

FINAL REPORT – Bougainville Community Governance Project

Summary information	
Grantee Name:	CARE International in Papua New Guinea
Grant Number:	PGF-2016-0014/GASC3.6.2
Grant Project Title:	Bougainville Community Governance Project
Region:	Autonomous Region of Bougainville
Country:	Papua New Guinea
Budget:	\$2,275,515
Reporting period:	1 July, 2015 – 30 June, 2017
Primary contact/s:	Christopher Hershey – Christopher.hershey@careint.org ; Justine McMahon – Justine.mcmahon@careint.org

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Acknowledgments

CARE International in PNG (CIPNG) would like to thank the following individuals and organisations for their support of this project:

- Autonomous Bougainville Government, especially:
 - Minister for Community Government
 - Department of Community Government
 - District Administrators for Wakunai and Torokina
 - Council of Elders (now Community Government)
 - Constituency Members for Rau, Terra and Torokina
- The people of Wakunai, Torokina, Buin and Tinputz Districts
- Bougainville Women's Federation
- Department of Foreign Affairs and Trade
- PNG Governance Facility
- CARE Australia
- The staff and volunteers who dedicated their time and energy to achieving change through this project

1 Acronyms

ABG	– Autonomous Bougainville Government
ARoB	– Autonomous Region of Bougainville
BCG	– Bougainville Community Government
CDP	– Capacity Development Program
CIPNG	– CARE International in Papua New Guinea
CoE	– Council of Elders
DCD	– Department for Community Development
DCG	– Department of Community Government
DLGOs	– District Local Level Government Officer
DoF	– Department of Finance
DoP	– Department of Peace
DPC	– District Planning Committees
EM	– Executive Manager
GIS	– Global Information System
SCM	– Steering Committee Meetings
VASP	– Village Assembly Strengthening Project

2 Executive summary

The Bougainville Community Governance Project (BCG) came at a pivotal time for governance and administration in the Autonomous Region of Bougainville (ARoB). Years of preparation eventually resulted in the passing of The Bougainville Community Government Act June 2016. The CG Act was designed to increase community participation in planning, implementation and decision making on important issues. One of the unique features of the CG Act was the requisite that half of all Community Government (CG) representatives should be women.

For the new political structure (and the requirement to include women in it) to succeed, a significant amount of preparatory and formative work in communities needed to be done. The majority of people who would be responsible for taking the CG Act forward had little familiarity with its complexities or with the meaning of, and strategies for, (effective) governance. The requirement for fifty percent female and male representation in the political structure challenged long held cultural norms. The lack of female representation in the formal political life of ARoB meant that targeted training and mentoring had to be made available to women so that a.) there were enough women who could meaningfully participate in the CG and b.) men understood the benefits of women's participation so they could help to provide a supportive, enabling environment.

BCG was designed to work with the communities in the Districts of Wakunai, Buin and Torokina to help prepare for the new political structure. The overall goal of the project was to assist Community Governments to practise governance that contributes to peace, security and prosperity in Bougainville.

While the project had several successes – the impact of which will be more obvious after its completion, there were a number of setbacks. All of these were outside CARE International in PNG's (CIPNG) control. Some of the setbacks, including the cessation of 2017 activities in Buin for security reasons and suspension of activities during the CG campaign period, contributed to the underspend of the budget. Nonetheless, the project's key achievements can be summarised as:

- All four planned Community Governance manuals have been completed and endorsed by the Department of Community Government (DCG). These manuals will be used by the DCG, and trained public servants, to provide training for new members of the CG in the four corresponding modules covering: good governance and leadership, community governance in practice including the role of government members, inclusive and equal participation in development and mobilising resources for community Development.
- 42 Community facilitators have attended Training of Trainers on the above modules (some modules 1-3, others module 4) and have rolled out training in these modules to 841 (585 male, 256 female) participants in village strengthening trainings.
- In the participating communities there are firm indications of increased support for, and understanding of, women's involvement in the political process. This was borne out in discussions with the community members in training, mentoring, monitoring and the community forums. Five women who attended BCG training won seats in their respective wards in 2017 CG elections, one of whom was a BCG Community Facilitator; she is now the new chairperson for the Torokina CG. This is a promising development but intensive, ongoing support needs to be offered to women
- In total, 65 village (VA)/ward profiles have been created. These profiles will contribute to the development of CG profiles which encompasses many wards. These profiles will form a baseline of the current community strengths and weaknesses as well as existing infrastructure

- In the process of completing the VA/Ward profiles, community skills on inclusive planning, meaningful participation, data collection and information gathering were enhanced
- Based on the plans they developed, communities initiated self-help projects of which 18 are complete and 29 are in progress. Community mobilisation resulted in the building of teacher's houses, cleaning cocoa blocks and construction of meeting venues.

It could be said that BCG was ahead of its time. Certainly during the first 18 months of the project much of the government recruitment had not been completed and key stakeholders were still comprehending the complexities of the new political structure. However, the concepts that were introduced through BCG and the community formation were timely. Indications from DCG are that it is now better placed to go ahead with BCG. The political and community environment is conducive to BCGII.

3 Background

Following the Village Assembly Strengthening Project (VAS) in Tinputz District, the Department of Community Development (DCD) approached CIPNG to design a project that would support the roll out of the new Community Development Act. One of the key aims of the project was to assist District and Community public servants to improve the skills so that they could more effectively perform their duties.

After consultation with ABG and community leaders, CIPNG submitted a proposal to Australia's Department of Foreign Affairs and Trade (DFAT). DFAT agreed to fund the project for four years. BCG's main function was to support the strengthening of Community Governments as well as to assist with participatory planning and governance. An important feature of the project was that it would work in partnership with the Autonomous Bougainville Government (ABG) to develop and implement a Capacity Development Program for Community Governments, District and Community Government Administrators and Village Assemblies, to prepare government stakeholders for their new roles in the ABG framework for Community Government and District planning.

To achieve this, BCG had three objectives:

1. Community Governments in ARoB are increasingly participating effectively in planning, governance and service delivery
2. District and Community Government level public servants in ARoB have enhanced capacity to facilitate planning and delivery of accessible, acceptable, available and quality (AAAQ) services
3. Village Assembly (VA) leaders in ARB are increasingly engaged in local governance and community self help initiatives

The original plan was that BCG would be rolled out in two phases:

- Phase 1** — July 2015 to June 2017: CIPNG would develop and trial a Capacity Development Program (CDP) in four pilot Districts. CIPNG would lead implementation throughout this phase, while DCG staff acquire the skills to take over the facilitation of the CDP
- Phase 2** — July 2017 to June 2019: The Department of Community Governance (DCG) would roll out the CDP to other ARoB Districts. CIPNG's role would be to advise, monitor and support this process

The project activity plan was developed on the assumption that the CG Act would be passed by the ABG Assembly mid-2015, prior to the ABG parliamentary elections. This did not occur and the legislation was held over until the new Parliament. The legislation was finally drafted in April 2016 and the CG Act was passed by the ABG House of Representatives during the June 2016 sitting. The CG elections were held in March 2017.

In December, 2016 CIPNG was officially informed that BCG would end at the completion of Phase 1, on 30 June, 2017.

4 Methodology

One of the driving motivations behind BCG was to assist the ABG to roll out the revised framework for Community Government and District Planning and Service Delivery. This framework aimed at improving local level governance by implementing the ABG policy of strengthening the Community Governments (formerly COEs) and devolving greater responsibility for planning and service delivery to District Administrations and Community Governments.

CIPNG's role in BCG was to:

- ensure that women were prepared for greater participation in Community Governments
- strengthen linkages between the ABG and District and community governments through the development of training modules and corresponding manuals for community leaders and public servants
- mentor and support community leaders on their new roles and responsibilities
- provide community awareness about the new Act

The activities were evidence-based and the methodology influenced by CARE's previous Integrated Community Development project in the Highlands. The project gathered information through various approaches at different levels. Questionnaires were used to gather information on the District and the Community Governments to assess the enabling factors that support government workers. This was followed up by workshops that investigated the work practices of public servants and the changes to that work following the introduction of the CG Framework.

To support this work, individual discussions and questionnaires asked individuals about the training they thought they needed to effectively transition to the new structure in order to provide support to CGs through their service delivery roles.

The project supplemented this by conducting an analysis of public servants' training needs; this formed the basis of the design of a Capacity Development Program (CDP). The CDP included training as well as informal and formal support of DCG officers, through coaching and mentoring, so that they would have the skills and confidence to do their jobs more effectively. This process led to the development of four modules that could be used during induction programs for middle managers at the District and CG levels. These modules included good governance and leadership, community governance in practice including the role of government members, inclusive and equal participation in development and mobilising resources for community Development.

It is expected that the training and compliance officers within the DCG and/or the Department of the Public Service will be responsible for the on-going training of their officers following the completion of the project. However, public servants at the decentralised level (district and CG) who have been through this process are required to implement certain aspects of the modules (such as provide training to the community governments and the village assemblies during orientation programs on project management etc. and assist with monitoring of the community governments).

Throughout all of CIPNG's work there is a strong emphasis on inclusion of women and girls. In BCG this manifested itself in various ways including ensuring that women were able to attend activities and participatory planning, advocacy to community leaders about the importance of women's participation in leadership as well as targeted coaching to women in communities. This integrated form of support, on this scale, had not been available in ARoB until the advent of BCG.

5 Achievements against activities and outputs/milestones

Objective	Output	Target	Status	Comments
1. Community Governments in ARB are increasingly participating effectively in planning, governance and service delivery	Output 1.1: Community Government capacity building approaches developed and trialled in collaboration with DCG	<ul style="list-style-type: none"> Capacity building modules in place and approved by DCG Orientation held for all CG's Development forums held in all pilot CGs 	Partially completed	<p>The modules have been completed. They have been handed over to the DCG for continuation when CARE withdraws</p> <p>Orientation could not be conducted as CG members have not yet been recruited</p> <p>Two CG forums were held in Wakunai and Torokina. The Buin forum could not be held</p>
	Output 1.2: Community Government members are trained, and mentored in their roles and responsibilities	Activities against this output were planned for 2016/17 financial year	Partially completed	<p>CIPNG conducted nine mentoring visits in Wakunai and Torokina. This included working with community members and leaders on roles and responsibilities, particularly in relation to how they do their work. More of these activities could have been conducted if all CG members had been recruited and were in place. In addition, due to the conclusion of funding this objective was incomplete, as communicated to PGF in December 2016</p>

<p>2. District and Community Government-level public servants in ARoB have enhanced capacity to facilitate planning and delivery of accessible, acceptable, available and quality (AAQA) services</p>	<p>Output 2.1: Appropriate and flexible approaches for strengthening District and CG administration capacity to support participatory planning and the CG service delivery role are developed</p>	<ul style="list-style-type: none"> ▪ Capacity building modules in place and approved by DCG ▪ 3 Regional Orientations held ▪ ABG orientation held ▪ 4 DPC Orientations held ▪ 3 regional ToT's conducted ▪ Desk established in each of the 3 new Districts ▪ 4 District Project Steering Committees established and meeting regularly 	<p>Completed</p> <p>Part complete</p> <p>Part complete</p> <p>Part complete</p> <p>Part complete</p> <p>Part complete</p> <p>Part complete</p>	<p>Due to the conclusion of funding, much of this objective was largely incomplete (as communicated to PGF in December 2016.) Due to the delay in the recruitment of CG staff it was not possible to establish Desks in the Districts nor to support Project Steering Committees as fully as possible</p> <p>26 Steering committee meetings were conducted</p>
	<p>Output 2.2: District and CG administrations are trained and mentored to carry out their governance, planning and implementation and peace building related roles and responsibilities year</p>		<p>Partially complete</p>	<p>Five trainings of district and ward leaders, women and youth representatives were conducted. 328 people (including 55 community leaders, 50 women and 41 youth representatives). However, progress was hampered due to the delay in recruitment of CG staff and the cessation of BCG funding</p>

3. Village assembly leaders in ARoB are increasingly engaged in local governance and community self help initiatives	Output 3.1: Appropriate and flexible approaches to building VA leaders' knowledge and participation in CG processes are developed	Capacity building modules in place and approved by DCG	Completed	All four capacity building modules completed and endorsed by BCG.
	Output 3.2: VA leaders are supported to increase their understanding of ABG planning and budgeting processes and their roles in providing input into CG and District planning as well as their role in the building and maintenance of peace	30 VA Baselines completed 60 facilitators trained 24F:36M) 900 community leaders trained (F360: M540) 30 Women / youth forums held	Part complete	666 community members participated in the baseline survey. 65 VA/ward profiles were completed (21/26 in Wakunai, 24/25 in Tinputz and 20 in Torokina) 42 community facilitators trained (28M:14F) 841 community leaders were trained in modules 1-4 (585 male: 256 F) 103 VA forums in total (29 in 2017) and 2 CG forums were held
4. Performance monitoring evaluation and information sharing			Completed	9 mentoring visits were conducted in Wakunai and Torokina. During the VA forums BCG lessons learned were shared with participants. The earlier than planned completion of the project did not allow time for a formal evaluation

6 Key results and discussion

Objective 1: *Community Governments in ARB are increasingly participating effectively in planning, governance and service delivery*

Output 1.1 Community Government capacity building approaches developed and trialed in collaboration with DCG

The delays caused by the signing of the agreement with DFAT and more pertinently, the passing of CG Act, directly impacted on most activities other than consultations with the DCG and other stakeholders in the early part of the project. However, dialogue with the DCG progressed well and a general agreement was reached on training requirements for CG Members. This allowed work to commence on developing training materials. A consultant was contracted to develop the orientation and the one-week training for community government members; these have been completed by CIPNG and approved by DCG.

Two CG forums in Wakunai and Torokina were held in May 2017 to share information about the CG Act and updates updates in relation to its implementation and planning. Due to the cancellation of activities in Buin, that forum could not be held. However, representatives from the Buin area were invited to the Arawa forum. Support visits, including mentoring and project monitoring, to each of the two CoEs in Tinputz did proceed and focused on helping members attain a good understanding of the information presented during the CoE forum conducted at the end of the previous Village Assembly Strengthening Project. This includes VA/ward profiles and development priorities for each of the 25 VAs. Support was also provided to the Tinputz District and the two CoEs in identifying a process they can use to allow VAs to access the grant from the BCG Minister for Community Government that was made to each VA. Guidelines were set by the CoEs and the district which VAs can use.

Output 1.2: Community Government members are trained, and mentored in their roles and responsibilities

Due to the delay in recruiting CG members, activities against this output were limited. Mentoring and support visits were conducted but this was for Ward leaders. The resource materials have been developed and are ready for use for CG members are in place.

Objective 2: *District and Community Government level public servants in ARB have enhanced capacity to facilitate planning and delivery of accessible, acceptable, available and quality (AAAQ) services*

Output 2.1 Appropriate and flexible approaches for strengthening District and CG administration capacity to support participatory planning and the CG service delivery role are developed

The following was highlighted in the annual report that was submitted to Abt Associates in December 2016. However, because this is a final project report some of the information warrants mention again.

CIPNG staff who worked on the BCG project participated in the first day of the DCG and District Administration workshop in Arawa on 20 October, 2015. The workshop brought together all the District Executive Managers (Ems) and District Local Level Government Officer (DLGOs) to discuss the changes taking place in the ABG administrative system. CIPNG presented the BCG project which introduced the project to a larger audience. During this workshop, meetings were held with Buin and Torokina EMs to discuss the project and confirm arrangements for the introductory visits to those districts. A meeting was also conducted with the Wakunai EM to confirm arrangements made during a visit under the VAS project, which conducted the Rapid Capacity Assessment workshop and collected baseline data of district and Council of Elders (CoE) staff.

In March 2016, agreement was reached with DCG over the project approach, particularly under Objective 2.

In May a desk was established in the DCG for CIPNG's BCG Project Manager. This resulted in a more collaborative working arrangement on project activities. It included collaboration on the design of the training package and in addressing issues related to the recruitment of the crucial CG Manager positions.

District entry in the three new districts was completed, including:

- Introduction to the project at District, CoE and VA level
- Approval to establish a desk in the District office for the CIPNG District Facilitators
- Establishment of a District Steering Committee

Rapid Capacity Assessment workshops were held in Buin and Tinputz. District level public servants and some CG staff assisted with the collection of baseline data on their work and future expectations. The Capacity Assessment Workshop was held in Wakunai under the VAS project. These workshops provided an assessment of the capacity development needs of District and Community Government staff for them to be able to fulfil their duties under the new District arrangements of the ABG and the CG Act.

Another Rapid Capacity Assessment workshop with district level public servants and some CG staff planned for Torokina shortly afterwards was postponed due to unavailability of officers. The rescheduled workshop was not delivered for the same reasons. Therefore, the project completed the Rapid Capacity Assessment analysis and report using data from three of the four districts. Nonetheless, this report was considered sufficiently representative of the capacity needs of public servants and was submitted to DCG in early April. This report informed the shaping of the training packages required for district and community government level staff.

Following the passing of the CG Act in June, 2016 the project supported the DCG to facilitate a one-day forum to discuss the CG Act and its implication for ABG Departments, all of which have a role under the CG Act. The purpose of the forum was to ensure that departments fully understood that as a level of government they have a role to play in supporting the work of CGs. Some of the issues that were raised and required resolution were:

- The planning process: could / would the CG monitoring feed in to the sector planning processes? This should form the bottom of the 'bottom up, top down' planning process

- District Planning Committees: given that the planning process could be adequately and more equitably managed through the CG monitoring reports up to the line departments, were DPCs required?
- The interaction between departmental district officers and CGs as well as gathering required sector information on policies, standards etc

To clarify the thinking around the training package, CIPNG undertook consultations in June with two institutions that deliver training for PNG Government: the School of Governance at the PNG Institute of Public Administration (PNG IPA) and the Divine Word University (DWU). The aim was to identify suitable courses for the CG Managers to be consolidated into a training package through which participants could obtain a qualification such as a certificate in CG Management. A proposal was submitted to the DCG setting out the program content of the various units and sessions for a four-week comprehensive *Certificate in Introduction to Community Government Management (ABG)* course. It was planned that this suite of training would be recognised by the ABG as a requirement for all CG Managers. As a result of the delay in recruiting the CG managers, this consultancy was changed to the orientation plus the one-week training under Component 1.

District steering committees have been established in target wards and 26 Steering Committee meetings were conducted.

Output 2.2 District and CG administrations are trained and mentored to carry out their governance, planning and implementation and peace building related roles and responsibilities

Again, due to the delay in recruiting CG members, activities against this output were limited. However, District and Ward leaders did participate in training governance, planning and implementation. Five trainings were conducted involving 328 people (including 55 community leaders, 50 women and 41 youth representatives). However, progress was hampered due to the delay in recruitment of CG staff and the cessation of BCG funding. This is mentioned in more detail in Objective 3.

Due to time constraints and the uncertainty (and then cancellation) regarding Phase II of the project, the curriculum development work under Objective 2 was suspended.

Objective 3: *Village assembly leaders in ARoB are increasingly engaged in local governance and community self help initiatives*

As the project went on, VA leaders increasingly engaged in local governance and community self-help initiatives. Currently 18 community projects have been completed with 29 still in progress. Community mobilisation resulted in the building of teacher's houses, cleaning cocoa blocks and construction of meeting venues (illustrated in annex 2 case studies).

Throughout its life, the project experienced significant challenges under this objective as a result of the delay to the passing of the CG Act which resulted in a revision of project strategy.

Output 3.1 Appropriate and flexible approaches to building VA leaders' knowledge and participation in CG processes are developed

All four planned Community Governance manuals and corresponding modules have been completed and endorsed by the Department of Community Government (DCG). These manuals will be used by the DCG, and trained public servants, to provide training for new members of the CG in the four corresponding modules covering: good governance and leaderships, role of your government member, inclusive and equal participation in decision-making and mobilising resources for community Development.

Output 3.2 VA leaders are supported to increase their understanding of ABG planning and budgeting processes and their roles in providing input into CG and District planning as well as their role in the building and maintenance of peace

New project staff completed a training of trainers (ToT) for the VAS training in November 2016 to prepare them for conducting the ToT with the community facilitators. Applications for community facilitators for the VA training component were received from CoEs and selection was completed during the first week of January 2016.

The first ToT for the community facilitators was delivered in February 2016. The project management took the decision to conduct one ToT in Buka as opposed to conducting ToTs in each district. In order to keep the number of participants in the ToT manageable, the numbers of community facilitators trained was reduced to nine from each district plus district DLGOs and CoE executive officers.

A total of 28 participants (22M/6F) completed the four-week ToT focusing on modules 1-3 covering good governance and leadership, the role of your government member, and inclusive and equal participation in decision-making. Six executive officers and two district officers also completed the first two weeks of the ToT which focused on the VAS training (while the final two weeks focused on practical facilitation training and preparation). Community Facilitators took part in the following activities during the ToT:

- Facilitation of sessions
- Demonstration of facilitation skills and techniques
- Session planning with a focus on objectives and the preparation of teaching aids and assessments
- Mentoring of Community Facilitators by Lead and District Facilitators.

Participants also completed pre- and post-tests at the beginning and completion of each module to test the knowledge gained of the topics and to assess the facilitation of the ToT. All participants' results were satisfactory.

In order to improve the ToT for the next round of trainings, it was recommended that there should be more female facilitators from each district and gender should be more effectively integrated into the training. In September 2016 the two-week Module 4 ToT on mobilising resources for community development was delivered to 23 community facilitators (13M/10F) and six CoE and district officers (5M/1F), who participated in the first week of this ToT. Of the 23 facilitators, 9 (7M and 2F) are also facilitators for Modules 1 to 3. This came to a total of **42 community facilitators (28 male, 14 female) trained across the four modules.**

Community entry was completed in Torokina, Wakunai and Buin during December 2015 and January 2016. A total of 666 community members (447M/219F) in 29 communities participated in the meetings and the baseline survey. In Makis constituency (Buin District) the community entry was conducted with 188 people (145M/43F) representing 12 VAs. The collection of baseline data from communities was part of the community entry activities.

The VAS training by community facilitators for Modules 1-3 in Wakunai and Torokina Districts were completed by end June 2016. The VAS training in Baubake CoE (Buin), which was delayed due to the by-election for the South Bougainville seat in the National Government, was completed in August 2016 following the return of the writs. Each VAS training ran for an average of eight days with a team of three facilitators. The VAs in each CoE were grouped into two or three people and comprised of leaders and chiefs from each VA. BCG tried to ensure that each team included a female facilitator, however this was not always possible and a female facilitator was not included in one Buin and one Torokina training due to some local issues. A total of 21 trainings were delivered reaching 638 people (444 male, 194 female).

Further training was planned for Buin between January-June 2017 but due to the issue with the vehicle (see Challenges section) this was not possible.

Following the training, VA groups were expected to apply their learning to complete practical work, including:

- Preparing agendas and meeting minutes
- Preparing for and facilitating (chairing) VA meetings
- Promoting good governance principles
- Encouraging inclusiveness and participation of women and youth in VA activities
- Conducting VA meetings
- Starting a Village Record Book and completing VA/ward profiles

To date, **65 VA/ward profiles have been completed**, which will contribute to the development of CG profiles.

In October and November, 2016 seven Module 4 (Community Self Help) trainings were completed in Wakunai and Torokina and one of two training completed in Buin (Baubake) involving 203 participants (141 male, 62 female).

This module introduced the concept of community development and links it to the function of the VA to improve the quality of life of the people in the village. The module promoted the concept of mobilising community strengths as a sustainable approach to community development.

The module ended with the participants covering basic project management skills (action plans, scheduling, project roles, problem solving, monitoring and evaluation, and report writing) to help them implement a small community self-help project.

Practical tasks for these modules required the participants to return to their VAs and go through the process of identification of needs and prioritising VA members. 29 Village assembly forums were held in May 2017 as part of the process for identification of issues.

In total **841 participants (585 male, 256 female)** completed **Village Assembly strengthening training on modules 1-3 and module 4**. In the participating communities, there are firm indications of increased support for, and understanding of, women's involvement in the political process. This was borne out in discussions with the community members in training, mentoring, monitoring and the community forums. Five women who attended BCG training won seats in their respective wards in 2017 CG elections, one of whom was a BCG Community Facilitator; she is now the new chairperson for the Torokina CG. This is a promising development but intensive, ongoing support needs to be offered to women

While the Buin activities were cancelled in 2017, activities in Torokina and Wakunai were conducted between February-May 2017. There was a short suspension during the campaigning period for the CG elections.

However, in the first six months of 2017, **nine monitoring and mentoring visits** were conducted by staff in Wakunai and Torokina. During these visits practical work such as holding meetings and minute taking are monitored and mentoring is given as well as support to VAs in completing the VA/ward profiles.

7 Visibility

CIPNG communicated the Australian Government's support of BCG activities and outcomes in the following ways:

- During negotiations with the DCG, CIPNG explained that the project was funded by the Australian Government
- Support from the Australian Government was acknowledged during training
- Printed material, including manuals and other promotional materials, included the Australian aid logo

8 Gender

Much of ARoB culture is matrilineal and women do have a voice in family and clan discussions. Women played a pivotal role in ending the Bougainville Crisis of 1998. So, this project had a solid base from which to work in regard to women's participation.

Nonetheless, the formal political sphere has traditionally been the bastion of men.

Therefore one of the notable aspects of the CG Act is the requirement that there should be a fifty percent split of female and male members of the CG. This fits well with CIPNG's approach to promote equitable development opportunities for women and girls.

BCG provided a unique opportunity to increase the involvement of women in public life and decision making in Bougainville.

In particular, conscious efforts were made to ensure that women were equipped with knowledge and provided with opportunities to participate. Strategies included:

- Ensuring that selection criteria for participation in training activities required women's participation as a condition of men participating
- Flexibility with the time and content of training that helped women to work around their workload and responsibilities
- Integrating awareness on the benefits of equal, meaningful participation of men and women in to all training activities
- Ensuring female and male facilitators (as far as possible) in all activities, particularly in participatory planning
- Drawing on culture to highlight women's and men's participation in leadership and governance; this also included exploring barriers to participation
- Advocating for women's participation in leadership

Through this project it was clear that there is a growing groundswell of interest for women to participate in the new political structure of ARoB. BCG went some way to creating awareness and interest for women and men to work more effectively together. However, it is only a start. The strategies developed as part of this project go some way to achieving increased participation of women in the political process but if meaningful participation of women is to be achieved, a significant amount of intensive work needs to be done at all levels, with all people.

9 Challenges

One of BCG's biggest challenges was that when the project began, many DCG staff were still getting used to their roles and responsibilities within the department. While CIPNG did have a desk representative within the DCG as a way of promoting departmental ownership of the project's activities, in hindsight it was too early in the process. DCG staff did not always have the focus to give to the project. Towards the end of the BCG this began to change and by the time it finished strong relationships between CIPNG and DCG had been established. The basis of an effective working relationship had been established.

The lack of DCG ownership in the early part of BCG meant that government involvement in project planning, implementation and budgeting was limited. This ran the risk of disconnecting the project from the government structures. A key lesson for the future is to include government personnel in planning, implementation and budgeting at the beginning of the project. CARE did try a number of ways to get better government buy-in of the program but government staff weren't ready for it at that time. Strengthened relationships with government staff would make this more amenable in the future, especially now that the government has capacity for this activity.

The project activity plan was developed on the assumption that the CG Act would be passed by the ABG Assembly in mid-2015, prior to the ABG parliamentary elections. This did not occur and the legislation was held over until the new Parliament. The legislation was finally drafted in April 2016 and the CG Act was passed by the ABG House of Representatives during the June 2016 sitting. The CG elections were in March 2017.

The delay in recruitment of CG staff impacted on BCG plans. It effectively meant that a whole objective (2) could not be completed as planned. While work was done for this objective, it did not meet the original expectations. This was outside the control of CIPNG.

Prior to training being conducted only a few Ward Managers knew about their roles and responsibilities. This meant that the capacity to manage their communities was lacking resulting in most of the Wards not being organised. Consultations and activity planning skills were nonexistent even at the CG level. Following the training most leaders should be better prepared to manage their Wards as per staff observations.

Another significant issue was the cancellation of activities in Buin due to security issues. At the end of 2016 a CIPNG vehicle was swept away by a flash flood during river crossing. The incident was potentially life threatening but all passengers managed to escape unharmed. However, the vehicle was a write-off. Nearby villagers salvaged the vehicle but refused to release it to CIPNG unless a substantial fee was paid. Threats were also made to CIPNG staff unless payment was given. CIPNG reported this to DFAT as soon as it happened. While CIPNG tried its own channels to retrieve the vehicle, DFAT's Bougainville Representative advocated on CIPNG's behalf to the local Member and other community leaders. In spite of this the vehicle was not returned and CIPNG was informed that the recovery fee had been increased. CIPNG did not pay the fee as this was against its own protocols. Because travel to project sites had to pass through the village, CIPNG cancelled all activities in Buin due to concerns for staff security. Instead, representatives from Buin, who would have participated were invited to forums in Arawa.

CG forums in Wakunai, Buin and Torokina, were scheduled to follow the completion of the VAS training. Delays meant that they were rescheduled for the first quarter of 2017. Prior to that support visits to each of

the two CoEs in Tinputz were conducted. They focused on helping members attain a good understanding of the information presented during the CoE forum conducted at the end of the previous Village Assembly Strengthening Project. This includes VA/ward profiles and development priorities for each of the 25 VAs. Support was also provided to the Tinputz District and the two CoEs in identifying a process they could use to allow VAs to access grants from the BCG Minister for Community Government that was made to each VA. Guidelines are being set by the CoEs and the district which VAs can use.

Basic understanding of the training manuals (Modules 1-4) differed for each Ward. Understanding depended on the level of education and how well facilitation was delivered. In areas where access to education is low, constant mentoring and support was needed. However it was easier in areas where education levels are higher. CIPNG adapted the project activities by constantly guiding the participants with mentoring and support after the trainings especially in doing the practical tasks.

10 Conclusion

By the time this project ended, the DCG indicated to CIPNG that it is now in a better position to participate in BCG.

This is perhaps one of the most notable achievements as it indicates that the ABG has recognised the importance that these activities have played, and can play, in strengthening the new, ambitious Community Government structure.

In a post-project debrief with senior staff in the DCG, including the Secretary, they noted that the project's approach was collaborative and appropriate to the context.

Some of BCG's notable achievements were the development of the community awareness-raising of the CG Act, with a particular emphasis on meaningful women's involvement; the production of training and induction manuals; the completion of VA/Ward profiles and development plans and the completion of a *Guidance Paper on the Support of Women in Bougainville's Community Governments*.

The mandate that half of all CG seats must be divided between women and men is a world-first initiative, as far as we know. CIPNG regards this as an important step towards achieving equitable development opportunities for the whole community. However, because women's participation in the formal political sphere, generally speaking, has not been as high as men's, significant support needs to be offered to women to ensure that they can participate meaningfully in the new CG structure. BCG went some way to providing this support (as mentioned above). Given the newness of the concepts and ways of working, continued intensive support is needed if women are to be equal members in the CGs. To not provide this support runs the risk of marginalising women and reducing their participation to tokenism.

Training of public servants was seen as an appropriate way of promoting ownership and embedding project outputs in to the government structure. However, it must be acknowledged that for much of this project DCG staff were struggling to understand their own structure and processes and weren't always able to give the project the attention it required.

The adoption of the Community Government Act, which passed in 2016, has placed greater urgency on the DCG to ensure that personnel at all levels are properly informed, trained and supported, in a meaningful way, to implement the CG Act. This is both at the departmental level and all government levels below that.

It should be noted that under this new CG structure, Ward Steering Committees, and in particular Ward Recorders, will be called on to perform a wide variety of roles. This varies from accurate and comprehensive data collection that will form the basis of CG profiles (which in turn will support development planning); support to the Department of Peace (DoP) to update the common roll in time for the 2019 referendum; assist the DoP in its efforts to strengthen governance at the Ward and CG levels; identification of people with disabilities (either as a result of the conflict or otherwise) to determine what appropriate assistance can be provided; and helping to prepare the communities for the introduction of a taxation system. All of these functions are important and significant. While the relevant ABG departments will assist the Ward Recorders, it is likely that support will be at a higher, more technical level. There is value in having a more discreet support system in place that can provide the requisite skills and mentoring for the personnel to be effective.

When BCG ended there was a formal handover to the DCG which the First Secretary, along with other senior departmental staff attended. The DCG has agreed to continue the initiatives started under BCG. The VA/ward profiles will form the basis of CG profiles, which in turn will be used for CG and ABG planning

purposes. Discussions between CIPNG and those staff in the lead up to, and after, the completion of the project indicate that a.) BCG is an important project but suffered because it was ahead of its time and b.) times have changed: ABG and the DCG are now ready, by necessity, to fully participate and implement this project.

11 Recommendations

The DCG has spoken to CIPNG about the need to continue, and expand, BCG especially at this time. The passing of the CG Act and the ensuing (increased) interest from both political leaders and the wider community, along with progress in recruiting CG staff, means that now is the time for a program like BCG to expand. After consultation with DCG, CIPNG suggests that:

1. Future projects actively involve government staff in the planning, budgeting and implementation. It would be possible to do now rather than when the project began two years ago
2. Any future project should begin with signed agreements between CIPNG and the relevant ABG departments. This would give added weight to the project activities
3. CIPNG works with communities to inform them of the CG Act in an accessible, understandable way, free of legalese. This is an important governance feature, as the communities will monitor the CG representatives and hold them to account
4. Emphasis continues to be placed on the importance of women's participation in the political process. CIPNG's expertise in this area could significantly support this. Given that it is now a legal requirement that women have 50 percent representation in CGs, it is crucial to support women to be formally involved in public life
5. An adapted version of Phase II of BCG be implemented, ensuring that changes within the DCG are taken in to account (i.e current plans and processes are observed)
6. CIPNG expands its work with Wards and CGs to include data collection and development of VA/ward profiles. The primary entry point would be to train DCG staff who could then pass on those skills to CG staff. Should this occur, the DCG Secretary expressed interest in including GIS data as part of this process
7. Through this first phase of the project, CIPNG has worked with 43 CGs. If there is a next phase, CIPNG could leverage off those relationships to build the capacity of Ward Steering Committees, which will play a pivotal role in the CGs
8. CIPNG provides training and mentoring to Ward Recorders in a way that complements the plans of ABG departments such as (but not limited to) DCG, DoP and DoF

I confirm that this report is complete and accurate, reflecting project performance against the agreed project design; the funds allocated to the Project were used in accordance with the funding agreement with Abt Associates and the Project Design Document.



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Principal Executive International Programs, CARE Australia

12 Appendices

Appendix 1: Data

Training

District	No. of VA trainings	Male	Female	Total	No. of VA trainings	Male	Female	Total
	Modules 1-3				Module 4			
Wakunai	6	130	47	177	2	41	15	56
Wakunai	6	106	60	166	2	36	16	52
Torokina	5	93	64	157	2	42	21	63
Buin	4	115	23	138	1	22	10	32
Total	21	444	194	638	7	141	62	203

Forums and meetings

District	Forums		Self Help Projects		SCMs	MM Visits	Certified		VA/ward Profiles
	VA	CG	Complete	In- progress			VAFs	Participants	
2015-2016									
Tinputz	24	0	0	0	2		0		24
Wakunai	23	0	0	0	4		0	184	20
Torokina	20	0	0	0	2		0	92	12
Buin	7	0	0	0	4		0	52	
2017- no cost extension									
Wakunai	19	1	7	15	9	4	13	104	1
Torokina	10	1	11	14	5	5	13	108	8
Total	103	2	18	29	26	9	26	540	65

Appendix 2: Most significant change stories

As part of the BCG's M&E process, Most Significant Change (MSC) stories were collected from project participants. In keeping with MSC methodology, there was a detailed discussion amongst the project participants about an aspect of BCG that appealed to them. The following is a selection of those stories.

Promoting governance and leadership

My name is **John**. I am the Chairperson of Ruruvu Village Assembly (VA) in the Terra Constituency of the Autonomous Region of Bougainville. I have been in this position for 5 years now.

In the past, I performed my duties without understanding of what I was doing as a VA leader.

When I heard about CARE's training, I thought it was a great opportunity for me to learn about the leadership skills to help me perform my duties well.

I became a participant in the training which covered Good Governance and Leadership skills apart from other interesting topics.

Personally, I can say that I have changed as a leader.

I believe that if changes in development need to take place in my VA, it has to begin with the leader.

This training has helped me to plan activities strategically. Lately, I developed a plan in which people in my VA will live in permanent homes. This will be a three year project. However, I am also mindful that Water and Sanitation is a big problem in my village. My committee has submitted a proposal to the Bougainville Small Grants for financial support to carry out the latter project and we are still waiting for the outcome.

Addressing the Water and Sanitation problem is significant because during the dry season, we use water from the wells. Water wells are not usually clean and can cause sicknesses.

Ruruvu Village is located in a very remote place in the mountains and it takes one hour to drive a sick person to the District Health Centre for treatment. It is very essential to have clean water from the tanks for a better and healthier life.



Francisca's leadership journey

"I became involved[in the project] when I attended the Module 1-4 trainings and took part in the planning tasks of the Laruma Ward Assembly"

When I got involved myself with the project the part that interested me was how to do the VA/Ward Profiles. I began to realize the big picture of how my Ward and the data it contains of resources, human, and natural and institutes that support it. And how I can link that to how decisions are made and it affects people."

Realising my interest during the CG elections I began to campaign and stand for the elections. I believed that with the skills that I have gained I can contribute meaningfully if I become elected. Thus my dreams came through I got elected."

Putting knowledge to work

Elizabeth is a Rau Women's Federation Secretary.

Before the Module 4 self help projects' training she used her kitchen house as a meeting place to hold Federation meetings. This was not ideal for the federation or for her family.

With knowledge she gained from the training, Elizabeth and her team built a separate meeting house to accommodate more secure and comfortable meetings. The new house also gives her family some privacy.

Caption: *the meeting house that was built by the Women's Federation.*



Improving education through infrastructure

Herman is a Parents and Guidance Chairman at Teperoi Primary School in Wakunai District.

The lack of human resources in the community led him to get involved in the training workshop run by CARE under the Bougainville Community Government Project. He saw that his community needs more human resource people to bring some good change in the community.

Herman testified that after the training, the skills he received have boosted the development of school facilities. Two of the projects that he implemented for the schools are VIP toilets and staff housing.

The community is still doing fundraising to complete the staff housing project. The VIP Toilets were been completed.

Herman said that the skill of delegating tasks that he learned in the training helped to fast track the two school projects. It also gave him more time to deal with other urgent matters in the school and the community.

He is happy that the different hamlets of the ward are taking ownership of the school projects as they are been tasked to take part in the different section of the projects.

Herman believes that with the new skills and knowledge he is using, he will help improve the standard of the primary school.

He commended CARE on how the BCG project was implemented. In the past, Herman said, he took part in the Peace Foundation training by another NGO but there were no further support like mentoring on practical tasks that CARE provided under BCG.

Youth leadership

With the support of their COE Member (Chief) Mark, youth from Steamas in Rauvira Village Assembly built a stage/platform in which they have been holding youth rallies.

The rallies are an opportunity to talk about youth issues affecting the community, the consequences (long term or short term) and how they can help tackle these issues.

This has resulted in youth feeling more of a part of their community and the changes that are taking place. This is inclusiveness and consultation in practice.



Youth are becoming more active in the community as the leaders stand and support them.