogue. Ongoing relationship building between Parliaments should be prioritised given that the 11th Parliament formed after the PNG 2022 National General Elections has new MPs with less familiarity with Bougainville matters - risking delays in political dialogue on ratification of the referendum outcome by the 11th Parliament. Views of the Prime Minister James Marape to consult PNG more broadly on the political future of Bougainville should be guided by the UN as a neutral body, as this feedback from PNG people may impact the views of the MPs and their engagement on Bougainville.

Finding 3.3.3 [Sustaining Peace in Bougainville effectively supported awareness on the BPA, the referendum process, and key messages agreed by both governments post-referendum through a variety of media formats and communications channels, as well as enabling questions and feedback to ABG through community dialogues.](#)

The SPB project provided key support to create a deeper understanding on, and engagement in, the referendum process by all members of the community, women, youth, and a largely illiterate rural population, to ensure the delivery of a fair and free referendum on independence. Both projects supported the dissemination of key messages agreed by both Governments, supporting joint awareness visits involving communities, especially women and youths.

FGD's confirmed that SPB was highly effective in creating community dialogue through recognized peace actors (equally women and men) which facilitated mass reconciliations in the community. It had a highly effective communication strategy through a good flow of messages, knowledge, and information, between Governments, stakeholders, down to the community and back up to Governments and stakeholders as feedback to messages, validated through community FGDs. Public outreach and communications across Bougainville were a success, and

were seen by all stakeholders and beneficiaries as making a key contribution to the widespread engagement with the referendum and its free and peaceful conduct. Reach across Bougainville is very difficult to accomplish as not even radio can reach everyone and people rely on word of mouth. Peace actors were able to reach more men, women, youth, those with disabilities, elderly, and other vulnerable groups in the community. Disinformation and questioning of authority is significant, making the referendum reach impressive. It should be noted that internet had barely reached Bougainville at the start of SPB, with only 12% stating that they had ever used it in the 2017 perception survey. The more popular sources of news were radio, newspapers, and mobile phones, with 40% stating that they relied on 'word of mouth' which carried risks of misinterpretation. By the end of the project, mobile internet was widespread across Bougainville with new opportunities to reach people but also increased incidence of disinformation,

The UN worked closely and effectively with the GoPNG and ABG Media Bureau to support messaging to increase awareness of government actions across Bougainville and beyond. The UN gave significant pre-referendum support on a range of referendum awareness materials and transmission channels, including print, radio, and television materials, as well as broadcasting through mobile radio units, facilitation of community-based drama, and negotiation for production of radio sets that work on the Bougainville frequency. Communications on the BPA and referendum process were delivered through mediums of art, drama, film, and radio messaging developed by Bougainville people which made it effective as it was accepted by and easily digested by a largely illiterate number of people across diverse communities with different interests. Notably UNFPA in engaging youth in the development of drama, plays, and dissemination of information purposefully ensured balanced engagement of young men and women at 60:40 ratio of male to female participants, including representation from those with disabilities at 5%. This methodology of engagement of the local people who understood their own context better, could better tailor messages.

The pre-referendum communications strategy also included roadshows with ABG and GoPNG leaders travelling to interact with communities (men, women, youth, elderly, and those with disabilities) – the National Minister for Bougainville Affairs and the Minister for Peace Agreement Implementation as well as the UNRC. UNDP liaised with community government to plan meetings whilst communities planned logistics. There was shared messaging on the need for the referendum to be free and fair and independent. More importantly, the roadshows initiated discussion about what would happen after the conduct of the referendum and helped to address the question of the non-binding nature of the outcome of the vote. The reach of awareness raising was a success, covering all areas and reaching all factions – one faction leader moved around and spoke at several locations.

It was important that messages were uniform, to create a unified approach that strongly indicated commitment by both Governments, development partners, and most importantly the people towards a peaceful referendum that was free of possible tension or violence that could jeopardise meeting the requirements under the BPA. Post referendum there was still belief that the vote was now a guarantee for Independence for Bougainville. Thus, investment in awareness and messaging was also critical to prevent possible tensions from misconceptions in the pre referendum commitment. Largely, as indicated by the FGDs, communities now understand that there remains a ratification process. There is potential for tension as the people of Bougainville question whether PNG will give them independence and ask ABG whether there is a Plan B in case ratification is unsuccessful. Therefore, continued investment in awareness and messaging to ensure peace and stability during the political process is important to ensure that the people of Bougainville see that the two Governments are working closely and committed to finding the best possible peaceful outcome for Bougainville.

It remains highly challenging to build awareness and community dialogue around concepts of legal process into rural Bougainville through community peace actors. Using key actors who were already accepted by the community as having authority and/or trust to deliver key messages - supported by PaCSIA, UNW, UNFPA - was effective in delivering awareness through community level dialogue focused around the arts which is relatable to the larger population in Bougainville. PaCSIA is an Australian based NGO, funded by the German Catholic Church to support community work within Bougainville on conflict transformation, peacebuilding, through engagement in culturally sensitive, dialogical research and practice. Through PaCSIA's established network messages from both Governments were passed to the community, and feedback on community understanding, questions, and fears was communicated back to all

stakeholders through reports prepared by PaCSIA. The consistent and constant free flow of information from top bureaucratic levels to lowest community level and back up again was relevant in delivering awareness around the referendum process as established through KII with various stakeholders from all levels. This crucial feedback loop created trust within the community when they became more aware of the political process of ensuring independence for Bougainville and their questions and voiced opinions were responded to by the relevant authorities.

Communication and awareness by PaCSIA intentionally attempted to cover an equal representation of both men and women. UNFPA had excellent coverage of youth through the BYF, and UNW had excellent coverage of women through the BWF as existing institutionalized networks established through policy and legislation in ABG. Youths were able to develop messages that were integrated with gender equality and human rights to create understanding around the referendum through drama and play. Allowing the youth to develop these mediums of dissemination ensured that the messaging, advocacy, and awareness remained relevant to the needs of the community that was largely illiterate to address tensions around the referendum.

Following the referendum, focus shifted to developing the 'Post-Referendum Communications Strategy' in 2020 which the UN facilitated through joint meetings of ABG and GoPNG under the Department of Post-Referendum Dialogue (now DIRM), Media Bureau and NCOBA Communications Team (plus national counterparts via NCOBA) This strategy was reviewed in 2022 as well as the joint key messages. The UN helped them get to Port Moresby to discuss this. The ABG continued to do some outreach, using the principles of intergovernmental agreements as key joint messages have not been signed off but the outcomes of meetings are public knowledge. Communications on PNG's side were not as pro-active on Bougainville – reflecting different priorities. ABG stakeholders acknowledge the GoPNG position and understand the competing pressures it face but they 'also try to push them to follow what has been agreed'.

ABG have internal systems to track media reach within Bougainville but not on PNG side – they solicit feedback via the network of community dialogue facilitators (under DIRM) in annual meetings and take question from communities to feed back in to messaging. This is an impressive system to underpin ABG engagement with Bougainvilleans. ABG Facebook groups on Bougainville are also used to track feedback. 'People are very articulate in the way they raise questions' such as what relationship PNG and Bougainville should have after transition, what happens to the Bougainville diaspora and what kind of government. The ABG Media Bureau continue to engage when they need support and keep the UN updated on the things they already support. They noted that they have always got support from the UN when they asked and this was 'a fairly positive experience' but they 'have seen changes in the way we have received support' over time largely due to UN staffing changes and different levels of understanding of what was needed and how things happen in the Bougainville context.

The reach of awareness created by the project on the referendum process and coverage within Bougainville was good, according to Annual Report¹⁸ published by PaCSIA on referendum dialogue in 2021, the following beneficiaries were reached under the transition and main referendum dialogues:

Table 5: PaCSIA Beneficiary Reach

Transition:

Number of dialogues	Constituencies Reached	Total Participants	Women	Young Women	Men	Young Men
628	33	8720	2833	1368	3019	1500

Main Dialogue:

Number of dialogues	Constituencies Reached	Total Participants	Women	Young Women	Men	Young Men
358	32 (out of 33)	4087	1307	674	1330	776

¹⁸ <https://pacsia.com.au/2022/05/24/bougainville-transition-dialogues-phase-2-annual-report-published/>

Awareness raising across PNG more widely appeared to be less successful, with many key informants identifying this as a priority following the 2022 National elections, as turnover of Members of Parliament (MP's) in PNG tends to be high (in 2017 it was 51%). Creating greater awareness and knowledge about Bougainville in the 11th Parliament, would reduce likelihood of a political impasse in the ratification of the referendum results. There is a lack of visibility on Bougainville nationally and a perception amongst some ABG stakeholders that GoPNG is not fully committed to the process, informed by delays and decisions of NCOBA at key times during the project period. GoPNG, somewhat understandably, has other priorities on the national political stage, as well as experiencing capacity gaps when political shifts result in high numbers of new MP's. The GoPNG has also expressed (as views shared by Prime Minister James Marape) an intention to conduct wider consultations across PNG on Bougainville.

The sentiments shared in KIIs in Bougainville were that more attention is needed to ensure that PNG is prepared for what is to come, to know what are the implications if Bougainville is or is not given independence, as is the sovereign right of the PNG to determine. Through FGDs and KIIs in Bougainville it was clear that many in Bougainville believe that the referendum vote was a vote for independence or do not know what other legal processes are yet to come. Many feared that the PNG government would not ratify the outcome of the referendum, although ABG stakeholders displayed confidence that awareness raising and induction of the 11th PNG parliament following the 2022 National General election would be enough to achieve this outcome for them. Coverage on understanding the Bougainville political settlement as a legal process is still lacking and assurance is needed for the people of Bougainville.

The 2022 perception survey commissioned by UNDP provide an indication that knowledge and attitudes have shifted across Bougainville, with high levels of support for ABG and GoPNG efforts to implement the BPA. However, the survey also highlighted ongoing misconceptions. The survey found that 33% of Bougainvilleans believe independence has already been achieved for the region, despite ongoing consultations between the two governments. 66% of Bougainvilleans recognized the Government of PNG needs to approve the outcomes of the referendum before Bougainville can become an independent country. Another 23% believe Bougainville became an independent country once the referendum was completed and that consultations are to clarify the details of the separation. 9% believe Bougainville is currently independent with no further action required. Interestingly, women over the age of 25 years are more likely than men of all ages and younger women to understand independence is reliant on approval, suggesting that communication efforts via the BWF have been particularly effective compared to those targeting other population segments. Despite varying conceptions, upwards of 80% of Bougainvilleans across demographic and geographic subgroups are confident Bougainville will achieve full independence. Confidence extends to outlier factions where 89% are confident Bougainville will achieve full independence, including 51% who are very confident. This demonstrates that, despite some misgivings from informants, work to bring outlying factions into the peace process is somewhat effective.

Case Study: Using Radio to increase political engagement pre-referendum

The Media Bureau, President's Press Officer and UNDP worked together to agree messaging and develop a dissemination plan pre-referendum. UNDP seconded a Communications Officer to Bougainville to support pre-referendum awareness raising. Stakeholders commented on how effective this role was.

Two years before the referendum, a Bougainville Media Bureau survey showed radio and word of mouth as the key communications channels in Bougainville. However, there are 'blackspots' with no radio access so the project used a mix of radio, online, print and face to face channels to reach all which was very expensive but crucial to establishing widespread engagement with the political process. There is a general recognition of the importance of inclusion in Bougainville, with the President pushing MPs to keep communities updated.

UNDP therefore ran Radio Pleslain during the pre-referendum period, taking mobile radio on a truck into remote areas to broadcast referendum-related content including a radio drama that had been conceived. This was credited by many stakeholders with cleverly engaging communities across Bougainville, including those with no regular radio access. The Malamowa (meaning 'peace') series demonstrated an appropriate, collaborative creative process that

built relationships, and understanding amongst UN partners, ABG and NCOBA, and civil society – after a false start when ABG and NCOBA both objected after viewing UNDP’s initial 4 episodes. The production process was re-started with a script writer leading a collaborative script development process. UN personnel in both Bougainville and Port Moresby consulted the UN agencies and CSO’s on appropriate storylines, overseen by a review panel of agencies plus NCOBA and ABG. The resulting 15-part series, produced in Bougainville using actors sourced and trained locally, aired across Bougainville and on NBC. It featured a Bougainville citizen and human rights lawyer who returns to Bougainville with an adopted child from PNG, and it showcased tensions between traditional chiefs and a veteran character as well as a reconciliation process. UNDP undertook ‘vox pop’ style audience monitoring which confirmed that the series was highly popular and stimulated a lot of debate at community level.

A UN staff member who was central to the delivery of pre-referendum communications reported that we saw ‘operating as one’ happen during this period, it was ‘some of the most satisfying’ UN work they had undertaken and ‘you could see and feel the impact’. The process demonstrated a ‘One UN’ approach, drawing on the networks and expertise of individual agencies for different perspectives.

The UN also targeted news editors with conflict sensitivity approaches in PNG and ARoB including President John Momis. Journalists said they gained hugely but there is also a large turnover so need regular briefings on the joint agreements and implications of peace process and best ways to report. This highlights the need for proactive briefing

A former M&E Officer under the project noted that there was an evident change in how media reported with more neutral positions and articles that included background explanation of the BPA and referendum.

Finding 3.3.4 The projects addressed specific needs of women and youth in relation to participation in the referendum and post-referendum awareness raising but could have done more to enhance their engagement with the formal political process.

SPB included specific elements to increase engagement of women and of youth in the referendum process through targeted communications and outreach via the Bougainville Women’s Federation (BWF) and Bougainville Youth Federation (BYF), supported by UN Women and UNFPA respectively, as well as engagement with veterans. The project ensured the equal participation of women and youth in developing messages around the BPA and referendum process and disseminating these through appropriate channels and activities to maximize their reach. The project supported women’s own advocacy for peace by providing the opportunity to develop tailored messaging delivered through various mediums such as radio in language that could be understood. The information needs of women established through KII’s were more awareness on the requirements for a free and safe referendum, greater awareness of the BPA, so the women themselves could determine roles that could advocate for “peace through peaceful means”, as they quoted. For youth, a successful referendum meant a meaningful future that they can shape for Bougainville. Having the opportunity to educate and inform a largely illiterate population who they consider was a “lost generation” was a very important UN intervention to them, and one which met their needs. Although considered, there could have been more intentional, specific, and purposeful interventions¹⁹ in working with people with disabilities.

Whilst the projects mainstreamed a gender-sensitive approach in ensuring the equal participation or representation of men and women there could have been greater focus on increasing women’s meaningful roles in decision-making around BPA implementation post referendum. Stakeholders noted that it has to be the right women – those with the experience, aptitude and influence. Bougainville had a woman representative at the post-referendum consultations as well as engagement from women in civil society but several women engaged noted in KII’s that this was not sufficient. PNG didn’t bring women to the consultations because there were no women in the PNG parliament (although they could have brought departmental heads) and the GoPNG is yet to establish a planned ‘National Advisory

¹⁹ The complementary GYPI Project delivered by UN Women, UNFPA and OHCHR during the pre-referendum period had some focus on working with people living with disabilities (PLWD) although they acknowledged in KII’s that more could have been done.

Council' which is intended to engage representatives of the National Council of Women, Church women's groups and other women from civil society. The reasons for this delay were not explicitly clear from responses from the GoPNG, however COVID-19 was an impediment to convening the Council. The project through its neutral and yet influential role, could have dialogued more closely with both Governments to ensure gender parity was observed at all opportunities by both Governments.

A qualitative analysis of women's participation in post referendum captured many views of the women of Bougainville and how best they feel they should be engaged. This study also presented evidence of the lack of participation of women. Under the Bougainville Consultation team which consists of 29 members, only 4 women were represented, 3 MPs under the 3 Regional reserved seats for women and 1 open member if elected. The ABG consultation Forum of 80 members had only 9 women. The Joint Supervisory Body (JSB) was attended only by 4 women MPs from the Bougainville side with no equivalent representation from the PNG side. Youth were not represented in these aforementioned bodies but are engaged in other committees by the ABG, through the participation of the BYF President. When youth do participate in government-led forums they participate at a significantly reduced frequency than older adults: 11% of youth aged 15 to 24 participated in one government-led forum in the last 12 months, 10% in 2 or more, versus 13% of adults aged 35+ years who participated in one forum and 30% who participated in 2 or more, as identified in the perception survey in 2021. These women participate only as observers in the process. But whether women and youth have been formally included in public consultations may be less important than how comfortable or safe they feel sharing their opinions in these public settings. Women and youth are significantly less likely to report feeling safe speaking up in public and sharing their opinions with other members of a group than their male and older counterparts. One-third of Bougainvilleans aged 15 to 24 years (34% very safe) admit to feeling very safe sharing their opinions in a public, group setting compared to 43% of Bougainvilleans aged 25 to 34 and 54% of those aged 35 years or older. Data comparisons between men and women are also starkly different with 39% of women of all ages saying they feel very safe compared to 50% of men. Therefore, more strategic thought around the meaningful contributions of women and youth in Bougainville beyond the community level should be included in the initial design of future peace building support.

Finding 3.3.5 The weapons disposal and social cohesion elements made progress, although there was a lack of transparency over the strategic approaches, and the need for social cohesion remains within outlying faction groups.

Although there was initial progress in meeting requirements of the BPA to ensure 15% of weapons were disposed before the initiation of the referendum, detail of continuous engagement with the faction groups and its impact has not been explicitly articulated.

SPB supported the BPA in ensuring that 15% of weapons disposal was completed as required as a prerequisite to ensuring a peaceful, free, and fair referendum process under the BPA. Through its project staff, SPB supported negotiation of weapons disposal within target communities. Whilst this was achieved, there were suggestions that groups who participated in weapons disposal may not have surrendered all weapons (possibly retaining newer pieces). With Bougainville now declared weapons free, assuming that veterans have surrendered conflict-related arms, any weapon held is now illegal and subject to a law and justice response (although it was reported in FGD's that police would not be able to access areas where this was most problematic). It was reported in FGD's that veterans want to be paid to give up further weapons but this is incompatible with a context that has a strong illicit trade in weapons. While members of the community would like to ensure that all weapons are disposed, security also cannot be guaranteed. It is realistic to assume ongoing high levels of weapon retention given a strong illicit trade in weapons across the wider region (with routes from the Solomon Islands including Bougainville) and also given a lack of strong incentives or reassurances to weapons holders around alternative forms of security or the likely sustainability of peace. Key informants suggested that there has been insufficient public messaging around weapon ownership such as efforts to establish a common view and shift the moral position so that people turn against weapons holders which may be possible via churches, peace messages, and veterans messaging on the need to embed peace.

ABG informants reported that UNDP have not provided them with reports of the engagement with faction groups and they perceive a lack of transparency around this engagement. The approach that was taken was to ensure that UN was not seen by the factions as representing or supporting the ABG. However, outcomes remain unclear as a result making it hard to assess the effectiveness of this approach. Other actors at community level also noted that there had been a lack of coordination over weapons disposal activities up to 2019 and in engaging outlier factions subsequently. This resulted in missed opportunities to strengthen impacts by linking with other local level reconciliation work.

SPB aimed to bring factions close to ABG and succeeded in engaging one faction, the Me'ekamui, pre-referendum. Roadshows that brought 'their' government to them for the first time as well as psycho-social support appeared effective. However, post-referendum there was lack of established ABG strategy on how to approach the faction groups. KIIs indicated that approaches had been somewhat fragmented. Outcomes have not been clearly defined. An effective strategy is needed for ABG to connect with factions. Coverage was challenged with entry into the faction groups. A positive approach taken by UNFPA, and continued by UNDP, was supporting training of youths and community members within the vicinity of faction groups and working from the outside in, through the influence of the BYF President and the trust that he has built among youths within the faction groups. Although there are differing strategic views collected from KIIs of the need to target 4-5 individuals within the core of the faction groups to work with them to dismantle the larger group.

Currently, through the BYF, UNFPA has had reported success in gaining access through the Kon'nou District, and has successfully run self-management/rehabilitation clinics and peace/leadership workshop with youth leaders within the district training over 50 participants of equally represented males and females. This has now been co supported by the ABG Ministry of Police.

In 2020-21 the Nazareth Centre worked on longstanding conflicts in Kon'nou in South Bougainville and Me'ekamu – UNDP has helped settle disputes in past and there was unrest in 2019. In 2020 they engaged with UNDP to help talk to the leaders of factions. The UN DSS assessed security in 2020-21 and had consultations. The government also has some work in outlier districts and through the veterans network. This should be better connected but the DIRM reported that the UNDP Buka office had not spoken to them about this and they did not feel included in the planning or implementation of this even though the department has primary responsibility for peacebuilding. They understand sensitivities around ABG involvement but would appreciate feedback in order to understand the situation.

Informants in KIIs estimated 30% participation in the referendum in the Kon'nou constituency, although there is no official data to confirm constituency level participation. Some informants also reported subsequent threats to those who voted in the referendum, although this may reflect ongoing tensions between factions more than referendum issues. Nonetheless, this points to a need to ensure that work with factions employs a "do no harm" approach to mitigate risks of unintended outcomes. More efforts are still required in the areas of Kon'nou and Tonu in South Bougainville and with the Me'ekamui in Panguna Central Bougainville. From KIIs it is still not clear what approaches were effective in working with outlier factions and whether outcome 3 was met.

Recommendation 7: Any future UNDP peacebuilding project in Bougainville should adopt a stronger strategy for ongoing factional unification and solutions to security concerns of outlier communities. This should increase support to factional Me'ekamui groups within Kon'nou and Tonu constituencies in South Bougainville. The strategy should outline clear outcomes and involve a collective strategic planning process with all key stakeholders.

Finding 3.3.6 SPB worked effectively through appropriate implementing NGO's for key community level activities. The UN supported key national and Bougainville-based umbrella bodies, notably: the Bougainville Women's Federation, the National Council of Women, the PNG Council of Churches, the Bougainville Youth Federation, and the Media Council of PNG. Support to civil society provided effective skills and connections to support local level peacebuilding and reconciliations, complementing work funded by other donors. PaCSIA and the Nazareth Centre, for example, have longstanding engagement in Bougainville, expansive networks and adapted approaches built on lessons learnt over time, and engagement at community level. They are part of the peacebuilding fabric in Bougainville, supporting locally-owned peacebuilding at community levels. UNDP planned peacebuilding trainings with community

governments, via the Nazareth Centre, and had further sessions planned for Upper Ko'onu as well as youth peace education sessions during the final months of SPB. This included peacebuilding awareness, conflict transformation, trauma awareness, rehabilitation of veterans with a two-week session, as well as a healing of memory retreat in July 2022. At the time of the evaluation team's field mission, the Nazareth Centre team had gone to Panguna to start a reconciliation organized by the DIRM with facilitators covering trauma processing, conflict transformation and peacebuilding.

At the time of the evaluation, UNFPA was in partnership with the Ministry of Police and BYF working with the Youth leaders in Ko'nou and Tonu (the current outlier districts that are not part of the larger peace process under the ABG). The rehabilitation training focus was to target ring leaders and use the youth network to reach these outlier districts in the peace process. This intervention by UNFPA was also supported as part of a new ABG police initiative on prevention justice at the community level.

SPB supported existing peace building actors, including the Nazareth Center for Rehabilitation and PaCSIA, supporting peace building, reconciliation and advocacy in Bougainville. The CSO's utilized existing peace actors recognized in communities and trained them as peace builders through the project. On average in all 33 constituencies throughout Bougainville there are 2 male and 2 female trained at minimum, through the SPB project allowed these actors to adopt contextual approaches, traditionally and coherent to culturally acceptable practice towards peace building and guided through well researched methods for conflict resolution and peace building used by PaCSIA. An example was the use of traditional story-telling to create awareness during community social nights when people gather and engage in storytelling. PaCSIA enhanced story telling by providing appropriate content, including video content and a small solar operated projector to screen so stories from other areas within Bougainville, and create greater understanding of the referendum. Such sharing amongst regions within Bougainville that would not be possible given the geographical isolation, was supported by content provided by PaCSIA.

The CSOs did not introduce a foreign concept in peace building and reconciliation that was unfamiliar to the communities but supported with content for key messaging and awareness delivered by the peace actors. Using this coherence between an accepted person and accepted practice was critical in the process of reconciliation and peaceful dialogue. Through KIIs and FGDs with community members including women and youth this was identified as best practice when there was use of traditional and culturally accepted ways of reconciliation and peaceful dialogue which were recognized by the community in the peace building process. PaCSIA and Nazareth Center for rehabilitation also use existing government structures through the Community Governments to ensure coherence with the existing policy and governance structures within the communities. UNDP demonstrated flexibility with partners and sensitivity to their capacity constraints. For example, the Nazareth Centre noted that the concept template was very complicated to them so they only filled part of it but the Project Manager helped to fill gaps and this was approved.

Through a community FGD, it is recommended also that UN and partners work closely with the structures of the Church to also have a farther reach to the basic unit of governance in the community. There is also support for greater coherence to accepted biblical principles around peace building when delivering messages that would be accepted by the community in a largely Catholic Christian community. There is recommendation that the trust that communities have with the Church should be leveraged on more to build coherence within communities in Bougainville which have a high level of distrust amongst themselves.

Finding 3.4 Overall assessment of Effectiveness

The following table rates achievements at output level as achieved, partially achieved, or not achieved. Further commentary on the achievement of specific outcome areas is found under the evaluation criteria findings.

Table 3: Summary Analysis of Output Level Achievements

Pre-referendum/Referendum period Outcomes and Outputs	Comment
Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the referendum are progressed jointly	
The Joint Supervisory Body (JSB) meets regularly and its resolutions are implemented jointly by the two governments;	
The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth-focussed civil society organisations;	
Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively.	Support was given to institutions of both governments, but the Joint Secretariat was not established
Outcome 2: Increased dialogue and awareness on the BPA, referendum, and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process	
Both governments agree on joint messages on the BPA, including the referendum, and facilitate their dissemination;	
Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;	
BPA dialogue and referendum awareness raising increases within Papua New Guinea	
Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-GoPNG process whilst supporting factional unification and solutions to security concerns of outlier communities.	
A joint process is established for identification of remaining weapons and monitoring of collection	
Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful referendum;	Engagement with outlying factions occurred but some factions are still not fully engaged in BPA implementation
Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of weapons disposal and to engage with women CSO's to advocate and participate in weapons disposal processes	
Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted community-based support programmes.	Engagement with outlying factions occurred but some factions remain not fully included in BPA implementation
Post-referendum period Outcomes and Outputs (combining SPB and PRSP)	
Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the post-referendum are progressed jointly	
The two parliaments make joint decisions on the BPA and the referendum processes, including on the post-referendum period in close consultations with women and youth focussed civil society organisations;	
Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively (SP) / <i>Key institutional and operational capacities at national and sub-national level are strengthened to support a successful post-referendum process (PRSP)</i>	Support was given to institutions of both governments but the Joint Secretariat for Post-Referendum was not established
Bougainville youth, women, veterans, and church leaders are supported to provide inputs into the post-referendum consultations and conduct post-referendum dialogues within their associations.	
Outcome 2: Increased dialogue and awareness on the BPA and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed, and is and feels included in the process (wording repeated as an Output under PRSP)	
Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;	
District level 'town hall' dialogues led by both governments, including Co-Chairs of the Post-Referendum Joint Ministerial Consultations Preparation Team to inform and receive feedback from the population across Bougainville and mainland PNG during the post-referendum period	
Participatory community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the region (No Cost Extension period)	
BPA dialogue and referendum awareness raising increases within Papua New Guinea (No Cost Extension period)	Work with media improved coverage of the BPA at national level but dialogue outside of Bougainville was limited
Outcome 3: Strengthened unification of outlier communities into the peace architecture and post-referendum dialogue	
Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful post-referendum (Reframed in No Cost Extension period)	Engagement with outlying factions occurred but some factions are still not fully engaged in BPA implementation
Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of the peace agreement and post-referendum processes in outlying faction areas;	
Security and social cohesion in localities within the outlying factions' areas of control is improved through targeted bottom-up community initiatives focussing on women, youth and factional leaders including peace talks between factional heads and the ABG and enhanced capacity of conflict management and leadership development in outlier communities.	
Human Rights Frameworks are strengthened to guide new Bougainville Institutions to monitor human rights abuses across Bougainville, in outlying faction areas, during the post referendum period.	
Economic Summit conducted identifying non-mining opportunities for veterans and outlying factions to meaningfully engage in and contribute productively to a future Bougainville (Reframed in No Cost Extension period)	The ABG and Bougainville communities still want the Economic Summit to go ahead

The table above at output level is structured as per the Sustaining Peace Project. PRSP outputs, as stated in the ProDoc, were overlapping and thus have not been repeated here. The analysis in the following section highlights findings related to different activities of SPB and PRSP which fall under these shared outcome and output statements.	Code	Rating
		Achieved
		Partially achieved
		Not achieved

3.4 Efficiency

Key question on efficiency: Did the projects make good use of human, financial, and technical resources, appropriate tools, or partnerships to achieve results?

Finding 3.4.1 The multi-agency partnership enabled human, financial and technical resource-sharing, and cost savings, boosted by the shared office in Buka, however differing timeframes, project design and reporting structures presented administrative challenges and limited synergies, joint working, and the leveraging of wider projects for peace.

UNDP's leadership of SPB capitalized on its broad approach, strong governmental relationships across GoPNG and ABG and ability to span policy, high-level engagements and delivery on the ground. The engagement of the smaller agencies enabled them to contribute expertise along niche areas with UNDP taking a lot of the administrative burden and reporting to PBF as well as political interaction with GoPNG. The joint office enabled some cost-sharing with wider projects across UN agencies, although there were cash-flow issues when project contributions were not timely. The agencies had different levels of presence in Bougainville, with UNFPA not having permanent presence in the office to support the project and UN Women having some presence with a consultant in the office and some coordination with the PM on outreach to women. Truly joint activities were limited due to different timings and lack of presence, although multiple examples were given of staff stepping in to support colleagues from other agencies at crucial times. There was an 'all hands on deck' attitude in the run-up to the referendum, with the M&E Officer undertaking programmatic activity when needed, for example.

Resource sharing between UN agencies was efficient as UNW had an existing reach through the BWF network and UNFPA through community development and the BYF network – allowing the SPB project extensive reach and easy working relationships across civil society umbrella organizations. All agencies worked well with partners and demonstrated good relationships. There were some community-based activities where all UN agencies would jointly support even if not the lead implementor, to efficiently deliver as One UN in Bougainville, particularly in the pre-referendum period. Building capacity and sustainable resourcing such as establishing a printing press for the BRC, providing technical support in key strategic communications, and joint advocacy provided important points of connectedness, although these were notably fewer in the post-referendum period.

The SPB-PRSP 'programme' was not developed systematically but rather through a series of extensions to SPB and retrospective alignment of SPB and PRSP, despite some differences in framing of results. The PBF asked for a unified project framework to ensure complementarity and see that PBF filled gaps alongside PRSP activities. This helped coordination although there are discrepancies and ProDocs are not always easy to follow. Globally, UNDP is moving towards a program approach to reduce bureaucracy but the donor landscape remains projectized. In this case, the UN managed well in aligning intended results of two projects, but this still constituted retrofitting of slightly disparate approaches into a workable but not unified programme design. This left the joint documentation somewhat unclear and presented challenges to reporting in multiple formats, particularly where some activities were not clearly attributable to one budget. Some activities supported by both SPB and PRSP, couldn't be separated for reports – presenting double reporting or under-reporting risks. The complementary budgets did, however, allow movement between budget lines where timeframes did not align or funds were late. The UN Country Team has a preference for integrating future peacebuilding work under a unified program at design phase, and PBF should consider how to facilitate this whilst meeting its administrative requirements. A program approach may also help the UN Country Team to better manage stretched resources as well as enabling a holistic, long-term approach to peacebuilding.

UN staff in country appreciated the relative flexibility of PBF funding in allowing project activities to change as long as higher level objectives remained constant and were able to provide feedback on challenges, for example, after noting that the high emphasis on outcome level reporting was problematic in this project context, they reported 'progress towards outcomes' whilst acknowledging the challenge of attribution across two projects and in a context with multiple peacebuilding actors. PBF encouraged coordination and acknowledged likely overlaps— a clear story of change was required, acknowledging multiple influences and describing causal patterns.

Recommendation 8: UNDP, as the convenor agency for UN peacebuilding in Bougainville, should consider establishment of governance structures including ways of working framework that increases collaboration between UN agencies, fosters information sharing and coordination with other donors and implementing agencies within Bougainville, through combined external meetings and shared learning opportunities, to maximise synergies, avoid risks and enhance impacts, especially where working in the same communities or with the same partners.

Finding 3.4.2 The projects' rate and mode of implementation was heavily determined by the external environment, including political dynamics within both ABG and GoPNG, the COVID pandemic and institutional blockages within key institutions.

Restrictions associated with COVID led to delays, adaptations in approach and limitations on delivery and results. During the height of the pandemic in PNG, there was a one-month office shutdown in both Buka and Port Moresby in line with a declared state-of-emergency, followed by a stop on flights in and out of Bougainville for 6 months. However, UN international staff stayed in country and operational throughout, whilst all staff switched to home working and remote communications. The DPPA Political Liaison Officer remained in Bougainville throughout. Several Bougainville stakeholders commented that they had valued this ongoing presence, as the absence of most international agencies during this time resurfaced feelings of the isolation and fear they had felt when the conflict started. Engagement between GoPNG and ABG notably declined during this period, as it had largely been based on face-to-face meetings. As COVID hit, ABG staff had limited access to laptops and poor internet, making remote engagements hard. Several ABG and civil society stakeholders noted that UNDP had assisted them to take up remote forms of communication, notably zoom, providing access to the UN meeting room and internet in Buka. A number of remote meetings were held throughout this period through video-conference and audio, facilitated by the UN Political Liaison Officer. Support delivered via civil society and at community level was reported in KIIs to be more resilient during the pandemic period. For example, PaCSIA although challenged with COVID was able to work on effectively adapting delivery of trainings and dialogue to hybrid modes of delivery (remote and in person) and smaller COVID-secure meeting formats.

In some instances, NCOBA and ABG sourced support from their own funds for last-minute activities, reflecting an ability and willingness to cost-share. For example, ABG was able to fund participation in a high-level consultation confirmed by NCOBA at very short notice (noting that procurement for travel organized by the UN would take around one week to confirm). However, it would be better long-term for cost-sharing to be planned and budgeted for in order to build GoPNG and ABG capacities and ensure that this does not detract from other activities. The knock-on effect of uncertainty around arrangements for high-level consultations was that awareness raising and communications were also delayed as these were dependent on the political process. At project end, some planned communications work had not been delivered due to joint messaging on the Era Kone Covenant not being signed off by NCOBA. This resulted in some wastage as the consultant hired to deliver this resigned when the lack of progress made it impossible to deliver.

There were no issues raised in KIIs regarding the efficiency of the financial and administrative process of UNDP throughout project implementation. However, there were indications that the project stalled before the extension period and towards project end, possibly due to staffing changes. KIIs suggested a slowing down of UNDP activity before the 3rd consultation and delivery of the Era Kone Covenant. There were unspent balances on complex activities during the project extension and some activities confirmed at a very late stage of the project period. The Nazareth Centre, for example, reported that they had submitted a concept note for activities that was funded several months later and with only weeks before the project close – as such, not all aspects of the proposed work would be delivered and planning time to maximize value would be limited.

Finding 3.4.3 Project staffing was insufficient to support maximum effectiveness given the ambition of the projects and complexity of the context. At times, some staff within SPB and PRSP lacked the ideal expertise, experience, or engagement levels, although senior management engagement was highly appreciated and effective.

Senior UN staff were noted by informants as consistent, highly engaged, adaptable and proactive throughout the project period. Their professionalism and willingness to help as needed was noted as a significant contributing factor to project success at the level of political dialogue and trust building – particularly with the role of the UN Resident Coordinator (UNRC), Political Liaison Officer, UNDP Resident Representative and Deputy Resident Representative. It should be noted, however, that the cost of this staff time was not fully covered by the project budgets and their time was limited by competing demands.

PNG is 'eligible' under the PBF and so has a portfolio. However, this is small and dispersed. There is no PBF Secretariat in the PNG UN RCO as there would be in many other eligible other countries – it would not be justified by the portfolio size and scope. The absence of a PBF Secretariat made liaison between PBF and the RCO harder.

At the project staffing level there were gaps in staff recruitment, notably between Project Manager (PM) posts but also within individual agencies. This reflects difficulty recruiting for the international PM position and specialized national/local positions, as well as long contracting timeframes. This reduced delivery time and prevented effective handover processes which resulted in a loss of institutional memory and momentum and lack of consistency in approach. The extension of SPB and later incorporation of PRSP also led to funding gaps and particularly a difficulty in funding the Project Manager position at an appropriately senior level. It was only possible to recruit the second PM by sharing costs across SPB, PRSP and the Japanese Economic Empowerment Project (JEEP).

The pre-referendum PM was a P3-level UN staff member with relevant experience in the region. Following the extension, the new PM was recruited as a UNV and was new to the region – a local consultant Project Interlocutor was also recruited at this time to assist with outreach and networking. Due to a reduced overall budget and high costs associated with recruitment to Bougainville as a hardship posting, a staff position would have absorbed funds disproportionately (around 25% of the final year budget) and reduced funding to key activities²⁰. Synergies between PRSP and SPB enabled staffing but at a sub-optimal level. Other staff were also not recruited as planned, for example, a high level national liaison officer included at design was substituted with a local consultant Project Interlocutor. UN management noted that this led to limitations on delivery due to relative inexperience and unfamiliarity with the Bougainville and PNG context and ways of working politically in this environment. Although the Political Liaison Officer provided important support to inform the project team on the political context and effective ways to engage, this role had unclear parameters in relation to the project. In future, it would be beneficial to strengthen understanding of the crucial DPPA Political Liaison Officer role in relation to PBF-funded activities to help further link the technical and political aspects of peacebuilding. At the same time, it is essential that the future project recruits a consistent and more experienced Project Manager at P3/P4 or equivalent – utilizing newer types of UN contract (such as IPSA) if needed to attract a senior candidate on an affordable package.

Recommendation 9: The UN agencies should ensure a higher level of staff capacity to implement future peacebuilding in Bougainville, including a combination of senior UNDP project management capacity, and the ability to think and work politically in the Bougainville context ideally with greater experience from the region or comparable peacebuilding contexts. New staff should be properly inducted by the UN agencies and PNG-ABG partners.

²⁰ The starting point for staff costs is 20% of budget, although this can be raised through discretionary approval.

Finding 3.4.4 The projects' monitoring and evaluation frameworks were clear, with sufficient baseline and endline data in key areas and good regular reporting. However, opportunities for joint monitoring and reflection were missed which limited substantial learning to inform adaptation of the projects.

Responsibility for monitoring results was held by UNDP. Each agency provided activity updates to UNDP which were consolidated into a report to PBF. UNDP also undertook monitoring visits.

Although there were some discrepancies between the articulation of results in SPB and PRSP ProDocs, the results frameworks were clear. Further, the establishment of a baseline through the perception surveys of 2016 and 2017 gave a benchmark against which to measure change. The subsequent survey was conducted after the post-referendum period and not framed exactly as the previous one, it nonetheless provided clear indications that knowledge, participation and approval of BPA implementation had increased across all age, gender, and geographical groups in Bougainville.

As well as the shared overall results framework, each agency had its own workplan because of leveraging off multiple projects. They identified which indicators each agency contributed to and then they did their own workplans. There were coordination meetings quarterly with PBF where an update was given and informal advice sought on how to proceed. There were also regular coordination calls between the DPPA PLO and DPPA Pacific desk who follow Bougainville much more closely. These sessions were a useful sounding board, although with limitations given that the PBSO Programme Manager covered multiple countries and was therefore not deeply engaged in the Bougainville context specifically.

Lessons were included in reports as an effort to ensure adaptation and build on best practices but there was limited joint reflection and learning to ensure that M&E data was acted upon. There was a workshop on the Referendum Ready Concept which included identification of key lessons, though this was an isolated approach. An overall learning workshop was still in the pipeline during the evaluation period but had not been confirmed – the past and upcoming turnover of key personnel would likely mean that much learning could not be further explored.

3.5 Impact

Key question on impact: What lasting differences have the projects made?

Finding 3.5.1 The projects ensured that the referendum was delivered peacefully whilst maintaining positive GoPNG-ABG relations and widespread engagement across Bougainville, thus keeping the peace process on track.

In the 2022 perception survey, there was near universal agreement that the BPA was successful in achieving autonomy and the referendum was successful in determining Bougainville's future political status (33% somewhat successful, 64% very successful). There was only slightly less consensus around the success of disarmament and weapons disposal programs, with four in five Bougainvilleans (83%) in agreement that communities have been successfully rid of military-grade weapons. Bougainvilleans credit the ABG and its partners. Particularly the UN, with having accomplished all three main tenets of the BPA and the referendum in having successfully decided Bougainville's future political status. Responses on these measures were similar across gender and generational groups.

'Having the UN here for several years now has created stability – they provide logistics and act as middleman between ABG and PNG' (Peacebuilding CSO)

'There is a huge need for UN presence because Bougainville really needs someone to play the supra-national role. UN is the only actor present to do this' (INGO)

Amongst informed respondents in the 2022 perception survey, there was almost universal confidence that the UN is helping the constructive dialogue to be maintained - 34% very much confidence, 65% some confidence (total 99%).

There was also almost universal confidence that the UN will continue to ensure the two Governments follow through on their obligations - 39% very much confidence, 59% some confidence (total 98%). There was universal confidence in the UN's ability to encourage the promotion of community security and social cohesion in Bougainville – 44% very much confidence, 56% some confidence. There was almost universal satisfaction with UN work in peace and reconciliation on Bougainville so far – 45% said they were very satisfied and 53% quite satisfied (total 98%).

In the 2022 perception survey, nearly all Bougainvilleans were familiar with the BPA, though familiarity with the individual tenets of the BPA varied considerably. Eighty-nine percent could recall, unprompted, at least one of the three tenets of the BPA but only 26% could recall all three tenets. At the subgroup level, there were significant generational, and to a lesser extent gendered, differences when it came to residents' recall of the main tenets of the BPA. Bougainvilleans over the age of 35 years, particularly men aged 35+ years, are much more likely to identify all three tenets of the BPA (35%) than younger cohort groups. Recall of the specific tenets of the BPA was lowest among women aged 25 to 34 years (20% cannot recall a single tenet, 33% recall 2 or 3 tenets). Residents of communities where outlying factions reside were even more familiar with the tenets of the BPA (93% name at least one tenet) than residents of other areas (88%), despite local leaders' unwillingness to sign onto the BPA.

Confidence in the commitment to BPA implementation by the PNG Government/Parliament increased. 73% thought the ABG did an excellent/good job and Government of PNG 77% excellent/good. President Ishmael Toroama (82% excellent/good), along with church leaders (94% excellent/good) and local chiefs/clan leaders (87% excellent/good), received the highest job performance ratings of institutions and leaders tested. In 2017, only 40% felt some degree of positive commitment from GoPNG and only 28% said their MP provided information on the BPA and referendum. Impressions of the ABG and GoPNG in particular are largely consistent across gender and generational groups with just some variance at the level of gender by age. Women aged 25 to 34 years were significantly more likely to rate the ABG's performance as "not so good" or "poor" than other cohort groups, including men of the same age: 78% net positive, 20% net negative among men aged 25 to 34 years and 64%, 34% among women aged 25 to 34 years. Lower ratings among this cohort did not carry over to impressions of the Government of Papua New Guinea. Men in the North with proximity to Bougainville's current seat of government in Buka, had even higher impressions of both governments than their female counterparts (28% "excellent" among Northern men compared to 19% among Northern women).

In 2022 Bougainvilleans were satisfied with the level of information being shared by official sources on post-referendum support activities. 75% of residents attested to having received enough (44%) or more than enough (30%) information post-referendum on progress towards referendum outcomes. Newspapers (48%), radio news (46%), and social media (37%) comprised top sources of information for updates about work being done to implement referendum outcomes and maintain peace. Social media comprised an important source of information for Bougainvilleans of all ages, albeit even more so for residents under 35 years of age. This highlighted the increased use of social media as a tool to raise awareness over the lifetime of the projects, in line with increasing access to mobile phones and internet across Bougainville.

The projects were credited by all informants with enabling a peaceful and decisive referendum, whilst maintaining productive relations and dialogue between GoPNG and ABG and ensuring understanding of the political process at community level across Bougainville. There was recognition that the cumulative effects of successive stages of UN support have increased this impact and that the UN played a unique and necessary role in maintaining the peace process. Previous PBF support had enabled dialogue which in turn enabled the SPB project and PRSP to go further due to the trust parties had in the UN. This, in turn, thawed relations between GoPNG and ABG. One example of this trust was that despite delays in the engagement of the external moderator, the UN, through its Resident Representative, navigated the political dialogue meticulously and successfully, as attested to by both Governments.

'There is now a more comfortable position between the two governments. Allowing UN to support the referendum negotiations was a milestone. It was catalytic. We also learnt how to push our

agenda in a peaceful way, to GoPNG and others. It is only under the UN's input that we came to reconcile, achieve peace, and sustain peace" (ABG)

Outcomes of dialogues included the SHARP agreement, the Enga Road Map, and the Era Kone Covenant as important indicators of a successful ongoing process to achieve a sustainable political outcome for Bougainville. The two Governments share a desire for continued support by the UN in political dialogue and wider consultation post referendum. The GoPNG has requested impartial UN support for technical advice on interpreting the PNG Constitution to guide the ongoing political process.

The referendum in 2019 was 'peaceful and festive' (IFES, 2019), with a turnout of 87.4% (105,411 men and 101,215 women). 97.7% voted for independence and 2.3% for greater autonomy as reported by the BRC²¹. Following the referendum, an agreed consultation process started between GoPNG and ABG - an ongoing political process to determine the political status of Bougainville and its' relationship with PNG. This has also created a political culture of engagement and inclusion within Bougainville which presents a sound basis for further embedding of the ABG as a responsive government. Although the number of women involved in formal roles in the process was low, the UN's engagement was also credited with fostering women's engagement at a range of levels, through confidence building, awareness raising and targeted support through the BWF and the Women Peace and Security Working Group.

'There was no real opposition in Bougainville to women participating at all levels of politics but this would not have happened without UN support' (BWF)

Similarly, the engagement of youth via the BYF and targeted support to increase awareness and confidence, led to participation of a generation with little power in society but with a key role in shaping the future of Bougainville. Through the empowerment of the BYF network through training on the various concepts of gender equality and human rights, as well as the referendum process. These youth were then able to develop and design how best to package these key concepts and messages into creative content that could reach and be understood by the larger Bougainville population, the majority of which are youths. The peace building process under these 2 projects was built on engagement by the GYPI project, that engaged civic participation of the BYF in the mock youth parliament sessions. There is now representation of the BYF through the President in political dialogue and representation in committees including the BRC and the Constitution Development Committee. The President of the BYF has also been invited to participate in Parliamentary dialogues on the future of Bougainville.

Finding 3.5.2 There is a perceptible shift in political engagement at community level and amongst previously excluded groups – the referendum experience has increased political awareness and expectations of engagement.

The referendum appears to have shifted understanding of political processes, increasing the expectation that all people should have a free vote, increasing engagement in discourse around political processes and raising expectations of Bougainvilleans towards political actors. Respondents noted that it is very difficult for Melanesians to speak truth to power holders but that they have seen a shift – people are now able to debate and challenge representatives from ABG to Ward levels.

UN support to the BRC enabled training and capacity building on electoral processes, including security around the referendum. There was effective work with community government, youth, and women to register voters and enable them to act as polling officials and observers. An independent BWF election observation report in 2020, noted the increased engagement of women in delivering the referendum compared to prior electoral processes – women constituted 17.3% of presiding officers and 20% of scrutineers, and there were at least 2 women officials at the majority of 127 polling stations observed, which was an increase from previous election observations. KII's suggested that this created more interest in subsequent elections. Subsequent elections have seen increased turnout compared to previous electoral cycles (though not at referendum levels). The 2019 referendum saw a turnout of 87.4% (105,411

²¹ <https://bougainville-referendum.org/>

men and 101,215 women) of the population. This reduced to 64% turnout at the 2022 Election but still an increase on previous elections.

Alongside this, facilitation and training in conflict resolution skills and dialogue as well as the cross-constituency networks of support put in place, have helped to build social cohesion and broader engagement in addressing tensions at local levels, and across constituency divides, and between different communities. Accounts from peace actor coordinators supported by PaCSIA indicate greater awareness on what is happening in other regions and increased trust between North, Central and South Bougainville. ABG Representatives and civil society actors testified to the impact of peacebuilding trainings at community level, particularly. There was also consensus that the work of the UN assisted in helping Bougainvilleans resolve conflicts without violence within communities.

‘Without UN involvement we would be more likely to fight amongst ourselves and do things the wrong way. (ABG)

In the 2022 perception survey, 65% across the AROB said the incidence of “conflicts started by groups who do not support the BPA” has declined in recent years whilst 20% believed such conflicts had worsened in number or nature. Men (69%) and adults aged 35+ (70%) were more likely than female (61%) and youth cohorts (60% among respondents aged 15 to 24 years) to believe that conflicts started by groups who do not support the BPA had declined in number or intensity. Residual conflict from the civil war persists at a higher level in South Bougainville and in outlier factions than in other areas. Those more likely to be concerned about such conflicts were residents of South Bougainville (60% better, 27% worse) and outlier factions (50% better, 34% worse). This speaks to both the success of and continued need for peacebuilding efforts both within and around existing outlier factions. Efforts to maintain peace and dissuade violence among veterans may have been more successful than efforts to reduce conflict and violence more generally. Just under half of Bougainville residents (45%) claimed awareness of community conflicts or disputes that posed a threat to public safety in the previous year, only a small percentage of which were due to former or current combatants in the civil conflict. Young adults were least likely to report familiarity with local threats to public safety compared to older cohort groups, yet AROB residents were far more likely to blame young men (57%) for instigating conflicts in their community than any other group, including former or current combatants (14%).

3.6 Sustainability

Key questions on sustainability: Did the benefits continue after the projects? How was capacity built to sustain interventions by the projects? Are there aspects of ownership, financial resourcing, and capacities in place for results to be sustained beyond the projects?

Finding 3.6.1 This projects built understanding, capabilities, structures and relationships that enable consultation and dialogue, and sustain momentum around the ongoing implementation of the BPA. However, sustainability of this infrastructure has not been an explicit focus.

Stakeholders all concurred that UN engagement during negotiations leading to the BPA and during its implementation, including the PBF and multi-donor BRSP and PRSP projects, have contributed successively to stopping violent conflict and gradually enabling GoPNG and ABG to put in place institutional and socio-economic measures to sustain peace and build resilience to violence around emerging conflict issues, as well as creating political dialogue. Although this wider peace is outside of UN control, there is widespread agreement that its role has been crucial in maintaining peace on Bougainville to date and that it has helped put in place measures that should help sustain peace, notably a decisive referendum and understanding at governmental and societal levels of future challenges and options.

Some shifts in approach suggest greater sustainability of institutional capacity, particularly the financial contributions of both NCOBA and ABG towards high level dialogues, with the UN only funding specific costs such as venue hire, accommodation and air fares but excluding items like vehicle hire or allowances/per diems. The completion of the post-referendum consultations indicated some shifts towards greater capacity within GoPNG and the ABG to engage in dialogue both logistically and technically, enabling them to fund some engagements themselves, and to undertake these processes without substantive inputs from the moderator.

'The project is about a very specific political process and not about sustainability per se', UN stakeholder

Beneficiaries in FGDs stressed that the UN should work with Churches to guarantee sustainability in the peace process as there is permanent reach across the population and established practices for community level engagement. PaCSIA, through Catholic church funding, is a sustainable structure to maintain sustainability because the church is in Bougainville permanently. Most GoPNG, ABG and civil society stakeholders reported that sustainability had not really been discussed as there was a presumption that UN engagement would continue in the medium to long-term. It is therefore important to bring discussion on capability and sustainability to the forefront, to consciously foster the institutions and processes that reduce reliance on the UN roles over time. There was a widespread awareness of the challenges ahead for the ABG, under its current or potential future status, and the need for 'self-sufficiency' both to make the ABG financially viable and reduce dependence on PNG and donors for the functioning of government and implementation of key development initiatives. The self-sufficiency narrative appears to be growing at Ward level under the 'Independence Ready' concept being implemented by local government through local development initiatives under Ward Chairs. Supporting sustainable gains that reduce dependency on the UN and other donors should be a great focus going forward.

KIIs and community feedback through FGDs indicated a widespread awareness that peacebuilding is still in progress and that gains could be reversed, particularly as new issues arise at community level. The people of Bougainville will continue to need institutional development, political accompaniment, social healing, trauma therapy and counselling, as identified through KIIs.

Several informants noted that the project introduced new infrastructure which the ABG could not later maintain. The ABG continues to rely on external support to sustain initial investment by donors. For example, under SPB the installation of a printing press in Bougainville demonstrated efficiency in the pre-referendum period as BRC outreach materials and polling supplies could be locally produced, however there was no provision for its maintenance and running costs or planning for its ongoing utilization, which was assumed to be an expense that ABG would maintain. The Government of Japan provided funding for the maintenance of the printing press for a period of 2 years after the installation of the printing machines and ABG used the printing machines extensively but this has since fallen into disrepair. Whilst tangible facilities are appreciated by communities, they have to be well planned, functional and resources with management capacity and resources for maintenance as well as community buy-in to increase chances of good utilization. Other procurement and production approaches also utilized and built local capacities but did not provide for follow up to capitalize on this, such as radio production and acting skills. These represent lost opportunities to leverage the capacity built through the project.

Recommendation 10: The UN agencies should consider their roles in enhancing capabilities and sustainability of key institutions within Bougainville, to ensure that civil society networks, local government and ABG departments are empowered to play long-term roles in the future development and stability of Bougainville and its relations with PNG.

3.7 Cross-cutting issues

Finding 3.7.1 Gender equality, social inclusion and human rights perspectives were well integrated into outreach and communications, promoting a culture of inclusion in pre-referendum and post-referendum engagement. However, more could have been done to increase voices of women and youth in decision-making

The SPB approach to packaging and delivering information provided channels and networks that were able to integrate gender, social inclusion and human rights messages and stimulate community dialogue. For example, community dialogue discussion topics ranged from human rights and equality and what it means, the value of all human life and prevention of killings, ways to reduce sorcery accusation related violence, and the importance of inclusion and meeting the needs of all social groups (from all communities and including people with disabilities, marginal groups, youth and women). This also facilitated more widespread COVID-19 messaging. Using community networks such as the BWF and BYF ensured inclusive participation in community dialogue and discourse. The use of constituency members (men and

women) as coordinators for awareness and advocacy ensured equal gender outreach and considerations. Women, in Siwai, South Bougainville, expressed in FGDs where the women constituency member was a strong community coordinator, more women were able to participate in open dialogue around the referendum, which they felt created a deeper understanding of the political process and stimulated the need for their participation in the referendum vote. However, how much of this awareness generated through the projects cannot be specifically attributed to increased voter participation of women in the referendum, however there were some very positive results from the referendum recorded. An academic review of the referendum by the Australian National University Department of Pacific Affairs, indicated that comparatively to the last election and to the 2011 census, there was an increase to 200,000 eligible voters (51% male and 49% female) and an 87.4% voter turnout. From the voter turnout 12.6% were first time voters. There were 105,411 men and 101,215 women and the reported inclusion of those with disabilities.²² Therefore gender parity in voter participation was achieved in the referendum. The BRC Chairman Bertie Ahern expressed that the referendum was successful and credible. There was even special consideration to allow exclusive voting under special conditions for men wearing an Upe, which is a sacred totem not to be seen by women. This indicates the inclusivity of the referendum process. Credit has been provided to the BRC that was supported through the projects to conduct the referendum.

More generally a BWF observation report comparatively assessing the referendum, documented an increase in the participation of women in the polling. The observation report also put forward key recommendations to increase inclusive participation in the voting process including separate lines or queues for male and female voters at polling places with priority to people with disabilities, mothers nursing infants, and elderly women. Other recommendations that are notably important are training of polling officials to be sensitive to ensuring women's participation and that of people with disabilities and the elderly. Other considerations included the setup of booths in locations that are more accessible by women and the option of postal voting for women that are exposed to violence that limits movement.ⁱ

As informed by UNFPA, the project worked with Community Development department to equally engage young men and women in the development of key awareness messages to promote participation in the referendum and community dialogue across cross cutting messages around human rights and gender equality. Considerations to ensure inclusivity of disability was promoted for those with physical impairments who could either listen to messages on radio or look at art and observe drama and skits that communicated these messages around the referendum. Women in FGDs confirmed that the drama and skits were really effective forms of messaging and related this to be very successful as they can still remember these dramas and skits. However, there is little evidence to show how people with disability provided feedback on their participation, and how was this captured throughout reports, for example through the use of sign language interpreters to capture their views in election observation reports.

The project started to develop a human rights action plan with two workshops with government officers and UNCHR which included the disability agenda and broader inclusion. The UNOHR human rights component was viewed as having significant impact in bringing in marginal groups like PWDs, women, youth, and faith-based organizations (FBOs). They did capacity building and awareness raising on rights and helped youth realize the importance of their voice in decision making (with 25% being first time voters in the referendum). Organizations of PWD's worked with BRC pre and post referendum. This outreach from a human rights perspective had significant impact on the inclusivity of the referendum process with participation coming from groups normally marginalized from decision making and not invested in political processes.

The nature of the project diffused across political, governance, social and other aspects limited the reach to individual stakeholders as the project was not directly women or youth centered however gender considerations were mainstreamed through community level interventions. With limitations in resources of the project, strategic prioritisation was provided to initiatives that were directly supporting ABG and GoPNG in delivering the referendum and sustaining peace. However, the projects could have done more to consider the institutional structures that support

²² <https://www.policyforum.net/reviewing-the-bougainville-referendum/>

diverse engagement and social inclusion. There was little attention to capacity building of women in particular, perhaps based on assumptions that others supported this. For example, The Bougainville Youth Federation is an essential structure if youth organizations across Bougainville are to be engaged on an ongoing basis but little was done to help the network consolidate its approaches. Although the Bougainville Partnership also worked through the BYF during this period, they confirmed that this also had not explicitly involved capacity building until 2022. Thus, opportunities were missed to make youth engagement more sustainable, and similarly with the BWF and other civil society structures.

Recommendation 11: The effective engagements of UNFPA and UN Women has established with Bougainville Youth Federation and the Bougainville Women’s Federation should be strengthened as key coordinating institutions. Future work by UN Women and UNFPA should focus on specific women’s and youth empowerment programs to support peace building in the community with activities designed to build capacity of women and youth. Ensuring inclusivity of identified marginalised groups including those with disabilities, elderly and other minority groups of women and youth. A mapping of vulnerability amongst the wider Bougainville population needs to be established in order to tailor programs to meet specific peace and development needs.

Finding 3.7.2 Women were well included within the referendum process at community level but were under-represented in high level engagements and decision-making.

The SPB project had a gender marker 2 with 30% of time spend focused on gender equality with clear elements targeting women, particularly during communications around the referendum and their engagement at community levels. PaCSIA reported disaggregated data on women and youth with facilitators 50% and efforts to get women into dialogues. Within community level activities, women’s participation was well promoted as women facilitators engaged by PaCSIA would mobilize women in the community to participate. Most times engaging the women constituency members also supported the social mobilization of women in the community. Further also using the BWF network in the community was also important to ensure women were aware of the awareness and dialogue activities and participated. During the conduct of the referendum, women were engaged in awareness raising and polling processes and viewed the referendum as something they fought for. In FGDs Bougainville women expressed that they were not harassed during the referendum and that there was general agreement that all Bougainvillean’s should take part in the referendum freely. They also expressed emotions of the day and the celebration that occurred following the referendum voting.

There was a lack of representation of women in both sides of the post-referendum consultations. Bougainville maintains political representation of women through the women’s reserved seats that participate in official consultation teams and in technical level meetings, while PNG does not have representation of women in these consultations, having no women in parliament. Women did not have equal representation on BRC with only two women being represented but were very vocal during the pre-referendum planning process, particularly via the women representatives (and former representatives) within ABG and through the BWF. Although there is commitment by President Toroama to ensure the greater participation of the 3 women regional members. Similarly, during the post-referendum consultations only one woman was formally engaged although others attended informally on the ABG side. No women were involved on the PNG side, other than ‘first ladies’. It was noted that women in Bougainville ‘expected more but accepted representation as fair’ because their issues were raised. However, politically active women noted that they ‘still need to push our way in’ to meetings and would like more inclusion in JSB as well as a parallel women’s meeting to inform the formal dialogue. Women were heavily involved in initial peace talks in Bougainville and were instrumental in ending fighting – they are keen to retain this involvement in shaping Bougainville’s future.

However, the efforts of the two projects to encourage greater inclusion of women within political consultations was limited, leaving this to the complementary Women make the Change project of UNDP and UN Women, with outcomes to increase political participation and influence of women across PNG (including Bougainville) as well as having Gender balance promoted in political decision-making bodies. Bougainville women interviewed felt underrepresented in the political dialogue and made observations that the Go PNG had no women at all being

represented. When this was verified with the Go PNG, it is established that there continues to be a lack of political will to ensure Gender balance in political dialogue and decision making around Bougainville. For Bougainville women, the limited effort of the project to ensure a gender balance in the political dialogue and decision making appears to be a key missed opportunity, particularly given that there is less opposition to women playing a role in the Bougainville context than elsewhere in PNG. The project did not support parallel women's dialogue nor provide opportunity to consult women experts on the political dialogue and position, particularly from the PNG side.

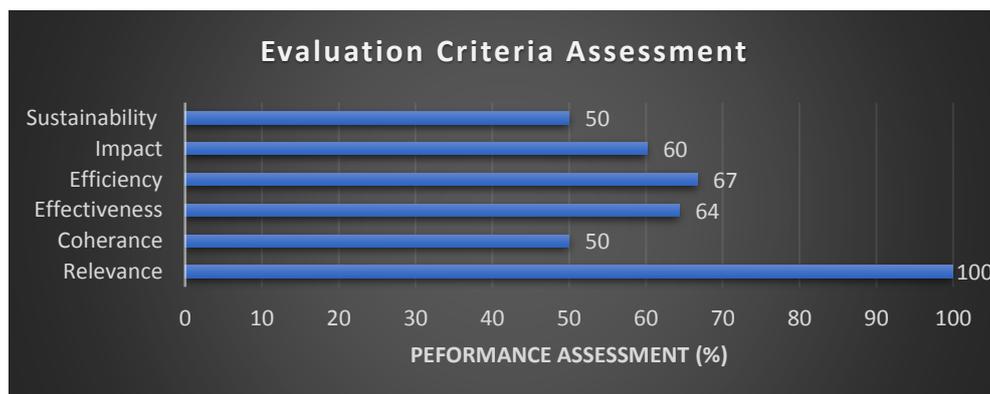
Women consulted noted some practical considerations to support their greater influence, including selection of a location seen as safe and accessible for women and timing of events to facilitate their participation. Some women MP's have suggested that their husbands be allowed to drive their official vehicles to the meetings to reduce the likelihood external attacks as it is not acceptable culturally for women to go alone with a driver at night.

Recommendation 12: UN Women should support efforts to form a technical working group to facilitate inputs from a wide range of women of different ages and from different regions into the high level political dialogue. This should also provide a platform for linkages between the BWF and the National Council of Women, to harness women's views and influence across PNG.

4. Conclusions

The evaluation team sought to rate performance of the projects against each evaluation criteria, noting that this is a crude measure for highly complex and adaptive work. Nonetheless, the following ratings provide a useful indication of relative success across different outcome areas and evaluation criteria.

Evaluation Criteria Rating Summary



The team found the **relevance** of project outcomes to be high with a **100%** rating across all areas. These aligned well with key needs in maintaining momentum towards BPA implementation, and reflected priorities in UN, GoPNG, and ABG plans for peace and reconciliation within Bougainville, and the implementation of the BPA as a roadmap to peace.

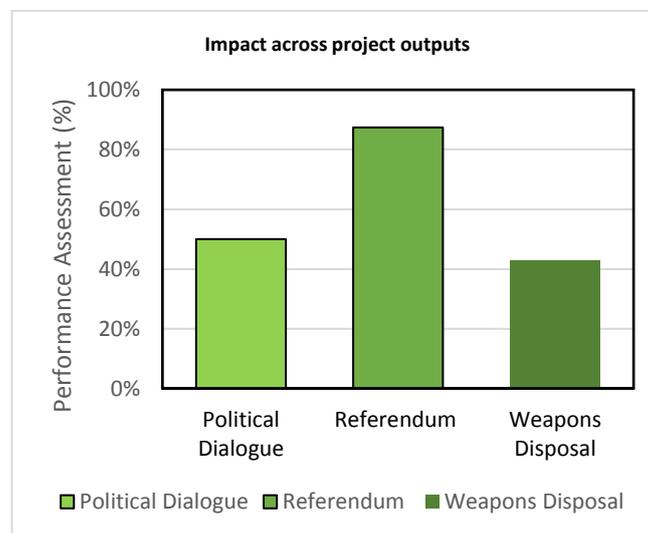
The **coherence** of the projects was rated at **50%**, as informants expressed strong views that although the projects complemented each other as well as other UN and external programmes, there was insufficient coordination and collaboration in practice on the part of UN implementing agencies. Although the project did not explicitly play a coordination role externally, due to the multiple number of development partners, NGOs and CSOs targeting the same target populous with overlapping interventions, greater coherence through communication and coordination would improve impact in the Bougainville context. Particularly the ABG felt that the UN did not disclose their engagements with faction groups, which is a perception that could have been better managed by the project and the UN in general.

Effectiveness was rated at **64%** overall. The projects were less effective in delivering on political dialogue, in part due to external political factors and COVID-related restriction. Political agreements from consultations have yet to come into effect, to really measure the effectiveness of the consultations and agreements reached through the support of the projects. Support to the GoPNG to engage beyond Bougainville and steer the future political process was an area of relative weakness. The weapons disposal component of the project (and subsequent work with outlying factions)

was the least effective, reflected in the reported perception of **43% of respondents in the latest survey**. A modest rating is given to this component to reflect divergent views around its success. Support to the referendum itself was assessed as 100% effective, reaching gender parity in voters, an increased record of new voters, and inclusivity of people with disabilities, youth, and other affiliations. The referendum passed without violence, was free and fair, even though the referendum itself was delayed which could have been a risk point. Stakeholders concurred that UN support was key to this achievement.

The projects' **efficiency** was rated overall as 67% as they were able to share project funds and resources to meet the challenges of the fluid implementation environment. Again, weapons disposal and working with faction groups lacked in the utilization of resources to progress on social cohesion in the communities within these outlier groups²³. As both projects shared outcomes within a somewhat similar results framework, there was greater efficiency in the sharing of resources both human and capital. The ability of the UN agencies to leverage off other projects within Bougainville also ensure greater efficiency, including a shared office space within Bougainville. However, there is still opportunity to improve on cross fertilisation of information sharing, learning, and coordination between UN agencies from highest governance levels of the project to the project field staff, implementing in the communities for greater efficiency.

The **impact** of the projects was given an average rating of 60%. The 87% rating of support to the referendum mirrors voter turnout percentage, based on the assumption that this was largely influenced by the support of the projects to the BRC. An equal proportion of women participated in the referendum vote when compared against the men that participated. The impact of political dialogue remains at 50% due to the incomplete post-referendum process as well as limited inclusion of diverse voices at the political level. One of the main aspects for consideration to improve on impact is the inclusion and participation of women in political dialogues that need to be supported. There was no representation of women in the political dialogue from the PNG Government. Bougainville had participation by all Women Members of Parliament occupying Regional reserved seats in the political dialogue process. The impact of the weapons disposal mirroring assessments in the other evaluation criteria's remains at 43%. This is as measured by the perception survey on the impact of the weapons disposal process.



Sustainability was rated at 50%. Across the political dialogue process, the ABG was able to fully fund participation in the last 2 dialogues. There is indication that there is commitment to see this process through with or without support from the UN. However, there is still a desire to maintain the neutrality that the UN has in facilitating this political dialogue process. Both President Toroama and Prime Minister James Marape have been able to engage both Governments more meaningfully and purposefully. Agreeing that a direction be provided to Bougainville not before 2025 and no later than 2027. Referendum voter participation was higher than most elections but has dropped since 2019, from 84% (105,411 men and 101,215 women) to 64% in 2020. Thus, the ability to sustain this level of voter

²³ Outlier Factions-Refers to two geographic areas in South Bougainville- Konnou and Tonu, that did not sign into the Bougainville Peace Agreement at the time of the programme Evaluation

turnout and civic participation has declined but not to pre-referendum levels. The ability to maintain resources to support the civic participation of the wider Bougainville population remains although still reliant of external support. Uniformly in assessments against other evaluation criteria's the weapons disposal cannot be measured for sustainability as lack of substantial progress has been reported. There is also the greater risk of insecurity which indicates that a target of 100% disposal of weapons cannot be achieved. Further the lack of strategy by ABG to engage faction groups, is a risk to sustainability.

The overall impact of the project rated at **60%**, with impact related to the 87.4% voter turnout in the referendum based on the assumption that this was through the support provided by the projects to the BRC. Although the full extent of the impact of the political dialogue is highly dependent on political factors outside of the project, based on the lack of gender parity in the political dialogue, an average rating is provided with many opportunities for improvement going forward for the active representation and participation of women in political dialogue. The impact of the weapons disposal remains at 43% as measured from the perception survey.

In conclusion, it is evident that the main success of the project was the successful delivery of the referendum and the continued awareness pre and post referendum, which remains a highly critical intervention for both projects. While political dialogue has progressed with greater commitment from both Governments, the main success UN has achieved is providing the neutral body that supports effective consultation. However there have been missed opportunities to engage women in meaningful participation in the political dialogue. For PNG although there was no women political representation in comparison to the 3 reserved women seats of regional Bougainville represented as observers in the JSB, there was missed opportunity for the project to support considerations of other platforms including a sub technical working group made up of women beyond senior bureaucrats. It is also evident that the impacts of the projects were less felt in the areas of support to weapons disposal and building social cohesion with political outlier factions. Views ranged from no implementation at all to views that were less decisive.

5. Summary of Recommendations for future UN implementation in AROB

Key Recommendations for future peace building programming in Bougainville

The following emerge as recommendations for future UN peacebuilding programming in Bougainville:

Strategic:

- 1 In the redesign of the next phase of support to the dialogues on the political future of Bougainville, UNDP should consider opportunities to be flexible, adaptive, and responsive to the political process. Utilising the principles of adaptive management based on regular analysis, reflection and learning in the project approaches, would enable increased responsiveness of the project to a fluid political process.
- 2 The UN agencies, utilising existing channels established by UNDP, UN Women and UNFPA, should continue to support communications and outreach across PNG, and specifically within Bougainville, to ensure that population is informed on the BPA and ongoing political process, the distinctiveness of the Bougainville situation and the potential scenarios for future PNG-Bougainville relations. This should include fostering relations between PNG and Bougainville civil society networks of women, youth, churches, people with disabilities and other groups to create social networks to influence and implement the political settlement. This is essential to maintaining peace under the new political settlement and the challenges that will arise over time.
- 3 Future UN work should recognize localized conflicts likely to arise during the ongoing political process, investments into Bougainville, economic strategy and social innovations. A 'do no harm' approach should be fostered within the UN agencies and government partners to new resourcing, infrastructure and economic initiatives – recognizing potential positive and negative impacts on conflict associated with any new resourcing and identifying mechanisms and mitigating strategies to address these.
- 4 UNDP should take time to situate future PBF-funded work within a wider programming framework so that its contribution to longer term change for sustainable peace can be clearly identified and so that related social and economic programs across the range of UN agencies can be better leveraged for peace impact.
- 5 UNDP should support ABG efforts at coordination across the peacebuilding and development sector, until ABG has sufficient capacity. Greater information sharing and coordination would help support high-level decision making by ABG on key economic, social, and financial aspects will support long-term stability to build a viable Bougainville. Keeping in mind the importance of tangible peace dividends to accompany the political process. Any future peacebuilding project should develop a strategic framework to maintain visibility with key constituencies (particularly in South and Central Bougainville where outlier factions are located) whilst also demonstrating how UN agency activities align with ABG priorities when engaging with these outlier factions.

Thematic:

- 6 Under its' governance mandate, UNDP should consider further investment in consultations by the 11th Parliament to ensure both Governments remain committed to the Era Kone Covenant and engaged in continued dialogue. Ongoing relationship building between Parliaments should be prioritised given that the 11th Parliament formed after the PNG 2022 National General Elections has new MPs with less familiarity with Bougainville matters - risking delays in political dialogue on ratification of the referendum outcome by the 11th Parliament. Views of the Prime Minister James Marape to consult PNG more broadly on the political future of Bougainville should be guided by the UN as a neutral body, as this feedback from PNG people may impact the views of the MPs and their engagement on Bougainville.
- 7 Any future UNDP peacebuilding project in Bougainville should adopt a stronger strategy for ongoing factional unification and solutions to security concerns of outlier communities. This should increase support to factional Me'ekamui groups within Kon'nou and Tonu constituencies in South Bougainville. The strategy should outline clear outcomes and involve a collective strategic planning process with all key stakeholders.

Governance and Management:

- 8 UNDP, as the convenor agency for UN peacebuilding in Bougainville, should consider establishment of governance structures including ways of working framework that increases collaboration between UN agencies, fosters information sharing and coordination with other donors and implementing agencies within Bougainville, through combined external meetings and shared learning opportunities, to maximise synergies, avoid risks and enhance impacts, especially where working in the same communities or with the same partners.
- 9 The UN agencies should ensure a higher level of staff capacity to implement future peacebuilding in Bougainville, including a combination of senior UNDP project management capacity, and the ability to think and work politically in the Bougainville context ideally with greater experience from the region or comparable peacebuilding contexts. New staff should be properly inducted by the UN agencies and PNG-ABG partners.

Cross-cutting

- 10 The UN agencies should consider their roles in enhancing capabilities and sustainability of key institutions within Bougainville, to ensure that civil society networks, local government and ABG departments are empowered to play long-term roles in the future development and stability of Bougainville and its relations with PNG.
- 11 The effective engagements UNFPA and UN Women has established with Bougainville Youth Federation and the Bougainville Women's Federation should be strengthened as key coordinating institutions. Future work by UN Women and UNFPA should focus on specific women's and youth empowerment programs to support peace building in the community with activities designed to build capacity of women and youth. Ensuring inclusivity of identified marginalised groups including those with disabilities, elderly and other minority groups of women and youth. A mapping of vulnerability amongst the wider Bougainville population needs to be established in order to tailor programs to meet specific peace and development needs.
- 12 UN Women should support efforts to form a technical working group to facilitate inputs from a wide range of women of different ages and from different regions into the high level political dialogue. This should also provide a platform for linkages between the BWF and the National Council of Women, to harness women's views and influence across PNG.

6. Key lessons learned

6.1 Maintaining momentum around political dialogue on implementation of the Bougainville Peace Agreement requires a critical mass within the PNG government to have knowledge of related political options and required processes. However, awareness overall is low and is exacerbated by high turnover in government.

Bougainvilleans are clear on what they want and have expressed that through the referendum vote. PNG has sovereign rights in international law, but to exercise these rights in the best interests of the country decision-makers need to be well informed of the background to the current situation, the content and long trajectory of implementation of the BPA, and the potential benefits and challenges of granting Bougainville independence. To increase engagement on the ongoing process, there needs to be increased interaction between governments and induction of the 11th Parliament into the BPA and outcomes of consultations culminating in the Sharp agreement, Enga Road Map and Era Kone Covenant.

To shore up support at political levels, broader awareness raising and dialogue outside of Bougainville could increase the visibility of the process of BPA implementation across the national scene and help to engage PNG civil society in wide-ranging conversations to help shape future relationship between PNG and Bougainville – going beyond the purely political level. This could also help PNG MPs make more informed decisions reflecting wider opinions on the PNG-Bougainville political settlement.

6.2 The engagement of existing social and political structures of the Church and Community Government representatives (male and female) as well as civil society networks is important for sustainability of information flow between the Government and the community.

The importance of disseminating information to the community and channeling community dialogue back to responsible stakeholders is well established within Bougainville and promoted by the highest leadership. However, doing this sustainably is logistically difficult and expensive. Utilizing existing structures to enable this feedback loop to continue was an efficient way to ensure that the ABG and Bougainville people were engaged in dialogue and these structures remain in place.

6.4 Following the referendum, Bougainvilleans are highly focused on achieving independence whether ready or not with a push for 'self-sufficiency' but there is insufficient attention to developing an overall vision for Bougainville socially, politically, or economically.

With the new President focused on independence by 2027, Bougainville currently has high confidence in the independence project but isn't necessarily asking the right questions for success, such as key economic decisions and strategies, necessary infrastructure or the fiscal system to support the ABG. ABG informants noted that Bougainville now needs equitable development impact to shore up its own political process and prevent disillusionment. It was noted that 'the independence issue is sacred here and so not always discussed in the most pragmatic ways'.

'Desire for political independence is overriding economic stability' (UN)

Bougainville communities are developing small-scale livelihoods initiatives, alongside community level government and conflict resolution capacities as measures of 'independence-readiness'. These efforts support the broader development of Bougainville under its Strategic Plan and foster a sense that all Bougainvilleans should contribute to Bougainville's development. It is seen as particularly important to show youth that they are needed as partners in independence and develop an understanding that development comes from their own efforts – in a context where opportunities for youth have been limited. However, these efforts need to be coupled with emphasis on top-down approaches to border security and crime prevention, control, and sustainable utilization of key resources (fisheries, mining, forestry etc), security of food and essential goods supply, and management of social issues. Many of these issues require detailed negotiations and agreement with GoPNG, fresh ABG legislation, and sufficient time to find workable solutions. There is a greater challenge for the ABG to strengthen internal functions through the draw-down of powers from the PNG to give effect to a fully autonomous arrangement as agreed under the BPA. Such powers include that of the Police and Correctional Services that are critical to maintain peace and security. There is a need to

strengthen legislation as well as the institutional administrative capacity of ABG to implement legislation effectively as an autonomous region and under any future political arrangements.

6.5 Alongside formal high-level dialogue, informal engagements are crucial to positive relationships and targeted exchanges can help generate solutions at a technical level.

The value of more complex and informal relationships is recognized, with one informant stating ‘it is important to support relationship building meetings outside of formal JSB processes’, such as smaller meetings to discuss practical issues, community development learning tours or facilitating meetings between counterparts. Such opportunities to learn together and talk about economic relations and approaches to common challenges help ensure that PNG and Bougainville continue to engage and support each other post-independence. Informants from both governments expressed a desire to see a lot more engagement between the two governments now – driven by the governments and supported by donors.

6.6 There is very low awareness across ABG of comparative situations but there is high interest in learning from other contexts to inform debate and collective vision on options for the future of Bougainville.

The referendum coincided with the end of the first President’s tenure and a shift away from the elder statesmen who had helped shape PNG before their roles within the ABG and thus had close personal and historical ties within PNG as well as broader political exposure internationally. The ABG recently appointed its’ former President, James Tanis, to lead international engagement under its independence readiness plans, recognizing the need to be less insular. The elite want an enabling infrastructure to support economic development but need coordinated action to realize this with donors. ABG recognize the economy as key to peace. Work is needed to stabilize livelihoods but this needs money as well as technical support from financial and legal experts - ideally from within PNG or the region. They also recognize a mindset change is needed towards entrepreneurship and self-reliance.

6.7 There is a need to consider peacebuilding within Bougainville in the broadest sense, beyond the provisions of the BPA and the focus on the political relationship between PNG and AROB.

There are not many issues that bring Bougainvilleans together and many identify more with local communities, clans, or ethnic groups rather than Bougainville as a whole. Several informants noted a risk of increased local level conflicts and insecurity within Bougainville as the political process evolves, particularly due to youth disengagement, but unlikely to be higher level confrontation.

As the projects and the immediate post-referendum period draw to a close, emergent peacebuilding priorities were identified by informants, as youth, economic development and livelihoods, local-level conflict resolution and preventing new conflicts²⁴. As the political settlement takes shape at the Bougainville-PNG level, there will be increasing focus on the detail of what Bougainville should look like socially, politically and economically. This may see less agreement than on its overall status and presents the possibility of conflicts at various levels. That said, there have been efforts by civil society and INGO’s to build local conflict resolution capacities through a network of facilitators and this approach holds promise as a contributor to a resilient Bougainville. Within Bougainville, alongside the political process around the BPA, peacebuilding priorities of both ABG and citizens remain economic development and livelihoods as well as law and order, which now includes dealing with illegal weapons (reflecting a wider movement of weapons transnationally across the region)²⁵. Economic opportunities remain limited, especially for women and youth. There are valid concerns that Bougainvilleans could revert to armed violence if they lack other forms of power, resources or influence. In addition to supporting peace talks and peace agreement implementation, addressing economic grievances and inequalities, and improving security are essential to build a stable society. Thus, future UN programming should consider the extent to which it should support economic development and livelihoods, policing and security so that Bougainville experiences a ‘peace dividend’ with tangible improvements in their daily experience.

²⁴ The key informants did not cite addressing GBV as a peacebuilding priority although it is documented elsewhere that conflicts at community level often feature SGBV, especially given that GBV incidences are high across PNG

²⁵ <https://www.rnz.co.nz/international/pacific-news/411963/illegal-weapons-in-bougainville-now-a-law-and-order-issue>

Annex 1: Terms of Reference Project Evaluation

Location:	Bougainville (with travel to other locations in the Autonomous Region of Bougainville), Papua New Guinea
Type of Contract:	Individual Contract (IC)
Project:	Sustaining Peace in Bougainville/ Post-referendum Process Support Projects
Languages Required:	English
Starting Date:	20th May 2022
Duration of Contract:	May – November 2022 (55 Working Days)

Background and Context

In 2001, the Bougainville Peace Agreement (BPA) was signed between the National Government of Papua New Guinea (GoPNG) and leaders representing the people of Bougainville. The BPA marked the end of a decade-long civil conflict in which up to 20,000 people died and many more were left without family, access to basic services and infrastructure, traumatized and scarred for life. With an estimated population of over 300,000 people, speaking 28 languages, in 33 constituencies stretching from the atolls and islands to the mountains that dominate the Centre of the mainland, Bougainville is an incredibly diverse region. Bougainvilleans voted overwhelmingly for independence in the 2019 referendum and the two governments are now consulting on the ratification of the referendum outcomes and the next steps in Bougainville's peace process.

The UN Peacebuilding Fund support in Papua New Guinea

The UN Peacebuilding Fund (UN PBF) Programme in Papua New Guinea started in 2014, following declaration of eligibility of PNG for PBF support in 2013 by the UN Secretary-General. The Peacebuilding Priority Plan, covering period of 2015-2018, supported implementation of the Bougainville Peace Agreement (BPA), reconciliation and weapons disposal, as well as preparations for Bougainville Referendum. The 11th of December 2019 marked a historical moment for PNG - Bougainville relations, and implementation of the Bougainville Peace Agreement (BPA), with the announcement of the Bougainville Referendum result of 97.7 per cent of voters choosing Independence from PNG. Following the referendum vote, the PBF renewed its peacebuilding support, hand in hand with that of the Department of Political Affairs, focusing on aspects of political dialogue in post-referendum process, engaging outlier factions in peace process and awareness-raising activities on BPA and post-referendum processes.

The PBF Sustaining Peace in Bougainville Project

The UN PBF funded Sustaining Peace in Bougainville project (<https://mptf.undp.org/factsheet/project/00111260>) commenced in June 2018 with an initial budget of \$4 million, and has focused on supporting the peaceful and inclusive completion of the 2019 Bougainville Referendum. The is a joint project implemented by UNDP, UNFPA and UN Women with their governmental and non-governmental partners.

Following the successful completion of the referendum in Bougainville, and in order to accompany and support the inclusivity and legitimacy of the post referendum negotiations and processes in an environment where these complex risks had the potential to pose challenges to sustaining peace in Bougainville, the Project received a cost extension of \$1 million until January 2022. In January 2022, the project was given a final no cost extension till end of July 2022 to enable it to complete activities delayed due to COVID-19 outbreak and effects.

The second phase was designed to assist the two governments and the people of Bougainville and Papua New Guinea to continue to sustain peace and address potential tensions points during the post-referendum period. The cost extension closely complements and collaborates with the UNDP's '[Post Referendum Support Project](#)'.

Where the Post Referendum Support Project primarily targets its support to the joint consultations and the ratification process through the operationalisation of the joint secretariat and technical support to the working groups, the PBF-funded project complements by ensuring marginal groups are empowered to participate in the consultations and in the decisions, and that those remaining groups outside of the peace agreement are supported to join, in an environment where Human Rights are upheld. Given the complementarities of the two projects, UNDP has a joint Annual Workplan for two projects, specifying the activities funded through each project.

The PBF Project has the following three outcomes:

Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation, the referendum and post referendum are progressed jointly

Under this outcome, the Project extended support to Post Referendum Joint Ministerial Consultations Preparation Team, as defined by the Joint Supervisory Body (JSB) meeting of March 2020. Logistical and administrative support was provided to ensure timely conduct of political dialogue consultation meetings and implementation of joint agreement on post- referendum processes, and resolutions by the two governments. This outcome is implemented in close partnership a the range of institutions, departments and other key actors working to advance the peace process in Bougainville. These include, among others, the Offices of both Chief Secretaries, NCOBA (National Coordination Office for Bougainville Affairs), DoIMI (Department of Independence Mission Implementation) as well as both parliaments.

Outcome 2: Increased dialogue and awareness on the BPA, referendum, and post referendum issues, ensuring that both the population in and outside of Bougainville is informed and feels included in the process

Under this Outcome, the project has been supporting granular awareness activities on the post referendum process and progress, and Peace Agreement by engaging key stakeholder groups: Women, Youth, Churches, Veterans and Communities to empower them to participate in the process. To achieve this, community facilitated dialogues have been conducted based on agreed joint key messages throughout Bougainville. The project also supports a national media-based awareness campaign to keep all Papua New Guineans updated on progress.

Outcome 3: Strengthened unification of outlier communities into the peace architecture and post-referendum dialogue

Under this Outcome, the project has been supporting initiatives and activities that support the two remaining outlier groups in Bougainville (i.e. those that did not formally sign up to the Bougainville Peace Agreement) to engage with the peace architecture. As part of this Outcome, the project has also supported reporting on and prevention of Human Rights abuses, and the identification of economic opportunities in the outlier factions' geographic areas, as well as promoting community buy-in for peace.

The Post Referendum Process Support Project

The Post-Referendum Process Support Project (The Project) was designed to support the ongoing Bougainville peacebuilding process. The Project frames the support that the UN through UNDP can provide for the immediate post-referendum processes, including provision of technical and logistical support to the Secretariat, capacity building, support on the ratification process, continued awareness to the people of Bougainville and PNG on the progress and ensuring inclusive opportunities that supports meaningful participation. The latter being a key part of ensuring that the agreed outcome of the consultations is accepted by the people of Bougainville and of PNG alike.

The project builds on a continuation of support the UN, and in particular UNDP, has extended to the two governments since the signing of the BPA. In particular developing further the interventions initiated under the Sustaining Peace in Bougainville Project, that supported the Post Referendum Planning Taskforce in its preparations for the post referendum period, and the Bougainville Referendum Support Project, which supported the BRC to achieve a credible, inclusive and transparent referendum. The project provided independent, neutral support to the two governments to assist in the progression of the BPA with a particular focus on the post referendum process. In addition, the project also supported the two governments to design and implement solutions that had maximum impact on progressing the post referendum process in a peaceful, inclusive, and transparent manner in collaboration with other actors.

Building upon the result of the Referendum and the work of the Taskforce, the project continued to support inter-governmental dialogue between the GoPNG and the ABG, via the post-referendum process. Resources are used to ensure that people across Bougainville and PNG are made aware of the progress through use of participatory processes such as storytelling and traditional means of communication, community-level dialogue and additional media-based awareness tools. The project has the following outcome and outputs:

Outcome 1: By June 2022, the Bougainville Post-Referendum Process has successfully progressed with joint consultation developments understood by the people in Bougainville and the rest of Papua New Guinea.

Output 1 Key institutional and operational capacities at national and sub-national level are strengthened to support a successful post referendum process.

This output is implemented in close partnership with a range of institutions, departments and other key actors working to advance the peace process in Bougainville. This includes, among others, the Post- Referendum Secretariat, Department of Prime Minister, Offices of both Chief Secretaries, the National Coordination Office for Bougainville Affairs, Department of Post-Referendum Consultation and Dialogue, as well as both parliaments, in close coordination with other development partners supporting the two governments.

Output 2: Increased awareness on the post referendum process and progress ensuring that both the population in and outside of Bougainville is informed

With the referendum result known, ensuring that the population is adequately prepared to support the post referendum consultation process and accept the joint outcome, an informed understanding of progress is vital.

Output 3: Increased opportunities for an inclusive, peaceful process for all stakeholders to participate in the Post Referendum Process and contribute to a future Bougainville

With the post-referendum process commencing, ensuring that the key stakeholder groups are adequately involved and included to discuss and input into the subjects being consulted upon and future arrangements to move forward, in a united manner with a shared concept of a future Bougainville.

Evaluation Objective

The evaluation will assess the achievement of the Sustaining Peace in Bougainville and Post-referendum Process Support Project results against what was expected to be achieved as outlined in the two projects results framework, both prior to and following the referendum, as two distinct phases. Moreover, the evaluation will be used explicitly to contribute to the design of the new phase of UN support to the post-referendum Bougainville peace process so should include specific programming recommendations on the basis of lessons from the current support to directly inform a potential new program of support.

Evaluation Approach and Methodology

The evaluation team, comprised of Lead Consultant (International recruitment) and Local Consultant (local recruitment), is expected to follow a participatory consultative approach. This will be achieved through close engagement with the UN Head of Office in Bougainville (Political Liaison Officer), project team, programme team, UNDP, UNFPA and UN Women Country Offices, the Autonomous Bougainville Government (ABG) and the National Coordination of Bougainville Affairs (NCOBA) as well as other partners, stakeholders and beneficiaries as and where relevant.

Desk Review

The evaluation team will review all sources of relevant information including, but not limited to, the following:

- Papua New Guinea Peacebuilding Priority Plan (2015-2017)
- Report on Evaluation of Peacebuilding Priority Plan in PNG in 2018
- Project documents: Sustaining Peace in Bougainville Project Document for Phase 1 (2018-2020); Sustaining Peace in Bougainville Project Document for Phase 2 (2020-2022), jointly implemented by UNDP, UNFPA and UN Women;
- Perception Survey Reports 2017 and 2022
- Project document for Post-referendum Process Support Project (2020-2022), implemented by UNDP and Annual Workplans;
- Annual Project Workplans on implementation of SPB Project by UNDP, UNFPA and UN Women;
- M&E Plan and Results Framework

- Risks Logs
- Conflict Analysis for Bougainville and the Lessons Learned Report of March 2020
- Project Progress and Annual Reports including key documents from Peace And Conflict Studies Institute Australia (PACISIA) and Conciliation Resources
- Mid-year and Annual Project Progress reports, including reports from Implementing Partners (2018 - 2021)
- Joint Supervisory Body (JSB) Meeting Minutes
- Joint Press Releases and Media Statements
- Project Monitoring Mission Reports

Evaluation design

The evaluation will utilise a non-experimental design, which examines the project progress before and after the referendum, in line with the OECD DAC evaluation criteria and then also makes forward looking recommendations for UN implementation in ARoB. Beyond document review, data collection will include key informant interviews and focus group discussions (FGDs) with partners, and stakeholders (government, non-government, UN and other donors and development partners) as well as both project direct and indirect beneficiaries.

Clear ethical guidelines should be followed and implemented, obtaining consent from any individuals interviewed or included in FGDs. The evaluation should be gender and youth responsive, as outlined in the evaluation objectives, using a participatory methodology . Any limitations in the design should be clearly stated and data should be triangulated to enhance the robustness of the findings and conclusions.

Evaluation Scope

The evaluation will be conducted as the two projects are finalizing their activities and will cover the entire cycle of the two projects. It will take into consideration activities conducted across the entire region (Autonomous Region of Bougainville), evaluating the reach of the project in the process.

The Autonomous Region of Bougainville has (3) regions, (13) districts 33 constituencies and over 450 Wards. Decision on the specific locations for the evaluation will be proposed by the project RUNOs and the UN Political Liaison Officer and agreed with the evaluation team based on the methodology and proposed sample size. The evaluation will need to include representation of the three regions for this exercise, as well as a specific focus on Buka, the Autonomous Bougainville Government (ABG) and respective ABG departments.

In accordance with the evaluation objectives, and guided by the OECD DAC Evaluation Criteria in Settings of Conflict and Fragility²⁶ and United Nations Evaluations Group norms and principles, the following key areas and questions will be examined in the evaluation as indicated below. The evaluation should not be limited to these questions and the report does not need to answer them individually, but should ensure that the below aspects are covered in the integrated analysis per evaluation criterion.

Relevance

- To what extent did the project align with and contribute to the major peacebuilding concerns and needs in Papua New Guinea and the Autonomous Bougainville Region?
- To what extent was the project in line with the Government of PNG's national development priorities, ABG regional priorities, UNDP, UNFPA and UN Women current country programme outputs and outcomes, UNDAF and the SDGs, especially as they relate to sustaining peace?
- Assess whether the objectives remained relevant over the course of the project, and whether adjustments were made.
- To what extent were the lessons learnt from other projects including perspectives of men, women, and young people, taken into account during the project design and implementation?
- To what extent did the two projects address the major peacebuilding needs and concerns of the Bougainville communities, including young people and women?

²⁶ <https://www.oecd-ilibrary.org/docserver/9789264106802-en.pdf?expires=1570808839&id=id&accname=ocid195767&checksum=E395E7C957BEA0EADC13DACF9A702741>; <https://www.cdacollaborative.org/wp-content/uploads/2017/01/Reflecting-on-Peace-Practice-RPP-Basics-A-Resource-Manual.pdf>

Coherence

- How well did the two projects collaborate and coordinate?
- How compatible were these two projects with other interventions in the Bougainville context? For example, with other existing ABG strategies, policies or programmes.

Effectiveness:

- What were the two projects' key achievements, as supported by evidence? How did the projects progress against their intended results and indicators of progress?
- To what extent did the project empower women, men, youth and other vulnerable groups, as intended?
- Did the project realise its theory of change?
- What were the main factors of success and challenges to the project's achievements? What could have been done better?
- How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting?
- Was the project monitoring system adequately capturing data on **peacebuilding** results at an appropriate outcome level?

Impact:

- What difference did the interventions make to the country and to the communities? How have they contributed to a peaceful and inclusive pre-referendum, referendum and post-referendum processes and the Bougainville Peace Agreement implementation?
- Describe any unforeseen impacts or unintended consequences (whether positive or negative).
- Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice.

Efficiency:

- Assess how program management factors and decisions, such as program team structure, partnerships, work planning processes, delivery approach and M&E processes contributed to the project delivery and efficiency.
- Assess the quality of Internal and External Communication, including relationships within the team, partners, stakeholders, donors and beneficiaries.
- Assess to what extent were project management and implementation participatory, including of men, women, youth and any other targeted groups?
- Assess the quality of the learning processes such as self-evaluation, learning and adjustment on the basis of monitoring, coordination and exchange with other projects for learning.
- Assess whether the project can be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively? Were resources (funds, male and female staff, time, expertise, etc.) allocated strategically to achieve outcomes?
- How well did the projects monitor and address risk during design and implementation?

Sustainability

- To what extent are the major project achievements likely to be sustained after the project end?
- To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- What are any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners?
- Did the projects have an exit strategy and did they actively look for opportunities for catalytic effects, financial or otherwise?

Cross – Cutting

Human Rights:

- To what extent have the two projects contributed to the protection of human rights, including through opportunities for poor, indigenous and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups as part of project implementation?

Gender Equality

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project and has the project contributed to any change in gender equality?
- Is the gender marker assigned to this project representative of reality?

Disability

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?
- How did the project work to support people with disabilities and help to remove barriers did persons with disabilities face?
-

Evaluation Deliverables

The evaluation team will be responsible for the following deliverables, which will be reviewed by the Evaluation Reference Group consisting of UNDP, UNFPA, UN Women, Political Liaison Officer and PBSO.:

Inception Report

- Conduct a desk review of past reports, Results Framework, other documents including the baseline and the Mid-term Evaluation reports
- Develop a methodology for the collection of data
- Develop questionnaire against the key evaluation questions
- Develop a field evaluation schedule

Presentation of Initial Findings

- Data collection, analysis, and presentation.

Draft Evaluation Report

- Data collection and analysis
- Develop a report of the methodology and findings against the key questions
- Circulation of draft report for comments

Final Evaluation Report

- Incorporate comments and final report submitted
- The final report should not be more than 45 pages. The report must have a cover page, list of acronyms, executive summary and annexes.

The whole exercise is estimated to take 11 weeks but there is always flexibility to adjust as and when necessary.

Evaluation Management

The End-of-Project Evaluation will be executed under the management of the evaluation manager or the Reference Group with on the ground support from available RUNO (UNDP, UNFPA and UN Women), PBF focal point. Further logistical and liaison support will be given by the Port Moresby Technical team where necessary support though the duration of the evaluation. The AROB focal point Officer will provide further information on project activities and stakeholders, and will facilitate liaison with implementing partners and beneficiaries. The evaluation team leader will provide brief progress updates on a weekly basis to the evaluation Manager and will work in close liaison with the Reference Group throughout the evaluation.

Annex 2 (a): UNEG Code of Conduct for Evaluators²⁷

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals, and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: Michelle Spearing

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at: UK, on 01/06/22

Signature:



²⁷ Source: <http://www.unevaluation.org/document/detail/100>

Annex 2 (b): UNEG Code of Conduct for Evaluators²⁸

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals, and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: Pamela Kamy

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at: Port Moresby Papua New Guinea , on 01/06/22



Signature:

²⁸ Source: <http://www.unevaluation.org/document/detail/100>

Annex 3: Key evaluation questions

Relevance

- To what extent did the projects align with and contribute to major peacebuilding priorities of GoPNG and ARoB?
- To what extent did the projects address major peacebuilding needs and concerns of Bougainville communities?
- To what extent were the projects aligned to the with GoPNG national development priorities, ABG regional priorities, and UNDP, UNFPA and UN Women country plans?
- To what extent do the projects reflect the SDG's as these pertain to peace?
- To what extent did objectives remain relevant over the course of the projects? Were adaptations appropriate?
- To what extent were lessons taken reflected in project design and implementation?
- How were perspectives and needs of different groups reflected? Such as men, women, youth and children, former combatants, survivors of security incidents/violence, people with disabilities?
- How appropriate and relevant were the project designs (theory of change, results framework, assumptions)?

Coherence

- How well did the two projects collaborate and coordinate between themselves?
- How compatible and/or coordinated were the projects with other interventions supporting the ARoB peace process and with existing ABG strategies, programmes, and policies?

Effectiveness:

- What were the projects' key achievements? How are these evidenced? How do they compare with intended results?
- How did the projects' progress reflect the theory of change (ToC)? Were changes made to reflect an updated ToC?
- To what extent did the project empower women, men, youth, and other vulnerable groups specifically?
- What factors supported the projects' achievements? What factors were challenges to realising project goals?
- What could have been done differently to enhance effectiveness?
- How appropriate were the projects' targeting strategies (geographic, social) and did they reach the right beneficiaries?
- Was the project monitoring system adequately capturing data on peacebuilding results at an appropriate outcome level?
- What areas of the project were not achieved? What explains these failures?

Impact:

- What difference did the interventions make to ARB/PNG and to beneficiary communities? What evidence is there?
- How have the projects contributed to peaceful and inclusive pre-referendum and post-referendum processes and to implementation of the Bougainville Peace Agreement?
- Were there unforeseen or unintended impacts, positive or negative?
- Were there innovative approaches or exceptional experiences that demonstrate key lessons or best practice?
- Were there high-risk approaches or interventions that are noteworthy?
- Were impacts seen across all groups? Were any groups excluded?

Efficiency:

- How did programme management and decision-making contribute to efficiency?
- How did internal and external communication and relationships with different stakeholders contribute to delivery?
- Were there any capacity gaps in the projects and did this impact on delivery of results?
- To what extent was project delivery participatory and was it inclusive of women, youth, and other key groups?
- How efficient were learning processes, self-evaluation, knowledge management and dissemination?
- What evidence is there that the projects represented value-for-money?
- Were financial and human resources used effectively to support strategic goals and the activity plan?
- How were risks monitored and addressed?
- To what extent are the major project achievements likely to be sustained after the project end?
- To what extent will targeted men, women, youth and other vulnerable people benefit from the projects' achievements in the longer-term? What factors could increase the long-term impact?
- Will appropriate resources (financial, human, institutional) be available to sustain the benefits of the projects?
- Did they seek catalytic effect? What evidence is there that achievements can be sustained or replicated elsewhere by government, NGO's, communities, or others? Is this likely and what is needed to support this?
- Did the projects have appropriate exit strategies?

Cross-cutting issues:

- To what extent have the projects contributed to the protection of human rights, including through opportunities for poor, indigenous and physically challenged women, men, boys and girls?
- To what extent have gender equality and women's empowerment been addressed in project design, implementation and monitoring? How has the project paid attention and contributed to gender equality and/or women's empowerment?
- Have the projects adequately reflected their assigned gender marker?
- Were persons with disabilities consulted and meaningfully involved in planning and implementation? How did the projects work to support persons with disabilities?

Annex 4: List of documents reviewed

1. Sustaining Peace in Bougainville: ProDoc (original and updated versions)
2. Papua New Guinea Peacebuilding Priority Plan (2015-2017): ProDoc
3. Evaluation of the Peacebuilding Priority Plan 2018
4. UN PBF Baseline survey 2016 and perception surveys 2017 & 2021
5. Post-Referendum Process Support Project: ProDoc 2020
6. SPB Annual Work Plans 2018-2022
7. PRSP Annual Work Plans
8. M&E Plan and Results Framework
9. Project risk logs
10. Conflict Analysis and Lessons Learned documents 2020 (reports of a facilitated workshop)
11. Project progress reports
12. Project Annual reports (only 2018 available)
13. Project mid-year reports
14. Joint supervisory body meeting minutes
15. Project board meeting minutes (2020 only)
16. Joint press release and media statement
17. Project monitoring mission reports
18. Bougainville Strategic Development Plan 2018 – 2022, ABG
19. UNDAF PNG
20. UNPBF PNG Re-eligibility Request 2020

Annex 5: List of informants/stakeholders consulted

Name	Position &/or connection to the projects	Location
Wemin Boi	Director: National Coordination Office for Bougainville Affairs (NCOBA)	POM
John Avira	Former Director: National Coordination Office for Bougainville Affairs	POM
Ivan Pomaleu	Chief Secretary - PM&NEC	POM
Christopher Aisa	PM&NEC	POM
Dr Thomas Webster	National Research Institute (NRI)	POM
Hon Ishmael Toroama	President-Bougainville	Buka AROB
Dr John Momis	Former President - ABG	Buka AROB
Simon Pentanu	Speaker – Bougainville House of Representatives	Buka AROB
James Tanis	Former ABG MP (consulted as speak as a political leader and ex – combatant)	Nagovis, South Bougainville
Patrick Nisira	Vice President and Minister for Economic Development	Buka AROB
Ms. Francisca Semoso	Former Speaker and Women Representative for North Bougainville	Buka AROB
Stephanie Elijah	Secretary for Department of Independence Mission and Implementation	Buka AROB
Barbara Tanei	Bougainville Women's federation President	AROB
Theresa Jaintong	National Council of Women	AROB
Rose Pehei	Consultant UNW- views on Kon'nou	Buka AROB
Robert Tapi	Clerk of Parliament – BHOR	Buka AROB
Shadrach Himata	Chief Secretary-ABG Government	Buka AROB
Albert Punhgau	Former ABG MP	Siwa, AROB
Mana Kakarughths	Secretary Community Development	Buka AROB
Stanford Komena	Acting Secretary for Department of Commerce, Trade and Economic Development	AROB
Julie Bukikun	ARR Governance – UNDP	POM
Velea Vagi	Governance Programme Analyst – UNDP	POM
Dirk Wagener	UNDP Resident Representative and UN RC a.i	POM
Edward Vrkic	Deputy Resident Representative UNDP	POM
Aigul Murat	Programme Manager – Bougainville Project	Kyrgistan
Steven Panui	Assistant Representative – UNFPA	POM
Caroline Nyamayemombe	Deputy Country Representative - UN Women	POM
Rui Flores	UN Political Liaison Officer, DPPA Asia-Pacific Division	AROB
Gianluca Rampolla	Former UNDP Res Rep for PNG	POM
Clayton Harrington	Bougainville & Kokoda Counsellor /Former First Secretary Bougainville, DFAT	POM
Hiroki Fukumoto	First Secretary	POM
Serge Loode	Director – Peace & Conflict Studies Institute Australia (PaCSIA)	Australia
Jelena Zelenovic	Peace Building Support Office	New York
Stewart Kotsin	UNDP Programme Interlocutor / Former Project officer UNOCHR/UNDP-GYPI project	Central Bougainville
Sr. Lorraine Garasu	Nazareth Centre for Rehabilitation	AROB
Adriana Schmit	Director ABG Media Bureau	Buka, AROB
Hon Carlos Kaitavara	Minister for Justice-Former Project officer UNDP/UNFPA-GYPI	Buka, AROB
Sam Kauona	Former Leader of the Bougainville Revolution Army	Central Bougainville
Josephine Kauona	Women's leader BWF	Central Bougainville
Alex Karengeuna	Secretary Department of Commerce, Trade, Economic Development	Buka, AROB
Catherine Toroi	Director Research and Policy Department, Trade, Economic Development	Buka, AROB
Emmanuel Mah	Director SOE commerce, Trade, Economic development	Buka, AROB
Raymond Moworu	Director Trade and Investment commerce, trade, economic development	Buka, AROB
Helen Hakena	Women's leader	Buka, AROB
Martin Barita	Clan Chief Goaoe	Panguna
Philomath Barita	Goaoe Domana Ward President BWF (niece to Francis Onna)	Panguna
Augustine Teboro	President Bougainville Youth Federation	AROB
Philip Miriori	Clan Chief Goaoe, peace defender	Panguna
Peter Hiro	Coordinator South Bougainville-PaCSIA	Siwai, South Bougainville
Elizabeth Sakina	Chair, Kopi Community Government/Pastor Four square church – independent view on Tonu	Siwai, South Bougainville
Hon Thomas Tari	Minister Health	Buin, South Bougainville
Masallin Kokehi	Former Member Central Bougainville, female coordinator Central Bougainville PaCSIA	Central Bougainville
David Maleku	Magistrate and member of the Bougainville Constitution planning commission	Central Bougainville
Bishop Toroi	Bishop of Toroi	Buka AROB
Ps Albert Mangoi	Council of Church representative	Buka AROB
Peter Tsiamalili	Bougainville Regional MP	POM
Thornilla Matbob	Minister for Education	Buka AROB
Thomas Pataaku	Minister Community Government	Buka AROB
Medley Koito	Director Community Development	Buka AROB
Stacey Tarura	Youth Development Manager-Community Development	Buka AROB
Amanda Masono	North Bougainville Women Regional MP/Minister for Lands, Environment, and Climate Change	Buka AROB

Annex 6: Data collection instruments

Questions for Key Informants

Please tell me about your experience with the project. How much do you know about the projects and or its activities?

Please answer our questions and discuss the project based on your specific experience with the project and its activities. We want to know about what you know, think, and did with the project and its activities, as well as what your organisation did with the projects.

Relevance

- Based on your experience, do you think the projects did the right things to support the peace process in Bougainville?
- How much did the projects respond to the needs and priorities of beneficiaries (especially women and youth) in the prevention of inter-group conflict?
- How much did the projects respond to the needs and priorities of partner institutions in the prevention of inter-group conflict?
- Do you think the project was appropriate and relevant? Why or why not?
- Do you know the theory of change of the project? IF YES,
- How relevant was the theory of change to the design and delivery of the project? Was the theory of change used in implementation? Was the theory of change tested as data was gathered in implementation?
- Did objectives of the project remain valid over the course of implementation? Were there adaptations?

Coherence

- How well did project activities fit with other projects in the ARoB, social sector projects there, and National/Regional government strategies?

Effectiveness

- Did the project achieve its objectives? Why or why not?
- What do you see as the main achievements of the project based on the project's objectives?
- What do you see as the key achievements of the project? What is the importance and relevance of these key achievements?
- Were there any major failures of the project or objectives that were not met? If any, why did these failures happen?
- How did the project collaborate with and complement other relevant projects and/or partners?
- Was the project relevant in addressing the causes or drivers of conflict in the ARoB?
- Was the project relevant to the peacebuilding priorities of the government?
- Was the project relevant to the peacebuilding priorities of beneficiary communities?

Efficiency

- Would you say the intervention delivered results in an economic and timely manner? Why or why not?
- Are there any practices or approaches of the project that would identify as "best practices"? If so, what are these practices?
- What evidence is there for efficient planning and implementation?
- Were plans used, implemented, and adapted as necessary?
- Was the overall project work plan used?
- What percentage of activities in the work plan were delivered?
- Were project financial expenditures in line with the activity plan?

- Was monitoring data collected and used to inform plans? If not, why not? If yes, how?
- Based on your experience, do you think the project delivered value for money given its scope and scale of impact?
- What evidence is there that the projects used resources economically to deliver the project?
- Were there other programme management factors that had strong positive or negative effects on delivery?
- How were working relationships in the project team?
- How were working relationships between the project and partners, stakeholders and the PBSO?
- What did the project do to support learning?
- How were the internal communications within the UN on the project?
- How were external communications with those outside the UN?
- Can you identify and describe any exceptional experiences that should be highlighted as good practices to be replicated? If so, what are these good practices?

Impact

- What difference did the projects make?
- Did the projects lead to significant higher-level effects? If so, what were these effects?
- Did the project make a difference in terms of peacebuilding? How?
- Were there any unforeseen impacts or unintended consequences - positive or negative – from the project? If so, what unintended effects do you see?

Sustainability

- Do you think the projects have had lasting benefits? If so, what are these benefits? Why have they been sustained?
- How do you see the potential for sustainability, replication, and expansion?
- What is needed next? And what is feasible next?
- What do you see as the key factors shaping the sustainability of the project?
- What organisations do you think could continue project activities? Why/how do you think they could continue these approaches?
- Do you have any evidence that organisations, partners, or communities have copied, up scaled or replicated project activities? If so, what is this evidence?

Gender Equality and Human Rights

- To what extent was gender equality integrated into the project's design and implementation?
- How did attention to gender equality advance the project's work, impact and relationships with partners and stakeholders?
- To what extent were human rights integrated into the project's design and implementation?
- How did attention human rights advance the project's work, impact and relationships with partners and stakeholders?

Questions for Focus Group Discussions

Please tell me about your experience with the project. How did you learn about the peace project and begin to work with the project or its activities? [GO AROUND TO GET RESPONSE FROM EACH PARTICIPANT]

Please answer our questions and discuss the project based on your specific experience with the project and its activities. We want to know about what you know, think and did with the project and its activities, as well as what your organisation did with the projects.

Relevance

- How much did the projects respond to your needs and priorities?

Effectiveness

- What do you see as the main achievements of the project?

Efficiency

- What things did the project team do that you found worked particularly well – or poorly? Why did these aspects have these effects?

Impact

- What difference has the projects made in your communities? Why has it had these effects?

Sustainability

- Are project contributions lasting? Why or why not?

Gender Equality and Human Rights

- How much did you and others discuss gender equality?
 - Did attention to gender equality advance the project's work? If so, how?
 - How much did you and others discuss human rights?
 - Did attention human rights advance the project's work? If so, how?
-